



**THE UNITED REPUBLIC OF TANZANIA
PRIME MINISTER'S OFFICE, REGIONAL ADMINISTRATION
AND LOCAL GOVERNMENTS**

**MSIMBAZI BASIN DEVELOPMENT PROJECT (MBDP)
(IDA – CREDIT NO. 7215-TZ)**

**PROCESS FRAMEWORK FOR THE MSIMBAZI BASIN
DEVELOPMENT PROJECT**

JUNE 2026

Executive Summary

Introduction

This Process Framework (PF) is prepared under the World Bank Environmental and Social Standard 5 (ESS5), which requires a participatory process for determining appropriate restrictions on access to legally designated protected areas and mitigating associated livelihood impacts. The PF applies exclusively to the Pugu-Kazimzumbwi Nature Forest Reserve (PKNFR), an existing gazetted protected area in Tanzania, managed by the Tanzania Forest Service (TFS) under the Msimbazi Basin Development Project (MBDP).

Project Context. The MBDP is a Government of Tanzania initiative implemented by PMO-RALG with financing from the World Bank (US\$200 million IDA credit), the Government of the Netherlands (€30 million grant), and the Government of Spain (US\$30 million credit). The Project Development Objective is to strengthen flood resilience and integrated urban development in the economically important and flood-prone area of the Msimbazi River Basin in Dar es Salaam. The project includes upstream catchment restoration as a critical component of flood risk management, recognizing that reforestation in the Pugu Hills area contributes to reduced sedimentation and improved hydrological regulation.

Scope and Application. The project will not acquire land nor cause physical displacement of any kind. Mitigation measures under this PF apply exclusively to temporary, project-induced restrictions on access during restoration activities and subsequent maintenance. The project related activities leading to temporary restrictions include: (i) tree planting; and (ii) nursery establishment. Temporary restriction will apply to permitted activities such as fire wood and medicinal plant collection, ritual activities like worshiping certain trees within the area targeted for restoration for approximately 24 months starting from September 2026 to September 2028 allow trees to mature. The project introduces no permanent new access restrictions. Pre-existing legal prohibitions under the reserve's gazetted status are not subject to mitigation under this PF. Furthermore, where project activities formalize, spatially clarify, or operationalize existing access regimes, this does not create new ownership or tenure rights. Rather, these processes are undertaken through the participatory process described in this PF and are intended to provide clarity and predictability for communities regarding temporary access arrangements during restoration activities.

The operationalization of access arrangements involves communities and TFS jointly developing written protocols through negotiation. These protocols specify who may access the forest, what permitted activities they may undertake, where they may do so within designated zones, and when access is allowed, including any seasonal or timing considerations. These protocols are managed through co-management structures involving Village Natural Resources Committees (VNRCs) and TFS, using procedures agreed upon through the participatory process. Importantly, operationalization does not introduce new enforcement equipment or permanent patrols funded by the Project, and TFS's statutory enforcement functions remain independent and are not supported by this Project.

Spatial clarification entails participatory mapping exercises where communities and TFS jointly define and demarcate areas within the restoration zone. This includes identifying active restoration plots where temporary no-access applies during planting and maintenance, designating permitted use zones where continued access for firewood, medicinal plants, and rituals is agreed, and establishing access routes to ensure passage through restoration areas. This demarcation is communally agreed, documented in maps, and communicated through signage and community notification. Spatial clarification does not create permanent buffer zones, core conservation zones, or new boundaries, but rather clarifies existing spatial arrangements for the project period.

Through written Community Agreements, the project provides formal recognition of which existing activities are permitted and under what conditions during the restoration period. This formalization process gives communities legal clarity on temporary restrictions, access to a formal grievance mechanism, advance notice before any changes to access arrangements, and alternative arrangements where access is disrupted. Importantly, this formalization does not create new ownership rights, tenure rights, or permanent usage rights beyond those already provided under the PKNFR management plan and the Forest Act No. 14 of 2002. It also does not legitimize illegal activities such as commercial charcoal production, timber harvesting, sand mining, or poaching, which remain prohibited and subject to TFS enforcement independent of the Project.

The Project funds only restoration activities, including tree planting, nursery establishment, capacity building for implementation of PF, equipment for restoration activities such as motorcycle, fire fighting equipment (boots, fire beaters, fire proof overalls, helmet, fire proof boots, radio call system, Drone, Binocular, GPS, Laptops, and community payment for planting and maintenance work. The Project does not fund any enforcement activities, nor does it provide equipment for enforcement, financial support to TFS for management or enforcement of the protected area. TFS's enforcement functions are carried out under its statutory mandate independently of this Project.

The project acknowledges that bamboo planting along the riparian corridor, while necessary for soil stabilization, may result in dense vegetation that could make certain areas inaccessible over time. This is an ecological outcome of restoration, not a projection-imposed access restriction. The project will mitigate this through provision of access routes where necessary within the restoration area, and other alternative access arrangements through negotiated agreements.

Legal and Regulatory Framework. The PKNFR was legally gazetted as a Nature Forest Reserve on March 6, 2020 through Government Notice No. 190, covering a total area of 7,272 hectares. The reserve is owned by the Central Government and managed by TFS under the Forest Act No. 14 of 2002. As a Nature Forest Reserve, no production or commercial extraction is permitted. However, the reserve's management plan 2022/23-2026/27 makes specific provision for community members to undertake certain non-commercial activities: collection of dead and fallen firewood (with priority given to women), collection of medicinal plants (using hands only, without tools such as axes, pangas, or saws), access for worship and ritual purposes, and beekeeping as a livelihood activity were conducted under a permit issued by TFS. All other forms of extraction or commercial use remain strictly prohibited.

Restoration Program. The restoration program will rehabilitate approximately 579.4 hectares of degraded land within the Pugu and Kazimzumbwi portions of PKNFR. **The program comprises the following specific activities:**

- **Nursery establishment:** Establishment of tree nurseries with a total capacity of raising approximately 225,500 seedlings per year, managed collaboratively between TFS and District Councils.
- **Bamboo planting:** Planting of approximately 20,000 bamboo seedlings (*Dendrocalamus strictus*) along a 5-kilometer riparian corridor along the Msimbazi River for rapid soil stabilization and erosion control.

- **Indigenous tree planting:** Planting of approximately 370,000 indigenous tree seedlings including *Albizia gummifera*, *Khaya anthotheca*, *Milicia excelsa*, *Azizelia quanzensis*, and *Acacia nigrescens* across 579.4 hectares of upland areas to restore natural forest structure and ecological function.
- **Post-planting maintenance:** Spot weeding, beating up (replacing non-surviving seedlings), and tending operations to ensure healthy growth and long-term establishment of vegetation cover.
- **Firebreak establishment:** Clearing and maintenance of firebreaks annually around vulnerable forest boundaries to prevent wildfire damage to restored areas.
- **Community training:** Hands-on training for community members on tree planting techniques, seedling care, maintenance, fire prevention, and monitoring.

These activities align with Subcomponent 1.4 of the MBDP (Watershed Management through Greening, Erosion Control, and Litter Management), which focuses on nature-based solutions to restore natural assets and reduce degradation in the upper catchment.

Community Participation in Restoration Activities: Community members engaged in tree planting and maintenance activities will be paid for their work. Payment rates will be consistent with local wage rates for casual labor and will be disclosed before work begins. This is payment for labor provided, not compensation for land or access restrictions. The Community Participation Consent Form documents the worker's understanding of the terms of employment (payment rate, work schedule, safety requirements). This form is separate from Negotiated Agreements, which govern access to forest resources during restoration. The two documents serve different purposes and will be maintained separately.

Human-Wildlife Conflict. Human-wildlife conflict is not induced by the project. It pre-exists the restoration activities and is a long-standing issue in communities adjacent to PKNFR. However, restoration activities may create a risk of intensifying human-wildlife interactions through altered wildlife habitats and movement patterns. The PF addresses human-wildlife conflict as a risk that the project will mitigate, not as a project-induced impact subject to ESS5 compensation.

Participatory Process. The PF establishes step by step participatory process involving communities, TFS, and local government authorities. A key output is the development of negotiated agreements, which are formal, written agreements between community members, (individuals or groups) and TFS that establish specific terms for continued access to permitted activities during restoration.

Grievance Redress Mechanism. The PF establishes a multi-tiered grievance mechanism (GM) operating at village, ward, district, project/TFS, and formal judicial levels. The GM includes protection against retaliation, anonymous reporting channels, survivor-centered approaches for GBV cases, and an incident reporting protocol requiring notification of critical incidents (fatalities, serious injuries, GBV, excessive force) to the World Bank within 24 hours.

Monitoring and Adaptive Management. Monitoring focuses on participatory process functioning, timeliness of mitigation, GRM performance, emerging risks, compliance with negotiated protocols, and use of alternative sources.

Capacity Building. A comprehensive capacity-building program addresses identified institutional gaps, including TFS's lack of dedicated environmental and social personnel. To address this, the project will engage experienced Environmental and Social consultants to provide ongoing training on PF implementation, mentoring, and technical support to TFS personnel (including rangers and other dedicated staff assigned to PF implementation) and Environmental and Social Officers from Kisarawe and Ilala District Councils who will be working with TFS on E&S-related matters throughout PF implementation. The consultant will work closely with these teams on an ongoing basis to ensure continuous capacity strengthening, provide on-the-job support, and address emerging challenges as they arise. Training targets TFS personnel, district council staff, VNRCs, and community monitors on ESS standards, GRM administration, community engagement, participatory monitoring, and Community Agreements. This sustained support approach ensures that all personnel directly involved in implementing the PF develop and maintain the necessary knowledge and skills to carry out their roles throughout the project lifecycle effectively

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ACRONYMS AND ABBREVIATIONS

Acronym	Full Form
CBO	Community-Based Organization
CoC	Code of Conduct
DMDP	Dar es Salaam Metropolitan Development Project
E&S	Environmental and Social
ESCP	Environmental and Social Commitment Plan
ESF	Environmental and Social Framework
ESS	Environmental and Social Standard
FGD	Focus Group Discussion
GBV	Gender-Based Violence
GPS	Global Positioning System
GM	Grievance Mechanism
HWC	Human-Wildlife Conflict
IPs/SSAHUTLCs	Indigenous Peoples / Sub-Saharan African Historically Underserved Traditional Local Communities
KII	Key Informant Interview
LGA	Local Government Authority
LPG	Liquefied Petroleum Gas
LRP	Livelihood Restoration Plan
MBDP	Msimbazi Basin Development Project
PF	Process Framework
PKNFR	Pugu–Kazimzumbwi Nature Forest Reserve
PMO-RALG	Prime Minister's Office – Regional Administration and Local Government
TFS	Tanzania Forest Service
VNRC	Village Natural Resources Committee

1. Introduction

The Process Framework (PF) provides the guiding principles, procedures, and mechanisms to ensure that any restrictions on access to natural resources resulting from project activities are implemented in a transparent, participatory, and equitable manner. It is prepared in line with the requirements of the World Bank's Environmental and Social Standard 5 (ESS5) and the national legal framework governing land, forests, conservation, and community resource use. The framework specifically supports upstream environmental restoration activities within the Pugu-Kazimzumbwi Nature Forest Reserve (PKNFR) where project interventions may temporarily affect how communities access and use land and natural resources.

1.1. Project Background

The Msimbazi Basin Development Project (MBDP) is a Government of Tanzania initiative implemented by the Prime Minister's Office – Regional Administration and Local Government (PMO-RALG), with financing from the World Bank. The Project Development Objective is to reduce flood risk in the Msimbazi River Basin and improve access to basic infrastructure and services for communities in the Msimbazi Valley.

Upstream forest restoration plays a critical role in the project's flood risk management strategy. Reforestation in the Pugu Hills area reduces soil erosion and sedimentation, slows rainwater runoff, and enhances groundwater recharge. These natural functions complement engineered flood control measures and contribute to long-term ecosystem resilience. The restoration program directly supports Subcomponent 1.4 of the MBDP (Watershed Management through Greening, Erosion Control, and Litter Management).

Within this institutional framework, PMO-RALG oversees the implementation of this Process Framework and provides financial support for restoration activities as part of the MBDP component. The Tanzania Forest Services Agency (TFS) is responsible for executing the tree planting activities, consistent with its legal mandate for forest management under the Forest Act No. 14 of 2002. Local Government Authorities (LGAs) in Kisarawe District facilitate community mobilization and coordination at the local level.

1.2. The Pugu-Kazimzumbwi Forest Reserve: Location and Description

Kazimzumbwi Forest Reserve is located in Kisarawe District, Pwani Region, Tanzania, approximately 20 kilometers southwest of Dar es Salaam. The reserve forms part of the Eastern Arc and Coastal Forest mosaic, a globally recognized biodiversity hotspot characterized by high levels of endemism and ecological significance. These coastal forests are among the oldest forest ecosystems in Africa and support a wide range of plant and animal species, some of which are rare, threatened, or endemic to the region.

The reserve plays an important ecological role within the broader Msimbazi catchment system. It contributes to watershed protection, groundwater recharge, carbon sequestration, and microclimate regulation. The forest landscape consists primarily of dry coastal forest vegetation, interspersed with woodland and shrubland areas. Soils are generally sandy and susceptible to erosion when vegetation cover is removed, making restoration and

conservation interventions particularly important for maintaining slope stability and reducing sediment transport into downstream river systems.

Kazimzumbwi Forest Reserve also supports local communities who rely on surrounding lands for agriculture, fuelwood collection, and other livelihood activities. While the reserve is legally protected under national forestry legislation, historical pressures have led to degradation in certain sections. Current restoration efforts aim to rehabilitate degraded areas.

Table 1-1: Kazimzumbwi Forest Reserve Location and Description

Feature	Description
Location	Kisarawe District and Ilala Pwani Region and Dar es salaam Tanzania
Coordinates	Approximately 6°55' S, 39°00' E
Establishment	Legally gazetted as Nature Forest Reserve on March 6, 2020 through government Notice No.190.
Ecosystem Type	Eastern African coastal forest (one of the oldest forest ecosystems globally)
Neighboring Villages	Kisarawe, Kazimzumbwi, Pugu station, and others
Relationship to Pugu	Adjacent to Pugu Hills Forest Reserve; together known as "the lungs of Dar es Salaam"

The PKNFR, together with the Ruvu-South Forest Reserve, are often called "the lungs of Dar es Salaam" due to their critical role in providing ecosystem services to Tanzania's largest city.

1.3 Restoration Activities within PKNFR

The restoration program will rehabilitate approximately 579.4 hectares of degraded land within the Pugu and Kazimzumbwi portions of PKNFR. **The program comprises the following specific activities:**

- **Nursery establishment:** Establishment of tree nurseries with a total capacity of raising approximately 225,500 seedlings per year, managed collaboratively between TFS and District Councils.
- **Bamboo planting:** Planting of approximately 20,000 bamboo seedlings (*Dendrocalamus strictus*) along a 5-kilometer riparian corridor along the Msimbazi River for rapid soil stabilization and erosion control.
- **Indigenous tree planting:** Planting of approximately 370,000 indigenous tree seedlings including *Albizia gummifera*, *Khaya anthotheca*, *Milicia excelsa*, *Azizelia*

quanzensis, and *Acacia nigrescens* across 579.4 hectares of upland areas to restore natural forest structure and ecological function.

- **Post-planting maintenance:** Spot weeding, beating up (replacing non-surviving seedlings), and tending operations to ensure healthy growth and long-term establishment of vegetation cover.
- **Firebreak establishment:** Clearing and maintenance of firebreaks annually around vulnerable forest boundaries to prevent wildfire damage to restored areas.
- **Community training:** Hands-on training for community members on tree planting techniques, seedling care, maintenance, fire prevention, and monitoring.

Species selection was informed by the Pugu Forest Management Plan, the Urban Greening Guidelines developed under DMDP I, and recommendations from stakeholder consultations conducted during preparation of this PF. These consultations included academia, conservation experts, and civil society organizations.

The villages adjacent to the reserve, such as Kisopwa and Vibura in Kiluvya Ward, Visegese in Kazimzumbwi Ward, Bangulo and Pugu Stesheni in Pugu Stesheni Ward were consulted during the preparation of this PF and will participate in restoration activities. Community members from these villages will be engaged in tree planting and maintenance. Community members engaged in these activities will be paid for their work. Payment rates will be consistent with local wage rates for casual labor and will be disclosed before work begins. This is payment for labor provided, not compensation for land or access restrictions. Participation is based on a formal written agreement (Community voluntary Participation Consent Form) that ensures clear communication and mutual understanding between parties regarding the terms of engagement, payment rates, work schedule, and safety requirements. Participants will receive hands-on training, along with necessary tools and equipment to support their engagement.

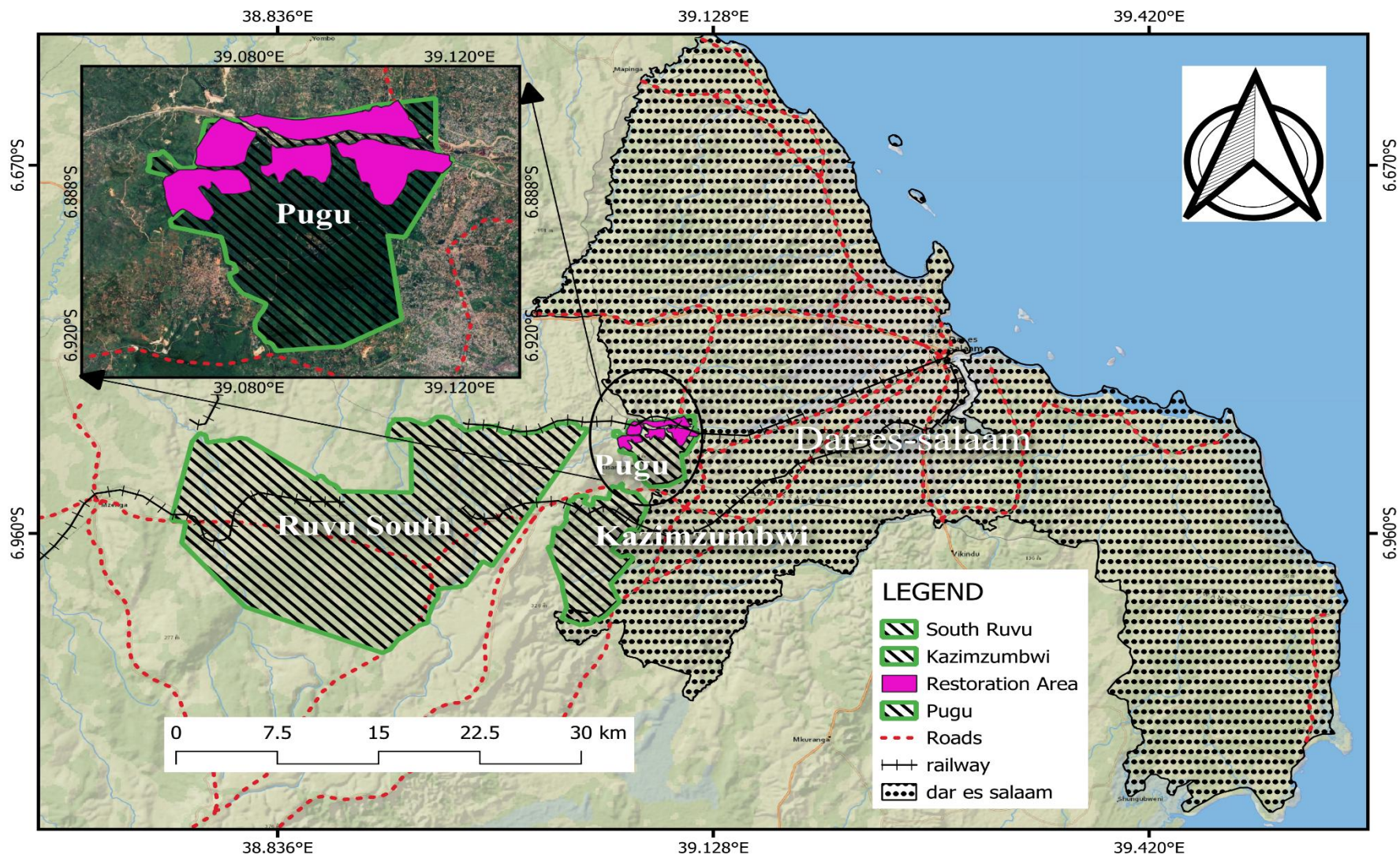


Figure 1-1: Project Setting

1.4 Purpose and Scope of the Process Framework

This PF is prepared under Environmental and Social Standard 5 (ESS5), which requires a participatory process for determining appropriate restrictions on access to legally designated protected areas and mitigating associated livelihood impacts. This PF applies exclusively to restoration activities within PKNFR.

The project involves no land acquisition or physical displacement of any kind. Mitigation measures under this PF address only temporary, project-induced restrictions on access, specifically, short-term closures during restoration activities and maintenance. Currently, communities are allowed to collect firewood from fallen trees, medicinal plants, and access the forest for ritual activities. Individuals and community groups obtain authorization by consulting their local government leaders and then getting an official permit from TFS during day time for activities like collection of firewood but for the ritual activities depends on the specific needs of the groups and individual performing such ritual it can be at day time late evenings. During active restoration, such access may be temporarily suspended, and the project will not introduce any new permanent access restrictions. The project acknowledges that bamboo planting along the riparian corridor, while necessary for soil stabilization, may result in dense vegetation that could make certain areas inaccessible over time. This is an ecological outcome of restoration, not a project-imposed access restriction. The project will address this through Negotiated Agreements with affected communities, including designation of alternative access routes where feasible and referral to legal alternative sources (general land forests, Ruvu Forest Plantation).

Pre-existing legal prohibitions under the reserve's gazetted status are not subject to mitigation under this PF. Existing prohibited activities are farming, settlement expansion, grazing of livestock, commercial and non-commercial charcoal production, timber harvesting, sand mining, and poaching. Where project activities formalize, spatially clarify, or operationalize existing access regimes, this does not create new ownership or tenure rights. Rather, these processes are undertaken through the participatory process described in this PF and are intended to provide clarity and predictability for communities regarding temporary access arrangements during restoration activities.

The operationalization of access arrangements involves communities and TFS jointly developing written protocols through negotiation. These protocols specify who may access the forest, what permitted activities they may undertake, where they may do so within designated zones, and when access is allowed, including any seasonal or timing considerations. These protocols are managed through co-management structures involving Village Natural Resources Committees (VNRCs) and TFS, using procedures agreed upon through the participatory process. Importantly,

operationalization does not introduce new enforcement equipment or permanent patrols funded by the Project, and TFS's statutory enforcement functions remain independent and are not supported by this Project.

Spatial clarification entails participatory mapping exercises where communities and TFS jointly define and demarcate areas within the restoration zone. This includes identifying active restoration plots where temporary no-access applies during planting and maintenance, designating permitted use zones where continued access for firewood, medicinal plants, and rituals is agreed, and establishing access routes to ensure passage through restoration areas. This demarcation is communally agreed, documented in maps, and communicated through signage and community notification. Spatial clarification does not create permanent buffer zones, core conservation zones, or new boundaries, but rather clarifies existing spatial arrangements for the project period.

Through written Community Agreements, the project provides formal recognition of which existing activities are permitted and under what conditions during the restoration period. This formalization process gives communities legal clarity on temporary restrictions, access to a formal grievance mechanism, advance notice before any changes to access arrangements, and alternative arrangements where access is disrupted. Importantly, this formalization does not create new ownership rights, tenure rights, or permanent usage rights beyond those already provided under the PKNFR management plan and the Forest Act No. 14 of 2002. It also does not legitimize illegal activities such as charcoal production, timber harvesting, sand mining, or poaching, which remain prohibited and subject to TFS enforcement independent of the Project.

Through this PF, affected communities and TFS will jointly determine how access to the reserve may be adjusted in response to project activities, clearly separating any new project-related measures from long-standing legal rules. The framework describes how adverse impacts will be addressed, sets up a mechanism for resolving grievances, and assigns clear responsibilities to each institution involved. It also makes room for formal negotiation agreements between communities and TFS that spell out the terms under which permitted uses of the forest may continue.

All mitigation measures under this PF will be determined through the participatory process without changing the existing TFS permitting systems for forest access.

2. LEGAL AND POLICY CONTEXT

2.1. Status of Pugu–Kazimzumbwi Nature Forest Reserve

The PKNFR is a legally gazetted Nature Forest Reserve. Government Notice No. 190 of March 6, 2020 officially established the reserve by merging Pugu Forest Reserve (gazetted in 1947) and Kazimzumbwi Forest Reserve (gazetted in 1954). The total area of the Pugu and Kazimzumbwi portions is 7,272 hectares.

As a Nature Forest Reserve, PKNFR is subject to the highest level of protection under Tanzanian law. The management plan for PKNFR explicitly states: "Being a protective forest reserve, the reserve is entirely protected to safeguard few remaining endemic plants and vertebrates. No production/extraction activities are allowed in the reserve."

The reserve is owned by the Central Government and managed by TFS under the Forest Act No. 14 of 2002. Currently, Pugu and Kazimzumbwi forests are managed by the Kisarawe District Forest Conservator.

2.2. Applicable National Legal Framework

The Forest Act No. 14 of 2002 is the primary legislation governing forest reserves. It establishes TFS as the mandated authority and provides for participatory forest management including Joint Forest Management Agreements.

The Wildlife Conservation Act Cap. 283 provides the legal framework for wildlife conservation and human-wildlife conflict mitigation. It mandates the mitigation of human-wildlife conflicts wherever they occur and establishes a consolation framework under Sections 69-71 and the Wildlife Conservation (Dangerous Animals Damage Consolation) Regulations of 2011. Eligible losses include human death or injury, livestock death, and crop destruction. Applications must be made within seven days. Self-defence provisions under Section 73 provide immunity for killing any animal in defence of human life or livestock. The project does not directly result in HWC; however, there is a risk of intensification. The project will not compensate for existing HWC but will mitigate any risk that restoration might pose.

The Village Land Act No. 5 of 1999 is relevant for boundary clarification between village land and the forest reserve. It also establishes a clear dispute resolution hierarchy including Village Land Councils and Ward Tribunals.

The Environmental Management Act No. 20 of 2004 establishes environmental protection principles, mandates public participation in environmental decision-making, and establishes a 60-meter buffer zone from river high-water marks where activities are restricted.

The Land Use Planning Act No. 6 of 2007 reinforces the requirement that communities must be engaged in land use planning and that land use plans must support sustainable development and resource use.

2.3. Applicable World Bank Standards

ESS5 is the primary standard applicable to this PF. It applies to restrictions on access to legally designated parks or protected areas. The PKNFR already has existing legal restrictions in place for activities such as cultivation and farming, settlement expansion, grazing of livestock, commercial charcoal production, timber harvesting, sand mining, and poaching. The World Bank's ESS 5 - Land Acquisition, Restrictions on Land Use and Involuntary Resettlement governs any adverse impacts on livelihoods because of Bank funded activities that are caused by:

- a) Land rights or land use rights acquired or restricted through expropriation or other compulsory procedures in accordance with national law;
- b) Land rights or land use rights acquired or restricted through negotiated settlements with property owners or those with legal rights to the land, if failure to settle would have resulted in expropriation or other compulsory procedures;
- c) Restrictions on land use and access to natural resources cause a community or groups within a community to lose access to resource usage where they have traditional or customary tenure or recognizable usage rights. This may include situations where legally designated protected areas, forests, biodiversity areas, or buffer zones are established in connection with the project;
- d) Relocation of people without formal, traditional, or recognizable usage rights, who are occupying or utilizing land prior to a project specific cut-off date;
- e) Displacement of people because of project impacts that render their land unusable or inaccessible;
- f) Restriction on access to land or use of other resources including communal property and natural resources such as marine and aquatic resources, timber and non-timber forest products, fresh water, medicinal plants, hunting and gathering grounds, grazing, and cropping areas;
- g) Land rights or claims to land or resources relinquished by individuals or communities without full payment of compensation; and
- h) Land acquisition or land use restrictions occurring prior to the project, but which were undertaken or initiated in anticipation of, or preparation for, the project.

This Process Framework covers points c and f because the project will finance activities that will result in temporary restrictions of access to resources for some project stakeholders.

ESS10 requirements, which are also fleshed out in the Project's Stakeholder Engagement Plan, provide the framework for stakeholder engagement, information disclosure, and grievance redress. It requires that engagement be inclusive, culturally appropriate, and tailored to the needs of different groups, including vulnerable and marginalized populations.

ESS6 provides context for biodiversity conservation and sustainable management of living natural resources, which is relevant to the restoration activities but not the focus of the PF.

2.4. Institutional Capacity Assessment

An institutional capacity assessment has been conducted for TFS, the primary enforcement entity for PKNFR. The assessment confirms that TFS has the legal mandate under the Forest Act No. 14 of 2002 to enforce forest rules within PKNFR. TFS personnel demonstrate commitment to conservation objectives and have established relationships with some community groups. The agency has a formal organizational structure with clear lines of authority.

The assessment focused on identifying areas where additional capacity strengthening would support effective implementation of the Process Framework and associated project activities. In particular, the assessment highlighted the need for targeted orientation and training on Environmental and Social Framework requirements, grievance redress procedures, and participatory engagement approaches, to complement existing technical and statutory capacities. In line with the project's Environmental and Social Commitment Plan and good international practice, project-supported personnel will operate under a Code of Conduct applicable to project restoration activities, including provisions on professional conduct, respectful engagement with communities, and grievance referral procedures. The Code of Conduct will prohibit excessive force, require de-escalation as the first response, and mandate respectful treatment of community members. This code of conduct will be prepared specifically for project restoration activities. All TFS personnel assigned to PKNFR will receive training in Second week of July 2026 on the Code of Conduct, community engagement, and grievance referral procedures. A dedicated reporting mechanism will be operationalized during the implementation of this PF and project related activities, it will be communicated through participatory process in public meetings with the neighboring communities and local administration. Through the GRM for community members to file complaints about enforcement conduct, with protection against retaliation. These measures will be completed before restoration activities begin.

2.5. Land Rights and Legacy Issues Assessment

The PKNFR was established in 2020, merging two existing forest reserves with management histories dating back to the 1940s and 1950s. The PKNFR management plan documents various enforcement actions, boundary clarification processes, and previous conservation initiatives over several decades. The Process Framework focuses exclusively on project-related activities and forward-looking arrangements associated with restoration under the MBDP. Issues related to historical boundary processes or previous management interventions are outside the scope of this Framework and are not addressed herein. Detailed historical context is provided in Annex G for reference.

An assessment of land rights and claims was conducted through household surveys and community consultations. The assessment found that 70.4 percent of households operate under customary tenure without formal title, while 14.8 percent hold formal rights of occupancy. No households reside within PKNFR boundaries; all targeted communities reside on village land near and outside the reserve.

2.6. Management Challenges Relevant to Pugu and Kazimzumbwi Portions

The PKNFR Management Plan (2022–2027) identifies several management challenges affecting the Pugu and Kazimzumbwi portions of the reserve. These include:

- Boundary conflicts in areas such as Nzasa, Nyebulu, and Kimwani adjacent to Kazimzumbwi forest, which have historically led to tensions between communities and forest management authorities.
- Encroachment for settlement expansion and small-scale agriculture along the forest edges of both Pugu and Kazimzumbwi.
- Illegal harvesting of forest products, including charcoal production, building poles, and grass for livestock fodder.
- Infrastructure projects such as the Standard Gauge Railway (SGR) traversing Pugu forest and the TAZARA railway crossing Kazimzumbwi forest, which have increased access and disturbance to these areas.
- Inadequate resources for patrols and extension services relative to the size and pressure on the reserve.

These challenges are outside the scope of this PF, as they predate the MBDP restoration activities and are not induced by the project. However, they inform the participatory approach and trust-building measures outlined in this PF.

3. NATURE OF PROJECT-INDUCED ACCESS CONSIDERATIONS

3.1. Existing vs. Project-Induced Restrictions

Existing legal restrictions are those already in force under the Forest Act and the PKNFR management plan of 2022/23-2026/27. These include prohibitions on harvesting of woody forest products, cultivation and farming, settlement expansion, grazing of livestock, commercial charcoal production, timber harvesting, sand mining, and poaching. These restrictions are outside the scope of this project and PF because they are pre-existing legal requirements, not created by the project.

3.2 Permitted Community Activities within PKNFR . These 3.2

Under the PKNFR management plan and the Forest Act No. 14 of 2002, community members may undertake specific non-commercial activities within the reserve subject to obtaining appropriate authorization from TFS. These activities are regulated through a permit system established under Part VI of the Forest Act, which specifies the types of permits that may be issued for various activities in forest reserves.

General Entry and Recreational Activities

Community members and visitors may enter the reserve for recreational purposes such as sightseeing, walking, and nature observation upon obtaining an entry permit or ticket from TFS or the Forest Officer. These are non-consumptive activities, meaning they do not involve the collection, extraction, or removal of any forest resources. Access is typically granted during daytime hours from dawn to dusk. Entry is controlled, and all activities are prohibited unless specifically authorized.

Tourism and Ecotourism Activities

Ecotourism activities, including guided visits and camping, may be authorized by TFS through visitor permits or tourism permits. These permits are typically issued for daily or short-term periods ranging from hours to a few days. All tourism activities must comply with conservation rules, and no extraction of forest resources is permitted.

Research and Scientific Access

Research activities within PKNFR require a research clearance and entry permit obtained from COSTECH and TFS or the Ministry of Natural Resources and Tourism. Permits are project-based and typically valid for months to years, with entry often time-bound within the permit validity period. Applicants must submit an approved research proposal, provide details of institutional affiliation, and agree to reporting obligations. Researchers are required to deposit one copy of any publication arising from the research in specified libraries. Research may be conducted at any time, including night-time, depending on the nature of the research and the conditions of the permit.

Collection of Dead and Fallen Firewood

Community members may collect dead and fallen firewood using hands only, without tools such as axes, pangas, or saws. Priority is given to women in accordance with the PKNFR management plan. Authorization is obtained through consultation with local government leaders and official permit from TFS. Access is typically granted during daytime hours. The permit specifies designated collection zones, allowable quantities, and duration of validity.

Collection of Medicinal Plants

Traditional healers and community members may collect medicinal plants without using tools such as axes or pangas. This activity requires a permit from TFS, which specifies the species that may be collected, sustainable harvesting limits (mature plants only, specific parts only), and designated collection zones. Access is generally during daytime hours, though some traditional healers may collect leaves in the evening depending on the specific requirements of their practice and the permissions granted.

Beekeeping

Beekeeping may be conducted within PKNFR under a permit issued by TFS. Applicants are required to identify the forest reserve where they intend to establish beekeeping activities and submit an application through the relevant TFS district office, indicating the location of the forest, as well as the number and type of beehives to be used. Beekeepers granted access to forest reserves become conservation partners and are expected to report any illegal activities or environmental destruction they encounter. Beekeepers must obtain entry permits whenever they need to inspect their hives, carry out maintenance, or harvest honey.

Traditional Rituals and Cultural Activities

Traditional rituals, including worship at sacred trees and other cultural practices, are permitted subject to applicable TFS guidelines and the reserve's management rules. Authorization is obtained through consultation with local authorities and official permission from TFS. Access may be granted at different times depending on the specific needs of the groups and individuals performing such rituals, including late evenings or night-time, subject to case-by-case approval.

Forest Produce Extraction

Extraction of forest produce such as timber, poles, and non-timber products is permitted only under a licence (harvesting permit) issued by the Licensing Officer or Director of Forestry. The licence specifies the period of validity, allowable products,

and quantities. Transport of extracted products requires a transit pass, and products must be marked and verified before movement.

Special-Use Permits

Special-use permits for activities such as filming or education programs may be issued by TFS or the Ministry of Natural Resources and Tourism for short-term periods ranging from days to weeks. Such activities must align with conservation objectives.

Permit Application and Issuance Process

Applications for permits must be submitted on a prescribed form, accompanied by the prescribed fee, and signed by the applicant or authorized representative. The forest manager or Director, as applicable, must make a decision on the application within sixty days of submission. A list of applications received must be affixed for not less than fourteen days in a conspicuous place in the offices of the local authority and village council having jurisdiction.

A permit must specify: the name and address of the permit holder; the authorized activities; the date of issue; the date of expiry; the date by which activities must commence; the forest reserve or part thereof where activities may be undertaken; conditions subject to which the permit is granted; and fees, royalties, and other charges payable.

Prohibited Activities

Activities strictly prohibited under the reserve's gazetted status, including cultivation and farming, settlement expansion, grazing of livestock, commercial and non-commercial charcoal production, timber harvesting, sand mining, and poaching, are not permitted within PKNFR. These pre-existing legal prohibitions remain in full force and effect, and the project does not alter or undermine TFS's statutory enforcement authority.

3.2. Ecological Corridors

Two ecological corridors are present within PKNFR. The Visegese corridor connects the reserve with Ruvu South Forest Reserve, and the Kimani corridor connects Pugu and Kazimzumbwi forests. These corridors support the movement of birds and animals between forest areas. Restoration activities will be planned to avoid disrupting these corridors, and any temporary access restrictions will take into account their ecological function.

3.3. Project-Induced Changes

Project-induced changes are those that arise specifically from restoration activities. These changes fall into four categories:

First, temporary closures of specific areas during planting and maintenance. Temporary restrictions may last 12 to 24 months while seedlings become established.

Second, spatial zoning for restoration plots. The project will demarcate specific areas for bamboo planting along the riparian corridor (affecting access to riverbanks within the reserve) and indigenous tree planting across upland areas (restricting entry to designated restoration plots). The project acknowledges that bamboo planting along the riparian corridor, while necessary for soil stabilization, may result in dense vegetation that could make certain areas inaccessible over time. This is an ecological outcome of restoration, not a project-imposed access restriction. The project will mitigate this through provision of access routes where necessary within the restoration area, and other alternative access arrangements through negotiated agreements.

Third, formalization of informal access routes. Where community members currently use informal paths or routes for permitted activities such as firewood collection or medicinal plant gathering, the project will work with communities, in a participatory manner, to formalize designated access routes that avoid active restoration plots thereby mitigating project-induced restrictions.

Fourth, introduction of negotiated community agreements The project will develop formal, written agreements between communities and TFS that establish specific terms, conditions, and procedures for continued access to permitted activities during and after restoration.

All restrictions will be confined to active planting and maintenance periods, including post-planting maintenance such as spot weeding and beating up, which requires periodic control of access to planted zones.

3.4. Activities Potentially Affected by Project-Induced Changes

The following permitted activities may be temporarily affected by project-induced access restrictions:

Dead and fallen firewood collection (with priority for women) may be temporarily restricted in areas where active restoration planting occurs. The project will provide advance notice of at least 30 days before any temporary closure, designate alternative collection areas, and direct community members to alternative legal sources, including general land forests. Community members may continue collecting dead and fallen firewood in all areas outside

active restoration plots. The project will also formalize designated access routes for firewood collection through negotiated protocols.

Permitted beekeeping may require temporary relocation of apiaries during restoration planting. The project, through TFS, will establish procedures and assistance for relocation. These terms will be negotiated and agreed with affected communities through the participatory process and documented in negotiated protocols.

Permitted ecotourism may experience temporary closure of specific trails during restoration activities. The project will provide advance notice and will make alternative routes available where feasible.

Permitted research may face temporary restrictions on access to specific plots during restoration. The project, through TFS, will coordinate with research permit holders to schedule access around restoration activities.

Culturally significant uses, including traditional worship and medicinal plant collection, may be affected by temporary closures. The project, through the participatory process, will establish negotiated agreements to enable continued access, subject to sustainable use conditions. Where informal access routes are used for these purposes, the TFS will work with communities to formalize designated paths that avoid restoration zones.

Illegal activities including commercial charcoal production, illegal timber harvesting, sand mining, poaching, and cutting of live trees for firewood are not eligible for any form of support under this PF. These activities remain illegal under existing law, and TFS will continue to enforce applicable regulations as part of their legal mandate (this is not an activity supported under this Project).

4. Socio-Economic Context

4.1. Introduction

This chapter presents a summary of the socio-economic baseline for communities adjacent to PKNFR. It draws on household surveys, focus group discussions, key informant interviews, transect walks, and participatory mapping conducted during PF preparation. The chapter describes forest-community interface, vulnerability considerations, Indigenous Peoples screening, and key findings from stakeholder consultations.

4.2. Survey Methodology and Socio-Economic Baseline Context

A household survey was conducted in February 2026 covering 54 households across target villages: Pugu Stesheni, Bangulo, Kisopwa, King'azi, and Visegese. The survey captured data on demographics, economic activities, land tenure, forest dependence, and vulnerability indicators. Quantitative data is supplemented by Focus Group Discussions and Key Informant Interviews with community members, local leaders, and technical officers

4.3. Forest-Community Interface

The PKNFR spans Kisarawe District in Pwani Region and Ilala District in Dar es Salaam Region. The Pugu portion falls under Ilala District, while the Kazimzumbwi portion falls under Kisarawe District.

Firewood collection is practiced by 89 percent of households and is legally permitted for dead and fallen wood collected by hand, with priority for women. Medicinal plant collection (46 percent) and wild fruit and vegetable gathering (41 percent) are also common. Charcoal production (52 percent) is practiced primarily as a subsistence activity; commercial charcoal production remains illegal.

The targeted adjacent villages (500m away from the reserve) for restoration activities are Kisopwa and Vibura (Kiluvya Ward, Kisarawe District), Visegese (Kazimzumbwi Ward, Kisarawe District), and Bangulo and Pugu Stesheni (Pugu Stesheni Ward, Ilala District). No households reside within PKNFR boundaries.

Cultural heritage sites such as big trees for worshipping, specific leaves for traditional medicines, hills, caves, and grave yards are present within the reserve and are used for traditional ceremonies and spiritual practices. These are valued by the communities and they are among permitted areas that community are allowed to access with official permit from TFS at different times depending on the request and use.

4.4. Vulnerability Considerations

Approximately 67 percent of surveyed households exhibit at least one vulnerability indicator. Female-headed households constitute 28 percent, elderly-headed households 11 percent, and households with chronically ill or disabled members 13 percent.

Vulnerability influences consultation methods (separate focus groups, women-only sessions), sequencing of mitigation (priority for vulnerable households), and design of transitional measures.

4.5. Indigenous Peoples Screening

A screening for Indigenous Peoples and Sub-Saharan African Historically Underserved Traditional Local Communities (IPs/SSAHUTLCs) was conducted in accordance with ESS7. The screening found no communities meeting the ESS7 criteria. The project will apply the meaningful consultation requirements of ESS10 to all stakeholders, including affected communities by restoration interventions under the Project.

4.6. Key Findings from Consultations

Stakeholder consultations included engagement with regional and district administration, technical teams, local government leaders, NGOs, academic institutions, community groups, and the general public. Participatory methods included public village meetings, focus group discussions, key informant interviews, transect walks, seasonal calendar, and participatory mapping.

Key findings:

- Firewood collection is the primary forest-based activity for households, with women as the main collectors.
- Traditional healers requested negotiated protocols to ensure continued access to medicinal plants.
- Beekeepers requested assistance with temporary apiary relocation during restoration activities.
- Community awareness of past forest management activities influences current engagement with conservation initiatives.
- Crop damage by wildlife occurs in villages adjacent to the reserve, particularly in Visegese.
- Boundary clarity between village land and the reserve requires further participatory mapping.

Detailed consultation records, findings, and an implication matrix, transect walk routes, and participatory mapping outputs and seasonal calendars are provided in Annex A.

5. PRINCIPLES GOVERNING THE PROCESS FRAMEWORK

This chapter presents the normative core of the Process Framework. The following principles guide all aspects of PF implementation, including consultation, mitigation, grievance handling, and adaptive management.

5.1. Avoidance and Minimization of Access Restrictions

Access restrictions will be avoided where possible and minimized where necessary. The project will spatially target restoration activities to avoid areas of high livelihood dependence for permitted activities. Temporary restrictions will be limited in duration and spatial extent, and the project will provide advance notice of at least 30 days before any temporary closure.

5.2. Participation and Transparency

Affected communities will be informed, consulted, and given the opportunity to participate in decisions affecting their access to forest resources for permitted activities. The project will disclose information in Swahili using accessible formats and will document and respond to community feedback.

5.3. Proportionality

The scope and intensity of mitigation measures will be directly proportionate to the nature, duration, and extent of project-induced impacts. Minor temporary disruptions will require lighter mitigation, while more significant or prolonged impacts will trigger correspondingly greater support. This principle applies to all PF activities, including consultation methods, grievance handling, and transitional support.

5.4. Equity and Attention to Vulnerable Groups

The project will adapt consultation methods to ensure meaningful participation of women, the elderly, persons with disabilities, and other vulnerable groups, as required under ESS1. Groups meeting the criteria of ESS7 are not present in the Project area. Mitigation sequencing will prioritize those with greatest need. The project will conduct women-only focus groups where appropriate and will give special priority to women for dead and fallen firewood collection access.

5.5. No Legitimization of Illegal Resource Use

This PF does not legitimize illegal resource use. Commercial illegal activities are not eligible for compensation or support. Poverty-driven informal use may be considered case by case for transition support, subject to consultation, but this does not legitimize illegal activities.

5.6. Transition-Oriented Support Where Appropriate

Where project-induced changes affect poverty-driven illegal users, the project may provide transitional support to facilitate movement toward sustainable livelihoods using legal alternative sources.

5.7. Alignment with National Law

All PF processes and outcomes will respect existing national laws, including the Forest Act, Wildlife Conservation Act, PKNFR management plan, and TFS permitting systems.

5.8. Voluntary Participation and Paid employment opportunities during Restoration activities.

Community participation in restoration activities is voluntary.

Community members engaged in tree planting and maintenance activities will be paid for their work. Payment rates will be consistent with local wage rates for casual labor and will be disclosed before work begins. This is payment for labor provided, not compensation for land or access restrictions. The Community Participation Consent Form documents the worker's understanding of the terms of employment (payment rate, work schedule, safety requirements). This form is separate from Negotiated Agreements, which govern access to forest resources during restoration. The two documents serve different purposes and are maintained separately. Community members are free to accept or decline work without penalty.

5.9. Recognition of Alternative Sources

The PF recognizes the existence of alternative legal sources of forest products and will direct communities to these sources as part of transition support. These include Ruvu Forest Plantation (31,930 hectares) for timber and poles and general land forests (1,194.11 hectares) for firewood.

5.10. Acknowledgment of Historical Context

The PF recognizes that communities adjacent to PKNFR have experienced various management interventions over several decades. The project commits to transparent engagement, documentation of all agreements, and demonstration of tangible community benefits to establish a constructive working relationship.

5.11. Use of Force Protocols

TFS personnel operating under the project will adhere to a formal Code of Conduct that prohibits excessive force, requires de-escalation as the first response, and mandates respectful treatment of community members. Any enforcement actions will be proportionate, lawful, and subject to independent monitoring where feasible.

5.12. Negotiated Community Agreements

Where project-induced changes affect permitted activities, the project will develop formal, written agreements between communities and TFS. These negotiated agreements will establish specific terms, conditions, and procedures for continued access to forest resources during and after restoration activities.

5.13. Adaptive Management

The PF will be reviewed periodically and adjusted based on monitoring data, community feedback, and emerging risks. Access arrangements, negotiated protocols, and mitigation measures may be modified through the participatory process to respond to changing conditions and lessons learned during implementation.

6. PARTICIPATORY PROCESS FOR DETERMINING ACCESS ARRANGEMENTS

6.1. Overview of the Participatory Approach

This PF establishes a participatory process aligned with ESS5 framework. The process involves affected communities, TFS, PMO-RALG, and local government authorities in determining appropriate access arrangements for project-induced changes.

The process ensures that affected communities are fully informed about the project's objectives, activities, potential impacts, proposed access restrictions, and available grievance mechanisms. It provides a structured mechanism for dialogue, negotiation, and joint decision-making.

The roles of different actors are clearly defined. **Communities** provide input on permitted livelihood dependencies, participate in mapping exercises, and engage in negotiations. **TFS** serves as the implementing agency, providing technical input on forest management, leading the participatory process, and committing to Joint Forest Management where agreed. **PMO-RALG** provides oversight, ensures alignment with the PF, and supplies financial and coordination support. **Local Government Authorities** provide oversight, by-law support, and linkage to district development plans. A **consultant** supports the joint facilitation team in preparing materials, facilitating meetings, documenting agreements, and raising awareness on the PF, the grievance redress mechanism, and related procedures.

6.2. Step-by-Step Participatory Process

The participatory process comprises the following steps, each with specific activities.

Step one: Team preparation and mobilization. A joint facilitation team comprising TFS, PMO-RALG, and the consultant will lead the process. The team will prepare Swahili-language communication materials explaining project objectives, access implications, and grievance procedures. It will also prepare a stakeholder list, notify relevant parties, and coordinate meeting schedules with local authorities.

Step two: Community entry and information sharing. In partnership with Village Executive Officers, the facilitation team will conduct public village meetings (barazas) to introduce the project and the PF. Information materials will be distributed, and the grievance redress mechanism will be explained. Key community groups, including women, youth, traditional leaders, and forest users, will be identified to ensure inclusive engagement. The distinction between existing legal restrictions and project-induced changes will be clearly explained. All permitted activities under the PKNFR management plan will be explicitly acknowledged. The project will acknowledge past management interventions while clarifying that historical events are outside the current project scope.

Step three: Participatory validation and mapping. Building on the socio-economic assessment already conducted during PF preparation (see Chapter 4), the facilitation team will conduct participatory validation exercises with communities. Separate focus group discussions will be held with key user groups, including beekeepers, traditional healers, women, youth, and firewood collectors, to validate livelihood dependencies and resource-use patterns for permitted activities. Household verification will identify specific households engaged in permitted activities that may be affected by temporary restrictions. Participatory mapping will update and validate cultural heritage sites, permitted collection zones, and proposed restoration areas previously identified during PF preparation.

Step Four: Formation and Strengthening of Village Natural Resources Committees (VNRCs) and Zoning. VNRCs are statutory bodies established under

the Forest Act No. 14 of 2002 and the Local Government District Authorities Act of 1982. These committees serve as the primary community-level institution for participatory forest management and are responsible for representing community interests in the management of forest resources, including engagement with TFS on matters related to the PKNFR.

Where VNRCs do not already exist in target villages, the project will support their formation through a structured, participatory process. Where VNRCs already exist, the project will support their strengthening through training on co-management principles, grievance handling, and participatory monitoring, as outlined in Chapter 12 (Capacity Building). The VNRC serves as the primary community-level co-management structure for engagement with TFS and the project. The project will not create parallel structures, but will strengthen the statutory bodies already mandated for this purpose.

Composition of VNRCs. A standard VNRC typically consists of 10 to 12 members elected from the community. The committee is composed to ensure broad representation of the community's diverse interests and demographic groups. The composition includes:

- **General Members:** Elected from each sub-village proportionally to ensure equitable geographic representation, particularly for those living closest to the forest boundaries who are most directly affected by forest management decisions.
- **Gender Representation:** By law and guidelines, gender equity is heavily emphasized. It is highly encouraged that at least one third, or preferably half, of the committee members be women, ensuring that women's voices and perspectives are adequately represented in forest management decisions.
- **Youth and Vulnerable Groups:** Where possible, the committee includes representation from youth and other vulnerable groups to ensure that the interests of all community segments are considered.
- **Executive Leadership:** Following the election of general members, the committee meets internally to elect its executive leadership, comprising a Chairperson, a Secretary, and a Treasurer. To maintain accountability and

proper checks and balances, members of the Village Council are generally not allowed to hold leadership positions within the VNRC. The VNRC reports to the Village Council, ensuring integration with local governance structures.

Formation Process. The formation of VNRCs follows a structured, democratic process comprising the following steps:

- **Institutional Awareness and Stakeholder Mobilization:** Sensitization meetings are conducted within the village to explain the importance of sustainable forest management, the legal framework, and the role of the VNRC. The Village Council calls for sub-village meetings to ensure all community members understand the process and how they can participate.
- **Village Assembly Mass Meeting:** The Village Council calls a formal Village Assembly, bringing together all adult residents of the village. During this meeting, the community explicitly agrees to manage their forest resources and authorizes the election of a dedicated committee. This public endorsement ensures that the VNRC has the legitimacy and authority to represent the community.
- **Nomination and Election of Committee Members:** The election is conducted openly and democratically during the Village Assembly. Candidates are nominated from each sub-village, and voting is conducted transparently. Members are elected proportionally from each sub-village, ensuring that those living closest to the forest boundaries are well represented.
- **Election of Committee Leadership:** Once the general members are elected, the committee meets internally to elect its executive leadership. To maintain accountability and proper checks and balances, members of the Village Council are generally not allowed to hold leadership positions within the VNRC.
- **Committee Constitution and Bylaws:** Once formed, the VNRC develops village forest bylaws that specify penalties for violations such as illegal logging, charcoal burning, and grazing. These bylaws must align with national legislation and are subject to approval by the Village Council and higher levels of local government.

Formalization of VNRCs. Once the VNRC is formed and operational, its establishment is formalized through the following processes:

- **Official Recognition:** The VNRC is officially recognized by the Village Council through a formal resolution, documented in the village meeting minutes, acknowledging the committee's mandate and authority to represent the community in forest management matters.
- **Registration:** The VNRC is registered with the District Council, which provides formal acknowledgment of the committee's existence and legitimacy. This registration facilitates coordination with TFS and other government institutions on forest management matters.
- **Bylaw Approval:** Village forest bylaws developed by the VNRC are submitted to the Village Council for approval, and thereafter to the District Council for endorsement. This process ensures that the bylaws are consistent with national legislation and local government policies.
- **Memorandum of Understanding (MoU):** A formal MoU between the VNRC and TFS may be developed, outlining the roles, responsibilities, and expectations of each party in the co-management of forest resources. This MoU provides a clear framework for collaboration, dispute resolution, and joint decision-making.
- **Integration into Formal Structures:** The VNRC becomes an integral part of the village governance structure, with its members recognized as official representatives of the community on forest matters. The committee reports to the Village Council and participates in relevant planning and decision-making processes.

Participatory Zoning. Through the VNRC, communities and TFS will jointly undertake participatory zoning exercises to define and demarcate areas within the restoration zone. This includes:

- **Active Restoration Plots:** Areas where temporary no-access applies during planting and maintenance activities.
- **Permitted Use Zones:** Areas where continued access for firewood, medicinal plants, and rituals is agreed, subject to sustainable use conditions.
- **Designated Access Routes:** Paths to ensure passage through restoration areas for permitted activities.

- **Cultural Heritage Sites:** Areas of cultural significance, including sacred trees, traditional worship sites, and grave yards, where access is maintained subject to applicable guidelines.

The zoning process ensures that restoration activities are strategically targeted to avoid areas of high livelihood dependence where feasible. Zoning decisions are communally agreed, documented in maps, and communicated through signage and community notification. The zoning does not create permanent buffer zones, core conservation zones, or new boundaries, but rather clarifies existing spatial arrangements for the project period.

Roles and Responsibilities of VNRCs. Under this PF, VNRCs serve as the primary co-management body, with responsibilities including:

- Representing community interests in negotiations with TFS
- Participating in the development and review of Community Agreements
- Supporting community-based forest management and enforcement of village bylaws
- Liaising with TFS on day-to-day forest management matters
- Monitoring PF implementation at the community level
- Facilitating community participation in restoration activities
- Assisting with registration of eligible individuals for Community Agreements
- Serving as the first point of contact for grievances at village level

The project will support VNRCs through training and capacity building as outlined in Chapter 12, ensuring they are adequately prepared to fulfill these responsibilities effectively.

Step five: Mitigation agreement co-design. Where project-induced changes affect permitted livelihoods, mitigation measures will be collaboratively designed. Options may include continued regulated access, temporary relocation of apiaries, alternative collection areas, transitional support (e.g., cash-for-work), and benefit-sharing under Joint Forest Management. Special attention will be given to directly affected and

vulnerable groups. Proposed measures will undergo feasibility assessment, and draft agreements will be validated through village-level meetings.

Step six: Documentation of employment consent. The project will use a **Community Participation Consent Form** to document each worker's understanding of the terms of employment for tree planting and maintenance activities. The form confirms the payment rate, work schedule, and safety requirements. This form is separate from Negotiated Agreements, which govern access to forest resources during restoration. The two documents serve different purposes and are maintained separately. Forms will be signed by workers or household heads, witnessed by village or Mtaa leaders, and stored as project records.

Step seven: Finalization, disclosure, and institutionalization. Final community agreements will be documented and disclosed in English and Swahili. The agreements will be drafted or updated where applicable. All documents will be made available at village government offices, district council offices, TFS offices, the MBDP Project Implementation Unit, and project websites.

6.3. Negotiated Community Agreements

A critical output of the participatory process is the development of **Community Agreements**, formal written agreements between communities from the target villages of Kisopwa, Vibura, Visegese, Bangulo, and Pugu Stesheni and TFS that establish terms, conditions, and procedures for continued permitted activities during and after restoration.

Facilitation and Coordination

TFS trained personnel, supported by the consultant hired by PMO-RALG, will be responsible for facilitating the agreement signing exercise with the communities. Village leaders will coordinate the process at the local level, ensuring community members are informed and mobilized for participation in the agreement development and signing.

Representation and Signing

Community members will elect representatives during village meetings to serve as signatories to the Community Agreements on behalf of specific user groups. These representatives will be mandated by their respective groups to sign the agreements, ensuring that the voices and interests of different forest user categories are adequately represented. For individuals who are not affiliated with any group, the respective village leader will represent them during the agreement signing process. This approach ensures that all eligible community members, whether organized in groups or operating individually, have their interests represented in the agreement.

Content of Community Agreements

The Community Agreements will establish the terms, conditions, and procedures for continued access to permitted activities during and after restoration. Each agreement will address activity-specific terms, including designated areas, advance notice procedures, temporary arrangements during restoration, and grievance mechanisms. Women will receive priority in firewood collection protocols as provided under the PKNFR management plan.

Eligibility and Registration

Eligibility for Community Agreements is limited to individuals and households from the target villages of Kisopwa, Vibura, Visegese, Bangulo, and Pugu Stesheni who engage in permitted activities under the PKNFR management plan. No formal association membership is required. Individuals may enter agreements directly with TFS through the participatory process.

To obtain a Community Agreement, eligible individuals shall: (i) register with their Village Natural Resources Committee (VNRC); (ii) sign the Community Participation Consent Form; and (iii) attend at least one community meeting (baraza) where the restoration activities, access arrangements, and grievance mechanism are explained, and have the opportunity to ask questions and raise concerns.

The community meeting (baraza) shall be announced at least seven days in advance through village announcements and notices posted at the village office. Meeting minutes and attendance records shall be kept and made available for review.

For agreements requiring identification cards, VNRCs shall assist with registration by collecting a passport-size photograph and verifying the individual's eligibility. No fees shall be charged for registration, ID card issuance, or annual renewal.

Duration, Validity, and Review

Community Agreements shall remain valid for the duration of restoration activities and subsequent maintenance. Each agreement shall be reviewed annually and may be renewed by mutual consent upon expiration. VNRCs may request a review at any time. Agreements may be terminated earlier by mutual written agreement or if the permit-holder violates the terms after documented warnings and opportunity to remedy.

All Community Agreements will be documented in writing and signed by community representatives and TFS.

7. ELIGIBILITY AND CATEGORIZATION FRAMEWORK

This chapter sets out the high-level framework for determining eligibility under this PF. It identifies categories of forest users, clarifies the treatment of illegal activities, and describes how vulnerability influences consultation methods, mitigation sequencing, and the design of transitional measures.

7.1. Categories of Forest Users

Eligibility under this PF is determined based on the user's relationship to the forest, the legality of their activities, vulnerability, and their level of dependence on forest resources. The following conceptual categories have been identified through stakeholder consultations and socio-economic assessment.

Legally permitted users hold formal authorization from TFS for specific activities within PKNFR. These include firewood collectors (dead and fallen firewood using hands only, with priority for women), permit-holding beekeepers, researchers, and tourism operators. These users may experience temporary disruptions to permitted activities during restoration, but remain entitled to continued access under agreed terms. Eligibility for Negotiated Agreements under this PF is limited to individuals and households from the target villages of Kisopwa, Vibura, Visegese, Bangulo, and Pugu Stesheni.

Customary and informal users are long-term residents of villages adjacent to the reserve which include: Kisopwa, Vibura, Visegese, Bangulo, and Pugu Stesheni who use forest resources for permitted activities without formal permits. These include traditional healers (medicinal plant collection), cultural practitioners (traditional worship and rituals), subsistence charcoal producers (poverty-driven, not commercial), and pole cutters (subsistence construction). These users may be considered for transition support where project-induced changes affect their livelihoods. For the avoidance of doubt, the identification of user categories under this section does not constitute recognition of legal or customary tenure rights within the Nature Forest Reserve. User categories are defined solely for the purposes of consultation, assessment of potential project-induced impacts, and consideration of transitional support under this PF for purposes of the Project and consistent with ESS5.

Seasonal users include pastoralists who depend on forest edges for dry-season grazing. Their temporary and seasonal use patterns require specific engagement methods to ensure inclusion in the participatory process.

Commercial operators engaged in illegal extraction are not eligible for support. These include commercial charcoal producers, illegal timber harvesters, sand miners, and poachers. This PF does not legitimize or compensate illegal activities.

7.2. Treatment of Illegal Activities

The PF draws a clear distinction between commercial illegal operations and poverty-driven informal use.

Commercial illegal activities are not eligible for compensation or support of any kind. These activities remain subject to enforcement under the Forest Act and the PKNFR management plan. The PF does not alter or limit TFS's enforcement authority.

Poverty-driven informal use, including subsistence charcoal production and pole cutting, may be considered case by case for **transition support only**. Transition support is not compensation. It is a voluntary mechanism to facilitate movement toward sustainable livelihoods using legal alternative sources. Eligibility is subject to verification of subsistence-level dependence and documented through the participatory process. Transition support does not legitimize illegal activities.

The PF will direct poverty-driven users to legal alternative sources, including:

- **Ruvu Forest Plantation** (31,930 hectares) for timber, poles, and wood products
- **General land forests in Kisarawe District** (approximately 70 km from PKNFR, covering 1,194.11 hectares) for firewood
- Dead and fallen firewood collection within PKNFR where permitted

7.3. Vulnerable Groups under ESS1

Vulnerability, per ESS1, and as documented in Chapter 4, influences three dimensions of PF implementation. Table 7-1 below summarizes how each dimension is applied.

Specific vulnerable user groups requiring differentiated attention include:

- Female firewood collectors and female-headed households
- Elderly traditional healers and firewood collectors
- Youth engaged in subsistence activities
- Pastoralist groups facing mobility or language barriers (that do not meet ESS7 requirements)
- Households with disabled or chronically ill members or high dependency ratios

Specific support measures will be agreed through the participatory process on a case-by-case basis.

Table 7-1: Influence of Vulnerability on PF Implementation

Dimension	Application
Consultation methods	Separate focus group discussions, women-only sessions, accessible meeting locations, and engagement through existing community structures (VNRCs)
Sequencing of mitigation	Priority for vulnerable households in the delivery of transitional support and alternative arrangements
Design of transitional measures	Tailored to capacity constraints, with simplified procedures for elderly and disabled, and flexible participation requirements for chronically ill households

8. MITIGATION LOGIC

This chapter outlines the project's approach to addressing adverse impacts arising from project-induced access restrictions. Consistent with ESS5 and the World Bank's Environmental and Social Framework, mitigation measures are designed to be proportionate to the nature and extent of impacts, developed through the participatory process, and implemented before restrictions take effect. The chapter presents the mitigation hierarchy, illustrative types of measures, and specific provisions for human-wildlife conflict risk. All measures described are subject to later agreement and validation through the participatory process. **This PF provides no compensation of any kind.** Mitigation under this PF is limited to temporary access arrangements, transitional support for poverty-driven users, and risk mitigation for human-wildlife conflict (but not compensation for cases of HWC, which is outside of the Project scope).

8.1. Mitigation Hierarchy

The PF follows the mitigation hierarchy of avoid, minimize, mitigate, and support transition.

Avoid: The project designs restoration activities to avoid areas of high livelihood dependence for permitted activities where feasible. The 579.4 hectares of restoration have been strategically identified based on ecological criteria, including proximity to the Msimbazi River, slope and erosion risk, vegetation loss, and biodiversity importance.

Minimize: The project limits the duration and spatial extent of temporary restrictions. Restoration plots will be clearly marked, and temporary closures will be limited to the minimum necessary period, typically 12 to 24 months. The project will provide advance notice of at least 30 days before any temporary closure.

Mitigate: The project provides alternative access arrangements where impacts cannot be avoided or minimized. For permitted activities, this includes negotiated protocols for continued access, designation of alternative collection areas, temporary relocation arrangements for beekeeping, and directing communities to legal alternative sources of forest products.

Support transition: The project facilitates movement toward sustainable livelihoods using legal alternative sources for poverty-driven illegal users affected by project-induced changes, as further explained in 8.2. below. Transition support is not compensation. It is a voluntary mechanism subject to consultation and verification.

8.2. Types of Mitigation Measures

All measures described in this section are illustrative and subject to later agreement through the participatory process. The project does not predetermine specific outcomes.

Continued regulated access where feasible: For permitted activities, the project will support the development and negotiation of agreements with communities to enable continued access where ecologically feasible. This applies to medicinal plant collection by registered traditional healers, beekeeping in designated zones, cultural site access for traditional practices, and dead and fallen firewood collection in designated areas.

Directing communities to alternative legal sources: The project will actively inform and direct communities to legal alternative sources of forest products as a primary mitigation measure. These include:

- **Ruvu Forest Plantation** (31,930 hectares) for timber, poles, and wood products
- **General land forests in Kisarawe District** (approximately 70 km from PKNFR, covering 1,194.11 hectares) for firewood
- **Community woodlots** on village land to be established as a sustainable source of fuelwood

Transitional support mechanisms: The project may provide transitional support for poverty-driven illegal users affected by project-induced changes, subject to consultation and verification of subsistence-level dependence. Support may include cash-for-work in restoration activities (nursery establishment, planting, firebreak construction, invasive species removal), training for alternative livelihoods (beekeeping, briquette production, poultry, sustainable agriculture), and modest incentives in the context of restoration program under the Project (tools, refreshments, transport allowances) as motivational mechanisms for voluntary participation, and not compensation for being involved in those efforts.

For areas where bamboo growth may create long-term inaccessibility within the boundary of the project area in the PKNR, the project will: (i) designate alternative access routes in consultation with affected communities; (ii) provide advance notice of

planting locations; and (iii) refer communities to legal alternative sources for firewood and other forest products (general land forests, Ruvu Forest Plantation).

Linkages to existing government programs: The project will refer eligible households to TASAF social protection, district agricultural extension services, and alternative energy programs (improved cookstoves, LPG).

Trust-building measures: The project will address community perceptions stemming from historical events through public acknowledgment of the forest's management history, transparent disclosure of all agreements and protocols, visible early benefits (cash-for-work, tree seedlings for community planting), regular community feedback sessions, and a commitment that the project will not support enforcement actions against poverty-driven informal users without prior consultation and transitional support.

8.3. Human-Wildlife Conflict Mitigation

Human-wildlife conflict (HWC) pre-exists the restoration activities and is not induced by the project. The reserve has always harbored wildlife, and interactions with adjacent farmlands have occurred for generations.

The project's responsibility regarding HWC is limited to the following:

- **Mitigate risks** arising from restoration activities that may intensify HWC, such as altered wildlife habitats or movement patterns.
- **Avoid** creating new wildlife corridors or attractive habitats that lead directly into farmlands.
- **Provide assistance** only where HWC can be directly attributed to restoration activities.

The project will implement the following measures:

- **Protective fencing** for fruit trees planted under the project in areas adjacent to restoration zones
- **Training** for communities in non-lethal deterrent methods, including chili fences, watchtowers, and noise-making techniques
- **Strategic restoration planning** to avoid creating wildlife corridors that lead directly into farmlands, including establishing buffer zones of less attractive vegetation where feasible
- **Consolation application assistance** to help affected farmers file claims under the Wildlife Conservation Regulations (this assistance is available regardless of the cause of HWC, as a community support measure, not as project compensation)
- **Coordination with TFS and Wildlife Division** to respond to HWC incidents reported by communities

The PF does not provide compensation for HWC damage, as HWC is not a project-induced impact subject to ESS5. Assistance with consolation applications is a facilitation service, not compensation.

9. INSTITUTIONAL ROLES AND RESPONSIBILITIES

Effective implementation of this PF requires clear allocation of roles and responsibilities among the institutions involved. This chapter defines the functions of lead institutions (PMO-RALG, TFS, and Local Government Authorities), community-level structures (village governments and VNRCs), and the limits of project scope. All institutions are expected to operate in accordance with the principles outlined in Chapter 5 and the participatory process described in Chapter 6.

9.1. Lead Institutions

PMO-RALG serves as the overall lead institution responsible for coordinating PF implementation. Its responsibilities include providing policy direction, ensuring alignment with national legislation and ESS5, overseeing integration of mitigation activities into project plans, ensuring compliance with PF procedures, coordinating progress reporting, and mobilizing technical support.

TFS is the government agency mandated to manage PKNFR. In the context of this PF, TFS responsibilities per its mandate include:

- Guiding the demarcation of restoration zones
- Supporting alternative livelihoods linked to forestry, including beekeeping and agroforestry
- Providing training and technical support to communities affected by project-induced changes
- Conducting community awareness and stakeholder engagement
- Managing grievances related to restoration activities
- Entering into negotiated agreements with communities through VNRCs
- Coordinating with the Wildlife Division on HWC mitigation

Roles of TFS Personnel in Restoration Activities and PF Implementation. TFS personnel assigned to PKNFR play a critical role in supporting both the restoration activities under the MBDP and the implementation of this Process Framework. All categories of TFS staff, including rangers, forest officers, and other dedicated personnel, are actively involved in the PF implementation process. Their functions are focused on technical supervision, community engagement, monitoring of restoration outcomes, and facilitation of the participatory process, consistent with their statutory mandate under the Forest Act. In the context of this Project, all TFS personnel involved

in PF implementation will be trained on ESS5 requirements, World Bank standards, and the Code of Conduct, ensuring that their engagement with communities is respectful, participatory, and compliant with the principles outlined in this PF. No use of force will be applied by any personnel in connection with project-related activities.

The following summarizes the key roles performed by TFS personnel:

- **Nursery Management and Production:** TFS personnel supervise the establishment and daily operations of centralized forest nurseries, ensuring the selection, health, and proper propagation of indigenous and high-value tree seedlings. They oversee seedling production schedules and maintain quality standards to ensure that only healthy, viable seedlings are used for restoration.
- **Site Selection and Land Preparation:** TFS personnel assess degraded forest canopies, boundaries, and water catchments to identify optimal planting zones. They ensure proper spacing and alignment configurations are maintained during land preparation, taking into account ecological conditions and restoration objectives.
- **Technical Supervision of Planting Operations:** TFS personnel oversee field planting activities to guarantee that correct silvicultural techniques are applied. They ensure that seedlings are planted at the appropriate depth, minimize root damage during transplanting, and optimize seedling survival rates during field transitions.
- **Post-Planting Silvicultural Care:** TFS personnel monitor young stands to coordinate vital maintenance actions, including weed control, spot-slashing, pruning, and the installation of firebreaks to protect new plantations from dry-season fires. They assess the health and vigor of planted seedlings and recommend corrective actions where necessary.
- **Community Mobilization and Training:** TFS personnel facilitate the distribution of seedlings to adjacent villages and train community groups, including VNRCs, on effective planting and agroforestry techniques. They provide hands-on guidance to community members engaged in restoration activities, ensuring that planting and maintenance work meets technical standards.

- **Monitoring Patrols and Protection of Saplings:** TFS personnel, including rangers, conduct regular monitoring patrols within newly planted blocks to assess the status of planted seedlings and identify any threats to restoration success, such as unauthorized livestock grazing, charcoal burning, or agricultural encroachment. These patrols are strictly for monitoring and reporting purposes only. TFS personnel do not engage in enforcement actions under this Project, and any enforcement matters identified during patrols are referred to TFS management for handling independent of the Project. No use of force is permitted in connection with project-related patrols.
- **Survival Rate Assessment and Data Logging:** TFS personnel conduct systematic field inventories post-planting to calculate seedling survival indexes. They record survival rates, identify structural gaps in restored areas, and report findings to management for subsequent enrichment restocking phases.
- **PF Implementation Support:** TFS personnel, including rangers and forest officers directly involved in PF implementation, provide technical input on forest management, lead and facilitate the participatory process in collaboration with communities and other stakeholders, and commit to Community Agreements where agreed. Rangers participate in community engagement activities, including barazas and focus group discussions, where they share technical knowledge on forest management and restoration. They work closely with VNRCs to ensure that community interests are represented and that the terms of Community Agreements are understood and adhered to by all parties.

Importantly, these roles are carried out as part of TFS's statutory mandate. However, under this Project, all TFS personnel involved in PF implementation will be trained on the Code of Conduct, community engagement, and grievance referral procedures. The Code of Conduct prohibits excessive force, requires de-escalation as the first response, and mandates respectful treatment of community members. No use of force is permitted in connection with project-related activities. The project does not fund enforcement activities, nor does it provide equipment for enforcement or financial support to TFS for enforcement of the protected area. TFS's enforcement functions are carried out independently of this Project.

Local Government Authorities provide local coordination, extension services, by-law support, and linkage to district development plans. Two district councils have jurisdiction over the project area:

- **Kisarawe District Council** oversees the Kazimzumbwi portion of PKNFR and the villages of Kisopwa, Vibura, and Visegese.
- **Ilala District Council** oversees the Pugu portion of PKNFR and the villages of Bangulo and Pugu Stesheni.

9.2. Community-Level Structures

Village governments, including Village Councils and Village Executive Officers, are responsible for community mobilization, local governance, information dissemination, and serving as the first point of contact for the PF.

Village Natural Resources Committees (VNRCs) are permanent statutory structures established under the Forest Act No. 14 of 2002 and the Village Land Act No. 5 of 1999. They have already been formed in all adjacent villages. Under this PF, VNRCs will serve as the primary co-management body, with responsibilities including:

- Representing community interests in negotiations with TFS
- Participating in the development and review of negotiated protocols
- Supporting community-based forest management and enforcement of village by-laws
- Liaising with TFS on day-to-day forest management matters
- Monitoring PF implementation at the community level

Where existing VNRCs require strengthening, the project will provide training on co-management principles, negotiated protocols, grievance handling, and participatory monitoring. The project will not create parallel structures; rather, it will strengthen the statutory bodies already mandated for this purpose.

Community as custodians: The project establishes community members as custodians and protectors of reforested areas. This "social fencing" approach enables communities to monitor and safeguard newly planted seedlings along the forest periphery. The PF recognizes this role and supports it through training, incentives, and inclusion in negotiated protocols, working through VNRCs.

9.3. Limits of Project Scope

The PF operates within existing legal frameworks and does not alter or override them.

- **National law remains unchanged.** All PF processes and outcomes respect the Forest Act, the Wildlife Conservation Act, and the PKNFR management plan.
- **Permitting systems remain under TFS authority.** Formal permits for forest access are not replaced by this PF. Negotiated agreements supplement permits but do not replace them.

- **Access rights are not guaranteed in perpetuity.** Access arrangements, including as set out in negotiated agreements, are agreed by a specific period of time and subject to periodic review and adaptive management.
- **Illegal activities are not legitimized.** Commercial illegal activities remain subject to enforcement under existing laws and regulations.

Consistent with the PKNFR Management Plan, the project will support the development of Community agreements and village by-laws through VNRCs where communities express interest in formalizing their participation in forest management.

10. GRIEVANCE MECHANISM (GM)

This chapter establishes the GM for complaints arising from project-induced access restrictions and PF implementation under the Project. The mechanism is accessible, transparent, timely, and protective of complainants, with specific provisions for sensitive grievances. It operates alongside existing statutory mechanisms.

10.1. GM Principles

The GM is founded on the following guiding principles:

- **Accessibility:** Available to all affected persons regardless of literacy, location, or status. Multiple entry points (oral/written). No cost.
- **Transparency:** Clear procedures documented, timelines disclosed, complainants informed of progress.
- **Timeliness:** Clear resolution timeframes established and adhered to.
- **Protection against retaliation:** Anonymous reporting channels available. Zero tolerance for retaliation. Retaliation against complainants is subject to disciplinary action, including termination of project-related roles.

Handling of sensitive grievances (including GBV):

The GM includes specific provisions for sensitive grievances, particularly gender-based violence (GBV) and complaints involving minors or allegations of misconduct by project personnel or TFS staff:

- **Confidential reporting channels** are available separate from standard GRM entry points
- **Trained female focal points** are accessible for complainants who prefer to report to a woman
- **Immediate referral** to accredited GBV service providers (health, psychosocial, legal) is provided
- **No mandatory reporting or escalation** without the survivor's informed consent
- **Separate tracking** of GBV grievances to ensure confidentiality while monitoring GRM performance

- **Child-sensitive procedures** for complaints involving minors, including mandatory referral to child protection services where required by law

All personnel involved in GM implementation receive training on GBV survivor-centered approaches, confidentiality, and referral protocols.

10.2. GM Structure

The GM operates through a multi-tiered structure integrated with existing statutory mechanisms. Table 10-1 below summarizes the GM levels, responsible bodies, and resolution timeframes.

Table 10-1: GM Structure and Timeframes

Level	Body	Timeframe
1	Village or Mtaa Grievance Committee	14 days
2	Ward Tribunal	21 days
3	District Grievance Committee	30 days
4	TFS Project Focal Point	As determined
5	Formal judicial mechanisms	As determined

10.3. GM Scope

The GM covers grievances related to project-induced access restrictions and PF implementation, including:

- Access restrictions (temporary closures, zoning, advance notice, alternative arrangements)
- Participatory process (consultation adequacy, information disclosure, exclusion from decision-making)
- Eligibility and categorization (user classification, verification of subsistence dependence, access to transitional support)
- Negotiated agreements (disputes over terms, compliance, implementation, or amendment)
- GM functioning (delays, transparency, retaliation, accessibility of the mechanism)
- Human-wildlife conflict (consolation application processing and response to wildlife incidents attributable to restoration activities)
- Misconduct (allegations of inappropriate conduct by project personnel, TFS staff, or community monitors, including GBV and excessive force)

The GM does not cover enforcement of existing legal restrictions, legacy boundary conflicts, or criminal matters outside project scope.

10.4. Incident Reporting Protocol

The project maintains a confidential incident log and reports GM performance in regular quarterly progress reports. For GBV incidents, only anonymized, non-identifying information is included in reports to protect survivor confidentiality. Table 10-2 below summarizes the incident types, reporting timeframes, and examples.

Table 10-2: Incident Reporting Protocol

Incident Type	Reporting Timeframe	Examples
Critical	Within 24 hours	Fatalities, serious injuries, GBV, violent confrontations, excessive force allegations
Significant	Within 7 days	Major E&S violations, community protests, media-attracting incidents
Routine	Monthly summary	All other incidents

11. MONITORING AND ADAPTIVE MANAGEMENT

This chapter establishes the framework for monitoring PF implementation and adapting management approaches based on performance data, community feedback, and emerging risks. Monitoring focuses on process functionality, mitigation effectiveness, GM performance, and restoration outcomes. Adaptive management triggers provide clear criteria for corrective action, and all changes are documented in accessible formats.

11.1. Monitoring Focus

The project monitors the following aspects of PF implementation:

- **Participatory process:** Number of meetings held, attendance disaggregated by gender and village, documented agreements
- **Timeliness and provision of mitigation:** Implementation of agreed measures before enforcement of restrictions in a timely and effective manner
- **GM performance:** Number of grievances received, resolution rate, time to resolution
- **Emerging risks:** Community feedback, HWC incidents, reports of enforcement-related concerns
- **Compliance with negotiated protocols:** Periodic reviews, site visits, community feedback
- **Use of alternative sources:** Reduction in illegal extraction, increased use of Ruvu Forest Plantation and general land forests
- **Restoration performance:** Seedling survival rates, health and vigor, competitive stress

11.2. Monitoring Indicators and Targets

The project tracks PF implementation using the following indicators, targets, and monitoring methods. Table 11-1 below summarizes these indicators.

Table 11-1: Monitoring Indicators and Targets

Indicator	Target	Monitoring Method
Village meetings conducted	100% of target villages	Meeting records
Women's attendance at meetings	≥30% of participants	Attendance sheets
Negotiated agreements signed	100% of agreed protocols	Signed documents
Mitigation measures implemented before restrictions and in a timely manner	100%	Implementation records
Grievance resolution rate	≥80%	GM database
Average resolution time (Levels 1-3)	≤30 days	GM database
Community satisfaction with participatory process	≥70%	Community surveys
Compliance with negotiated protocols	≥90%	Site visits, community feedback
Seedling survival rate	≥70%	Plot sampling
Illegal extraction trend	Monitor reduction	Patrol reports
HWC incident trend	Monitor change from baseline	Incident reports

11.3. Adaptive Management

The PF includes provisions for adaptive management based on monitoring data and ongoing community dialogue. Each trigger corresponds to an indicator defined in Section 11.2. Table 11-2 below summarizes the triggers, corresponding indicators, actions, and timeframes.

Table 11-2: Adaptive Management Triggers

Trigger	Corresponding Indicator	Action	Timeframe
Community satisfaction below 70%	Community satisfaction	Convene VNRCs to develop corrective action plan	Within 14 days
Grievance resolution rate below 80%	Grievance resolution rate	Review and improve GRM functioning	Within 30 days
HWC incidents increase by more than 20% from baseline	HWC incident trend	Review and adjust mitigation measures	Within 30 days
Compliance with negotiated agreements below 90%	Compliance with negotiated agreements	Convene VNRCs and TFS to review protocol implementation	Within 30 days

Reports of enforcement-related abuse received	(Cross-cutting)	Suspend TFS involvement in affected area pending investigation	Immediate
Seedling survival rate below 70%	Seedling survival rate	Review and adjust planting and maintenance practices	Within 30 days

Note on baseline: For HWC incidents, the baseline will be established during the first six months of project implementation based on community reporting and patrol records. The project will document the baseline and any subsequent adjustments.

Negotiated agreements will be reviewed periodically as needed, and at least once during the restoration period. VNRCs may request a review at any time. All changes will be documented in accessible formats.

12. CAPACITY BUILDING

This chapter outlines essential capacity building for PF implementation. Given the project's focus on temporary access restrictions during restoration activities, capacity building is limited to what is necessary for effective PF implementation. The institutional capacity assessment (Section 2.4) identified gaps in ESS knowledge, GM administration, and community engagement. This chapter addresses those specific gaps.

12.1 Target Institutions and Training Areas

Training and ongoing support will be provided to personnel directly involved in PF implementation and restoration activities.

Tanzania Forest Service (TFS) Personnel

TFS personnel assigned to PKNFR and directly responsible for PF implementation or restoration activities, including rangers and other dedicated staff, will receive comprehensive training and ongoing technical support on:

- Distinction between existing legal restrictions and project-induced changes
- Grievance mechanism administration (receiving, documenting, referring complaints)
- Community engagement and facilitation (role as facilitators, not enforcers)

- Use of force protocols and code of conduct
- Voluntary consent process to participate in restoration program and Community Agreements with terms of access

District Environmental and Social Officers

Environmental and Social Officers from Kisarawe and Ilala District Councils will be engaged to support TFS on environmental and social matters related to PF implementation. While TFS does not have dedicated E&S personnel, this existing arrangement ensures that qualified officers are available to provide technical support on ESS compliance, grievance handling, and community engagement. These officers will receive targeted training and ongoing mentorship on the PF requirements, ESS standards, and their specific roles in supporting PF implementation.

Village Natural Resources Committees (VNRCs)

VNRCs in target villages will receive training on:

- Roles and responsibilities under the PF
- Grievance intake and referral at village level
- Basic record-keeping and documentation of community feedback
- Community mobilization for participatory process

Community Monitors

Community monitors (where engaged) will receive basic orientation on:

- Reporting HWC incidents
- Providing community feedback to VNRCs

District Council Staff

District council staff directly supporting PF implementation will receive orientation on their coordination and oversight roles.

Training will not be provided to personnel or community members not directly involved in PF implementation or restoration activities.

12.2 Training and Support Delivery Approach

An experienced Environmental and Social consultant will be engaged to provide ongoing training, mentoring, and technical support to TFS personnel (including rangers and other dedicated staff assigned to PF implementation) and District Environmental and Social Officers throughout the project implementation period. The consultant will work closely with these teams on a continuous basis to ensure that capacity is built and maintained, and that emerging challenges are promptly addressed. This sustained support approach includes:

- **Initial intensive training** at project commencement to establish foundational knowledge on ESS standards, GRM administration, community engagement, participatory monitoring, and Community Agreements
- **Regular refresher training** and technical updates as needed throughout implementation
- **On-the-job mentoring and coaching** to support personnel in applying their knowledge to real-world situations
- **Troubleshooting support** to address emerging challenges and complex cases as they arise
- **Periodic performance reviews** to identify additional capacity needs and adjust the support program accordingly

The consultant will bring specialized expertise in World Bank ESF requirements and community-based participatory approaches, ensuring that all personnel involved in PF implementation receive high-quality, practical support tailored to their specific roles and responsibilities.

All training will be delivered in Swahili using simplified language and visual aids to ensure accessibility.

Training will be conducted at existing facilities (district office, village meeting spaces) to minimize costs.

Duration will be proportionate to the training topic, typically 1-2 days per module for initial training, with ongoing support provided throughout implementation.

Practical, field-based exercises will be used where appropriate.

12.3 Responsibilities

PMO-RALG: Provides coordination and financing for capacity building activities, including engagement of the E&S consultant for ongoing training and support.

TFS: Participates in training and ongoing support activities; ensures rangers and other dedicated staff are available for capacity building; supports community-level training where feasible.

District Councils: Support VNRC training and mobilization; make District Environmental and Social Officers available for training, ongoing mentorship, and PF implementation support.

E&S Consultant: Provides ongoing training, mentoring, and technical support to TFS personnel (including rangers and other dedicated staff) and District Environmental and Social Officers throughout project implementation on ESS standards, GRM administration, community engagement, participatory monitoring, and Community Agreements. The consultant will work closely with these teams continuously to ensure sustained capacity strengthening and responsive support to emerging challenges.

13. DISCLOSURE AND TRANSPARENCY

Transparency is fundamental to the participatory process established under this PF. All relevant documents and information will be disclosed in a timely, accessible, and culturally appropriate manner.

13.1. Initial Disclosure

This PF will be disclosed in English and Swahili. Copies will be made available at:

- Village government offices in affected villages (Visegese, Kisopwa, Bangulo, Pugu Stesheni, and others as identified)
- Kisarawe District Council offices
- Ilala District Council offices
- TFS offices in Kisarawe and Dar es Salaam
- MBDP Project Implementation Unit office

13.2. Ongoing Disclosure

Throughout project implementation, the following documents will be disclosed as they become available:

- Participatory maps
- Zoning plans
- Agreed access arrangements
- Negotiated agreements
- Community Participation Consent Form for Restoration activities

All disclosed materials will be available in English and Swahili.

Appendix A: Summary of Consultation

SUMMARY OF CONSULTATION FINDINGS AND PF IMPLICATIONS

Msimbazi Basin Development Project (MBDP)

Pugu–Kazimzumbwi Nature Forest Reserve

Date	Time	Village/Location	Stakeholder Group / Meeting Type	Key Issues Raised	Response from PF team and TFS
03 February 2026	07:00 AM – 08:00 AM	Kisarawe District Council	DC / DAS Courtesy Call	The District Commissioner (DC) and District Administrative Secretary (DAS) emphasized the importance of integrating environmental restoration activities with community livelihood protection measures. Discussions focused on institutional coordination, stakeholder engagement, and reducing conflicts associated with restrictions on	The team agreed that collaboration will be enhanced to ensure proper management of restoration activities while safeguarding livelihood of the communities adjacent to forest reserve. Project stakeholders engagement will ensure that all stakeholders are continually engaged and their concerns are intergrated in implementation.

				access to forest resources.	
03 February 2026	08:00 AM – 09:00 AM	Kisarawe District Council	DED Courtesy Call	The District Executive Director (DED) highlighted the need to balance conservation objectives with socioeconomic needs of surrounding communities and stressed the importance of community participation throughout implementation.	Communities have been engaged since the beginning of the project and they will be consulted throughout planning and implementation of the process framework and also they will be involved in restoration activities.
03 February 2026	09:00 AM – 11:00 AM	Kisarawe District Council	District Technical Team KII	Technical officers discussed deforestation, illegal logging, charcoal production, encroachment into forest reserves, degradation of water catchment areas, and the need for participatory forest management	Participatory forest management is in place, village natural resources committees have been formed however in some villages they are still in process. PF implementation will consider facilitation in formation of the remaining villages adjacent restoration areas.

				and awareness creation.	
05 February 2026	08:30 AM – 09:30 AM	Kisopwa Village	Village Leaders KII (Mwenyekiti and Mtendaji)	Village leaders emphasized the importance of involving local leadership structures in implementation of restoration activities and ensuring transparent communication with community members regarding restrictions on forest access.	This was noted. Leaders will be involved throughout planning and implementation of the PF and other activities implemented by TFS.
05 February 2026	09:30 AM – 11:00 AM	Kisopwa Village	Community Public Meeting	Community members discussed ongoing environmental degradation, illegal forest activities, and destruction of water catchment areas. Participants supported restoration activities but requested transparent implementation, fair treatment of affected	Community involvement and awareness will be conducted throughout planning and implementation of the PF.

				households, and continuous consultation throughout the project cycle.	
05 February 2026	11:00 AM – 12:00 PM	Kisopwa Village	Women Group FGD	Women explained that households heavily depend on forest resources for firewood, medicinal plants, food preparation, and small-scale income generation. They expressed concern regarding increased household burdens resulting from restrictions on forest access.	It was clarified by TFS that firewood collection is allowed, more awareness will be conducted for the community to understand what are the allowed activities and which one are restricted.
05 February 2026	12:00 PM – 01:00 PM	Kisopwa Village	Youth Group FGD	Youth highlighted unemployment challenges and dependence on charcoal production and forest-related activities for income generation. They requested employment	Youth will be considered for employment activities in restoration area. They will be paid for their work

				opportunities linked to tree planting, nursery establishment, and environmental restoration activities.	
05 February 2026	02:00 PM – 03:00 PM	Kisopwa Village	Elders and Traditional Leaders FGD	Elders emphasized the importance of restoring degraded forest areas and protecting water sources while ensuring continuous community sensitization before implementation of restrictions.	Awareness will be improved for better understanding of restricted and unrestricted activities. During PF implementation temporary restriction will be communicated.
05 February 2026	03:00 PM – 04:00 PM	Kisopwa Village	Farmers and Livestock Keepers FGD	Farmers raised concerns regarding restrictions on cultivation near forest reserve boundaries while livestock keepers expressed concern regarding reduced grazing areas and limited access to water sources.	This is outside restoration area. However there is ongoing awareness from Kisarwe district on arrangement of water accessibility and designated areas for farming outside the forest.

05 February 2026	04:00 PM – 05:00 PM	Kisopwa Village	Traditional/Spiritual Healers FGD	Traditional healers highlighted the importance of medicinal plants and sacred forest areas used for traditional healing and cultural practices and requested controlled access arrangements.	This will be well considered in implementation of the PF. Traditional healers will be involved in planning for the on how access will be provided.
06 February 2026	08:30 AM – 09:30 AM	King'azi Village	Village Leaders KII	Village leaders emphasized the importance of involving village governments in conservation activities and strengthening cooperation between communities and TFS during implementation.	This is noted. Collaboration and involvement will be enhanced for proper implementation of the PF and forest management in general.
06 February 2026	09:30 AM – 11:00 AM	King'azi Village	Community Public Meeting	Community members discussed environmental degradation, illegal porching, charcoal burning, and restoration of degraded forest areas.	Awareness will be provided. Livelihood support will depend on the project budget. Further more community members will be involved in restoration activities and they

				Participants requested livelihood support measures and continuous awareness campaigns.	will be paid for their work.
06 February 2026	11:00 AM – 12:00 PM	King'azi Village	Women Group FGD	Women highlighted dependence on forest resources for household cooking fuel and income generation and requested support for alternative energy technologies and livelihood initiatives.	Request for support will be communicated to the project implementation team. Feedback will be communicated in future meetings if there will be possibility for alternative technology or any livelihood alternatives.
06 February 2026	12:00 PM – 01:00 PM	King'azi Village	Youth Group FGD	Youth requested trainings, employment opportunities, and inclusion in restoration and environmental conservation activities associated with the project.	Awareness and inclusion in restoration activities will be considered. Those who will work in restoration will be paid for their work.
06 February 2026	02:00 PM – 03:00	King'azi Village	Elders and Traditional Leaders FGD	Traditional leaders emphasized respect for village	This is noted. Involvement will be continuous in PF implementation and also other

	0 PM			governance systems and involvement of local leadership structures during implementation of conservation measures.	conservation activities by TFS.
06 February 2026	03:00 PM – 04:00 PM	King'azi Village	Farmers, Beekeepers and Livestock Keepers FGD	Farmers requested clarification regarding farming restrictions near reserve boundaries, beekeepers requested protection of apiary sites, and livestock keepers raised concerns regarding reduced grazing land.	Clarification provided by TFS, different meetings with District Commissioner clarified the restricts. Groups should plan to attend the ongoing meetings with the District Commesioner and Environmental team from Kisarawe for more clarification.
06 February 2026	04:00 PM – 05:00 PM	King'azi Village	Traditional/Spiritual Healers FGD	Traditional healers emphasized the importance of maintaining access to medicinal plants and sacred forest areas traditionally used for spiritual and cultural practices.	This is noted. Traditinal practices are respect. All traditional healers will be involved in every process on PF implementation to ensure continuous access to ares that they collect medicine as well as areas for worship.

07 February 2026	08:30 AM – 09:30 AM	Visegese Village	Village Leaders KII	Village leaders stressed the importance of environmental awareness, restoration of degraded areas, and continuous consultation with local communities during implementation.	This is noted. Awareness and involvement of all stakeholders will be maintained throughout PF implementation.
07 February 2026	09:30 AM – 11:00 AM	Visegese Village	Community Public Meeting	Community members discussed illegal logging, charcoal burning, destruction of forest cover, and declining water availability resulting from environmental degradation.	Community members are asked to keep on being good custodian of the forest to avoid degradation impacts from human activities along the forest.
07 February 2026	11:00 AM – 12:00 PM	Visegese Village	Women Group FGD	Women highlighted dependence on forest resources for firewood and household energy and requested support for alternative energy sources and livelihood activities.	This request will be submitted to the project for consideration. Feedback will be provided in future meeting which will be held for the PF implementation.

07 February 2026	12:00 PM – 01:00 PM	Visegese Village	Youth Group FGD	Youth participants requested employment opportunities, participation in environmental awareness activities, and involvement in tree nursery development.	Youth will be involved in restoration activities.
07 February 2026	02:00 PM – 03:00 PM	Visegese Village	Elders and Traditional Leaders FGD	Elders emphasized protection of water sources, restoration of forest cover, and strengthening community participation in environmental conservation activities.	This is noted and will be strengthened by co-forest management arrangement through the existing VNRCs.
07 February 2026	03:00 PM – 04:00 PM	Visegese Village	Farmers and Livestock Keepers FGD	Farmers expressed concern regarding declining soil fertility and restrictions affecting cultivation while livestock keepers highlighted reduced access to grazing areas	Co-forest management is emphasized to minimize impact of human activities to the forest.

				and livestock water sources.	
07 February 2026	04:00 PM – 05:00 PM	Visegese Village	Traditional/Spiritual Healers and General Community Members	Traditional healers highlighted the importance of medicinal plants while community members discussed impacts of environmental degradation on livelihoods and local climate conditions.	Medicinal plants are acknowledged and they will be well maintained. Traditional healers will be given chance to participate in planning and implementation of PF to ensure access to the medicinal plants.
08 February 2026	08:30 AM – 09:30 AM	Kisarawe Village	Ward and Village Leaders KII	Leaders emphasized collaboration between village governments, communities, and TFS authorities to strengthen environmental restoration and reduce conflicts associated with restrictions on access to forest resources.	TFS will ensure collaboration is improved for better forest management.
08 February 2026	09:30 AM – 11:00 AM	Kisarawe Village	Community Public Meeting	Community members supported restoration initiatives but requested fair implementation	There will be GRM established under this PF. It will be communicated to all community members. There will be also

				of restrictions, continuous consultation, and effective grievance redress mechanisms.	continuous consultation with stakeholders during restoration activities.
08 February 2026	11:00 AM – 12:00 PM	Kisarawe Village	Women Group FGD	Women highlighted challenges associated with on forest product collection used for cooking fuel, medicinal purposes, and household livelihoods. They requested TFS to implement what is in management plan as the firewood collection is allowed .	Women are allowed to collect firewood without using axes. Communication will be enhanced for communities to be aware of permited and restricted activities.
08 February 2026	12:00 PM – 01:00 PM	Kisarawe Village	Youth Group FGD	Youth requested environmental conservation training, entrepreneurship opportunities, and employment associated with restoration activities under the project.	Youth will get chance to participate in restoration activities.they will be paid for their work

08 February 2026	02:00 PM – 03:00 PM	Kisarawe Village	Elders, Farmers and Livestock Keepers FGD	Elders emphasized environmental conservation while farmers and livestock keepers raised concerns regarding restrictions affecting farming and grazing activities near reserve boundaries.	District Council is conducting awareness which is ongoing. There are designated areas for farming and livestock keeping.
08 February 2026	03:00 PM – 04:00 PM	Kisarawe Village	Traditional/Spiritual Healers and General Community Members	Traditional healers requested continued access to medicinal plants while community members emphasized transparency, awareness creation, and continuous stakeholder engagement.	Traditional healers will be given access to medicinal plants provided that they do not use axes, pangas etc. In restoration areas there might be temporary restriction, this will be communicated and planned together with the traditional healers group.
09 February 2026	08:30 AM – 09:30 AM	Pugu Station Village	Village Leaders KII	Village leaders emphasized the importance of protecting the Pugu-Kazimzumbwi Forest Reserve and strengthening cooperation	This is well noted, Collaboration will help to improve forest management. TFS will keep close collaboration with the leaders.

				between communities, TFS, and local governments.	
09 February 2026	09:30 AM – 11:00 AM	Pugu Station Village	Community Public Meeting	Community members discussed environmental degradation caused by illegal logging, charcoal burning, and encroachment activities. Participants supported restoration initiatives but requested fair implementation of restrictions and livelihood support measures.	TFS insist of CO-forest management for better environmental conservation and co benefits. About alternative livelihood, the request will be submitted to the project and feedback will be communicated during PFI implementation. This will depend on project budget. Currently the restoration will not disturb any livelihood income of the community .
09 February 2026	11:00 AM – 12:00 PM	Pugu Station Village	Women Group FGD	Women highlighted dependence on forest resources for household energy and requested support for alternative energy programs and income-generating activities. They	Fierce wood collection will not be restricted. Any request for alternative livelihood will be communicated to the project .However the project does not interfere with any income generating activities. Any

				requested for the project to consider if the budget allows.	support requested will depend on the project budget.
09 February 2026	12:00 PM – 01:00 PM	Pugu Station Village	Youth Group FGD	Youth emphasized the need for employment opportunities linked to restoration works, nursery establishment, and environmental conservation activities.	Youth will be considered for employment for the restoration activities.
09 February 2026	02:00 PM – 03:00 PM	Pugu Station Village	Elders, Farmers and Livestock Keepers FGD	Elders stressed the importance of protecting the forest reserve while farmers and livestock keepers raised concerns regarding restrictions affecting agricultural and grazing activities.	This is noted. TFS insists of community members to participate in different meetings for better understanding of designated areas for both farming and livestock keeping.
09 February 2026	03:00 PM – 04:00 PM	Pugu Station Village	Traditional/Spiritual Healers FGD	Traditional healers highlighted concerns regarding restricted access to medicinal plants	Access to medicinal plant is granted by TFS, More awareness will be provided. In case of temporary restriction during restoration

				and sacred forest areas traditionally used for cultural and healing practices. This happens in some parts of the forest but not in the restoration area. They requested for the improvement of collaboration between the community members/traditional healers and TFS for better management of the forest and accessibility of the medicinal plants.	procedures to follow will be well communicated and planned.
09 February 2026	04:00 PM – 05:00 PM	Pugu Station Village	General Community Members	Community members emphasized the need for stronger environmental awareness programs, restoration of degraded areas, and continued consultation throughout project implementation.	This is well noted. Awareness will be enhanced to ensure community members are aware of the restoration program and PF implementation in general.

LIVELIHOOD DEPENDENCE

Finding	Source	Implication for PF
Communities adjacent to the forest reserve depend on firewood collection, charcoal production, medicinal plants, beekeeping, and grazing for their livelihoods.	FGDs with community members; KIIs with village leaders	Any temporary access restrictions will be accompanied by advance notice (minimum 30 days), alternative designated areas, and referral to legal alternative sources (general land forests, Ruvu Forest Plantation).
Charcoal production is a primary income source for youth, contributing to forest degradation.	FGDs with youth groups; KIIs with VEOs	Transitional support (cash-for-work in restoration activities) and referral to legal alternative sources may be considered for poverty-driven youth, subject to verification of subsistence-level dependence. Commercial charcoal production remains illegal and is not supported.
Traditional healers rely on specific native medicinal plant species found within the forest reserve.	KIIs with traditional healers; FGDs with healers	Negotiated agreements will be developed to enable continued access to medicinal plants under sustainable use conditions.
Beekeepers operate both formally (with permits) and informally within the forest reserve.	FGDs with beekeepers; KIIs with TFS	Permit-holding beekeepers may continue operations under negotiated protocols. Temporary relocation of apiaries during restoration will be discussed and agreed through the participatory process.

VULNERABLE GROUPS

Finding	Source	Implication for PF
Female-headed households have been identified as a significant group requiring targeted support.	FGDs with women; KIIs with Community Development Officers	Women-only consultation sessions will be conducted. Priority for dead and fallen firewood collection access and alternative collection areas.
Elderly-headed households have limited physical capacity for labor-intensive livelihood activities.	FGDs with elders; KIIs with VEOs	Simplified procedures for accessing transitional support. Less physically demanding alternative options prioritized.
Widows face compounded vulnerability due to loss of spouse and potential exclusion from inheritance.	FGDs with women; KIIs with district officials	Enhanced outreach and inclusion in consultation processes.
Persons with disabilities face barriers to accessing forest resources and participating in consultations.	KIIs with district officials; FGDs	Accessible consultation venues and tailored support options.
Very poor households have limited capacity to absorb economic shocks and are most at risk.	FGDs with community members; KIIs with VEOs	Priority consideration for transitional support, subject to verification of subsistence-level dependence.

HISTORICAL LEGACY

Finding	Source	Implication for PF
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Distrust of government-led conservation initiatives persists due to past management interventions.	FGDs (all villages); Public meetings	Transparent engagement, documentation of all agreements, visible community benefits (cash-for-work, tree seedlings), and acknowledgment of historical context (see Annex G). The PF clarifies that historical events are outside project scope.
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HUMAN-WILDLIFE CONFLICT

Finding	Source	Implication for PF
Human-wildlife conflict (HWC) is a critical issue, with farmers reporting crop and fruit tree losses.	FGDs with farmers; KIs with TFS	HWC is addressed as a risk to be mitigated, but not as a project-induced impact subject to ESS5 compensation. Mitigation measures include protective fencing, training in non-lethal deterrent methods, strategic restoration planning, and consolation application assistance. Compensation for HWC is outside of Project scope.
Visegese village is particularly affected by HWC.	FGDs in Visegese; KIs with VEOs	Targeted HWC mitigation measures prioritized in Visegese.
Farmers have stopped planting certain crops due to wildlife damage.	FGDs with farmers	Assistance with consolation applications under the Wildlife Conservation Act. No project compensation for HWC damage.
Wildlife species involved include monkeys, bush pigs, and baboons.	FGDs; KIs with TFS	HWC mitigation measures tailored to specific wildlife species.

Communities report that the national consolation fund process is slow and inadequate.	FGDs; KIIs with district officials	The project will assist farmers in filing consolation applications and facilitate access to the existing national mechanism.
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TENURE AND ACCESS

Finding	Source	Implication for PF
Many forest users operate informally without formal legal rights to the land they use.	KIIs with village leaders; FGDs	Users are eligible for consideration for transitional support under ESS5. The PF takes into account informal forest users' access to the forest without legitimizing illegal activities.
Boundary ambiguity between village land and forest reserve is a source of conflict.	FGDs; KIIs with VEOs	Participatory mapping conducted during PF preparation (see Chapter 4). Legacy boundary conflicts are outside project scope.
Village Land Councils exist but are underutilized for dispute resolution.	KIIs with VEOs, WEOs	The PF's GM integrates with existing Village Land Council structures where appropriate.

INSTITUTIONAL CAPACITY

Finding	Source	Implication for PF
TFS has limited staff (1 Conservator, 4	KII with TFS Representative	The PF includes capacity building for TFS personnel directly involved in PF implementation (see Chapter 12). Training

rangers) for managing the entire PKNFR.		focuses on ESS standards, GM administration, community engagement, and use of force protocols.
Weak enforcement of environmental bylaws due to limited resources and capacity.	FGDs; KIs with TFS	The PF supports strengthening of VNRCs and community-based monitoring. The project does not fund new enforcement activities.
Village Natural Resources Committees (VNRCs) are not active in all villages.	KIs with TFS; FGDs	VNRCs will be strengthened as the primary co-management body for the forest. Training and support for equipment such as handheld GPS,water proof Camera,Standard Mediumsized boat,radio call system,Drone,Binocular, laptops ,Land Cruiser Double Cabin and Cash for facilitation of formulation of Village Natural Resources Commiteea(VNRCs) in areas that are not yet formed and facilitation allowance for implementation of this PF.
District technical staff (agriculture, livestock, community development) are overstretched.	KIs with district officials	The PF links to existing government programs (TASAF, agricultural extension) for referral, not for direct implementation support under the Project.

ENVIRONMENTAL CHALLENGES

Finding	Source	Implication for PF
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Wildfires are a major threat to restoration success; restored areas elsewhere have been destroyed by fire.	KII with TALRO; Public Meetings	Community awareness on fire prevention will be included in training. Firebreaks will be established as part of restoration planning.
Invasive species (Lantana camara, Leucaena leucocephala) are present in the forest reserve.	KIIs with TFS; Transect walks	Invasive species management will be addressed in restoration planning.
Farmers report changing rainfall patterns and increased dry spells.	FGDs; Seasonal calendar exercises	Climate-resilient species selection for restoration (indigenous species, bamboo).

COMMUNITY INSTITUTIONS

Finding	Source	Implication for PF
VICOBA and savings groups are active in some villages.	FGDs with community groups	Existing groups may serve as platforms for information dissemination, not for PF financial management.
Traditional healers are organized through KWTAPS and other networks.	KIIs with traditional healers	Healer networks will be engaged in the participatory process for negotiated protocols.
Village Councils and Village Assemblies provide formal governance structures.	Village Land Act; KIIs with VEOs	The PF will work through existing governance structures for community engagement and decision-making.

NGO AND RESEARCH PRESENCE

Finding	Source	Implication for PF
TALRO has been implementing restoration in Pugu-Kazimzumbwi since 2019.	KII with TALRO	Leverage TALRO's experience and community relationships; coordinate restoration activities.
TFCG has experience in community-based forest conservation.	KII with TFCG	Partner with TFCG for community engagement and livelihood support referral.
WWF and Jane Goodall Institute are active in the landscape.	KIIs with NGOs	Coordinate with existing conservation programs to avoid duplication.
UDSM and Ardhi University have expertise in restoration ecology and land policy.	KIIs with academicians	Engage research institutions for technical advice on species selection and monitoring.

LEGAL AND POLICY FRAMEWORK

Finding	Source	Implication for PF
The Forest Act (2002) provides for Joint Forest Management agreements.	Document review	The PF supports JFM agreements where communities express interest, working through VNRCs.
The Wildlife Conservation Act (2009) provides for a consolation fund for HWC losses.	Document review	The project will assist affected farmers in filing consolation applications. No project compensation for HWC.

The Environmental Management Act (2004) mandates public participation in environmental decision-making.	Document review	The PF's participatory process (Chapter 6) aligns with this requirement.
The Land Use Planning Act (2007) supports participatory land use planning.	Document review	Participatory mapping conducted during PF preparation (see Chapter 4).

GRIEVANCE AND CONFLICT

Finding	Source	Implication for PF
Village Land Councils handle local land disputes but are underutilized.	KIIs with VEOs; Document review	The PF's GM integrates with Village Land Councils for first-level grievance resolution where appropriate.
Ward Tribunals provide mediation for unresolved disputes.	Land Disputes Courts Act	Ward Tribunals may serve as second-level GM for unresolved cases.
District Commissioner holds weekly grievance clinics.	KII with DC	The PF's GM links to these existing structures for escalation.
Conflicts between farmers and livestock keepers are common.	KIIs; FGDs	Referral to existing dispute resolution mechanisms (Village Land Councils, Ward Tribunals). Outside PF scope.

COORDINATION AND PARTNERSHIP

Finding	Source	Implication for PF
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Multiple actors are working in the landscape with limited coordination.	KIIs with NGOs; district officials	The PF's Co-management Committee (VNRC-led) will facilitate coordination among stakeholders.
Opportunities exist for public-private partnerships in livelihood value chains.	KIIs with private sector	The PF may refer poverty-driven users to existing programs; no direct project implementation.
National social protection programs (TASAF) operate in the project area.	KIIs with district officials	The PF will refer eligible vulnerable households to TASAF and other social protection programs.

Appendix B: Illustrative Example of Access Arrangements

Sample negotiated agreements (Access arrangements) for Pugu–Kazimzumbwi Nature Forest Reserve

This annex provides illustrative, non-binding samples of negotiated agreements (access arrangements) for each permitted user category identified in the Process Framework. The samples show the typical structure, content, and provisions of agreements that will be developed through the participatory process described in Chapter 6. Actual agreements will be tailored to the specific circumstances of each village and user group, consistent with the principles outlined in Chapter 5.

PART A: GENERAL PROVISIONS

A.1 Purpose

This negotiated agreement establishes the terms, conditions, and procedures under which specified user groups may continue permitted activities within designated areas of the Pugu–Kazimzumbwi Nature Forest Reserve (PKNFR) during restoration activities and subsequent maintenance.

This agreement is voluntary and mutually agreed upon through the participatory process described in Chapter 6 of the Process Framework. It does not create new ownership or tenure rights and does not constitute compensation.

A.2 Awareness and Registration

To ensure all eligible community members are informed and have an opportunity to participate, the following measures apply:

Awareness:

- Public village meetings (barazas) shall be held in each target village before restoration commences.
- Women-only sessions shall be conducted to ensure women fully understand the protocol.
- Maps and information shall be posted at village government offices and other public locations.
- VNRC members shall visit households headed by women, elderly, or disabled persons.

Registration (for agreements requiring project-issued ID cards):

- Eligible individuals must sign the Community Participation Consent Form.
- A passport-size photograph is required for ID card issuance.
- No fees shall be charged for registration or the first ID card.
- VNRCs shall assist elderly or illiterate individuals with registration.

Grace Period: A grace period of 60 days from the start of the agreements shall be allowed for registration. During this period, individuals may access the reserve with alternative proof of identity (e.g., letter from village government or VNRC).

Exclusion: No eligible individual shall be excluded from registration due to illiteracy, disability, or inability to pay fees.

A.3 Duration, Validity, and Review

This protocol shall remain valid for the duration of restoration activities and subsequent maintenance. It shall be reviewed at least once during the restoration period and may be amended by mutual agreement. The protocol shall remain in effect until restoration and maintenance are completed, unless terminated earlier by mutual written agreement.

A.4 No Compensation

This protocol provides no compensation of any kind. It is a voluntary access arrangement.

A.5 Grievances

Any dispute arising under this protocol may be raised through the Grievance Mechanism (GM) outlined in Chapter 10 of the PF. Disputes related to registration or identification cards shall be prioritized for expedited resolution.

A.6 Signatures

**For the Community / User
Group**

Name: _____

Title: Representative

Signature: _____

Date: _____

For TFS

Name: _____

Title: District Forest Conservator (Kisarawe or
Ilala)

Signature: _____

Date: _____

Witnessed by:

Village Executive Officer

Name: _____

Signature: _____

Date: _____

VNRC Chairperson

Name: _____

Signature: _____

Date: _____

PART B: SPECIFIC PROVISIONS BY USER CATEGORY

Schedule 1: Firewood Collection

User Group: Community members from the villages of Kisopwa, Vibura, Visegese, Bangulo, and Pugu Stesheni .Most of the activities are conducted during the day time from 8;00am to 12pm.For ritual activities that may need to be conducted at night, special permission can be sought from TFS prior to the activity being performed.

ID Card Required: No

Permitted Activities:

- Collecting dead and fallen firewood using hands only (no axes, pangas, or saws)
- Priority given to women

Designated Zones: As identified in the participatory process

Temporary Restrictions:

- TFS shall provide 30 days' advance notice before any temporary closure
- Alternative collection areas shall be designated
- Women receive priority in alternative area allocation

Alternative Sources: TFS shall direct collectors to the general land forests during extended closures

Identification and Verification:

- No ID cards required
- TFS rangers shall verify compliance (hands only, dead/fallen wood)
- VNRC members may accompany collectors to assist with verification

Schedule 2: Medicinal Plant Collection

User Group: Registered traditional healers

ID Card Required: Yes (project-issued)

Eligibility for ID Card:

- Registered with the local traditional healers' association
- Signed Community Participation Consent Form

Permitted Activities:

- Harvesting medicinal plants in designated zones
- Sustainable harvesting limits: mature plants only, specific parts only, leave sufficient specimens for regeneration

Temporary Restrictions:

- TFS shall provide 30 days' advance notice
- Alternative zones designated where available
- TFS shall consult with healers on scheduling

Reporting: Healers shall maintain basic records of species harvested and quantities; share annually with TFS

Schedule 3: Beekeeping

User Group: Permit-holding beekeepers

ID Card Required: No (existing TFS beekeeping permit serves as identification)

Eligibility:

- Valid TFS beekeeping permit
- Signed Community Participation Consent Form

Designated Zones: As identified

Temporary Relocation:

- TFS shall provide 30 days' advance notice
- Alternative locations identified where feasible
- Relocation assistance shall be discussed and agreed upon through the participatory process (not compensation)

Sustainable Practices:

- Maintain hives in good condition
- Coordinate with TFS on fire prevention
- Report fire incidents immediately

Verification: TFS Rangers shall accept a valid TFS beekeeping permit as proof of authorization. No additional project ID card is required.

Schedule 4: Cultural Site Access

User Group: Recognized cultural practitioners

ID Card Required: Yes (project-issued)

Eligibility for ID Card:

- Recognized by the village government and traditional leaders
- Signed Community Participation Consent Form

Designated Sites: As identified in the participatory process

Permitted Access:

- Traditional ceremonies
- Spiritual practicesCollection of ritual materials (limited to dead or fallen wood only; no cutting of live trees; leaves and bark may be taken only from mature plants leaving at least 70% of the plant intact; quantities limited to

what is reasonably necessary for the specific ceremony, not exceeding 5kg per ceremony; no collection for commercial sale)

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Notification: Practitioners shall notify TFS at least 7 days before any ceremony. TFS shall not unreasonably deny access.

Restrictions: Where restoration or maintenance occurs near cultural sites, TFS shall provide 30 days' notice and agree on alternative arrangements.

Schedule 5: Research Access

User Group: Researchers from recognized institutions Such as Medical Institutions, Universities, Collegies, Social Work and Research Institutes. e.g., University of Dar es Salaam, Dodoma, Sokoine, Ardhi, etc

ID Card Required: No (existing TFS research permit serves as identification)

Eligibility:

- Valid TFS research permit
- Signed agreement

Permit Requirements: This agreement supplements, does not replace, the TFS permit system.

Coordination: Researchers shall submit schedules 30 days in advance. TFS shall identify conflicts with restoration/maintenance. Agreed adjustments shall be made.

Access Restrictions: TFS may restrict access to specific plots during active restoration or maintenance with 14 days' notice. Alternative plots or timing shall be offered.

Obligations:

- No unauthorized specimen collection
- Minimize disturbance to restoration/maintenance areas

Verification: TFS Rangers shall accept a valid TFS research permit as proof of authorization. No additional project ID card is required.

APPENDIX C; FOREST ACCESS INFORMATION

Access Type / Purpose	Legal Basis / Instrument	Type of Authorization	Who Grants Access	Typical Timing / Duration	Key Conditions / Restrictions
General Entry (Non-consumptive: sightseeing, walking, recreation)	Forest Act (restriction on activities without permission) [tanzlii.org]	Entry permit / ticket (administrative)	TFS / Forest Officer	Usually day-time access (e.g., dawn–dusk) (practice; not fixed in law)	Entry is controlled; activities prohibited unless authorized [tanzlii.org]
Tourism / Ecotourism Activities (guided visits, camping)	Forest Regulations (permit framework) [leap.unep.org]	Visitor permit / tourism permit	TFS	Daily or short-term permits (hours to a few days)	Must comply with conservation rules; no extraction of resources
Research / Scientific Access	Research guidelines + permit system [tafori.or.tz] , [tanzaniableu.com]	Research clearance + entry permit	COSTECH + TFS / MNRT	Project-based (months–years); entry often time-bound within permit validity	Requires approved proposal, affiliation, reporting obligations
Forest Produce Extraction (timber, poles, non-timber products)	Forest Regulations (licence requirement) [leap.unep.org]	Licence (harvesting permit)	Licensing Officer / Director of Forestry	Specified period stated in licence [leap.unep.org]	Only specified products allowed; transport requires transit pass
Transit / Removal of Forest Products	Forest Regulations [leap.unep.org]	Transit pass	Forestry authorities	Valid for specific transport period	Products must be marked and verified before movement

Construction / Occupation inside reserve (e.g., infrastructure)	Forest Regulations [leap.unep.org]	Permit / licence (rare, restricted)	Director Authorized Officer	Project-specific duration	Requires EIA approval; generally restricted in forest reserves
Special-use permits (e.g., filming, education programs)	Implied under permit system in regulations [leap.unep.org]	Special permit	TFS / MNRT	Short-term (days–weeks)	Must align with conservation objectives
Traditional community use (where recognized)	Forest Act (village/community forest provisions) [THE FOREST...nps.go.tz]	Rights under management plans / bylaws	Village Council / Joint Forest Management authority	Continuous but regulated	Governed by local bylaws and management plans
Prohibited or Restricted Access (no permit possible)	Forest Regulations	Not applicable	—	—	Grazing, cultivation, and many commercial uses are prohibited [leap.unep.org]

APPENDIX D; Equipment for Restoration Activities under this PF

Equipment	Tree Planting	Nursery Management	Firefighting	Community Education & Awareness
Handheld GPS	• Mapping degraded areas to calculate exact planting acreage.	• Mapping the spatial layout of the nursery and water sources.	• Identifying and sharing precise coordinates of active fire hotspots for response teams.	• Demonstrating mapping technologies to community members during participatory forestry training.
	• Recording precise coordinates of planted blocks for future monitoring.			
Land Cruiser Pick-up double cabin	• Transporting thousands of seedlings from the nursery to field planting sites.	• Transporting bulk materials like nursery soil, sand, polythene tubes, and construction materials for shades.	• Rapid deployment of firefighting crews, water tanks, and equipment to the fire scene.	• Transporting extension officers, public address systems, and educational materials to adjacent villages.
	• Moving planting tools and organic manure to the field.			
Laptop	• Compiling planting reports, tracking survival rates, and storing project data.	• Managing nursery inventories, seedling production schedules, and distribution databases.	• Analyzing satellite fire-alerts (like MODIS/VIIRS) and drafting post-fire damage assessment reports.	• Preparing training presentations, educational slideshows, and designing awareness posters for village meetings.
Waterproof Camera	Project Documentation: Capturing step-by-step photos and videos of planting campaigns to create visual records for stakeholders and progress reports	Growth & Health Tracking: Capturing routine images (or time-lapse videos) to monitor seedling development and detect early signs of plant diseases or pest infestations in the nursery.		Educational Content Creation: Filming success stories (like eco-tourism or modern beekeeping profits) and the visual impacts of deforestation to use as warning materials during village awareness meetings.

Standard medium sized boat (6.4m 21FT Japan New Design Fiberglass Yamaha Boat)	Seedling & Material Logistics: Transporting young seedlings (such as mangrove propagules) and planting tools to remote coastal, island, or intertidal zones that are inaccessible by road	Material Sourcing: Navigating waterways and shorelines to collect wild seeds, mangrove propagules, and nutrient-rich estuary soil required for potting and germination	Emergency Access to Remote Blazes: Transporting forest rangers and heavy fire suppression gear rapidly along rivers or coastlines to suppress fires raging in shore-adjacent forests where trucks cannot pass	Outreach Logistics: Enabling conservation officers to reach isolated island communities and coastal villages separated by major rivers to deliver environmental education and beekeeping training
Binoculars	Visually inspecting distant, rugged tree canopies to identify survival rates of seedlings planted on steep slopes without climbing.	Inspecting structural integrity of overhead nursery shade nets and checking high-altitude water tank levels.	Scanning the horizon from watchtowers to spot early smoke columns, flare-ups, or changing fire directions.	Used during community eco-tourism or bird-watching training to show villagers the economic value of a standing forest.