



Tanzania Natural Resource Forum

Facilitating the:

Tanzania Forest Working Group

STRATEGIC PLAN FOR 2007-2008

AND

OPERATIONAL PLAN FOR 2007

**Prepared by the TNRF Secretariat
January 2007**

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Glossary

CBFM	- Community-Based Forest Management
CBNRM	- Community-Based Natural Resource Management
CFR	- Community Forest Reserve
CSO	- Civil Society Organisation
FAO	- Food and Agriculture Organisation
FBD	- Forestry and Beekeeping Division
GDP	- Gross Domestic Product
Ha	- Hectares
IDGE	- Informal Discussion Group on Environment
JFM	- Joint Forest Management
JMA	- Joint Management Agreement
LAFR	- Local Authority Forest Reserve
LGA	- Local Government Authority
MKUKUTA	- National Strategy for Growth and Poverty Reduction
MNRT	- Ministry of Natural Resources and Tourism
PES	- Payment for Environmental Services
PFM	- Participatory Forest Management
SWAP	- Sector Wide Action Plan
TANAPA	- Tanzania National Parks
TEF	- Tanzania Environment Forum
TFCG	- Tanzania Forest Conservation Group
TNRF	- Tanzania Natural Resource Forum
UNDP	- United Nations Development Programme
VLFR	- Village Land Forest Reserve
VNRC	- Village Natural Resource Committee
WCST	- Wildlife Conservation Society of Tanzania
WWF	- World Wide Fund for Nature

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Date 28th January 2007

A brief background to TNRF

The Tanzania Natural Resource Forum is a network of individuals and organisations which has grown from a small, informal discussion group with a focus on wildlife issues, to a natural resource advocacy and informational network. TNRF works for improved natural resource governance by being a demand-driven network of members and partners that helps people to bridge the gap between:

- People's local natural resource management experiences and practices, and
- National natural resource policies, laws and programmes.

TNRF seeks to support its members by:

- Improving communication;
- Sharing information;
- Promoting collaboration; and
- Supporting collective action

TNRF has a growing membership of over 300 people and organisations, a supporting secretariat and a steering committee drawn from the membership. Membership is free and open to everyone not acting in a government capacity.

TNRF facilitates and supports member-driven 'Working Groups' on key policy and practice issues that are of direct use and interest to members. These working groups are very collaborative and provide an opportunity for TNRF's diverse membership to tackle policy and practice issues at a range of different levels.

The Tanzania Natural Resource Forum (TNRF) is a Non-Governmental Organisation registered in 2006. TNRF was launched in October 2004, with the aim of promoting the improvement of natural resource governance and management to achieve more sustainable rural livelihoods and better conservation outcomes.

1 An overview of the Forest Sector in Tanzania

1.1 The socio-economic and ecological significance of forests

Forests and woodlands cover an estimated 38.5 million hectares (ha) in Tanzania and are key elements in the livelihoods of hundreds of thousands of households across the country. They provide a wide range of benefits both directly in the form of timber, forage, fruits, charcoal, traditional medicines, and gums and resins, and indirectly through their ecosystem functions including regulating water-catchment, erosion control, nutrient cycling, maintaining local climates, and in supporting a rich biodiversity.

The true value of Tanzania's forests to the country's development remains largely unrecognized. Recent estimates, that also include the illegal use of forest products, as well tourism-related income, suggests that the forest sector's total annual contribution may be as high as 10%-15% of total GDP, roughly equivalent to the Government's annual public spending. Although the generation of revenues from forest-related activities is improving, it is estimated that only 5-10% of the potential revenue is actually collected.

1.2 Forest management arrangements

There are five types of forest reserves recognised in the Forest Act (2002): National Forest Reserves, Local Authority Forest Reserves, Village Land Forest Reserves, Community Forest Reserves, and Private Forest Reserves. In addition to this, forests may occur on village or general land outside forest reserves (said to be between 50-60% of all forest areas) as well as in National Parks, Game Reserves and other forms of wildlife protected areas. Although the majority of these forests are under central or local government control, there are opportunities for private sector and community-based management.

The Forestry and Beekeeping Division (FBD) has a relatively strong and progressive programme of participatory forest management (PFM). This has resulted in over 1,700 village forest reserves being developed, but much remains to be done in developing stronger and more diversified benefit streams from PFM for rural communities.

The potential for developing joint forest management of the government forest estate as set out in the Forest Act (2002) needs to be implemented, cost and benefit sharing mechanisms agreed, guidelines issued, and joint management agreements formalised and begun. There remains a considerable amount of work to be done in this regard.

The role of the private sector in forest management remains highly controversial. There is substantial resistance within FBD to working with the private sector, driven in part by mistrust arising from previous poor experiences, in turn brought about and compounded by a regulatory framework that has not been implemented. These challenges are compounded by the lack of constructive dialogue between the private sector and the FBD and by poor understanding of the laws and regulatory framework.

1.3 Governance threats to sustainable forest management

The national forest-resource base is under substantial threat from continuing unsustainable forest utilization leading to deforestation. It is estimated that 85-90 per cent of all timber is exported illegally, and forest-adjacent communities and central government are losing massive amounts of revenue as well as much of the forest resource-base. A large part of the threat is brought about by deficiencies in governance and the lack of development of innovative public-private partnerships between government, rural communities and/or the (informal and formal) private sector. There is substantial potential for improving forest governance and as a result increasing the level and sustainability of economic benefits derived from forest management.

Overall, there is strong potential for addressing governance issues, but a substantial number of challenges need to be overcome, in terms of improving institutional arrangements, practices and culture.

2 Background to the Forest Working Group

2.1 Initial beginnings

The Forestry Working Group, which has been meeting regularly since August 2005, was formed to address advocacy and awareness-raising on critical issues in the forestry sector. The overall goal behind the group is to encourage the development of a vibrant and effective coalition of non-state organisations and individuals working to improve forest governance and management in Tanzania. The group aims to hold government institutions accountable through awareness-raising and advocacy, and also help provide the appropriate support needed by government to better manage the country's forest resources.

The TFWG initially identified forest governance issues – particularly illegal forest logging and participatory forest management as key issues within the forestry sector that most urgently needed cohesive civil society attention in terms of advocacy and awareness-raising.

The TFWG is supported and facilitated by TNRF, but depends on the members of the group collaboratively to set the agenda and carry out activities. Members of the group are all involved in forestry issues, either as organisations or as individuals interested in forest management in Tanzania. The TFWG meets once every two months.

2.2 Progress to date

Overall the **development and progress of the TFWG has been slow**. Members have realised that if the TFWG is to begin to fulfil its potential, then it must become a much more effective and focussed group. TNRF has therefore worked with TFWG members to develop a straightforward strategy and plan to provide an opportunity for **rejuvenating and setting a clear direction** for the TFWG.

TNRF is committed to supporting TFWG achieve this potential, and is therefore continuing to invest in providing an experienced and senior forestry professional to act as a facilitator and resource for the TFWG. TNRF will also invest in fundraising with TFWG members – so that the TFWG is able to scale up to the point where is an effective and vibrant coalition of organisations and individuals.

3 Forest governance and management challenges for the TFWG

The TFWG has identified some key issues that it can focus on to help improve forest governance and management, and which, if increasingly addressed, would precipitate significant improvements in the forestry sector. Many of the issues identified are complex and not immediately solved, but through a process of progressive and well thought-out engagement, the TFWG could substantively support their resolution. The process of engagement with these forest governance and management issues will require the TFWG to **progressively build-up its collective capacity and skills.**

- **Policy and legal review**

Although the Forest Act is still relatively young (being legalised in 2004), there are moves to initiate a review of the Forest Policy to bring it more up to date with the current challenges of decentralisation, poverty reduction and environmental challenges facing the country. A further point for discussion will be whether to merge forestry and beekeeping policies into a single document, of whether they will remain separate.

- **Policy and legal understanding and awareness**

The Forest Policy and Law remains poorly understood by many state and non-state forest managers and users. There is poor understanding both in terms of forest-use compliance (i.e. law enforcement) as well as in terms of the types of innovative partnerships and forest management arrangements possible that would bring greater benefits and improve forest management across the country. There is a great need to much improve people's general awareness and understanding of these issues, through the provision of awareness-raising and training materials and programmes.

- **Vice President's Office urgent strategic actions on land management (emergency environmental action plan) using the Environmental Management Act to declare environmentally restricted areas.**

Forests and catchment forests in particular play a crucial role in sustaining water supplies to urban centres as well as in electricity generation. Encroachment, deforestation and poor management of forest reserves has contributed to the recent crisis facing the country and economy. The Vice-President's Office instigated a number of urgent actions which included the proper management of catchment forests, but action taken so far has been limited due to management and resource constraints. While many of these measures are an understandable reaction by the government to the recent drought, they are short-term and do little to resolve the underlying longer-term natural resource governance issues that have contributed to the recent crisis.

- **Illegal logging and loss of revenues**

Over the past two years, the full extent of illegal logging has become increasingly clear, and with it the huge revenues that are lost to the government and rural households from failure to collect timber royalties, fees and licenses. This directly impacts the government's ability to reduce rural poverty and manage the forest sector on a sustainable basis. The lack of knowledge by forest dependent communities on the real economic values of timber and forest resources, and their legal rights to own and manage forests under the law, coupled with high levels of rural poverty mean that unscrupulous traders can easily obtain supplies of timber at throw-away prices from village and general lands.

- **Rolling out Participatory Forest Management**

Tanzania is a huge country with significant areas of forest resources, but with many areas are unaccessible or difficult to reach at certain times of the year. Human and physical capacity at village and local government level remains limited and knowledge of the law is still poor. National government institutions are relatively slow, bureaucratic and unresponsive. The coordination between the Forest Division and the Districts is sometimes weak and problematic as the two are in different Ministries. The Forest Division is under the Ministry of Natural Resources and Tourism when the District Authorities are under the Ministry or Regional Administration and Local Government. These factors combined make the scaling up of PFM long and a complex process.

- **Stick or carrot? Conservation by enforcement**

The fourth phase government has shown a new energy and momentum in confronting environmental problems such as deforestation and degradation of water sources. Unfortunately, and as noted above,

much of the action taken has tended to be short term in nature, and in the form of bans (logging, charcoal), evictions (squatters, pastoralists) and orders (tree planting). While this may have a short term result, it does not confront the deeper issues behind illegal logging, movement of pastoralists, shortages of grazing or growing urban energy needs from wood fuels such as charcoal. Longer term, but potentially more successful processes such as community based forest management, local capacity building and empowerment have received less attention and may be politically less popular.

▪ **Alternative energy and charcoal**

Over 90% of the energy consumed in Tanzania comes from forests – principally firewood and charcoal. While firewood is mostly used for domestic consumption and collected by the user (apart from supplies to institutions such as schools, hospitals and prisons), charcoal is part of complex marketing chain that feeds urban energy demands and covers several hundred kilometres.

Despite the huge economic contribution made by charcoal, very little effort has been made to reform the sector, and introduce more sustainable management practices. Much needs to be done on exploring models for production of charcoal on a rotational basis and using efficient conversion techniques which improve forest/woodland management and provide better incomes for rural households.

▪ **Payment for Ecological Services**

The services provided from catchment forests, and the continued flow of these services, are in large measure the result of active or passive conservation by forest adjacent communities. Ironically, many of the services from catchment forests (tapped water, electricity supplies) are often not available to those who live closest to the forests in question. Various initiatives are underway to explore how the users and beneficiaries of forest management can channel a portion of their use fees back to local forest managers. In a similar vein, discussions are going on at national and international level on how payments for the standing stock of carbon locked up in natural forests (and its maintenance in the long term) can be captured in bio-carbon payments. Despite the good intentions, nothing concrete has materialised on the ground as yet.

▪ **Independent Forest Monitoring – winnable and verifiable**

One potential contribution to government's efforts to control illegal harvesting of timber and the consequent loss of revenue is the introduction of Independent Forest Monitoring. An independent entity could be engaged by government and development partners to provide an on-going and systematic audit of harvesting procedures, and regulations, in a transparent and public manner. Already a feasibility study has been conducted and is being discussed – but again there is little real momentum in bringing this into operation.

4 Tanzania Forest Working Group Strategy and Operational Plan

4.1 The Forest Working Group Strategy

The Forest Working Group's strategy for 2007-2008 is:

*'Increasing the Tanzania Forest Working Group's capacity and effectiveness to promote national **Good Governance** and **Effective Local Government** in the Forest Sector by collaboratively developing and implementing an **information management programme** with forest stakeholders to support long-term awareness raising, focussed advocacy and training needs'*

The strategy will help address two key issues:

- (A) **Good Governance:** Promoting much greater levels of good governance and accountability at national and local level through information dissemination and network support for civil society - with the supposition that the more civil society is aware of its rights and responsibilities, and the more effectively civil society is well organised and coordinated, the better;
- (B) **Effective Local Government:** supporting district and local level managers (particularly communities and resource users) to better manage and benefit from their forests

Through

- (C) **Making information freely available:** developing an effective information management programme (through civil society networks) to ensure that forest stakeholders have easy access to the information they need for better forest management, long-term awareness raising, focussed advocacy and targeted training'

4.2 Forest Working Group Objectives

The Forest Working Group will address the two key issues of:

- Good governance; and
- Effective local government;

in the Forest Sector particularly through developing an effective information management programme:

Information and support promoting Good Governance

Objective 1: *Focussed Advocacy* - to identify and focus on key forest governance issues in order to communicate quality and targeted information to government, parliament, forest managers, donors, private sector and media

Objective 2: *Long-term awareness-raising* – to collaborate with a broad range of partners to develop targeted awareness-raising materials on local forest governance and management – such as stories in the media on success and failures/abuses;

Objective 3: *Information management on the status and value of forests* – to collate and disseminate information at grass root level to national level

Information and support promoting Better Local Forest Management (Local Government)

Objective 4: *Network development and support* - to work with partners to catalyse and support a network of forest stakeholders for information exchange, advocacy, legal support and fund-raising.

Activity	Month											Responsible organizations
	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec		
2.2.1 Write proposal on round table discussion on rolling forward the TRAFFIC report												TFCG, CFM Network, IDGE, IUCN Yassin, FAO Anthony Sangeda, CARE, FARM Africa, Tom B – FBD, Andreas - FBD
2.2.2 Launching of TRAFFIC report												TFCG, CFM Network, IDGE, IUCN Yassin, FAO Anthony Sangeda, CARE, FARM Africa, Tom B – FBD, Andreas - FBD
Objective 3: Information management on the status and value of forests – to collate and disseminate information at grass root level to national level												
3.1 Develop a proficient understanding of the value of natural resources at national level and the range of on-going initiatives and transform this into useful information for policy briefs. (This work will also contribute to engaging with the independent forest monitoring process, and beginning to build the skills and capacity of TFWG members.)												
3.1.1 Collect information from members – collating information from databases – e.g. CEPF and MET												DPG-F, FBD, UDSM, REPOA, SUA.
3.1.2 Analyse information and disseminate accordingly												DPG-F, FBD, UDSM, REPOA, SUA.
Objective 4: Network development and support - to work with partners to catalyse and support a network of forest stakeholders for information exchange, advocacy, legal support and fund raising												
4.1.1 Undertake mapping of members and communities												TNRF
4.1.2 Establish TNRF - MJUMITA linkage												TNRF
4.1.3 Write fund raising proposal with partners												TNRF with partner organizations

4.4 The Strategic development of the TFWG

The Forest Working Group has some very strong members but thus far it has lacked a cohesive strategy and tangible set of objectives. Over a period of two years, the TFWG needs to aim to collaboratively develop its capacity and skills to become a leading agent of change in the Forest Sector in Tanzania. It will begin to achieve this through developing well thought-through awareness-raising and advocacy initiatives focusing first on a limited number of issues where gains are most likely.

The TFWG needs to agree a straightforward incremental timeline of realistic and achievable development goals through which it can monitor its progress and development over the next two years.

The TFWG could develop faster and avoid re-inventing the wheel by developing strong links with the Kenya Forest Working Group.

In the medium to longer term, the TFWG may need to consider developing its own in-house technical team, and in working in collaboration with its members and partners, take on a role of independent support, monitoring and evaluation of Tanzania's forest resources.

4.5 The Strategic development of the TFWG Secretariat

4.5.1 Human resources

The TFWG Secretariat currently comprises of one experienced Forestry Programme Officer based at the TNRF office in Arusha. If the TFWG is going to fulfil its potential, facilitated by TNRF, then much of the work to support change in the forestry sector will require TNRF to have a permanent presence in Dar Es Salaam.

TNRF will work hard to provide sufficient technical support and back-up for the human resources that it provides for the group, but TFWG members will also need to take on some responsibility as well.

Due to financial and logistical constraints, it is not possible for TNRF to establish a presence in Dar Es Salaam until towards the end of 2007. In the meantime, the TNRF Forestry Programme Officer will continue to be based in Arusha, but regularly commute to Dar es Salaam.

TNRF Secretariat will aim to secure funding for a Senior Forestry Policy Program Officer to be in place for the beginning of 2008 based part-time in Dar es Salaam and hosted by TFCG.

4.5.2 Communications and administration

The development of an effective information management strategy and programme will be key to the success of the TFWG. This process will be critical for building confidence in TNRF's information management.

During 2007 the TFWG will be supported by the TNRF Administrator and a Communications Programme Officer. It is envisaged that TNRF's capacity to provide good administrative back-up and communications will be significantly improved by March 2007.

However, during 2007, TFWG will need to secure funding for a dedicated information and communications programme officer in order to support the expanding activities of the TFWG.

The TNRF Secretariat will aim to secure funding for an Information and Communications Programme Officer to be in place for the mid 2008, to be based in Dar es Salaam, hosted by TFCG.

4.5.3 Fund-raising

The TFWG will develop a straight-forward fundraising plan facilitated by the TNRF Secretariat by March 2007 which will target fund-raising at FAO, UNDP Small Grants Programme; Foundation for Civil Society, embassy special funds, and private foundations.

TFWG members must pull their weight in the fund-raising effort if the TFWG is to begin to realise its potential.

Annexes

A 1 Participant expectations at the TFWG planning meeting 13th December 2006

During the TFWG planning meeting, participants expressed the following expectations of what the meeting would help address:

- CSOs need to become more organised as they emerge
- Donor Partners' Group – really needs a strengthened partnership with CSOs
- Human resources are limited – there needs to be a strategic and efficient distribution of effort
- To clarify and decide the role of TNRF
- To develop a reactive group and facility
- To develop a strategic plan and focus – for a Tanzania Forest Working Group
- To develop the group's identity – who participates – government, NGOs, individuals?
- To address the fact that TFWG is at a critical time – needs direction and momentum or it will fizzle out but there is massive potential – it needs to gain critical mass.
- How the TNRF secretariat can support TFWG to achieve its potential
- How the TFWG can develop an action plan that puts it on track to achieving its potential
- How to resolve outstanding misunderstandings/conflict between WCST and TNRF.
- How to work with the government, NGOs and the Tanzania Association of Foresters
- Formalising relationships and comparative competences and advantages with regard to:
 - TFCG's forest network
 - Other forums – IDGE, TEF
 - Regional and district networks – e.g. MS/Envirocare
- How to tackle the core issue – good governance – by challenging 'impunity' and powerlessness.

A 2 Survey of TFWG's members

A 2.1 What has happened in the past years in the external environment that could affect our work as TFWG in TNRF?

- FBD weakened by loss of key staff
- Increasing engagement of CSOs in issues of governance
- FBD associated to logging scandal
- NGOs as legitimate partners of government
- Election of the 4th phase government
- Accelerated deforestation driven by domestic and global demand
- Deteriorating governance situation
- Declining donor support for NRM
- Millennium ecosystem assessment & addressing climate change

A 2.2 What are the challenges and threats facing us as a TFWG in TNRF in our external environment?

- Logging companies are powerful in lobbying
- FBD voice to government weaker than TANAPA
- Rival Tanzania Environment Forum established by WWF
- Youth and lack of legitimacy
- Risk of engaging in something too big
- Lack of clear direction, goal and strategic challenges
- Need to broaden membership (have more Tanzanians)
- Lacking responses and action; remain a talking club

A 2.3 What are the opportunities we should be taking advantage of in the environment in order to:-

- a. Make us more sustainable as an organization?
- b. Help us achieve our vision?

- Free media for developing advocacy campaigns
- Commitment to members by providing them
- Government will to support environmental issues
- Enabling policies and legal framework in forestry
- Good support from developmental partners
- Need a clear strategy for secretariat to be supported
- Move from discussions to action

A 2.4 What are the important strengths of the TFWG?

- Small
- Independent
- Highly experienced members who can engage with government
- Linkage with TNRF which has long history in public awareness
- Link with other WGs that captures issues outside forestry
- Opportunities for linking and learning
- Talking about issues and information sharing

A 2.5 What weaknesses are preventing the TFWG achieve TNRF's vision?

- TFWG still young
- Structure for developing advocacy issues among members not in place
- Has no core team for developing advocacy issues
- No clarity on what it is, what it does and who we are
- Cannot demonstrate direct achievements made

- Does not have funding
- Poor coordination among NGO/CSO's, e.g. with IDGE;
- Poor visibility as the voice of the people on forests;
- How do you ensure that grass root-level voices are heard?
- There is no cohesive national plan for strengthening CSO

A 2.6 Do you think we are clear about our vision, values and mission?

- Not clear with vision, mission and values of TNRF
- The main focus was agreed to be on advocacy, but not much was achieved

A 2.7 What challenges have we failed to meet in the past two years and why have we failed to meet them?

- TNRF needs to repair its relationships with WCST
- Secure resources to develop policy briefs, host national forums, develop advocacy strategy
- Bring on board more Tanzania members
- Deliver on advocacy and move into action

A 2.8 What challenges have we met well in the past two years and what helped us meet them?

- The organization is born and we need to grow
- Develop an identity by starting slowly working with members
- Bring stakeholders from DSM and Arusha together

A 2.9 What is the most important outcome that you would like to see emerging from this strategic planning process? Why do you think it is so important?

- Clarification on the roles of TFWG within TNRF
- A strategic plan with doable issues
- Identity and role of organization
- That you address the mentioned challenges, constraints and shortcomings

A 2.10 Do you have other suggestions for more effective working of the TFWG?

- Tanzanian Coordinator assisted by expatriate Technical Adviser.
- Think strategically about what we can do at different levels
- Appropriate communication and commitment is critical in making progress
- Few key members can dominate discussions etc but the silent majority are needed to add weight to any advocacy.
- Need to ensure older generation of foresters feel properly a part of TFWG though they may be less dynamic in approach but bringing them fully on-side will help a lot.
- Clarify roles and responsibilities between TNRF, TFCG, WCST, IDGE and others