

# **Coastal Management in Tanzania: Opportunities for USAID**

## **Design Mission Final Report**

Prepared for:

United States Agency for International Development Mission to Tanzania

Prepared by:

Mr. J. M. Daffa, Senior Natural Resources Officer (Aquatic), NEMC

Mr. A. I. Chande, Research Officer, TAFIRI

Dr. Magnus K. Ngoile, Coordinator, Global Marine and Coastal Programme, IUCN

Ms. Lynne Z. Hale, Associate Director, Coastal Resources Center, URI

Dr. James Tobey, Monitoring and Evaluation Specialist, Coastal Resources Center, URI

Dr. Jane Marks, AAAS Diplomacy Fellow, USAID - Washington

Mr. Mark Amaral, Coastal Management Specialist, Coastal Resources Center, URI (Team Leader)

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## **Acknowledgments**

The ICM design team would like to thank all of the individuals and organizations that provided input and advise during the design of this proposed ICM project for Tanzania.

Special thanks are due to Ron Ruybal, USAID/Tanzania who initiated this effort, then ably facilitated the work and to Mr. F.M.T. Mpendagoe, Director General (AG.) of NEMC who graciously provided the team with office space and support services during our stay.

During the four week mission, we interviewed more than 45 people from 22 different institutions and organizations; totaling hundreds of hours of discussions. Each interview provided important insights and ideas about how ICM should proceed in Tanzania. We hope that those ideas are reflected in this design document and that over the next few years we can work together to translate these ideas into action.

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# 1. Introduction

The United States Agency for International Development (USAID) in partnership with the National Environmental Management Council (NEMC) are exploring possible opportunities for supporting and enhancing national and local coastal management in Tanzania. This report presents the results of an exploratory in-country mission whose objectives were to:

- develop a strategy for articulating a national Integrated Coastal Management (ICM) policy that builds from existing policy and experience, and facilitates integration among government agencies and between the national and local levels including existing ICM pilot sites;
- develop a strategy for building human and institutional capacity for ICM at the national and local levels;
- identify opportunities for the Government of Tanzania (GOT) to coordinate ICM activities of donors and participate in regional ICM activities; and
- formulate an implementation plan for the proposed activities.

A strategy for clarifying and strengthening national ICM policy and specific activities to support such a program are set forth in this report. The proposed activities are designed to support USAID/Tanzania's strategic objective 2: "Foundation established for adoption of environmentally sustainable natural resource management practices. "

The team began work on 8 March and concluded in-country activities on 11 April. The team members included:

Mr. J. M. Daffa, Senior Natural Resources Officer (Aquatic), NEMC  
Mr. A. I. Chande, Research Officer, TAFIRI  
Dr. Magnus. K. Ngoile, Coordinator, Global Marine and Coastal Programme, IUCN  
Ms. Lynne Z. Hale, Associate Director, Coastal Resources Center, URI  
Dr. James Tobey, Monitoring and Evaluation Specialist, Coastal Resources Center, URI  
Dr. Jane Marks, AAAS Diplomacy Fellow, USAID - Washington  
Mr. Mark Amaral, Coastal Management Specialist, Coastal Resources Center, URI  
(Team Leader)

The four-week mission was divided into three broad phases: (1) listening; (2) consolidation of findings and recommendations; and (3) review and revision.

The first phase was spent reviewing available documentation on coastal resources, issues and management efforts (see Annex 7); and interviewing key institutions and agencies within national government, the NGO community and the private sector. The team also spent significant time in the field visiting existing demonstration projects and programs and interviewing regional and local governments. By the end of this phase the team had interviewed over 40 people from 27 institutions and agencies. Annex 6 lists individuals

and institutions interviewed. Interview questions focused on critical coastal issues and opportunities, ongoing activities related to coastal management and suggested recommendations for components and activities of a national ICM program.

During the second phase, the team consolidated the information collected and synthesized key findings and recommendations. These were then organized into an operational framework with project objectives, activities and outputs.

In the final phase, the proposed project scope and activities were presented to key groups for discussion and feedback. Presentations were made to:

- Acting Principal Secretary, Vice President's Office.
- Acting Principal Secretary, Ministry of Natural Resources and Tourism.
- Representatives from GOT agencies and organizations interviewed during phase one. These included Planning Commission, Department of Environment, Forestry Division, Fisheries Division, Marine Parks and Reserves Unit, NEMC, Land Planning Division, WWF, and the Dar es Salaam Sustainable Cities Project.
- USAID Tanzania SO2 Team.

The input received at these meetings was used to revise the original findings and recommendations and to formulate this final report.

## **2. The Need for ICM in Tanzania**

Tanzania's coastline stretches 800 km along the Western Indian Ocean (Map A). This strip of land and water encompasses a diversity of ecosystems, including sandy beaches, rocky outcrops, coral reefs, sea grass beds and extensive mangrove stands.

Coastal ecosystems are of great importance to the well-being of coastal communities which depend heavily on artisanal fishing and farming as primary sources of food and income, especially outside of the Dar es Salaam urban center. Much of the coastline is relatively undeveloped, but in an increasing number of areas the resource base is declining due to human-based pressures that include unplanned coastal development, destructive fishing, uncontrolled harvesting of mangroves and disposal of waste into the ocean. As the coastal population continues to increase, resource exploitation practices that are destructive and unsustainable will place increasing pressures on the resource base.

The coast also has great significance to the nation's economic development. For example, tourism, fishing, shipping, mariculture, salt mining, natural gas, and urban development are viewed by national government as important economic opportunities. Mariculture development and gas exploration are underway. Whether such development will be carried out sustainably, insuring both short and long term benefits to the nation's citizens, will depend on how it is managed.

The complex, interconnected nature of coastal ecosystems requires an integrated, intersectoral approach to planning and management. Activities in one sector almost always affect other sectors and resources. Integrated coastal management recognizes the interconnection among multiple coastal resources and human activities and attempts to improve the quality of life of coastal communities which depend on coastal resources, while maintaining the biological diversity and productivity of coastal ecosystems (see Figure 1 for definition of ICM).

The Government of Tanzania has embraced ICM as a tool to improve coastal management.

**TANGA COASTAL MANAGEMENT PROGRAMME**  
 The largest pilot project is the Tanga Coastal Management Programme which, through the regional fisheries officer, is working at the district and village levels to address critical coastal management issues such as dynamite fishing and the development of alternative sources of livelihood. This programme has demonstrated that management of coastal resources and development activities can be effectively undertaken at the local level. The Tanga Programme has placed a heavy emphasis on capacity building and awareness raising.

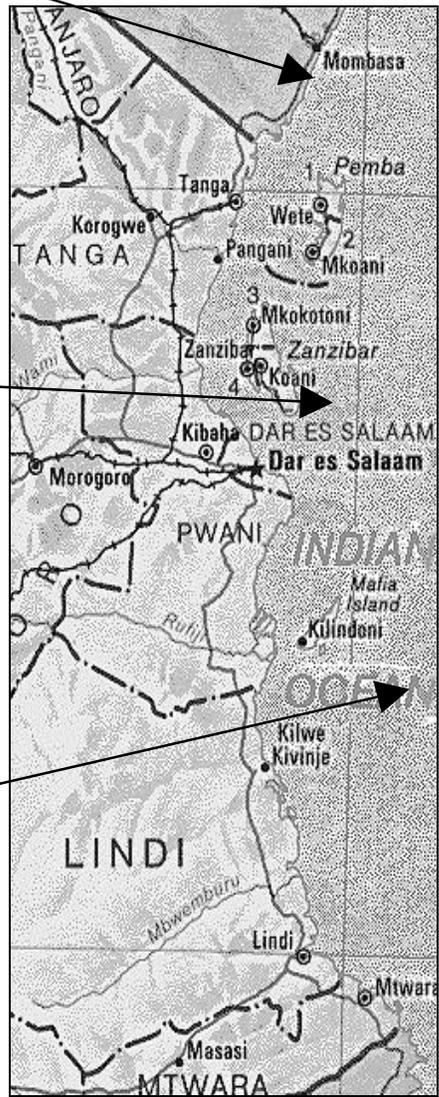
development project with a wider focus than just coastal management, the experience being generated by the project's activities have importance for national ICM

**KANDUCHI INTEGRATED COASTAL AREA MANAGEMENT PROJECT**  
 This project has already completed an extensive "listening phase" where coastal issues were identified and a strategy for addressing those issues was developed. Priority issues identified include coastal tourism development, erosion and dynamite fishing.

**MAFIA ISLAND MARINE PARK**  
 This Park was established in 1995 under the National Legislation Marine Parks and Reserves Act of 1994. MIMP has been managed by the Fisheries division with assistance from the World Wildlife Fund. The initial work of the MIMP has been to focus on the problem of dynamite fishing in the Park area. In the next several years, the MIMP plans to work closely with Mafia Island communities to revise the Park management plan and operationalize the Park Management Council.

**RURAL INTEGRATED PROJECT SUPPORT**  
 This project for Mtwara and Lindi is working with coastal communities to reduce dynamite fishing and raise awareness about the importance of coastal resources. Although RIPS is a broad

**Map A**



**Figure 1. Definition of ICM**

Tanzania has participated in regional and international activities (e.g., UNCED, Agenda 21, and CSD), and has signed conventions that endorse the importance of ICM as a tool to achieving sustainable use of marine resources (e.g., the Nairobi Convention and Protocols, Convention on Biodiversity, and Climate Change Convention). In East Africa, Tanzania has been a regional leader in raising awareness of, and commitment to, ICM. Tanzania participated in and signed resolutions resulting from Inter-Ministerial Conferences on ICM in Eastern Africa and Island States held in Arusha (1993) and Seychelles (1996), and hosted the first meeting of ICM practitioners in Africa (Tanga Workshop, 1996).

At the national level, many government sectoral policy statements (including Fisheries, Forestry and Tourism) recognize the need for an integrated, participatory approach to resource use to resolve issues and take advantage of opportunities. To make progress on developing a national ICM program, government sectors with an important role to play in ICM convened in Zanzibar in 1995. At that meeting, participants agreed to support the creation of a national ICM program. At the local level, several programs are attempting to put ICM principles into practice, including initiatives in Tanga, Mafia, Mtwara, Lindi, and Zanzibar.

### **3. Major Findings from the Field**

The Government of Tanzania is making economic structural changes that promote free trade, embrace an open market system, and reduce the size of government. These economic adjustments are facilitating economic growth and increasing development pressure on natural resources and the environment. The Government of Tanzania is also in the process of restructuring and shifting decision-making authority to the local administrations. With the devolution of authority to the local level, local administrations have increased responsibility for managing development. Although they have the authority to establish and enforce by-laws to manage development, many local administrations lack the capacity and institutional structure to adequately carry out this function. Within central government, all agencies and institutions are being evaluated and positions eliminated. Within this context, it is highly unlikely that any new agencies will be created.

Given this shifting context, there are both clear challenges and opportunities for a national policy initiative in ICM. Key challenges for moving forward include the following.

***Lack of policy and regulatory clarity to guide ICM planning and decision-making at both the national and local levels.*** Coastal resources and their use are currently managed through the interpretation and application of legislation written and passed for individual sectors. However, it is expected that the next iteration of the draft NEP will include a section on coastal management as an integrative management tool.

There are many agencies responsible for decisions that relate to coastal management including: Department of Fisheries, Department of Forestry, Department of Tourism,

Investment Promotion Corporation, Department of the Environment, and the National Environmental Management Council (see Annex 4). Institutions responsible for land allocation include local administration, regional administration, Ministry of Lands and Human and Urban Development and the President's office. Responsibility for land allocation decisions depends on the size of the parcel under consideration. Each of the above mentioned agencies is enabled by an act and supported by legislation adopted to carry out their mission. Thus, decisions about coastal resources are made individually by sector with no policy linking the different sectors' decision-making criteria around key issues or problems.

Often, it is unclear where the final authority to make decisions on proposed development resides. Although the Investment Promotion Centre (IPC) also has the authority to grant most permits for new enterprises, there are no formal linkages between the IPC and sectoral agencies responsible for resource management. Comments on proposals made by the agencies can be accepted or disregarded by the IPC. Tanzania has no formal requirement for an Environmental Impact Assessment. There are few guidelines for reviewing development proposals and no consistent set of criteria against which proposals can be evaluated. Development proceeds in an *ad-hoc*, unplanned manner because the approval process and review guidelines are unclear or non-existent. (see Annex 5, Field Interview Summaries).

***Lack of clear and mutually supportive linkages among national, local, and private sector initiatives in ICM.*** Local administrations are empowered to pass local by-laws to regulate local development. However, national laws supersede local by-laws. There is no mechanism to coordinate national decisions and local goals and by-laws. It is also unclear what the criteria are for having a proposal reviewed at the local level or the central government level. Articulation of development guidelines for different economic sectors coupled with improved clarity of roles and responsibilities for each level of government from the central government to Village Councils (and even community-based organizations) would improve opportunities for economically and environmentally sustainable development.

Linkages between government and the private sector with respect to environmental issues at all levels are limited. One NGO (AGENDA) is beginning a project (funded by Danida and USAID) to promote responsible development within the private sector. This effort could provide an exciting forum to begin to link private sector and government together towards a common goal.

***Lack of human and institutional capacity for ICM at all levels.*** National institutions are hard pressed to fulfill all their mandates and responsibilities in the context of growing demands on public management and shrinking resources for the government sector. In addition, an increasing number of donor projects are pulling their limited resources away from institutional support towards project responsibilities.

There are only a handful of trained and experienced coastal management practitioners in Tanzania, but this represents an important increase over the last five years. Many of these practitioners are directly affiliated with ongoing pilot projects. The University of Dar es Salaam does not have an academic program for coastal management but has a strong marine science program through the Faculty of Science on the main campus in Dar es Salaam and the Institute of Marine Science in Zanzibar. Some practitioners have attended short courses in coastal management outside of Tanzania.

***Lack of direct linkages between ongoing ICM implementation activities and national policy.*** There are several demonstration projects at both regional and district levels that are working with considerable success to address coastal management issues within specific sites (see Annex 3 for full descriptions and summaries of each demonstration project). However, there are no formal mechanisms that link these local activities with national policy formulation and implementation, nor are there adequate opportunities for the local experience to inform national policy. There is little sharing of experience across the local pilot sites.

The largest pilot project is the Tanga Coastal Management Programme which, through the regional fisheries officer, is working at the district and village levels to address critical coastal management issues such as dynamite fishing and the development of alternative sources of livelihood. This programme has demonstrated that management of coastal resources and development activities can be effectively undertaken at the local level. The Tanga Programme has placed a heavy emphasis on capacity building and awareness raising.

Another demonstration project that is contributing to the national ICM experience is the Kunduchi Integrated Coastal Area Management Project. This project has already completed an extensive “listening phase” where coastal issues were identified and a strategy for addressing those issues was developed. Priority issues identified include coastal tourism development, erosion and dynamite fishing.

A third project is the Mafia Island Marine Park (MIMP). This Park was established in 1995 under the National Legislation Marine Parks and Reserves Act of 1994. MIMP has been managed by the Fisheries division with assistance from the World Wildlife Fund. The initial work of the MIMP has been to focus on the problem of dynamite fishing in the Park area. In the next several years, the MIMP plans to work closely with Mafia Island communities to revise the Park management plan and operationalize the Park Management Council.

In Southern Tanzania, the Rural Integrated Project Support (RIPS) project for Mtwara and Lindi is working with coastal communities to reduce dynamite fishing and raise awareness about the importance of coastal resources. Although RIPS is a broad development project with a wider focus than just coastal management, the experience being generated by the project’s activities have importance for national ICM policy.

## 4. Recommended Program Components and Activities

The following recommendations are aimed at helping Tanzania **establish the foundation for effective coastal governance**. The goal, definition and attributes of effective coastal governance are summarized in Figure 1. Effective coastal governance is an essential precondition to improved coastal environmental quality, sustainable coastal development, and improved quality of life for coastal residents.

To achieve this goal, it is recommended that USAID/Tanzania support a five-year (1997-2001) catalytic effort targeted at achieving the following results:

- the elaboration of meaningful ICM policy that is effectively applied to coastal problems at both the national and local levels
- the definition and application by government, business and communities of sustainable practices for emerging coastal economic opportunities
- increased institutional and human capacity for ICM
- improved understanding of and supportive constituency for ICM in Tanzania

The major components suggested for USAID/Tanzania support, the relationship among them, and anticipated life of project outputs are illustrated in Figure 2. The program is divided into two phases. During Phase I, (1997-1999), the emphasis should be on learning from existing experience, policy articulation, development and testing of sustainable practices, and building the processes, support and structures required for a

sustainable ICM program. During Phase II, (2000-2001), the program emphasis would shift to the application and refinement of articulated policy to additional locations on the coast. Recommended program components are summarized below and initial illustrative activities are described.

Essential to program success, however, is that USAID and the Government of Tanzania accept that **a program whose goal is effective policy, must be managed in an adaptive manner, with sufficient flexibility to take advantage of strategic opportunities as they emerge.** As described in the project implementation plan, detailed activity descriptions will be prepared through an annual work-planning process, based on a broad, transparent and participatory assessment of what has happened during the previous year and perceived opportunities in the next year.

### ***Component 1 - National Policy***

Strengthening the foundation for effective ICM policy implementation is the priority during Phase I (Years 1-3). This does **not** necessarily mean that new policy need be written, but rather that existing statements of issues, needs and broad statements of policy such as those found in the National Environment Policy (NEP) and in relevant statements of sectoral policy (i.e., Fisheries and Forestry) need review and articulation through strategy and guideline development which is based on field experience and intersectoral consultation. Through substantial consultative processes both within government (at both national and local levels) and between government, communities and the private sector, realistic and acceptable strategies, action plans and implementing mechanisms for ICM need to be defined, adopted and implemented. Essential to effective policy implementation is self-assessment and feedback supported by periodic assessments of the condition of the coast (environmental and human components), the pressures on the coast (e.g., population, economic development) and the effectiveness of existing governance. During Phase II, revised and articulated policy will be further tested, applied and refined through formalized mechanisms developed through Phase I activities.

Anticipated Outcomes



- An articulated ICM Policy Statement (under the NEP umbrella) which sets national goals and identifies critical issues requiring national attention.
- ICM Strategy and action plan for implementing policy statement which is tied to National Planning
- Options for a National ICM Programme coordinating mechanism
- Binding implementing mechanism to carry-out the ICM strategy
- Monitoring, evaluation and feedback systems established
- National, local level coordination strengthened

### Illustrative Activities

*State of the Coasts* - A document designed to communicate to a wide audience of decision-makers, that describes and analyzes the pressures being placed on the coast, the current response to those pressures (at both national and local levels) and the current status of coastal resources will be prepared periodically (two times during the 5 year project). In addition to the analytical qualities of the report, it will help create a national coastal identity and describe the existing and potential economic significance of Tanzania's coastal areas. It will be participatory and both a "top-down" and "bottom-up" look at the coast. The local view will be captured by review and compilation of coastal elements of District level plans. Priority issues and opportunities identified through this process will be addressed in the second round of activities of Component 2. The consultative process of completing this report will also serve to build the National Support Unit and Working Groups, build linkages among the Unit, Working Groups and Local Authorities, build identity for the national coastal program, and demonstrate how existing information can be used in management. *State of the Coasts* will be used in communication activities (see Component 5) and will be used as a basis for discussion with the National Planning Commission to begin considering a Coastal Annex to the National Plan which is presented annually to Parliament.

*Policy Review, Institutional Analysis, and ICM Strategy formulation.* A number of issue-specific reviews and studies will be carried out to identify barriers to effective policy implementation. A sustained consultative process will be established to review outcomes of such studies and develop strategies to overcome the identified barriers. These discussions will focus on needs at both the national and local level and will address long-standing coastal problems, such as destructive fishing, overharvesting of mangroves, and erosion, as well as emerging coastal issues (see Component 2).

### **Component 2 - Sustainable Practices for Emerging Coastal Economic Opportunities**

There are a number of emerging economic opportunities along the coast that have the potential for major new impacts on coastal communities and resources. These include aquaculture development (relatively large scale prawn farming, as well as smaller scale

mollusk, seaweed and fish-farming), offshore natural gas development and oil exploration, and coastal tourism. It is recommended that the project and government take an innovative approach to defining and implementing management measures for these important economic development activities. The approach should be:

- issue-based rather than sectoral, as all these activities will affect multiple sectors; and
- partnership oriented, meaning government should work directly with both the private sector and communities to define and develop incentives and implementation mechanisms for achieving sustainable practices.

Aquaculture will be the initial issue addressed in phase one (year 1-3). Aquaculture was selected as the initial area of focus because of its rapid emergence as a coastal issue and economic opportunity and the recognized need to consider aquaculture development within a broader ICM context. Throughout the design mission, aquaculture was consistently raised as an important coastal activity that could be economically significant if the development is managed wisely and responsibly. It was also clear that Tanzania does not yet have the mechanisms in place to properly guide aquaculture development and that there was considerable concern that the negative impacts of development might outweigh the positive. Through analytical work (economic, institutional, and ecological), consultation, and providing access to international experience, the program will assist the Government of Tanzania, in partnership with the private sector, to develop decision-making guidelines and best management practices that can be used to ensure the environmentally sustainable growth and operation of mariculture with an ICM framework.

Other issues that were raised during the consultative process include: coastal development related to tourism, erosion, destructive fishing, gas and oil exploration, unsustainable mangrove harvesting, and salt panning. Several of these issues are already being addressed by other programs and projects. For example tourism development and erosion are two key focus issues for the Kunduchi Integrated Coastal Area Management program that is anticipated to be implemented by NEMC with support from Sida/SAREC. Issues relating to mangroves such as salt panning and harvesting are being addressed by the Mangrove Management Program, implemented by the Forestry Division with support from NORAD. The Mafia Island Marine Park and the Tanga Programme are pioneering successful strategies to reduce destructive fishing activities, especially dynamite fishing in their regions. Through the consultation process associated with developing the State of the Coast Report (Component 1), other priority issues and opportunities that will be addressed through this component in Phase II will be identified.

#### Anticipated Outcomes

- Best management practices, review guidelines, clarified permit process, and non-regulatory incentives for compliance for aquaculture and other issues emerging from the consultations which occur under Component 1.

#### Illustrative Initial Activities

*Aquaculture development guidelines and best practices.* A consultative process– including an international workshop– to develop an integrated strategy that promotes the responsible and sustainable development of aquaculture within an ICM framework will be initiated. This work will benefit from ongoing activity at the global level including a new GESAMP initiative to develop guidelines for sustainable shrimp mariculture within an ICM framework. Activities may include clarification of the permit process and agency roles and responsibilities in that process; development of aquaculture investment review guidelines and best management practices; and working closely with the business community to promote voluntary compliance with good mariculture management practices.

### **Component 3 - National Support of Local ICM**

ICM is put in place and implemented in the field, place by place. Hence, the donor–supported local ICM initiatives now ongoing in Tanzania–in Tanga, Mafia, Mtwara, and Kunduchi (anticipated to start within a year)– must form the backbone of any meaningful national ICM program. The proposed USAID-supported national project must complement and be welcomed by these field projects. Care must be taken not to inadvertently interfere with or impede the exceptional progress being made by each project.

The proposed project can make a contribution by developing articulated policy and workable mechanisms by which (1) local ICM initiatives are systematically supported by national government; and (2) positive experiences in local ICM are systematically learned from, documented and applied to other areas along the coast.

#### Anticipated Outputs

- Improved national/local implementation interface
- Shared experience and learning among demonstration sites and other Districts
- New (not to exceed two) demonstration ICM sites which test the expanded ICM policy framework (Phase II)

#### Illustrative Initial Activities

*National and inter-pilot learning.* Through the recommended ICM Project Support Unit and Working Groups (see below), national experts will work with Local Demonstration Projects to define ways that they can help remove barriers, provide technical expertise and promote learning. The project will also sponsor "Problem-Solving Workshops" that bring together local project and Local Authority personnel to share experiences in addressing issues of common concern such as dynamite fishing and unsustainable mangrove harvesting.

*Phase II Demonstration Projects(s).* Beginning in 2000, the project should support one or two local pilot activities in which the strategies and actions developed through Components I and II can be applied.

#### ***Component 4 - Human and Institutional Capacity for ICM***

While Tanzania has coastal and marine expertise and capacity, it is largely sectoral. The major gap and the emphasis of this project should be to build the knowledge, skills and attitudes for intersectoral management and teamwork required for effective ICM.

##### Anticipated Outputs

- National ICM Coordinating Unit with sufficient capacity to support program activities
- Cadre of ICM practitioners
- In-country ICM training capacity

##### Illustrative Initial Activities

*Learning by doing.* Opportunities will be provided throughout the project for the ICM Project Support Unit and Working Groups to learn about intersectoral management and cooperation by working together on specific activities. This approach will create an environment for integrated management through hands-on implementation. This will also cultivate the sense of teamwork necessary for effective ICM.

*Training needs assessment for ICM practitioners.* A needs assessment will be carried out that looks at existing capacity at both national and district levels, as well as technical capacity that exists outside of government. Based on this needs assessment, the program will:

- conduct training of trainer courses (TOT) to build Tanzanian training capacity for ICM
- design short courses for ICM practitioners which include a mix of district and national people and ensure that participants are drawn from multiple sectors so that the training process can help sharing of ideas, approaches and information as well as create a Tanzanian network of coastal management practitioners.

*Training and capacity building for ICM Support Unit and Working Groups.* The focus of this training will be to build staff capacity with the basic skills necessary for project management, including team and time management. These training sessions will work to build a culture and work ethic that encourages effective and efficient management and may include short courses on administration, project management, office/inter-personal skills, meeting facilitation, and mediation.

*Participation in selected shorter-term training and professional activities outside of Tanzania.* The Project should include modest funding to allow participation in Regional and International short-term training activities and professional conferences. Transparent procedures for the selection of events and participants in those events should be developed early on in the project.

### ***Component 5 - Public and Decision Maker Understanding and Support of ICM***

Policy initiatives cannot succeed without a broad and strong constituency which understands the issues, cares deeply about them, and holds coastal managers accountable for the state of the coast. The purpose of this project component should be to strategically build that constituency so that a favorable context for ICM and political support exist for the policy initiatives formulated through Components 1 to 4.

#### Anticipated Outputs

- Raised awareness within national and regional government
- Informed constituency

#### Illustrative Initial Activities

*Communications Strategy.* A communications strategy will be developed early on in the program. Activities may include regular informational briefings, informational tours conducted at the local and regional level (linked to Nairobi Convention activities). There will likely be a series of high level policy seminars (see components 1 and 2) linking business, communities and decision-makers. Special attention will be given to raise awareness among Members of Parliament representing the coastal districts, as well as journalists. Preparation of this communications strategy should be carried out in consultation with GreenCOM (a separate SO2 component) and should include formative research to establish pre-and post- project levels of awareness among key sectors.

*Practitioners Newsletter/Email discussion group.* The project should support production of a very modest ICM newsletter to promote sharing of experience and ideas among the emerging network of ICM practitioners in Tanzania. The newsletter should be produced in-house and actively seek inputs from the field. It should link (not compete with) existing regional and international newsletters. As the use of Email increases in Tanzania, formation of an ICM discussion group should be considered.

## 5. Project Implementation Structure

The primary purpose of coastal environmental and resource management is to guide coastal uses in a manner that ensures equity and sustainability. Most governments, including Tanzania, have created management structures that addresses single resource uses such as agriculture, fisheries, forestry and mining even when these resources occur in the same geographic location and this has led to competition and conflicts, causing increased and needless environmental degradation and resource depletion. Resource management in the marine environment is further complicated by widespread existence of common property resources and related difficulty of setting resource use boundaries.

Processes that led to UNCED in the early 1990s revealed the extent and seriousness of environmental degradation and the connections among the environment and development. World nations expressed the urgent need to reverse environmental degradation and depletion of resources. Regarding marine and coastal environment, UNCED called upon coastal states to implement ICM as the most effective approach for protecting the environment and ensuring sustainable use of resources. Further, coastal states should develop the necessary capacity for implementing ICM.

Sound policy, a clear and well articulated implementation strategy, and integration and coordination of management actions are key to ensuring the sustainability of marine and coastal resources. Over the next three years, the government of Tanzania will require a Project Support Unit to facilitate the process of catalyzing and operationalizing a National ICM Program. The Project Support Unit:

1. must have objectivity and be viewed as an honest broker with no sectoral interests;
2. must have a balanced overview of the entire spectrum of coastal economic and social issues; and
3. should not be involved with implementation; at most it may catalyze implementation actions.

The proposed management of project activities and processes is designed to be as simple as possible (Figure 3) in order to avoid undue bureaucracy and enhance the characteristics described above. The Program will be implemented through the Vice President's Office. A small ICM Project Support Unit will be based in the National Environment Management Council whose main responsibility will be to coordinate the activities of the project.

It should be emphasized from the outset that this Unit is not necessarily a precursor of a National ICM Coordinating mechanism. Among the results of the project (as part and parcel of policy elaboration) will be the development of a set of options and recommendations on possible mechanisms for national coordination of an ICM Program using, as much as possible, existing institutional structures. It will be the responsibility of

the Tanzanian Government to decide on the coordination mechanism from the suggested options.

The institutional structure for managing the project includes the Principal Secretary, Vice President's Office, National Environmental Management Council, ICM Project Support Unit, issue-based working groups, a network of existing demonstration projects and external technical support. This arrangement is in conformity with the emerging

**Figure 3. ICM Project Implementation Framework**

Government policy of delegating the implementation of projects and development activities to its agencies, local authorities and private sector.<sup>1</sup>

The recommended responsibilities and rationale for selecting each institution are described below.

***Vice President's Office (VPO).*** Project results will be reported to the Principal Secretary, Vice President's Office. Policy issues and guidelines concerning sustainable environmental management emanating from the working groups will be presented by the National Environment Management Council (NEMC) to VPO for processing and adoption. The VPO will monitor the implementation of project results by relevant line ministries.

Tanzania has accorded a high priority to protection of the environment and sustainability of resources. Because of the importance and cross-sectoral nature of environmental issues, the Government of Tanzania has placed the mandate and responsibility for environmental policy, planning and management in the Vice President's Office (VPO). An overall National Environment Policy is near completion and this will provide an umbrella framework and guidance to line ministries on environmental management. There are a number of institutions which have been established and have the responsibility over the management of natural resources. The VPO through the Division of Environment (DOE) provides policy direction and coordination to these agencies. The VPO is also responsible for approving EIAs for all types of investment project, although the management of these investments is the responsibility of relevant line ministries. NEMC's responsibility is to assist and advise in these matters by submitting to the VPO proposals for consideration and adoption by Government.

This project provides an opportunity for the VPO and NEMC to operationalize their coordination role and responsibility, both vertically and horizontally, as well as to work together with relevant marine and coastal interests including communities and the private sector.

***National Environmental Management Council (NEMC).*** The entry point for project implementation is NEMC. NEMC will establish, using internal mechanisms and in consultation with the Coastal Resources Center of the University of Rhode Island, a small ICM Project Support Unit.

Through the ICM Project Support Unit, NEMC will interact with all sectoral Divisions having a responsibility over coastal and marine issues such as fisheries, mangroves, tourism, shipping, oil and gas, local authorities, city and town authorities marine parks and reserves, and marine science and research. This will be achieved by developing inter-

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<sup>1</sup> These arrangements were reviewed in a group meeting with key government agencies on March 8, and elaborated on in follow-up meetings with the Principle Secretaries of the VPO and Natural Resources Ministry, as well as the Acting Director for Environment. It was the consensus view from these meetings that the proposed arrangement was workable and would be sustained through the anticipated civil service reform.

agency agreements (MOUs) for participating in and/or leading issue-based working groups. These cooperative arrangements will not be limited to line ministries but also local authorities and the private sector.

As part and parcel of coordination, NEMC will ensure that results of the project that are sectoral are brought to appropriate line agencies through their personnel who are in the working groups (see below). By the end of Phase I, NEMC will submit to the VPO for approval and endorsement an improved and elaborated policy statement on ICM. This improved policy will be based on practical experiences gathered from the field, consultation with local authorities, sectoral policies and stakeholder consultations. The statement will be included in the overall National Environmental Policy (NEP).

NEMC's mandate and past experiences have demonstrated its capability as an effective catalyst, coordinator and facilitator of cross-sectoral collaborative activities. The following are NEMC's statutory roles and responsibilities which are in line with the project objectives (The National Environmental Management Act No. 19 of 1993):

- "...formulate policy on environmental management and recommend its implementation by the Government,
- coordinate the activities of all bodies concerned with environmental matters and serve as a channel of communication between these bodies and the Government,
- recommend measures to ensure that Government policies, including those for the development and conservation of natural resources, take adequate account of environmental effects,
- foster cooperation between the Government, local authorities and other bodies engaged in environmental programmes,
- stimulate public and private participation in programmes and activities for the national beneficial use of natural resources,
- specify standards, norms and criteria for the protection of beneficial uses and maintenance of the quality of the environment, and
- undertake or promote general environmental educational Programme for the purpose of creating an enlightened public opinion regarding the environment and the role of the public in its protection and improvement".

***ICM Project Support Unit.*** The National Environmental Management Council (NEMC) will establish an ICM Support Unit which will provide day-by-day facilitation and coordination of the Project. The Unit will consist of two technical staff (Unit Leader/Natural Resource Expert, Communication Specialist) and be supplemented by experts on short term engagement depending on the work load. The technical staff will be supported by a limited number of administrative staff.

The Unit will be responsible for the day to day activities of the project. The Unit will provide logistical, administrative and technical support to the policy development process and other project activities such as secretariat support to the proposed multi-sectoral/

interdisciplinary Working Groups. The ICM Project Support Unit Leader will require strong coordination, administrative and communication skills and some basic background in or related to coastal and marine management.

Illustrative Terms of Reference for the ICM Project Support Unit are:

- responsible for the day to day activities of the project such as secretariat support to the proposed multi-sectoral/ interdisciplinary Working Groups,
- provide logistical, administrative and technical support to the policy development process,
- prepare in consultation with CRC annual workplans and progress reports,
- prepare terms of reference for working groups,
- develop and execute inter-agency agreements for leading working group activities including clear specification of roles and responsibilities, and
- prepare terms of reference and contracts for individual consultancies.

***Intersectoral Working Groups/Coordination with Line Ministries.*** The ICM Project Support Unit in consultation with core sectoral agencies will establish issue-based Working Groups for the purpose of conducting a consultative and collaborative process with stakeholders to analyze issues and recommend solutions to them. The Working Groups will be composed of experts representing different disciplines and sectors and may include representatives from the private sector and communities. The most relevant line ministry will lead and take the responsibility for timely delivery of outputs of the working groups. The lead ministry for each issue will undertake to implement the recommendations and adoption guidelines and best practices developed by the working groups.

***Existing Demonstration Projects.*** Project activities and processes will build from the experience of existing demonstration projects. The project will need to explicitly recognize the autonomy of each project and engage in a process with each project to define mutually beneficial collaborative arrangements. A network of existing projects will be promoted through periodic workshops, seminars, newsletter and internet. Interest will be assessed for holding an annual consultative meeting involving ICM demonstration project staff. This meeting could be facilitated by the ICM Project Support Unit. This is intended to provide a mechanism for donor coordination and sharing ICM Project planning and management experiences in Tanzania.

***Individual Consultancies.*** Consultancies will be awarded to individual experts (local and if necessary external) on issues which require addition information. These will be short term.

***USAID/URI-CRC Coastal Resources Management Project (CRM II).*** USAID/Tanzania should utilize the G/ENV/ENR CRM II Project to implement the Project. CRM II is implemented by the University of Rhode Island's Coastal Resources Center, an

organization with over twenty-five years of experience in working with partners to formulate and implement effective ICM programs. URI-CRC and USAID have been partners (through CRM I and II) for over a decade in assisting USAID countries better manage their coastal resources.

URI-CRC should take the lead for USAID in working to develop an MOU and implementing mechanisms for the activities described above. URI-CRC will work with NEMC to prepare annual work plans, annual reviews, and monitor the project. URI-CRC will also provide technical assistance to the ICM Project Support Unit as well directly to the working groups. CRC will provide a full-time project Technical Adviser and draw from its cadre of ICM experts to assist on specific components of the project. It is anticipated that the adviser will be full time in-country during start up with decreasing in-country presence depending on the development of capacity within the ICM Project Support Unit. Other CRC Technical Assistance will consist of a core team (both from CRC and potentially from other partners such as IUCN) in order to build partnerships and long-term collegial relationships.

## 6. Results Framework and Indicators

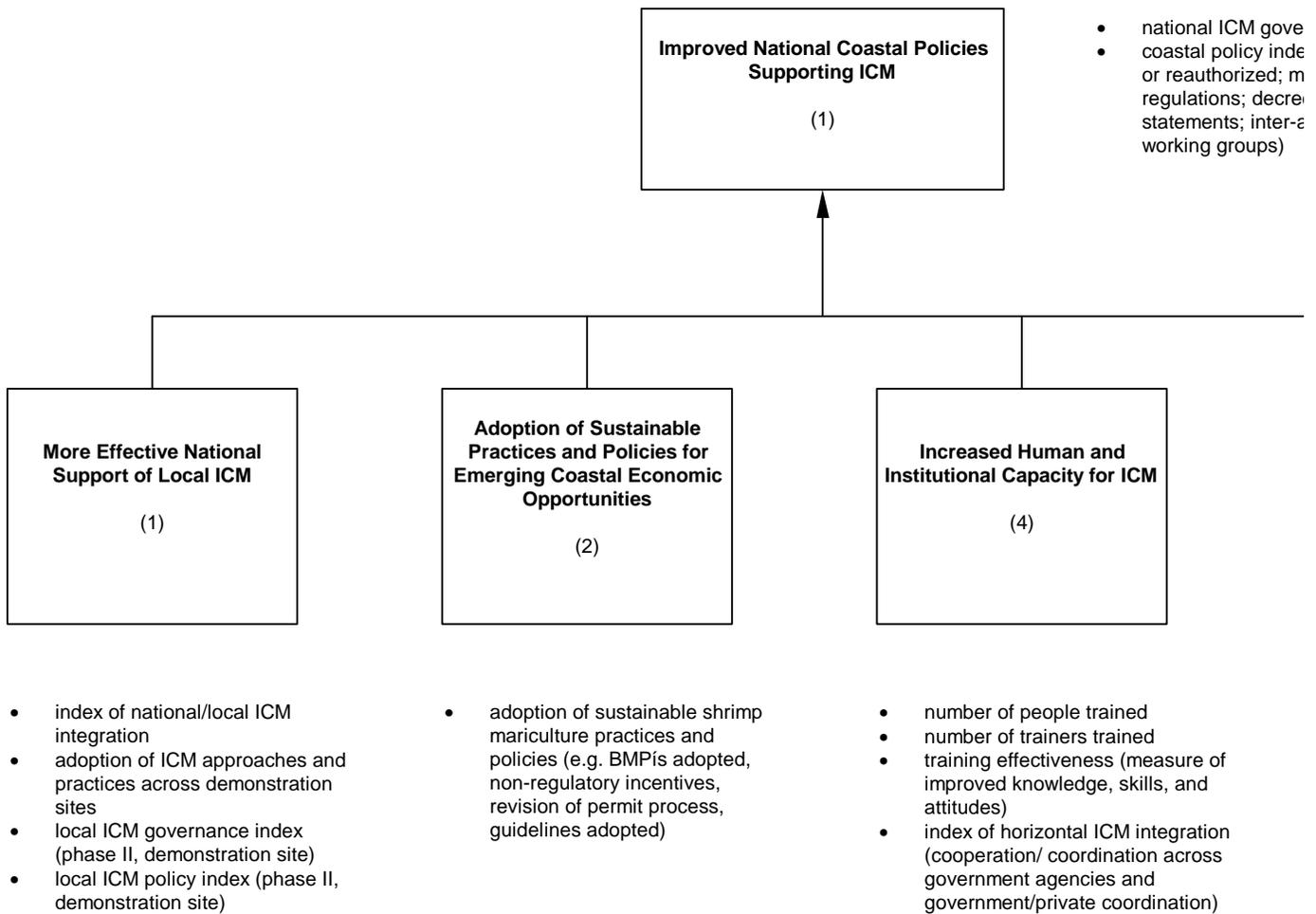
The proposed coastal program will be part of USAID/Tanzania's Strategic Objective 2: *Foundation Established for Adoption of Environmentally Sustainable Natural Resource Management Practices in Tanzania*. SO2 was approved in 1996, and is in its early implementation phase. The SO2 has three intermediate results (IR):

- IR 2.1: Policy Framework for Sustainable NRM Established,
- IR 2.2: Institutional and Technical Capacity for Analysis Built, and
- IR 2.3: Appropriate NRM Approaches and Technologies Identified, Field-Tested and Implemented in Pilot Areas.

The coastal program will contribute to all three Intermediate Results. The goal of IR 2.1 (policy framework) is to improve clarity, comprehensiveness, and coordination of environmental policies and institutional responsibilities within the Tanzanian government. The coastal program will contribute to this result by working with the GOT to develop a national coastal policy which is consistent with, and expands on the components of the National Environmental Policy that are relevant to coastal and marine ecosystems. The coastal program will also achieve results under IR 2.2 (capacity building) by increasing human and institutional capacity for integrated coastal zone management. The coastal program will contribute to IR 2.3 by developing sustainable practices and policies for shrimp mariculture and possibly other coastal sectors, and by fostering the sharing of experience and learning across pilot sites. If appropriate, the second phase of the program will also address IR 2.3 (pilot area activities) by establishing a pilot program to test the approaches and tools developed in activities to improve national coastal policy.

The recommended program elements and strategic framework provide the basis for the formulation of the results framework and indicators shown in Figure 4.

**Figure 4. Results Framework and Indicators to Achieve More Effective National Governance**



The indicators for the proposed coastal program are arranged below (Table 1) under the relevant USAID/T SO2 intermediate results:

**Table 1. Matrix of coastal program indicators and SO2 intermediate results**

<b>Foundation Established for Adoption of Environmentally Sustainable Natural Resource Management Practices</b>		
<b>SO2</b>		
<b>Policy Framework for Sustainable NRM Established</b>  <b>IR2.1</b>	<b>Institutional and Technical Capacity for Analysis Build</b>  <b>IR2.2</b>	<b>Appropriate NRM Approaches and Technologies Identified, Field Tested and Implemented in Pilot Areas</b>  <b>IR2.3</b>
<ul style="list-style-type: none"> <li>national ICM governance index</li> </ul>	<ul style="list-style-type: none"> <li>number of people trained</li> </ul>	<ul style="list-style-type: none"> <li>adoption of ICM approaches and practices across demonstration sites</li> </ul>
<ul style="list-style-type: none"> <li>national ICM policy index</li> </ul>	<ul style="list-style-type: none"> <li>number of trainers trained</li> </ul>	<ul style="list-style-type: none"> <li>local ICM governance index (phase II, demonstration site)</li> </ul>
<ul style="list-style-type: none"> <li>adoption of sustainable shrimp mariculture practices and policies</li> </ul>	<ul style="list-style-type: none"> <li>measure of training effectiveness</li> </ul>	<ul style="list-style-type: none"> <li>local ICM policy index (phase II, demonstration site)</li> </ul>
<ul style="list-style-type: none"> <li>index of national/local ICM (vertical) integration</li> </ul>	<ul style="list-style-type: none"> <li>index of horizontal ICM integration across government agencies, private sector, NGOs, and donors</li> </ul>	
<ul style="list-style-type: none"> <li>outreach activities (workshops, conferences, discussion groups, and oral presentations)</li> </ul>		
<ul style="list-style-type: none"> <li>publications, mass media</li> </ul>		
<ul style="list-style-type: none"> <li>change in public awareness of ICM (GreenCOM)</li> </ul>		

Where possible, outcome indicators are preferred. The governance index is based on a measure of governance that has been tested in a number of locations around the world, and is a key element of USAID's global results package for ICM. However, the specific

components of both the governance index and the integration index will need to be revisited and crafted to ensure their relevance for the specific needs of the coastal program being proposed. This should be done with participation from NEMC and other key Tanzanian stakeholders.

The State of the Coast reports (Component 1) are a further element of program monitoring. The profiles will gather coastal relevant information on key coastal pressures, responses, and ecosystem status in specific coastal locations along the Tanzania coastline. This will provide a baseline of national coastal resources and uses and identify ICM needs and opportunities for sustainable coastal development. Talking maps which provide immediately visible and accessible overlays of key pressures, responses, and ecosystem status may be prepared as part of the profiling exercise.

The coastal profiles and activities to promote learning from experience in pilot sites will be guided by a framework that acknowledges the importance of three key elements: 1) human activities that create the pressures on coastal ecosystems, 2) the importance and status of coastal resources and ecosystems (both human and natural), and 3) the governance response to coastal issues. The framework unites the three elements of pressures, state, and response in a cycle of causality whereby the responses of an ICM program form a feedback loop to both the pressures created by human activities, and the state of the environment and quality of life in coastal communities.

## **7. Coordination with Partners/Other Programs**

*USAID/GOT/CRC* - The relationship between the primary partners– GOT, USAID (both Tanzania and G/ENV) and CRC/URI– will be established through a jointly signed Memorandum of Understanding. The Coastal Resources Center, in consultation with key partners, will draft an MOU to be reviewed by the parties. Key elements of the MOU will include:

- background and purpose
- program goals, objectives and activities
- the nature of the partnership
- management and administrative structure
- roles and responsibilities of each partner
- coordination with the USAID's SO2 team
- coordination with other projects and partners
- annual workplanning process
- staffing
- monitoring and reporting
- anticipated life of project funding
- modification and termination

*ICM support unit/SO2* - To ensure that the proposed Coastal Management Project effectively supports the USAID SO2 and to facilities collaboration and partnering between projects within the SO2 family, a member from the ICM Project Support Unit will be a member of the SO2 team. CRC will also initiate dialogue with GreenCOM and EPQC to discuss and agree upon collaborative project elements.

### ***Coordination with other Projects and Donors***

There is significant donor activity related to coastal management in Tanzania. The ongoing and planned projects, identified by this Design Mission are summarized in Annex 3. Recommended activities to insure that USAID efforts are synergistic to ongoing programs and projects include the following:

*Defined relationships with existing ICM projects.* The proposed National ICM project needs to build clear bridges to the ongoing ICM field activities in Tanzania. Key to building the needed linkages will be the explicit recognition of each project's autonomy, and that effort and time will be required to define mutually beneficial objectives and activities. Preliminary conversations during project design clearly show both the desire for coordination and cooperation, and the sensitivity of defining activities that are seen as

mutually beneficial. More specific consultations with existing projects will be carried out during the project start-up phase, anticipated to occur during the July to December, 1997 period.

*Donor coordination* - To minimize overlap and facilitate coordination between the increasing number of donor support activities it is recommended that the Project host an annual meeting of staff and donors working on coastal projects. This would include project and donor staff from USAID, The Royal Netherlands Embassy, SIDA, Irish Aid, FAO, NORAD and FINIDA. At such a meeting, project progress, opportunities for collaboration and working relationships would be discussed. Results of these meetings would be reported to the *ad hoc* Donors Environment Committee.

*IUCN* - CRC worked with IUCN as a partner to design the above-described coastal program. This partnership was a continuation of previous cooperative activities between CRC/URI and IUCN – through its East Africa Regional Office (EARO), the Tanga Project, and the Global Coastal and Marine Programme. Within the context of the recommended Tanzania program, CRC will initiate a dialogue which will likely lead to an MOU with IUCN. The MOU is anticipated to define cooperative activities and processes with both the EARO (i.e., define linkages and joint activities between the proposed USAID effort and the Tanga program, define activities to utilize the IUCN network to leverage lessons and findings from Tanzania to more broadly impact ICM initiatives in the Eastern Africa coastal region) and with the Global Programme (i.e., common methodology of ICM learning).

*Kunduchi project.* Sida-SAREC has been a long-time supporter and catalyst of marine programs and ICM in Eastern Africa. They have financed capacity building programs in marine science over many years, and have done much to raise awareness of the need for ICM in Tanzania. A major new ICM demonstration project for Kunduchi linked to national policy development, which was formulated through a multi-year participatory process (see Annex 3) is now in the final stages of approval. NEMC is the lead Tanzanian agency for this project. It is essential that the USAID-financed program and the Kunduchi project develop specific and well articulated coordination mechanisms.

## **8. Illustrative budget**

An illustrative budget for the life of the project is shown in Figure 5. The budget assumes a July 1- December 31, 1997 start-up period; a Phase I period that includes two annual workplans for calendar years 1998 and 1999; and a Phase II period that lasts from January 1, 2000 through September 30, 2001 (the anticipated end date for CRM II).

## **9. Start-up Plan**

Coastal Management Project Start-up Activities (1 July - 31 December 1997)

Acceptance of the Design Mission recommendations by USAID/T and GOT and the completion of an OYB transfer to the CRM II.

when: June

who: USAID/T and GOT

Start-up Mission 1.

when: July (Contingent upon acceptance of design mission recommendations and OYB transfer completed)

Activities:

- Memorandum of Understanding developed and accepted by USAID, NEMC and URI/CRC
- Staff recruitment scheme and job descriptions for ICM support unit developed and accepted by URI/CRC and NEMC. The recruitment process for all Project staff positions will be open and transparent and will be conducted by a Selection Committee which is lead by URI/CRC and NEMC. All positions will be posted and advertised. Required qualifications and selection criteria will be explicit.
- Equipment and materials for support unit office discussed and accepted by CRC and NEMC.

Coordination mechanisms developed with and accepted by other partners such as other SO2 components (GreenCOM, EPQC), IUCN and other donors with coastal activities such as Sida/SAREC, Irish Aid, and NORAD.

when: July - December (contingent upon completion date of MOU between USAID and CRC).

who: Coastal Resources Center, URI; NEMC

Administrative procedures manual developed

when: July - September

who: Coastal Resources Center, URI; NEMC

Start-up Mission 2:

when: September/October

Activities:

- Interview and hire staff
- Administrator takes office; office operational
- Establishment of project support unit office in Tanzania. This will include interviewing for staff positions, final selection of office space, initial purchases of supplies and materials. Resources required by the unit will include: one laptop/one desktop computer, printer, copy machine, fax machine, general office supplies, access to Email, stable communication system for the office to communicate within Dar, vehicle(s). The unit will require office space with a meeting room for up to 15 people.

- Draft workplan with detailed time lines and budgets developed/workplanning mission to Tanzania
- Briefing for key GOT representatives

#### Administrative start-up activities

when: October - December

who: NEMC, Coastal Resources Center, URI, ICM support unit administrative staff

#### Activities:

- Open project banking account
- Finalize procedures manual
- Installation of office equipment
- Stable communications system operational

#### Official opening of project support unit and start of the project.

when: January 1998

who: USAID, NEMC, Coastal Resources Center, URI

#### Activities:

- Support unit staff begin work
- Orientation and core training for support unit staff
- Review and revisions of workplans with support unit staff
- Clarification of mission and activities
- Build staff capacity with the basic skills necessary for project management, including team and time management. Build a team, office culture and work ethic that will encourage effective and efficient management. In-country short courses on administration, project management, office/inter-personal capabilities, meeting facilitation, and mediation.
- Orientation workshop for GOT