

**SPECIAL NOTE**  
**FOR TANZANIA GUIDELINES FOR LOCAL ICM ACTION PLANNING**

The *Guidelines for District ICM Planning* are intended to provide guidance to Tanzanian district governments in preparing action plans for the sustainable management of their coastal resources.

The Core Working Group of the Tanzania Coastal Management Partnership, in accordance with the proposed National ICM Strategy, prepared these Guidelines. The Strategy calls for the development and implementation of district-level ICM action plans as one of its mechanisms of implementation.

At present, the Strategy is under consideration by the Government of Tanzania. These Guidelines should currently be viewed as suggested guidance only, and NOT as a reflection of the official position of the Government of Tanzania regarding coastal management.

Thank you addressing them as such, and for not citing without noting the above strictures.

**TANZANIA**

**COASTAL**

**MANAGEMENT**

**PARTNERSHIP**

**Guidelines for District ICM Action Planning**

**prepared by Core Working Group**

A joint initiative between the National Environment Management Council,  
the University of Rhode Island/Coastal Resources Center, and  
the United States Agency for International Development

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# 1 Introduction

## 1.1 *Managing Tanzania's coastal resources*

This document provides guidance to local governments in the preparation and implementation of Integrated Coastal Management (ICM) action plans at District level. The guidelines have been prepared by the Tanzania Coastal Management Partnership in accordance with the proposed National Integrated Coastal Management Strategy. This strategy calls for the preparation and implementation of district action plans as one of the mechanisms of its implementation. The core strategy of district ICM is the application of local action planning—the use of issue-based plans, outlining specific actions targeted at either the causes or effects of problems, and providing detailed guidance on how they will be implemented, monitored, evaluated and adapted over time.

**National ICM strategy statement 1:**  
Support planning and integrated management of coastal resources and activities at the local level and provide mechanisms to balance national and local interests.

### THE IMPORTANCE OF THE COAST

The coast contains many resources that are a key to the country's future. It is home to a quarter of the country's population, encompasses about 15 percent of the national land area, houses 75 percent of the industries and contributes more than one third of the national Gross Domestic Product (GDP). It also contains among the most diverse and biologically important species on the planet.

The economies of the coastal communities depend mainly on artisanal fishing, small farming, livestock husbandry, and small-scale trade handicrafts. The well being of the coastal people therefore is tied to the well being of the coastal resources although most rural coastal communities are very poor. Most families in coastal regions must be involved in more than one economic activity so that if one source of income to the household, fishing for instance fails, the family still has other sources of food and income.

The coastal area is of critical importance to development. There is substantial but untapped potential for offshore fisheries (that are currently only utilised by foreign fishing fleets), shipping, urban development, small-scale mining and manufacturing. Coastal tourism, mariculture development and natural gas exploration - such as the Songosongo and Mnazi Bay fields, are potential activities in national economic development and, over time, will contribute to gradual improvement of the quality of life of coastal communities.

### WHAT IS INTEGRATED COASTAL MANAGEMENT (ICM)?

Integrated coastal management (ICM) is a continuous and dynamic process that unites government and the community, science and management and sectoral and public interests in preparing and implementing an integrated plan for the protection and development of coastal ecosystems and resources.

The goal of ICM is to improve the quality of life of coastal communities, which depend on the marine and coastal resources while maintaining the biological diversity and productivity of coastal ecosystems.

ICM takes a holistic integrated approach in addressing the multi-sectoral dimension of the coastal issues, whereas traditional practices usually base coastal management on sectoral

issues and policies, where the extent varies according to the resources being addressed, with consequent gaps and overlaps.

ICM provides tools to address a wide array of critical and often complicated marine issues related to human development and the environment. At a global and national level, it provides a development framework in which reducing poverty levels, improving the health status of the environment, and strengthening democratic institutions and good governance become an integrated and mutually reinforcing and coherent framework.

## THE NEED FOR ICM IN TANZANIA

Tanzania has a coastline of 800 km. Being a coastal state gives the country an added advantage and responsibilities in matters that relate to the governance of the coastal and marine areas. There are increasing pressures and conflicts over the use of coastal and marine resources resulting often in degradation of the environment and the resource base, which may threaten their development potential.

To reverse this potentially dangerous trend there is a need for concerted and coordinated actions to integrate environmental and development issues, sectoral and local, short and long-term concerns. Hence, addressing the issues associated with the small-scale, sustainable use of the coastal resources is critical to poverty alleviation, slowing rural to urban migration and maintenance of the health and quality of the coastal and marine natural resource base and environment.

Therefore, Tanzania has embraced ICM as a way to balance development with the health of the marine and coastal environment. This move is considered as a powerful means for achieving increased conservation and sustainable use of coastal resources. ICM can offer a solution for complicated coastal problems via a decision-making and management process that implies learning from other actors. Such an approach allows various groups to explore and understand each other, the problem areas and the different perspectives and interests that exist in it.

### **1.2 Purpose of this document**

The Tanzania Coastal Management Partnership (TCMP) is initiating the implementation of the proposed national coastal strategy. The preparation and implementation of district ICM action plans is one of the mechanisms called for by the strategy.

To facilitate the development, approval, and implementation of district action plans, TCMP has developed national guidelines for coastal district action planning.

The purpose of this document is to provide guidance during the preparation of District ICM Action plans in Tanzania. The guidelines will encourage each coastal district to focus on its own priority issues and areas. It is anticipated that the action plans will specify local ICM goals and issues; and will identify how to effect change.

### **1.3 How was it created**

These guidelines were created by the Tanzania Management Partnership (TCMP) through its Core Working Group<sup>1</sup>, in close collaboration with two model districts – Pangani and

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<sup>1</sup> The Core Working Group is made of representatives from key sectors, including the private sector, responsible for managing coastal resources. Prior to developing these guidelines, this group provided the primary technical inputs into the proposed national ICM Strategy.



Bagamoyo. Both districts helped the Core Working Group test and modify these guidelines. These districts were selected based on the following criteria: willingness to participate, comparability to other district for replicability, type of issues and pressures, accessibility, existing capacity, and a high chance of success.

These guidelines draw heavily from the ICM experience in Tanga Region, where the Tanga Coastal Zone Conservation and Development Programme has experience with local action planning to solve coastal management issues since 1995. The three coastal districts of Tanga Region, Muheza, Pangani and Tanga Municipality implement this programme in collaboration with the regional and national authorities. IUCN – the World Conservation Union, provides technical and management advice, while Ireland Aid provides the funds. The Tanga Programme addresses issues such as over-fishing, destructive means of fishing, destruction of mangroves, coastal erosion, weak legal enforcement, and other issues of concern for coastal villagers. The programme has successfully found solutions to these issues through the use of participatory approaches, the establishment of community based fisheries and mangrove management plans, improving enforcement, improving collaboration between local government and communities, and capacity building of villagers and government staff.

**Steps taken in Tanga:**

- Organise district technical and field facilitation teams
- Identify key stakeholders
- Training of district staff in:
  - Coastal ecology and collaborative resource management;
  - PRA skills and other participatory approaches;
  - Facilitation skills, problem analysis, planning, monitoring and evaluation.
- Awareness raising on Programme
- Participatory socio-economic and resource assessments in nine coastal villages
- Selection of pilot sites
- Identification of priority issues by pilot villages (two issues per village)
- Analysis of priority issues on consequences, causes and possible solutions by villagers facilitated by field facilitation teams (extension workers)
- Stakeholder workshop to agree on priority issues and actions
- Formulation of village action plans and inter-village resource management plans
- Implementation of action plans
- Monitoring of action plans
- Yearly reviews of village action plans and inter-village resource management plans

#### **1.4 Who should use this document**

These guidelines are meant to be primarily used by district ICM committees, working groups and other local stakeholders to develop local ICM action plans. It may also be useful to national, regional and village level planners and ICM practitioners globally.

## 2 National Integrated Coastal Management Strategy

Tanzania has embraced coastal management as a means to guide local efforts to manage coastal resources and ensure they are developed in balance with national needs. The national ICM strategy's<sup>2</sup> overall goal is to:

*Preserve, protect and develop the resources of Tanzania's coast for use by the people of today and for succeeding generations to ensure food security and to support economic growth.*

The strategy seeks to:

- Alleviate poverty by sustaining the environmental resources that people depend on to generate income and provide food.
- Manage growth and development in urban and peri-urban areas of the coast.
- Direct development pressures to ensure economic growth for communities and the nation.
- Conserve and restore critical habitats and areas of high bio-diversity.
- Give powerful and tangible evidence of government's commitment to sustainable coastal development and serving the people of the coast.
- Support decentralisation.
- Build human and institutional capacity.
- Overcome fragmentation inherent in single sector management.
- Bring Tanzania into compliance with regional and international accords.

### 2.1 Principles for ICM in Tanzania

Tanzania has adopted a number of coastal management principles that should be applied by all stakeholders -- government, communities, scientists and managers, sectoral and public institutions -- in preparing and implementing management actions for the protection and development of coastal ecosystems and resources. ICM should proceed according to the following principles:

- Coastal development decisions shall be consistent with the government's priority of poverty alleviation and food security.
- Local stewardship and decision-making shall be promoted and supported as required by the Local Government Reform Programme. In case where there is a clear and explicit national interest that overrides local decisions, a consultation process shall occur to find an equitable balance among the interests.
- Integrated approaches to the development of the major economic uses of the coast shall be promoted to optimize benefit and minimize negative impacts. Coastal development and management of economic opportunities shall be guided in a way that is compatible with the national development goals and local needs, and protects the environment from unnecessary and irreparable damage.
- Development and conservation interests shall be balanced by protecting areas of high biodiversity and cultural/historic importance and identifying and steering large-scale economic developments to suit areas.
- Scientific information shall be used to inform decision-making and readjust strategy implementation as new information becomes available.

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<sup>2</sup> The national coastal policy is currently with the Vice President's Office awaiting approval.

- The capacity of Tanzania to sustainably manage the country's coastal resources shall be increased and strengthened by providing information and knowledge to resources users, decision-makers and other stakeholders.
- Coastal management activities shall proceed incrementally and in-step with the available human and institutional capacity.
- Tanzania shall adhere to the relevant regional and international ICM conventions to which it is signatory.

## **2.2 Strategy Statements**

To bring tangible meaning to these principles and to make progress towards solving the issues of the coast, seven national strategy statements for guiding coastal management have been established. These strategy statements provide a range of implementation mechanisms for solving the issues associated with the coast. These strategy statements are:

1. Support planning and integrated management of coastal resources and activities at the local level and provide mechanisms to balance national and local interests.
2. Promote integrated and sustainable approaches to the development of major economic uses of the coast to optimise benefits and minimise negative impacts.
3. Conserve and restore critical habitats and areas of high biodiversity while ensuring that coastal people continue to benefit from the sustainable use of the resources.
4. Establish an integrated planning and management mechanism for coastal areas of high economic interest or with substantial vulnerability to natural hazards.
5. Develop and use an effective coastal ecosystem research, monitoring and assessment system that will allow already available—as well as new—scientific and technical information to inform ICM decisions.
6. Build both human and institutional capacity for inter-disciplinary and intersectoral management of coastal resources.
7. Provide for meaningful opportunities for stakeholder involvement in the coastal development process and the implementation of coastal management strategies.

## **2.3 Institutional Structure**

To carry out the ICM strategy, four types of institutional structures are involved:

1. Inter-Ministerial Coastal Integration Committee (IMCIC): The IMCIC<sup>3</sup> coordinates actions and decisions related to ICM. It consists of directors of relevant sectors and representatives from the local level. The directors provide a bridge between the technical level activities and the more sensitive political decisions made at the ministerial level. Representatives from the local level provide a critical link between decision-making at the centre and local goals and activities. The group meets at least quarterly. The TCMP/TICMO shall serve as the secretariat to the IMCIC. The IMCIC will review and endorse District ICM Action Plans. Endorsement means that the national agencies agree to carry out their activities in a manner consistent with the endorsed plans.
2. Tanzania Coastal Management Partnership (TCMP)<sup>4</sup>. TCMP's specific responsibilities include:
  - Support ICM by providing accurate and timely information.

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<sup>3</sup> The IMCIC will be created once the national strategy has been approved.

<sup>4</sup> Throughout the document we refer to TCMP, which is the current organisation supporting action planning through a USAID funded project. TCMP is also working to have the national strategy approved. Once approved, TCMP will be replaced by the Tanzania Integrated Coastal Management Office (TICMO) and assume all of the duties and responsibilities currently held by TCMP.

- Provide support to districts as they prepare ICM action plans and Special Area Management Plans (SAMPs)<sup>5</sup> and take measures to protect critical habitats through Marine Protected Area (MPA)<sup>6</sup> systems. Support shall include technical assistance and advice, access to information and small planning grants.
  - Provide support to districts that have approved and are actively implementing ICM action plans, SAMPs and MPA plans to protect critical habitats.
  - Raise awareness of and build support for ICM.
  - Work with the appropriate sectors to ensure that cross-boundary coastal and marine issues and actions are incorporated, as appropriate, in ICM planning and implementation.
  - Facilitate participation and compliance with regional and international conventions and declarations pertaining to marine and coastal management. Work with the Ministry for Foreign Affairs and the Focal Ministry to internalise these conventions and provide information to the delegations that participate in regional and international meetings related to ICM.
  - Convene and support intersectoral working groups.
  - Support inter-district and inter-regional coordination and learning through regular workshops.
  - Administrative Responsibilities.
3. Intersectoral working groups: Intersectoral working groups are the engines for ICM. The working groups are composed of experts representing different disciplines and sectors and may include representatives from the private sector and communities. Working group members are both technical experts and representatives of their sector. One of these groups, the Core Working Group, provides technical assistance to districts as they develop local action plans, works with districts to solve specific problems, provides assistance during the development of general management plans for MPAs and SAMPs and develops new donor supported ICM programs.
4. Local Government: Local government has significant responsibility for carrying out the policies herein. Responsibilities for local government include:
- Preparing and/or facilitating ICM Action Plan formulation.
  - Review and approval of district and local ICM Action Plans.
  - Facilitating implementation of Action Plans, including adoption of local by-laws.
  - Management of local resource use conflicts.
  - Education and mobilisation of the local community to promote ICM objectives.

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<sup>5</sup> SAMPs will be developed for geographic areas of particular national interest or concern, potentially including: (1) Areas with existing important economic/infrastructure facilities where resource degradation and use conflicts are occurring; (2) Areas where major new economic developments are planned or areas where there is rapid economic transition and substantial user conflicts are occurring; (3) Pollution hot-spots; (4) Trans-boundary areas where significant coastal management issues exist; (5) Areas of high risk from the effects of erosion and flooding.

<sup>6</sup> MPAs can be established under the Marine Parks and Reserves Act in areas with significant biodiversity and where local communities support the concept of a park.

## **3 Action Planning**

### **3.1 Definition**

An action plan addresses key issues and remedies specific problems identified in a previous assessment. It focuses on important, solvable issues and details specific actions targeted at either the causes or effects of problems and provides guidance on how the actions will be implemented (e.g. what, when, how, and who).

An action plan focuses on one or a few specific issues in a well-defined geographic location and describes in detail specific actions that address the issues, which will lead to reaching clear, achievable goals. An action plan is a practical guide for addressing specific issues that defines the responsible institutional bodies, who does what, when and inputs that are needed. The work is practical, focusing on the multiple levels of stakeholders that are directly involved in or affected by the action taken.

In terms of participation, action plans focus on empowering those involved to plan and implement actions. Hence, the goal becomes not only to implement specific actions, but also to build the interest, capacity, ownership, and power among groups to carry out the actions themselves.

The essence of local ICM action planning is to address local coastal resource use and management issues, through a combination of strategies that use co-management approaches. It empowers local communities to identify their own opportunities and obstacles, propose intervention measures, develop and implement their plans to address identified obstacles using available resources. In the process of planning, identification of the internal capacity and what is required from outside to implement the plans is necessary.

Action planning is characterised by its emphasis on:

- Empowering participants to plan and implement actions themselves.
- Implementation of a limited number of specific actions to address well defined local problems.
- Monitoring impact of actions taken.
- Continued review of progress and effectiveness, and adaptation.

### **3.2 Connection to the Local Government Reform Program**

The Local Government Reform Program (LGRP) aims at transferring the responsibility of managing local affairs including natural resources from central government to the local government authorities. The purpose is to achieve accountability by the people through their councils and improve service delivery. This presents an opportunity for implementing ICM principles at the district level by providing a mechanism for strengthening and empowering districts to be responsible and accountable to their citizens. The long term objective is to forge a partnership for the management of natural resources that involves all key actors. This philosophy ties very well with the ICM concept. With the on-going reform, it is imperative that the local ICM plans should fit in the LGRP planning guidelines and process with a view to being mainstreamed in the overall District plans. The principles of action planning and, in fact, ICM and LGRP are synergistic and when used together provide a powerful tool for managing Tanzania's coastal areas.

### **3.3 Local ICM Action Planning Program**

The national coastal strategy calls for the preparation and implementation of district action plans as one of the mechanisms of its implementation. In support of this strategy statement, TCMP has created the "Local ICM Action Planning Program". This program assists districts prepare, adopt and maintain action plans. When districts join the program, they are eligible for technical assistance, access to training, assistance with awareness raising, and some limited financial support.

ICM action planning is a voluntary process. There are, however, incentives provided by the national ICM programme for preparing and implementing an action plan. The criteria that will be used to assess if a district is eligible for assistance in preparing or implementing ICM action plans by the national ICM program will be described in a subsequent section.

#### **SUPPORT AND INCENTIVES PROVIDED BY THE PROGRAM**

TCMP/TICMO will provide districts the following assistance during the preparatory and implementation phase. This assistance is contingent upon meeting the pre-conditions and developing a task plan and budget for the preparatory phase and for implementing and monitoring an adopted plan.

Technical assistance: TCMP/TICMO will provide expert assistance to the Districts and their working groups to prepare and implement the plan. Experts will be drawn from a team of national experts trained in ICM and conversant with national goals, issues and procedures. TCMP/TICMO will also facilitate the exchange of experiences and lessons between districts, so those districts that have already completed plans can assist those that are embarking on the process.

Access to training: TCMP/TICMO may facilitate training on a range of topics related to ICM. It may also provide directed training according to need. District staff will be assisted in accessing these training programs. District staff will also be able to apply to the national ICM office for training opportunities within and outside of Tanzania. At the start of the action planning process, TCMP/TICMO can, if required, provide introductory training on topics important to successful action planning. These may include introductory material to ICM, action planning and coastal ecology. Skill courses may be provided in facilitation, and issue assessment and analysis techniques.

Assistance with awareness raising: TCMP/TICMO has significant capacity for awareness raising through regular and established mechanisms and tools. Participating districts will have full access to these tools.

Financial support: TCMP/TICMO may provide discretionary grants to the qualified districts for preparing and implementing the plans upon request.

Networking: TCMP/TICMO will help participating districts solicit additional funding as well as connect them with other experts and partners who can assist the districts successfully prepare and implement their action plan.

Other support as requested: TCMP/TICMO may provide other support as requested and appropriate. These requests must be directly tied to the action plan. Other support cannot include costs associated with infrastructure and capital equipment.

### **3.4 Stakeholder Participation in the Program**

Stakeholder participation is a key requirement if a district is to be accepted into the Local ICM Action Planning Program. Stakeholder consultation imparts the perception of stewardship at an early stage and establishes a flow of information. It is essential to consult all stakeholders during the process from an early stage on to allow all involved parties to define and prioritise issues to be included in the ICM plan in their area.

### **3.5 Criteria for a successful action plan**

To become part of the Local ICM Action Planning Program, district ICM action plans need to have certain characteristics. These criteria are divided into three major parts:

#### **1. Substance criteria**

- The action plan addresses the key issues identified in an assessment or issue profile
- The majority of actions can be implemented through ongoing activities and existing resources, or modest and obtainable incremental funding.
- Action planning builds activities around an open, participatory process. The action plan is not being pushed by one interest group.
- A manageable number of priority issues are chosen (fewer may be better)
- There is a likelihood that concrete, positive results can be generated in a short time-frame.
- The actions to tackle the issues deal with the main causes of problems as well as effects.
- The actions are manageable given the capacity, resources and experience available.
- Commitments have been obtained for the help that villagers require and for the actions that need to be taken by people and organisations outside the community.
- The individual actions work together and do not conflict with each other.
- Specific targets are identified and performance is monitored and regularly evaluated.

#### **2. Process criteria**

- The district has met the necessary preconditions. See the “Initial Contact” Section for more details.
- The steps presented in this document have been successfully completed.
- There is tangible commitment by the districts to implement the action plans. Tangible commitment will include, but not be limited to, allocation of staff time, and physical and/or financial resources.
- Where possible, and depending on resources availability, a less than 25% of the budget for implementation will come from the national coastal management program.

#### **3. Consistency Criteria**

- The action plan should be consistency with sectoral policies, legislation, strategies or other plans.
- The action plan should contribute to national ICM goals.
- The action plan should adheres to the principles of ICM.

### **3.6 Overview of the main steps in local ICM action planning**

The following are overviews of the main steps to be taken by the districts to develop ICM action plans.

1. Initial contact – districts that would like to participate in the action planning process need to contact the TCMP/TICMO, meet certain pre-conditions and complete – with assistance from TCMP/TICMO – a task plan and budget for completing the preparatory step.
2. Preparing the plan – districts, with technical assistance from TCMP/TICMO and other relevant experts – will complete an issue identification and analysis process. This process will end with the development of an action plan that is built around the districts priority coastal issues and presents a detailed framework for implementation.
3. Approvals – Once the plan is developed it will be approved. The district council and the TICMO/IMCIC will review and approve/endorse each plan. In addition to these approvals, an action plan may also require public review, feedback and approvals from village or wards, depending on the geographic scope and the issues that are being addressed.
4. Maintenance – Once the action plan is approved, districts will be responsible for carrying out the work. TCMP/TICMO may provide limited financial and technical support towards achievement of the plan's goals. The action plans will be reviewed on an annual basis.



## **4 Initial Contact**

### **4.1 What needs to be done**

- ☐ Making contact with TCMP
- ☐ Meeting pre-conditions
- ☐ Task planning and budgeting for preparatory phase

### **4.2 Contacting TCMP**

When a district is due to implement the Local ICM Action Planning Program, according to these guidelines, there should be contact between the District Executive Director and the TCMP/TICMO Support Unit. Once contact has been established TCMP/TICMO<sup>7</sup> will provide these guidelines and answer any questions that are posed. A meeting may be arranged to review these guidelines and resolve any concerns or answer any questions. Once met, TCMP/TICMO will work with the districts to develop a task plan for preparing an action plan and having it approved.

Before a district can begin the preparatory phase of action planning, it must certify that it has met certain preconditions. These are listed and explained below.

### **4.3 Pre-conditions**

These preconditions are meant to put the necessary structures in place to complete the action plan, demonstrate commitment to the process and ensure that previous assessments are used as the building blocks for future planning and action.

Districts must meet the following preconditions:

- ☐ Action planning team leader appointed
- ☐ ICM committee formed
- ☐ ICM working group formed
- ☐ Initial assessment of baseline information

Once the preconditions are met, the national program will work with the districts to prepare a task plan and budget for the preparatory phase (See section 4.4).

#### **ICM TEAM LEADER APPOINTED**

The District Executive Director shall appoint an ICM team leader who should possess the skills, attitudes and knowledge for this work:

- The team leader will facilitate the process on behalf of the district.
- The team leader will be responsible for preparing the plan.
- The team leader will be the primary point of contact for the TCMP/TICMO.
- The team leader will be the principle representative of the action planning process and will be the contact person for all stakeholders interested in participating or learning about the process.

This will be certified through a letter to TCMP/TICMO appointing a team leader to facilitate the action planning process.

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<sup>7</sup> Currently, letters should be addressed to:  
TCMP Support Unit Leader  
PO Box 71686  
Dar es Salaam

**Desired skills, attitudes and knowledge for ICM team leader:**

- Formal authority to mobilise the members of the ICM working group.
- Knowledge of coastal ecosystems.
- Consultative, non-directive attitude.
- Facilitation and conflict resolution skills.
- Dynamic character.

**ICM COMMITTEE FORMED**

The local government authorities shall create an ICM committee at district level to coordinate and be responsible for carrying out the development and implementation of District action plans. Committee composition shall include relevant Heads of Departments, or their representatives, and other district or private sector technical staff. The District Management Team, the statutory body for preparing plans and budgets in the district, may serve as the ICM committee.

**ICM WORKING GROUP FORMED**

An intersectoral working group(s) shall be the engine for completing the action plan. The working group shall be composed of experts from different disciplines and sectors and may include representatives from the private sector and communities. If possible, the working group should also include experienced facilitators, e.g. qualified extension workers or qualified CBO, NGO or other community members if interested and available. Formal agreements with the home institutions of working group members that specify the level of commitment shall be established if necessary. The ICM working group should be composed of 15 individuals. However, the composition may change as a result of its revision as explained on page 18, but do not exceed 20 individuals.

**ICM working group composition:**

Experience in the pilot districts show that it is more difficult to involve the private sector than the public sector. A solution to this could be to approach certain interest groups of the private sector and let them decide how they want to be involved, or who should represent them in the Working Group.

Care should be taken while selecting members of the Working Group to select members who are willing and able to contribute rather than their formal position. Gender equity must be emphasised.

Responsibilities of ICM working group will include: to prepare an action plan, implement the activities, and monitor the implementation.

The names of the District ICM team leader, ICM Committee and ICM working group will be communicated to the TCMP/TICMO

**INITIAL ASSESSMENT OF BASELINE INFORMATION**

Issue identification and analysis serve as a foundation for the entire action planning process. Districts who wish to participate in this process will have to complete an initial issue assessment, including existing baseline information on the coastal resources. This information should be compiled in a "Preliminary Issue Assessment Report".

The purpose of the "Preliminary Issue Assessment Report" is to:

- Compile existing information.
- Provide baseline information about the district in general and for coastal environmental issues in particular.

- Identify trends in the district, environmental trends in particular.
- Identify coastal environmental issues and the stakeholders related to the issues.
- Identify gaps in the existing information critical to informed decision making and planning.
- Provide the basis for future monitoring.

The initial assessment should draw from existing information and reports. To complete an initial assessment the following should be done:

- Identify relevant district documents, reports and statistics. Relevant documents can include socio-economic and/or resource assessment reports from government departments, projects, NGO's, CBO's, private sector or other institutions concerning the coastal area of the district; other sectoral department statistics, reports and plans (e.g. from natural resources, agriculture, lands, works, community development, etc.); ward/village development reports; etc.
- Review these reports on information concerning:
  - Status/condition and trends of coastal resources (e.g. coral reefs, seagrass beds, mangroves, coastal forests, wildlife, indigenous species), areas of special interest or high risk, etc.
  - Status and trends of socio-economic sectors relevant to the coast (e.g. in fisheries, mariculture, tourism, agriculture, other income generating activities along the coast or depending on the coastal resources).
  - Critical issues as identified by these documents and reports.
  - Actions taken to address these issues previously (by government, projects, NGO's, private sector, etc.) including the impact of these actions.
- The information should be combined into a coherent report, divided in three sections: a section containing general information about the district, a section about the social services and a section about the economic sectors / sources of revenue. Each section should contain:
  - General baseline data about the subject.
  - Critical issues/problems/trends, if possible supported with statistical information.
  - Sources of information from which the information was derived or where more detailed information can be found.
- For ICM issues that can only be addressed by local ICM action planning some extra information should be given:
  - Stakeholders related to the issue.
  - Action taken on the issue plus the impact of these action.
  - Information critical to address the issue that is not available in the district.

A detailed format for the Preliminary Issue Assessment Report is given in Annex 1. The report should provide the available information in the district as well as the baseline for monitoring the developments in and impact on each of the issues. This district coastal environmental and socio-economic baseline, or "profile", should be as short and comprehensive as possible, excluding information that is not essential.

#### **4.4 Task plan and budget for preparing the action plan**

Once these preconditions are met, the district and TCMP will jointly develop a task plan. The task plan will define the main activities necessary for preparing the ICM action plan. During this process, TCMP will work with the district to identify training and skill building needs that the ICM committee, team leader and working group may need to successfully carry out the work.

The task plan shall specify the following for each main activity of preparing an ICM action plan described in the next section:

- Sub-activities
- Targeted results for a time period

- Party responsible
- Timeframe
- Which stakeholders need to be consulted and how
- Training/skill building needs
- Costs and sources of funding

## 5 Preparing Action Plans

### 5.1 What needs to be done

- ☐ Preliminary issue assessment that draws from existing work.
- ☐ Select priority issues.
- ☐ Define geographic scope.
- ☐ Complete an issue analysis that leads to action planning goals, objectives and actions.
- ☐ Develop an action plan that builds from the analysis and includes specific implementation instructions (who, what, when, where, how much, etc.).

### 5.2 Description and details

#### ISSUE IDENTIFICATION AND ASSESSMENT

As a precondition to participating in the action planning process, districts will have completed a preliminary issue assessment (see Section 4.3). The district ICM working group should review these issues and ensure that they are still valid. Some additional data collection may be necessary to update the issues and to check their validity.

##### **Training opportunities**

It is important that the district ICM working group has the knowledge and skills to facilitate participatory issue assessment and ICM planning. Important skills would include coastal ecology and collaborative resource management; PRA and other participatory approaches; facilitation; problem analysis; planning; and monitoring and evaluation. There should be adequate training on appropriate planning tool and monitoring.

The priority issues chosen should be clearly related to coastal resource use, and should be issues of common concern. When selecting priority issues, the following criteria should be applied:

- Involve a broad group of stakeholders in issue identification and analysis. Villagers will not likely take actions and change behaviour if they are not meaningfully involved in issue identification and analysis. If the community members are not serious about issue identification and assessment, it might be better to cancel the management process in that community for the time being and revisit the site at a later stage when the interest is more genuine. With meaningful involvement of community participants, experience shows that the issue based planning approach enables successful action plans because the plans will reflect how villagers see their problems and what they see as potential solutions.
- Both the process and product of issue assessment matters. A participatory assessment process is necessary to build the local capacity to understand and solve problems, and the sense of ownership of the solution to motivate action. Villager participation should start as early as possible, at the point of developing assessment design and objectives. If participants are not aware of the objectives of assessment and issue identification early on, their expectations of the process and its results may not be met. Being involved in all aspects of data collection and assessment increases villagers' understanding of ecosystem processes and also increases trust in the information presented. This, in turn, enhances

##### **Participatory Rural Appraisal:**

PRA is a systematic yet semi-structured activity carried out in the field by a multidisciplinary team and designed to acquire new information on and new hypotheses about rural development. It offers an alternative to conventional top-down approaches.

villagers' ownership of the management process, as they are able to take decisions based on information that they collected themselves.

**TIP: Raising awareness is key to issue assessment and action planning**

The initial process of issue analysis and developing ICM action plans also involves raising awareness among all stakeholders involved in the planning process on the concept of ICM, the need for ICM action planning and the process the district is intending to follow. The use of available and convenient means of communication such as leaflets (in Kiswahili) and video's to support the awareness if possible is recommended. It is important to make clear from the beginning what the limitations are of issues that can be addressed and actions that can be taken. To avoid wrong expectations and confusion among stakeholders it is important not to start with this awareness raising until the district ICM team itself is clear about what the possible issues and stakeholders are, what process they intend to follow and what the limitations are in terms of actions and resources. After the first contact with the stakeholders, there should be a regular contact to avoid loss of interest or confidence. To continue to provide all stakeholders with this type of information in the other steps of the process is essential.

- The objective of issue identification, prioritisation and analysis should be to match the number and complexity of issues with the human capacity and resources available to address them. Taking actions to address a broad range of issues is both costly and time consuming. If too many issues are selected, there is a risk that some of the issues will be improperly addressed, which in the long run may decrease the communities' interest in participating in management.
- Action planning can only deal effectively with one or two issues at a time, for example those associated with:
  - artisanal fisheries.
  - small-scale mariculture.
  - coastal forests and mangrove cutting.
  - extraction of coastal resources.
  - small-scale agriculture.
  - small-scale businesses and informal sector.

These are issues stated in the National Coastal Strategy and relate to the improvement of the well being and livelihoods of all beneficiaries of the coastal resources. The action plans should preferably focus on these issues.

**TIP: stakeholder participation**

Conduct participatory meetings with all stakeholders for issue identification and prioritisation in the villages sampled for consultation. The largest group of stakeholders to be consulted should consist of coastal villagers. First, it is essential to identify district and village leaders who have the capacity to lead and mobilise other participants to get involved in the issue analysis.

In village meetings critical village issues should be identified and prioritised. Conduct separate fora for other stakeholders. It is important that people in the community and other stakeholders in issue identification and analysis have a clear understanding of the objectives and their expected role. What can and what cannot be done should be clear to all participants.

**TIP: How to facilitate participatory meetings**

- Ensure equal gender representation.
- Hold separate brief meetings with marginalised groups - women, youth, disabled.
- Make communication between stakeholder groups a priority; promote discussion, negotiation, and patience among stakeholders.
- Try to focus the meetings as much as possible on issues of common concern to all participants.
- Ensure that the least vocal participants are encouraged to air their opinion.

## HOW TO PROCEED IN SELECTING PRIORITY ISSUES

1. From the preliminary issue assessment results, districts should select a sample of stakeholders related to the issues for further analysis. Time and resources will probably be too limited to consult all stakeholders; e.g. not all villagers along the coast can be consulted. Therefore a sample of each stakeholder group should be defined for further consultation.
2. The stakeholders sampled should then be consulted to discuss and prioritise the ICM issues.
3. After participatory meetings with all selected stakeholders groups, a workshop for all stakeholders should be conducted to brainstorm and agree on:
  - Environmental and related socio-economic trends along the coast, and future consequences if left uncontrolled.
  - Priority issues to address in action plan(s).
  - Stakeholders related to priority issues.
  - Main causes of priority issues/problems.
  - Possible actions to take.
  - Geographic scope or pilot area(s) for developing action plan(s).It is very important to agree with all stakeholders on all of the above.

### **TIP: Enhance gender equity by**

1. Including women in assessment and facilitation teams.
2. Using participatory approaches throughout.
3. Using special techniques to stimulate women participation, and dialogue and cooperation between the sexes in all steps of the process.
4. Collecting and monitoring gender disaggregated data
5. Conducting special meetings or actions when participation of women is low or absent: in cases where women do not participate well in meetings special meetings with women should be conducted, first with women alone and finally with men to discuss women's participation. This should result in a better understanding of men and women of the importance of women's participation, as well as a better participation of women in meetings afterwards.
6. Insisting on equal representation in activities like training courses, study tours, workshops, etc. This is very instrumental in building women's self-confidence.
7. Insisting on a fair (not necessarily equal) representation in village meetings and village committees. At least one third (1/3) should women
8. Assessing gender equity in addressing priority issues, allocation of funds and materials, and other benefits.

## WHEN ISSUES CANNOT BE ADDRESSED BY ACTION PLANNING

It is possible that action planning cannot solve an issue. It is important not to apply action planning to an issue when it is clear that an effort greater than what action planning can provide is needed. However, action to be taken by the district, including identifying the persons and institution for taking action should be clearly identified. The coastal strategy provides a number of other mechanisms to deal with issues beyond the scope of action planning. These include:

1. For major economic uses such as mariculture, trawling or tourism, the TCMP/TICMO can develop guidelines and establish project review procedures that are consultative, multi-sectoral and inter-disciplinary in order to promote efficiency and transparency in the decision-making process
2. For areas of critical habitats and areas of high biodiversity the TCMP/TICMO can assist existing programs and authorities in the strengthening of General Park Management Plans and Mangrove Management Plans by providing technical support as specified in the section on duties and responsibilities of the TCMP/TICMO.
3. For coastal areas of high economic interest or with substantial vulnerability to natural hazards the TCMP/TICMO can prepare a Special Area Management Plan (SAMP). Special area management planning is a mechanism that allows central government—in

partnership with local government—to plan and manage geographic areas of particular national concern or interest.

#### DEFINE GEOGRAPHIC SCOPE

Once the priority issues are selected, the working group, in consultation with the stakeholders, should define the geographic scope of the action plan. This geographic scope will depend on the priority issues. The scope may include a single village, it may encompass several villages or it may include the entire district. Action plans work best when they are focused. These are not meant to replace the more traditional and necessary management plans, but to direct action at solving a limited set of priority issues.

Once the geographic scale is defined, the district may find it helpful to prepare a simple map of that area. The map could show the extent of the issues and the area where the action plan will be focusing its effort.

Many of the issues that an action plan will try to solve could be wide ranging and extend beyond the district boundaries, in fact they may have wide geographic extent. When defining the boundary for the action planning process it is important to cover only the area critical to the issue. This does not exclude other areas from being consulted during the process, but it protects against the area being so large it will make the action planning process ineffective.

#### REVISE WORKING GROUP MEMBERSHIP IF NECESSARY

It may be necessary to revise the membership of the working group at this point to ensure that the skills and knowledge that will be necessary to address the priority issues are represented on the team. The district ICM committee, in consultation with the team leader, may find after defining the priority issues and describing the geographic scale, that there needs to be additional stakeholder representation or increased input from specific villages or wards.

Before continuing with issue analysis and action planning with the stakeholders, it is important that the ICM committee endorses the decisions taken or agreement reached at the stakeholders' workshop. It is also important to keep other important decision-makers involved and informed (e.g. coastal ward councillors, the district environmental committee).

#### ISSUE ANALYSIS AND ACTION PLANNING

Issue analysis takes the priority issues and maps them in a way that goals, objectives and actions can be drawn out. These provide the framework for the action plan.

Each priority issue should be subject to a problem analysis on consequences, causes and possible solutions to address the main causes. The consequences can provide the objective and results statements. The main causes are generally the target for the actions that will be defined later.

##### **Why do we need to know the consequences?**

- To be able to understand the extent of the problem
- To identify goals and results of action planning
- To know who is affected by the issue
- To motivate people to do something about the issue

##### **Why do we need to analyse the causes?**

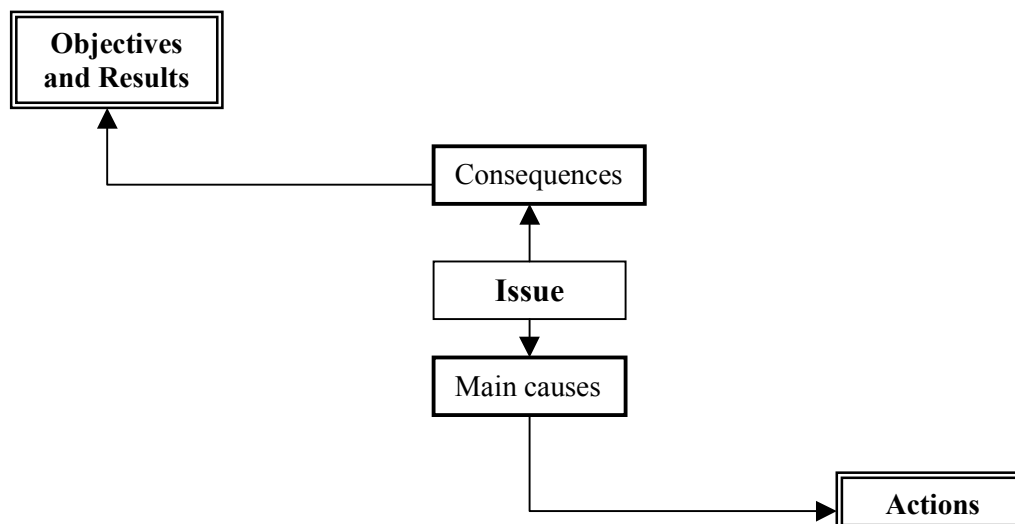
- To be able to address the issue
- To be able to distinguish between major and minor causes
- To target actions at major causes

Consequence statements generally describe a negative situation, e.g. reduced income of fishers as a consequence of low fish catches. The objective and result statements should reflect the end-outcome the district would like to see as it relates to this consequence. Using the same example, the objective would be "Increased income of resident fishers" and the result may be "Increased fish stocks". As one of the main causes "destructive fishing



practices" might have been identified. The actions should then be focussed on reducing the destructive practices. This is outlined in the Figure below.

**Figure 1: Cause Consequence Outline**



Form 1 below is provided to help describe the main causes and consequences of each priority issue, and to define objectives, results and solutions.

### Form 1. Issue analysis

For each priority issue:

Issue:				
Main causes	Consequences	Solutions (to do)	Objective to achieve (desired end-situation)	Results to achieve (what)

### SAMPLE 1, Form 1: Issue analysis

Issue: Low fish catches				
Main cause(s)	Consequences	Solutions (to do)	Objective to achieve (desired end-situation)	Results to achieve (what)
Destructive fishing and mangrove cutting practices	Reduced income of fishers	Reduce destructive practices	Resident fishers income increased through increased fish catch	Increased fish stocks through: - Increased reef health - Increased mangrove cover

**TIP:** It is not always straightforward what the causes and consequences are of an issue. Often there is a chain or spiral of causes and consequences. The consequence of one problem can be the cause of another problem. Therefore, it is important to think carefully about defining the issue.

### Issue analysis with stakeholders

It is important to analyse the priority issues with the stakeholder groups that are associated with the priority issues and within the geographic scope of the action plan. First, it should be verified that the issues agreed on the stakeholders' workshop are priorities for the affected villages. If these issues are not priorities, the issue prioritisation should be reviewed with the stakeholders. Hereafter the analysis of consequences, causes and possible solutions to the issues can take place.

### **DESCRIBING OBJECTIVES, RESULTS AND ACTIVITIES**

The goals, results and actions should be developed with the stakeholder groups, that are most affected by the priority issues. There exist a variety of methodologies available for action planning. Each method develops results and actions for priority issues. These approaches develop outputs and results from strategic objectives, then proceeds to activities, identify actors, inputs, time frame, indicators and means of verification. The most important principle is that the results and objectives should be “Specific, Measurable, Achievable, Realistic and with Time frame” (SMART). One of such methods (shown below) is the logical framework.

The most important aspects of an action plan are described in a logical way through the logical framework as a set of related concepts. The objective, results, outputs, activities and inputs are presented systematically (intervention logic).

The external factors that influence the success of an action plan are also included in the logical framework (assumptions and preconditions). The intervention logic and the assumptions are linked by a cause- effect relationship.

The layout of a sample Logical Framework is shown in form 2. The “intervention logic” goes down from the overall objective of the plan to the formulation of the desired results leading to this objective, which lead to the activities necessary to achieve these results. For the objective and the expected results, “objectively verifiable indicators” are formulated. Through these “indicators” it can be measured if the plan has achieved the desired results/objective. The indicators should be quantitative (“objectively verifiable”) if possible. The logframe also indicates how these indicators w.1(e)12 goes

Connect to Solutions from Form 1	provide"		"only if "
			Preconditions; Which conditions? "only if "

### SAMPLE 2, Form 2: Solving the issues

Intervention logic	Objectively verifiable indicators	Source of verification	Assumptions
<b>Overall Objective:</b> Resident fishers income increased through increased fish catch	Income and catch of resident fishers increased	Fish catches for catch per gear; income earned	Price per kilo of fish will stay the same
<b>Results:</b> 1. Illegal fishing reduced	Reduced number of illegal fishing; all vessels and fishers licensed	Patrol logs; District fisheries licensing records	Sufficient funds to continue patrols
2. Legal but destructive activities reduced (small mesh seine nets; trawlers)	Reduced number of small mesh nets used; reduced incidences of trawlers; management controls in place	Patrol logs; reported instances and actions taken; by-laws, regulations	Exchange of small mesh nets economically feasible; political will to control trawler activities
3. Fish carrying capacity of selected reefs increased through improving reef health	Increased amount of live coral, decreased size of degraded areas; improved coral health; decreased urchin densities	Line Intercept Transects, photo-quadrants; live/dead ratio of massive corals; quadrants	Closure of reef approved by District Council and Director of Fisheries
4. Fishing pressure reduced by decreasing numbers of visiting fishers	Reduced number of visiting vessels	Catch statistics recording fishing efforts of residents and visiting fishers	Management measures approved by District Council (and Director of Fisheries)
<b>Activities:</b> 1.1 Militia training 1.2 Area patrols 1.3 Licencing  2.1 Seine net exchanges 2.2 Monitor trawlers and propose measures  3.1 Reef closure trial  4.1 Analyse visiting	<b>Inputs:</b>  Militia trainer; district staff; patrol boat; fuel; allowances  Technical support; district staff; funds to buy alternative gear  Technical advice and facilitation; district staff  Technical advice and		Approval of districts; fishers cooperate; sufficient district staff and funds  Sufficient expertise; funds available; users cooperate; supportive legislation  Majority of reef users, District and Fish. Dir. support reef closure  Cooperation of visiting

fishers and propose measures	facilitation; district staff		fishers; legislative support
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Source: A Reef Fisheries Action Plan (Pangani District Council, covering 4 villages)

### Connecting up to broader goals

The objectives of the action plan should contribute to and closely link with the overall goals or objectives of the district as stated in the three-year mid-term strategic plan and the appropriate village and ward plans.

### Selecting Actions

Actions can range a broad spectrum of categories and include regulatory change, enforcement, additional research and education. A more complete list is provided below:

- Planning and Management: by-law development, local planning, improved enforcement, improved management
- Regulatory Change: change in by-laws, improved coastal activity guidelines, amendments to existing policy, legislation, and regulation, changes/amendments to existing management plans (e.g. MMP, MPA)
- Improved coordination: coordinated permit review process, improved decision making
- Infrastructure Improvement: Repairs, maintenance, replacement, removal, new construction,
- Conservation and restoration measures for critical habitats: Mangrove, reef or beach protection and restoration
- Monitoring and additional research: new studies, completion of existing studies, access to information
- Education and Training: Training of officials, demo projects, posters, media campaign, permitting and building guidelines.

When selecting activities, districts should select those activities that are easily implementable and, whenever possible, are already being carried out as part of the districts regular activities. It is critical that actions be successfully implemented, especially in the short term. Therefore, actions should:

- Be easily achievable within a reasonable time frame.
- Connect to ongoing activities.
- Be acceptable to the stakeholders.
- Demonstrate commitment.
- Have a high likelihood of success; low risk.
- Have a strong and direct linkage to an identified problem.
- Address the main causes identified.

**TIP:** Early implementation and pilot scale actions are important to discover feasibility of management techniques and strategies that are being contemplated. These also can bring attention and credibility when they demonstrate. These will also help to gain experience and build self-confidence to continue in time with more complicated actions.

### Moving to the next step

You are ready to move to complete the action plan when:

- The Objective -- *the "desired end-situation"* is described and acceptable to the stakeholders.
- Results -- *what "to achieve"* are described and acceptable to the stakeholders.
- Activities -- *what "to do"* are described and acceptable to the stakeholders.

### DEVELOPING THE ACTIONS

This is the final step in preparing the action plan. In this section, you will detail the work to be done to complete the activities and to achieve the plan's results and goals.

For each action, the sub-activities must be described. For each sub-activity the following must be described:

- Responsible person/agency for implementation:
- Inputs needed in terms of staff, material, training, external technical advice, etc.
- Costs of the activity: describe the costs associated for each activity or sub-activity. This should include all costs, not only the costs that will be paid for by the TCMP. Most activities should be covered by non-TCMP/TICMO funds. Implementation of activities should rely heavily on existing infrastructure and equipment and not require major capital investment.
- Sources of funding for each activity or sub-activities define who will pay the associated costs. Many of the costs should be absorbed by existing operations and activities and will just need additional money to complete.
- Timing of how long the activity will take and when the activity should be completed by. Define as accurately as possible when the activity or sub-activity should be completed by. Ideally, this would be a month/day/year. In many instances, this level of detail won't be possible so week/month/year or month/year is acceptable.

### Form 3. Solutions into action

<b>Activity:</b> <i>From form 2 (logframe)</i>												
Sub-Activities	Responsible person/agency	Inputs	Costs	Source of funding	Time frame						Outputs	

### SAMPLE 3, Form 3: Solutions into action

<b>Activity:</b> Reduce illegal cutting of mangrove												
Sub-Activities	Responsible person/agency	Inputs	Costs	Source of funding	Time frame						Outputs	
Law enforcement	Foresters, communities, court	boats, engines, legislation		donors, D. Council, central govt.							Ill. mangr. cutting reduced 65%	
Introduction of harvesting guidelines											Improved harvesting practices	



## 6 Adoption and Approval

### 6.1 What needs to be done

- ☐ Adoption by main stakeholders.
- ☐ Formal approval and adoption by relevant government statutory bodies.
- ☐ Approval by institutions giving funding or other assistance to implementation of the plan.

### 6.2 Adoption by main stakeholders

Adoption of an ICM action plan is a process whereby all stakeholders agree and take responsibility of ownership. Adoption entails reaching a consensus across a broad spectrum of the society involved in ICM activities. In particular, adoption requires consultations and involvement of stakeholders for the purpose to create ownership of the ICM action plan. All stakeholders who participated in the formulation of the action plan and/or who will be involved in the implementation of the plan should adopt the plan and agree on responsibility, participation and support. This could be certified by the minutes of stakeholder meetings for formal adoption of the plan, e.g. in the case of participating villages, or by a formal letter of adoption signed by representatives of other stakeholders groups.

The village environment committee shall initiate the adoption of the ICM plan at village level through undertaking consultations and awareness creation across various sections of the village. Such sections may include but not limited to village technical experts, village CBOs, village traditional leaders, village private sector and other village groups. The undertaking shall ensure that villagers are reminded and reconfirm on prepared village ICM action plan on which they have participated.

### 6.3 Formal approval by relevant government statutory bodies

Formal approval should follow the normal government approval process. The approval process is divided into two distinct paths. The first path is required and includes the approvals necessary for every action plan. The second path will vary from plan to plan and depends on the geographic scope of the plan and the issues addressed.

#### REQUIRED APPROVAL PROCESS

The team leader, working with the district ICM working group and ICM committee (or the DMT acting as the committee), will initiate and steer the approval and adoption of the ICM action plan. Action to this process entails consultations to relevant district departments, NGOs and CBOs, and private sector to seek their consensus. Prior to submission of the ICM action plan to the full council for final adoption, consultations shall be undertaken with TCMP and with the regional and national authorities to confirm consistency.

#### TCMP/TICMO

Before the plan goes through the approval process of the district, it will be forwarded to the TCMP/TICMO for review and approval for funding. TCMP/TICMO will apply the following criteria:

- The district has met the necessary preconditions. See Section 4 for more details.
- The steps presented in this document have been successfully completed.
- There is tangible commitment by the districts to implement the action plans. Tangible commitment will include, but not be limited to, allocation of staff time, and physical and/or financial resources.

- Where possible, and depending on resources availability, a less than 25% of the budget for implementation will come from the national coastal management program.

TCMP/TICMO will also forward the plan to the IMCIC for review. The IMCIC will use the following criteria:

- The action plan should be consistency with any sectoral policies, legislation, strategies or plans.
- The action plan contributes to national ICM goals.
- The action plan adheres to the principles of ICM.

Upon confirmation by TCMP/IMCIC and regional and national authorities, the ICM action plan shall be tabled to the full council for final approval.

#### Approval and adoption at District level

The ICM committee, through the DMT, will forward the plan to the district Council Standing Committee dealing with environmental issues. This committee shall review the plan and forward it for approval by the District Council.

The council should apply the substance criteria when considering the plan for approval.

These include:

- The action plan addresses the key issues identified in an assessment or issue profile.
- The majority of actions can be implemented through ongoing activities and existing resources, or modest and obtainable incremental funding.
- Action planning is built around an open, participatory process and not being pushed by one interest group.
- One or two priority issues are chosen.
- There is a likelihood that concrete, positive results can be generated in a short time frame.
- The actions to tackle the issues deal with causes of problems as well as effects.
- The actions are manageable given the capacity resources and experience available.
- Commitments can be obtained for the help that villagers require and for the actions that need to be taken by people and organisations outside the community.
- The individual actions work together and do not conflict with each other.
- Specific targets are identified and performance is monitored and can be evaluated.

The districts may also add additional criteria to measure for characteristics specific to the district.

#### **VARIABLE APPROVAL PROCESS**

Depending on the issues selected and the geographic scope of the action plan, additional approvals may be necessary. General guidelines for these variable approvals include:

- If the geographic area of the plan includes one village then the Village Council must approve the plan before it goes to TCMP/TICMO and to the district.
- If the geographic areas of the plan encompasses more than one village then the Village Council and the Ward Development Committee to which the villages belong must approve the plan before it goes to TCMP/TICMO and the district.
- If the issue addressed and the actions proposed require approval from a national institution. Examples of this include closing of a reef, a proposal for revenue sharing or any other issue not covered by national legislation. The team leader must work with the



specific sector to ensure compliance and acceptability before the plan goes to TCMP/TICMO and the District.

Specific procedures are defined in district by-laws and are summarised here.

*Approval and adoption at village level*

Within the village tier, the Village Council (VC) constitutes the main machinery to run village activities. Upon satisfaction that consultations have covered a majority of villagers, the Village Environment committee shall submit the action plan to the Village Council, who will then table it to the Village Assembly for scrutiny and formal adoption. To reduce delays on the adoption process the Village Council should convene the village assembly within 30 days after the conclusion of the consultations.

*Approval and adoption at Ward level*

The functioning body within the ward tier is the Ward Development Committee (WDC). The WDC is composed of the councilors, village chairpersons, WEO, VEO's and ward technical officers. The WDC will review and adopt the submitted ICM action plans.

*Approval and adoption at higher government level*

When the action plan contains elements that need approval from a higher authority, e.g. in the case of the closing of a reef, a proposal for revenue sharing or any other issue not covered by national legislation. However, in such cases implementation of the other activities of the action plan can start without waiting approval for this particular issue. The DMT can consolidate and incorporate the plan into the district sectoral natural resources plan, as part of the district strategic plan. In that case, the plan will go higher up in the approval process according to normal government procedures.

## 7 Maintaining the Action Plan

Once the action plan has received approval, the district is part of the action-planning program. The national coastal office will provide the services as specified in the action plan. The TCMP/TICMO will allocate funding, as specified in the plan, on a quarterly basis. The first allocation will be granted within one month of plan approval. Each quarter allocation will be provided after the previous funds have been accounted for.

Districts have the primary responsibility for implementing the action plan. Successful implementation hinges on a wide-range of factors. Building on experience, it is important that districts continue to:

### Modify the approach as needed

Districts may need to modify specific actions during the course of the implementation year. Changes need to be based on sound logic, newly discovered information or a significant shift in policy, procedures or other circumstances. Changes should not be spurred by pressure from individuals.

### Implement mechanisms for inter-agency coordination


Successful implementation will require excellent coordination. This is a critical task for the team leader and the ICM committee. Jurisdictional and sectoral conflicts must be dealt with in a facilitative manner, providing a venue for all of the affected parties to be able to contribute to a solution. The team leader must guard against one sector dominating the entire plan or excising 'vetoes' over any aspects of the plan. Progress in implementing the action plan should be reviewed quarterly. This allows for timely modification to be made if necessary.

### Strengthen program staff's technical and administrative capacity

There must be adequate staff to carry out the action plan. Those specified in the action plan as responsible for implementation must be fully aware of their responsibility and adequately supported to carry out the work they are responsible for. They must also have the ability to make adjustments to the plan based on a changing implementation context. There must also be capacity to manage the financial aspects of the work, ensuring that the necessary financial systems are in place to receive, administer and account for funds.

### Sustain participation of major stakeholders

The groups with the greatest stake in the outcomes need to be fully engaged in the implementation process. This can be evidenced by stakeholders doing the major of the actions, receiving support from the district and having input to decisions related to modifications to the plan.



Stakeholder  
Consultations

### Implement conflict resolution procedures

During the course of implementation, there will be conflicts to resolve. The conflicts will revolve around issue definition, priority actions to apply and financial resources. The district should resolve these conflicts through the ICM Committee or another appropriate mechanism.

### Maintain the action plan's priority on the public agenda

Through ongoing activities, forum and events, the district must maintain ICM and the action plan on the public agenda. It is important that the technical and elected leaders understand and support the program. If these individuals have concerns about the implementation, there must be venue for these concerns to be heard. As importantly, the stakeholders primarily affected by the action plan must also understand and support the program. The general public

--expressed broadly -- must also support the program as evidenced by newspaper articles, positive letters and activities and events related to the action plan.

#### Monitor performance

Performance of the action plan must be regularly monitored. The indicators in the action plan specify what to monitor. The district is responsible for collecting and storing the data. It should be easily retrieved and available upon request by anyone.


### **7.1 District annual plan review and TCMP/TICMO Consideration for funding**

Action plans are approved on an annual basis. One-month prior to the conclusion of each year, the district will submit an annual report detailing the progress that has been made for the year. Progress will be measured against the verifiable indicators described for each of the goals, results and activities. The report should describe:

- Summary of progress made on the goals, results and activities based on the indicators.
- The measures that were used to objectively verify the goals, results and activities.
- The means of verifications and when they were last checked.
- Summary of total costs for the year and for the total action plan.
- Adjustments that were made during the year.
- Summary of adjustment proposed for the following year.
- Revised annual action plan and budget.

#### Consulting with stakeholders

This report should be written in consultation with the stakeholders responsible for implementation. They should help define the progress and have input to the review of the annual action plan and budget.



Stakeholder  
Consultations

The TCMP/TICMO will consider the revised action plan for minimal funding depending on available funding. The revised plan must conform to the following:

- The plan contains the parts described above.
- The district has completed at least 80% of its activities and made measurable progress towards the target results. In some instances, where a district modified the action plans' activities during the year, the TCMP/TICMO could approve the revised action plan even though less than 80% of the previous year's activities were completed.
- The revised action plan still meets all of the criteria stated in section 5.3.

If the annual action plan is not approved, the district is no longer part of the action-planning program and is not eligible for the incentives provided by the TCMP/TICMO. In order to join the program again, a district must re-initiate the action planning process.

### **7.2 Peer Assessment**

Coastal management in Tanzania adopts a learning-based approach for carrying out its work of facilitating the establishment of effective coastal governance. Critical to all learning processes is the need to reflect upon experience, then use lessons from that reflection to guide subsequent actions.

Peer assessments provide the space and time for those involved in the action planning process for reflection and learning. Peer assessments will be available for those districts that participate in this program for three years without interruption. TCMP/TICMO will organise a peer assessment at the request of the district or if required. The assessment should be done, if possible, in coordination with the three-year updates of the medium-term strategic plan of the district.

The composition of the peer-assessment team will include members from the TCMP/TICMO, selected technical experts from the sectors most closely related to the issues the district is trying to achieve and representatives from other districts where action planning is being carried out.

The peer-assessment will:

- Assist the district assess what was accomplished in terms of interim and end outcomes.
  - What were the anticipated?
  - What actions were used to achieve the results?
  - What results were realised?
- Draw lessons from the district's implementation experience.
  - What were the barriers or challenges to achieving results?
  - Were the results the rights ones to be targeted?
- Assess implementation performance.
  - Were tasks completed on time and on budget?
  - Has all the funding been accounted for and was it spent according to the action plan?
  - Has staff capacity remained in step with the implementation requirements?
- Build ICM team cohesion and a shared view of the entire action plan and how each plan's element contributes to the whole.

## 8. Summary of steps and activities

Steps and activities	Who (responsible)	Time to complete	Monetary Contribution
<b>1. Initial Contact</b>	--		
1.1 Contacting TCMP	<i>Participating district</i>	7 days	<i>District- 100%</i>
1.2 Meeting Pre-conditions	<i>DED</i>		<i>District- 100%</i>
1.2.1 ICM Committee formed	<i>DED</i>	7 Days	<i>District- 100%</i>
1.2.2 Team leader appointed	<i>DED</i>	1 Day	<i>District- 100%</i>
1.2.3 ICM working group formed	<i>DED</i>	7Days	<i>District- 100%</i>
1.2.4 Preliminary issue assessment complete	<i>District ICM working group, ICM committee</i>	3 months	<i>District- 100%</i>
<b>2. Preparing Action Plans</b>			
2.1 Selecting ICM Issues with stakeholders	<i>District ICM working group, ICM committee and stakeholders</i>	2 months	<i>District- 75% TCMP/TICMO-25%</i>
2.2 Stakeholder workshop defining priority issues, stakeholders involved and geographic scope	<i>District ICM working group, and stakeholders</i>	14 Days	<i>District- 75% TCMP/TICMO-25%</i>
2.3 Revise working group membership	-do-	5 months	<i>District- 75% TCMP/TICMO-25%</i>
2.4 Issue Analysis	-do-		<i>District- 75% TCMP/TICMO-25%</i>
2.5 Describing goals, results and activities	-do-		<i>District- 75% TCMP/TICMO-25%</i>
2.6 Develop the action plan	-do-		<i>District- 75% TCMP/TICMO-25%</i>
2.7. Public review/feedback	<i>all key stakeholders</i>	45 days	<i>TCMP/TICMO-25%, District 75 %</i>
<b>3. Adoption and Approval</b>			
3.1 Adoption by stakeholders	<i>District ICM committee and ICM working group</i>	1 month	<i>District- 100%</i>
3.2 Formal Approval by Government			
3.2.1 Required approval process			
3.2.1.1 TCMP/TICMO	<i>CWG, Secretariat</i>	7 days	<i>TCMP/TICMO-100%</i>
3.2.1.2 District	<i>District ICM committee and District Council</i>	3 months	<i>District- 100%</i>
3.2.2 Variable approval Process			
3.2.2.1 Village	<i>Village council, village assembly</i>	1 month	<i>District- 75% TCMP/TICMO-25%</i>
3.2.2.2 Ward	<i>WDC</i>	14 Days	<i>District- 75% TCMP/TICMO- 25%</i>
3.2.2.3 Relevant sectors at National level	<i>IMCIC</i>	1 month	<i>TCMP/TICMO-100%</i>

4. Maintaining the action plan			
4.1 Annual review and approval	<i>TCMP/TICMO, District ICM Committee, Team Leader</i>	<i>7 days</i>	<i>TCMP/TICMO-25%, District 75%</i>
4.2 Peer Assessment	<i>TCMP/TICMO, selected technical experts, District ICM Committee, ICM team leader, some District ICM working group members</i>		<i>TCMP/TICMO-100%</i>

## **9. Model Action Plan Format**

**District Name:**

**Prepared by:**

**Approved by/date:**

Required

- ☐ TCMP/TICMO
- ☐ IMCIC
- ☐ District Council

Variable

- ☐ Village council
- ☐ Ward
- ☐ Relevant sectors at national level

### **Background**

### **Issue assessment**

#### **Issues identified:**

- 
- 
- 
- 

#### **Priority issues selected:**

- 
- 
- 

### **Geographic Scope (attach map)**

### **Issue Analysis and Action Planning**

### **Monitoring**

### **Budget**

## *Issue analysis*

### *Form 1*

<b>Issue 1:</b>				
<b>Main causes</b>	<b>Consequences</b>	<b>Solutions (to do)</b>	<b>Objective to achieve (desired end-situation)</b>	<b>Results to achieve (what)</b>

<b>Issue 2:</b>				
<b>Main causes</b>	<b>Consequences</b>	<b>Solutions (to do)</b>	<b>Objective to achieve (desired end-situation)</b>	<b>Results to achieve (what)</b>

(One form 1 for each priority issue)



***Describing goals, results and Activities***

***Form 2***

Intervention logic	Objectively verifiable indicators (ovi)	Means of verification (mov)	Assumptions and preconditions
Objective(s)			
Results:			
Activities:	Inputs:		

*Putting the solutions into action*

**Form 3**

Activity:				
Sub-Activities	By when	Responsible person/agency	Cost	Source of funding

Activity:				
Sub-Activity	By when	Responsible person/agency	Cost	Source of funding

***Monitoring the activities:***

***Form 4. Monitoring plan***

Objectively verifiable indicators (ovi)	Means of verification (mov)/ How verified	Who Collects & Analyses	How Often/When	Data Stored where?	Additional inputs required

***Summary Budget***

Summarise all costs. Provide a column for each source

***Stakeholder Participation and certifying the Process***

The (signed) minutes of all important stakeholder meetings

## FORMAT FOR PRELIMINARY ISSUE ASSESSMENT REPORT

**Name:** “(district name) Preliminary Issue Assessment Report”

The report should be divided in the following sections:

### 1. General Section:

- 1.1 Location:* physical location, boundaries
- 1.2 Map* of the district, indicating wards, villages, roads, rivers, etc.
- 1.3 Physical features:* surface, km coastline
- 1.4 Microclimate/weather:* temperatures, rainfall
- 1.5 Geology and Soils*
- 1.6 Administrative structure:* Divisions, Wards, Villages: list the coastal Divisions, Wards and Villages
- 1.7 Demographic patterns:* population size, sex and age distribution, density, birth rate; list population total and structure of coastal villages – combine this in one table with the list of coastal Wards and Villages. Is there anything particular to say about sex or age distribution in coastal villages?
- 1.8 District capacity:* staffing of the district

### 2. State of infrastructures:

- 2.1 Physical infrastructure:* external and internal accessibility: road-network, railway, air services, ferries, etc.
- 2.2 Telecommunication:* availability of telephone lines, e-mail, post services.
- 2.3 Power supply:* which coastal wards/villages are connected; how reliable is it?
- 2.4 Education services:*
  - Primary education: number of primary schools, especially in coastal wards/villages; enrollment rate of boys and girls compared to total numbers; transition rate to secondary education
  - Secondary education: number of secondary schools (where?); enrollment rate of boys and girls compared to total numbers
  - Has anything been done about environmental education, environmental youth clubs, etc.?
  - Other training institutes in the district?
- 2.5 Health services:* Dispensaries, Health Centers, Hospitals, Village Health Posts, where located (especially in coastal wards/villages); traditional healers; other health services
- 2.6 Sanitation:* management of human (e.g. use of latrines in coastal villages, treatment of litter), industrial, agricultural and other waste; drainage system
- 2.7 Water supply:* sources of water supply, distribution

### 3. Economic Sectors/ Sources of revenue:

- 3.1 Fisheries:*
  - Give a table indicating the catch and value, number of fishers etc. indicate how the statistics were collected and how reliable they are; indicate trends.
  - Licensing: how is licensing arranged?
  - Revenues: how much revenue is derived from the fisheries sector, how are they distributed over village, district and central government level?
  - Fish processing and trade: local and industrial/larger-scale processing and trade.

- State of the resource base: what is known of (trends in) the status of the coral reefs or indicator species of reef health and fisheries; has any research to this been conducted, what were the results?
- 3.2 *Mariculture*: have there been mariculture trials or developments (seaweed farming, prawn culture, etc.), if yes where (location) and on what scale (production)? What are the developments?
- 3.3 *Forestry*: any statistics or data about Mangroves (MMP), Coastal forests, Beekeeping and Wildlife sectors: what is the status of and are trends of the resource? Give harvesting figures if available. How is licensing arranged? How much revenue is derived from the resource, how is it shared between villages, district and central government? What is the need for and supply of fuel wood, building poles, etc?
- 3.4 *Agriculture*: types and scale (give statistics if available) of land use and agriculture (food crops and cash crops), livestock keeping, etc. in coastal areas.
- 3.5 *Tourism*:
- Number and location of hotels, including number of beds, occupation rates, price ranges
  - Tourist attractions
  - Tourism potential
  - Opportunities and threats from tourism sector
- 3.6 *Industries*: presence of small scale and large scale industries
- 3.7 *Other sources of income/revenue*: e.g. salt production

**Each sub-section should contain:**

- General baseline data about the subject(s): it is indicated above what kind of information needs to be provided.
- Critical issues/problems/trends, supported by statistical information (if possible)
- Sources of information (documents, reports, statistics etc.) on the subject of the section from which information was derived or where further details can be found.

**Only for ICM issues that could be addressed by local ICM action planning\*:**

(e.g. not for issues such as low enrollment rate in secondary schools)

- Stakeholders related to these issues (including existing projects, NGO's or CBO's dealing with the issues)
- Actions taken on the issues previously plus the impact of these actions, e.g. management measures taken on fisheries, mangroves (MMP), etc.
- Gaps in information not available in the district but critical to action planning on the subject or for taking informed decisions

**\* In general Section 1 will not contain major ICM issues, in Section 2 possibly the sub-section on sanitation has ICM related issues, in Section 3 most sub-sections will have one or more issues that could be addressed by local ICM action planning.**