

Tanga Coastal Zone Conservation and Development Programme

End of Phase III Evaluation EARO/75969/801

I PREFACE

“Behold! In the creation of the heavens and the earth; in the alteration of the Night and the Day; in the sailing of the ships through the Ocean for the profit of mankind; in the rain which He sends down from the skies, and the life which He gives therewith to an earth that is dead; in the beasts of all kinds that He scatters though the earth, in the change of the winds, and the clouds which they trail like their slaves between the sky and the earth; - here indeed are signs for a people who are wise”.

Sura 2 aya 164

II ACKNOWLEDGEMENTS

The Evaluators would like to thank all those involved in the Evaluation Process and listed in Appendix 1. The Evaluation Team also appreciates the comments received on the draft of this report from the Districts, the SU, IUCN and Ireland Aid.

Thanks are due to Dr Eric Verheij, Technical Advisor, Mr Solomon Makoloweka Regional Coastal Management Facilitator and the Staff of the support Unit for their support of the evaluation process.

We should also like to make note of those Community members who made time to participate in the Village level meetings. Apologies are also due to Communities that were kept waiting due to over runs in the schedule for earlier meetings.

Finally thanks are due to Government at National, Regional and District level particularly to DEDs, DNROs and DCs from Pangani and Muheza Districts and Tanga Municipality.

III DECLARATION

The evaluation and recommendations presented in this report are those of the Evaluation Team unless otherwise noted in the text.

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V. ABBREVIATIONS/ACRONYMS

Abbreviation/Acronym	Abbreviation/Acronym
ACDI/VOCA: Agricultural Co-operative Development International/Volunteers in Overseas Co-operative Assistance	MPRU: Marine Parks and Reserves Unit
AIG: Alternative Income Generation	NBSAPs: National Biodiversity Strategy and Action Plans
CCC ¹ : Central Co-ordinating Committee (Management Area/District level)	NEAPs: National Environmental Action Plans
CORDIO	NEMC: National Environmental Management Committee
CPUE: Catch per unit effort	NGO: Non-Governmental Organisation
CRT- Co-ordinator	NORAD: Norwegian Aid
CZM: Coastal Zone Management	NR Sector Plan: Natural Resources Sector Plan
DANIDA: Danish International Development Assistance	ODA ¹ : Overseas Development Administration (now DfID)
Dc: District Co-ordinator	ODA ² : Overseas Development Assistance
DC: District Commissioner	OECD: Organisation for Economic Co-operation and Development
DFO: District Fisheries Officer	OVI: Objectively verifiable indicator (from logframe)
DfID: Department for International Development (UK Government)	PAEG: Programme Appraisal and Evaluation Group of IUCN
DMO: District Management Officer	PRS: Poverty Reduction Strategy
DMT: District Management Team	PRSP: Poverty Reduction Strategy paper
DNRO: District Natural Resources Officer	RAS: Regional Administrative Secretary
DTF: District Task Force	RCMF:
DTT: District Technical Teams	RCRC: Regional Coastal Resources Centre
EARO: East African Regional Office	RFIS: Regional Fisheries Information Centre
EE: Environmental Education	SECAM
EMPs: Environmental Management Plans	SIDA: Swedish International Development Assistance
Hp: horse power	SU/TA: Support Unit/Technical Assistance
ICAM: Integrated Coastal Area Management	TA/SU: Technical Assistance/Support Unit
IEP: Irish Pounds	TCMP: Tanzanian Coastal Management Partnership
IG: Income generation	TCCF: Tanga Coastal Consultative Forum
IGs: Income Generating Activities	TCZCDP: Tanga Coastal Zone Conservation and Development Programme.
IMS: Institute of Marine Sciences	TNI & A: Training Needs Investigation and Assessment
IPEU: Income per Unit effort	ToR: Terms of Reference
ITMEMS II: International Tropical Marine Ecosystems Management Symposium	UDSM:
IUCN: The World Conservation Union	USAid: United States Aid
JICA: Japan International Co-operation Agency	VEMC: Village Environmental Management Committee
LFA: Logframe analysis	VEO: Village Executive Officer/Secretary
M&E: Monitoring and Evaluation	WB: World Bank
MD: Municipal Director	WDC: Ward Development Committee
MDGs: Millennium Development Goals	WIOMSA: West Indian Ocean Marine Science Association
MMP: Mangrove Management Programme	
MOV: Means of verification (from logframe)	
MPAs: Marine Protected areas	

¹ Also cited as Central Co-ordinating Committee (Kamakula, 2003a)

VI. EXECUTIVE SUMMARY

Background

The Tanga Coastal Zone Conservation and Development Programme (TCZCDP) started in 1994 and aims to enhance the well-being of coastal communities in the Tanga Region by improving the health of the environment that they depend on, and by diversifying the options for using coastal resources. The Programme is working with coastal fishing villages to improve management of coral reefs and mangroves, and the coastal resources that the villagers depend upon for their livelihoods. District and Village level institutions are being strengthened so that they can undertake integrated management in a sustainable way.

The underlying principle of the programme is that management will be facilitated through the collaborative management of designated management areas. Collaboration means the involvement of the maximum number of management area stakeholders in the management process. Management areas are designated according to ecological principles that maximise the ecological integrity of the area. The higher the ecological integrity of the area the greater the positive ecological impact from effective management of the area.

The Programme is implemented by the three coastal districts of Tanga Region (Muheza and Pangani Districts and Tanga Municipality) in collaboration with the Regional Administrative Secretariat, the Ministry of Natural Resources, and the Vice-Presidents Office (Environment). The Eastern Africa Regional Office (EARO) of IUCN – The World Conservation Union, based in Nairobi provides technical advice and manages the programme on behalf of the donor agency, Ireland Aid². The Programme has been implemented in three phases, Phase 1 (1994-1997), Phase 2 (1997-2000) and Phase 3 (2001-2003). Ireland Aid has supported the programme since inception.

This end of Phase III evaluation (also referred to as final evaluation) is part of the fulfilment of the requirements of the IUCN/Ireland Aid Contract covering the third Phase of the TCZCDP. Evaluations are also formal activities of IUCN and are recognised as an important mechanism contributing to the improvement of the performance of the work of the Union (the IUCN Evaluation Policy, 2001).

Methodology

The evaluation was undertaken by a four-person team and took place over a ten-day period in June 2003. The methodological approach for the evaluation comprised:-

1. A desk top review of all relevant documentation
2. Finalisation of the key questions to determine the effectiveness, efficiency, impact, relevance and sustainability of the Tanga Programme.
3. Interviews and discussions with all key stakeholders involved in the Programme
4. Field visits to relevant Programme sites.

² Ireland Aid changed its name to Development Corporation Ireland after the evaluation. Since all documentation and agreements remain in the name of Ireland Aid this name has been retained in this report.

The finalised key evaluation questions concerning the Programme were whether the Programme had:-

1. raised awareness of and changed attitudes towards natural resources use and management;
2. improved management practices;
3. created alternative and sustainable means of supporting livelihoods to reduce pressure on marine resources;
4. created a social capital³ – a legacy that will ensure sustainability.

Findings

Preliminary results and recommendations from the Evaluation were presented to the Tanga Coastal Consultative Forum (TCCF) on 26th June. The resulting Draft Report was submitted to IUCN/EARO on 15th July 2003. A second draft was submitted on August 20th responding to comments on the first draft from the Programme partners.

The TCZCDP is evaluated as relevant, effective, efficient and has had a high positive impact in respect of the four key evaluation questions asked of it⁴. The strengths in the Programme lie in a strong social capital reflected in stakeholder commitment to and basic understanding of natural resources management. The weaknesses lie in the rate of social change needed to support the sharing of these resources and the assigning of responsibility⁵ and accountability for managing them. There is a great opportunity for addressing these weaknesses given time and appropriate technical and financial support. The threat, other than that of an uncertain world, is whether the social change and associated process of allocating resources to collaborative management can be sufficiently consolidated within the time available to ensure a reasonable chance of sustainability.

Phase III still has to develop and implement the required “Exit Strategy⁶” that should provided such a focus. If the Programme ends in December 2003 there is a significant chance that the progress made to date will be lost.

At least nine valuable lessons have been learned from the Programme. Most relate to the fact that inclusive (participatory) management of shared resources by stakeholders is more likely to succeed than a management process that excludes the involvement of these stakeholders. In other words the Programme has made the right decisions and it is now a matter of consolidating the lessons learned to maximise the opportunity for sustainability.

³ social capital is the stock of experience, commitment and momentum in the stakeholders that will ensure that the benefits of the programme will be sustained.

⁴ A significant achievement considering the per capita expenditure

⁵ Government Officials at the individual level expressed a strong service delivery ethic but were demoralised by the service delivery environment they worked in as reflected primarily by budgetary constraints.

⁶ To be fair the Programme has had its work cut out dealing with the late delivery of the M&E Plan that was beyond its control.

Recommendations

Eight key recommendations were presented to the TCCF on 26th June 2003. These have been modified in the light of comments on the draft Evaluation report.

<p>1. The Programme should continue through a fourth three year Phase.</p> <p>2. The focus of the programme should be on improving government service to collaborating management area communities (civil rights education, line charters, advocacy and legal redress).</p> <p>3. Understanding of the collaborative nature of management areas should be strengthened.</p> <p>4. The logframe and M&E (monitoring and evaluation) system should be simplified.</p>	<p>5. Consideration should be given to meshing management area boundaries with district boundaries....where it can be shown that this will improve administrative efficiency and not adversely impact ecological integrity</p> <p>6. Efforts should be made to secure sustainable financing to continue key activities after Phase IV.</p> <p>7. The Programme should support sustainable livelihoods</p> <p>8. Risks from population increase and climate change should be identified and recommendations made⁷.</p>
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Eleven key actions proposed in an “Exit Action Plan” are listed below. The table shows links between actions and recommendations. Thus delivery of all recommendations requires administration. Delivery of budget planning requires administrative support and sustainable financing. The Actions are further detailed and priced in this Evaluation report⁸ based on an indicative three year budget matching that for Phase III (\$US2,117,900⁹).

Action	Title	Recommendation Number.*
1	Administration	All
2	Service delivery ethic capacity building	All
3	Monitoring and Reporting Framework	1,2,3,4,7
4	Socio-economic survey	1,3,7
5	Document archiving	1,2,3,4,6
6	Set legal precedent	1,2,3
7	Sustainable funding	1,6
8	Revenue generation	1,6,7
9	IG and AIG	1,3,6,7
10	Budget Planning	1,6
11	Management Area/District Administration meshing	1,3,5

*Support for recommendation 8 is considered to be subsumed to ongoing initiatives outside the Programme although the Programme should certainly seek benefits from these initiatives where possible.

⁷ Addressed by other initiatives.

⁸ Appendix 7

⁹ at current exchange rates

1. INTRODUCTION

1.1 Programme Evaluation Background

The Programme Evaluation Background is specified in the ToR for the assignment¹⁰. This end of Phase III evaluation (also referred to as the final evaluation) is part of the fulfilment of the requirements of the IUCN/Ireland Aid Contract covering the Third Phase of the TCZCDP. Evaluations are also formal activities of IUCN and are recognised as an important mechanism contributing to the improvement of the performance of the work of the Union (the IUCN Evaluation Policy, 2001¹¹). The evaluation took place, as required, in June 2003. This was six months before the scheduled end of the Programme in December 2003. The Evaluation Team comprised four people including:-

1. Team Leader, an independent evaluator with experience in marine resource management and community based natural resource management
2. IUCN representative with considerable prior experience in evaluation methodologies and principles
3. Ireland Aid representative with experience in rural development and community participation
4. Government of Tanzania representative, familiar with local government reform programme/districts

The evaluation comprised ten days of fieldwork followed by two days of report writing.

The overall purpose of the evaluation was twofold¹²:-

Learning and Improvement: It is intended that the outcomes of this evaluation should provide useful and relevant information to the ongoing scope of work of all partner institutions of the TCZCDP. The evaluation should explore why the interventions implemented by the Programme succeeded or not, and add to the body of knowledge with respect to best practices in collaborative coastal management.

Accountability: The evaluation is also an instrument for the overall accountability system of the TCZCDP. Consequently the evaluation should assess whether or not the programme plans were fulfilled and resources used in a responsible way.

A matrix is provided in the ToR to provide a guide to the specific issues and key questions to be addressed by the Evaluation. These include "Effectiveness, Efficiency, Relevance, Impact and Sustainability.

¹⁰ Appendix 1

¹¹ See also IUCN (2003a,b)

¹² See appendix 1

Reporting feedback requirements are specified as:-

1. An assessment of the performance of the Programme based on the key results and sub-results identified in the logical framework analysis (LFA) (see Section 3 of this Report).
2. Identification of the main lessons learned during the phase (see Section 3 of this Report).
3. Recommendations for actions and interventions that should be undertaken through the Programme to maximise the long-term sustainability of the Programme's achievements (see Section 4 of this Report).
4. Recommendations for the future (beyond Phase III) (see Section 4 of this Report).

1.2 Programme description

The Tanga Coastal Zone Conservation and Development Programme (TCZCDP) started in 1994 and aims to enhance the well-being of coastal communities in the region by improving the health of the environment that they depend on, and by diversifying the options for using coastal resources. The Programme is working with coastal fishing villages to improve management of coral reefs and mangroves, and the coastal resources that the villagers depend upon for their livelihoods. District and Village level institutions are being strengthened so that they can undertake integrated management in a sustainable way.

The underlying principle of the Programme is that management will be facilitated through the collaborative management of designated management areas. Collaboration means the involvement of the maximum number of management area stakeholders in the management process. Management areas are designated according to ecological principles that maximise the ecological integrity of the area. The higher the ecological integrity of the area the greater the positive ecological impact from effective management of the area.

The Programme is implemented by the three coastal districts of Tanga Region (Muheza and Pangani Districts and Tanga Municipality) in collaboration with the Regional Administrative Secretariat, the Ministry of Natural Resources, and the Vice-Presidents Office (Environment). The Eastern Africa Regional Office of IUCN – The World Conservation Union, based in Nairobi provides technical advice and manages the programme on behalf of the donor agency, Ireland Aid¹³. The Programme has been implemented in three phases, Phase 1 (1994-1997), Phase 2 (1997-2000) and Phase 3 (2001-2003). Ireland Aid has supported the programme since inception.

The overall goal of Phase III is:-

GOAL
Integrity of the Tanga coastal zone ecosystem improved, and its resources supporting sustainable development

¹³Ireland Aid changed its name to Development Corporation Ireland after the evaluation. Since all documentation and agreements remain in the name of Ireland Aid this name has been retained in this report.

The purpose of Phase III is:-

PURPOSE
Improved collaborative coastal and marine resource management by District administration, resource users and other stakeholders

Four results were identified by which the goal and purpose of Phase III would be achieved.

Result 1	Result 2	Result 3	Result 4
Improved capacity of key stakeholders and local institutions for collaborative coastal and marine resource management, conservation and monitoring	Collaborative coastal and marine resource management plans developed, implemented and monitored	Key Stakeholders aware of coastal zone management issues and values and using information to improve management	Programme effectively managed, monitored and evaluated

The organisational arrangements for implementation of the Programme are suggested in Figure 1.1^{14,15}.

The Programme agreement is between three parties (IUCN/EARO, 2000b): Government of Tanzania, IUCN as the Programme Manager, and Ireland Aid as the donor.

The TA is managed by IUCN and effectively supports/acts as a secretariat to the Tanga (Region) Coastal Consultative Forum (TCCF) and thence to the Programme stakeholders. This forum provides oversight to Programme implementation. It contains selected representatives from Government, Non-Governmental Organisations and the Private Sector. Government is represented at the National level by the National Environmental Management Committee (NEMC) and Department of Fisheries. Regional, District and Village Government are represented by Government Officials from each of these levels. Non-Governmental representatives include the National TCMP (Tanzanian Coastal Management Partnership). Private Sector representatives include ZASCO, hoteliers, Seaproducts, and Salt Association.

There is an agreement between the Tanga Region and IUCN (TCZCDP, 2001a) regarding Programme implementation. Annex 1 of this agreement identifies the composition and other arrangements for the TCCF.

¹⁴ This was at the request of Ireland Aid in the meeting on 25th June 2003.

¹⁵ This evaluation and a draft legal review (Shauri, V 2003) shows that bylaws generated in support of area based management require review.

Line of command/reporting for National Institutions involved in the Programme may occur at National and/or local level. These include the three arms of Government: the Legislature (Parliament), the Judiciary and the Executive (Government). The executive includes: (a) Government administration including finance, national audit (and associated initiatives under the Local Government Reform Programme); (b) Law enforcement organisations such as the Navy and Police; (c) the Ministry of Natural Resources and Tourism which is involved in management of coastal forest reserves (including mangroves) and fisheries.

National Institutions that may have Regional, District and Village representation provide support to Regional, District and Village Government and to the citizenry.

Local Government is directly involved in the Programme under agreements with IUCN at the Regional level represented by Tanga Region (TCZCDP, 2001a), and the District level represented by three districts: Muheza, Pangani and Tanga Municipality (TCZCDP, 2001b). Wards are not specified in the organisational arrangements. 48 villages are involved but have no direct agreements with IUCN although agreements are reported to be within the area management plans¹⁶. Government provides services to the Programme through its employees¹⁷ including Educational Officers, Fisheries Officers, Forestry Officers, Natural Resources Officers, Community Development Officers, Police, Navy etc.

Programme service delivery is focussed on six management areas (see Figure 1.2). Four of these management areas align with the coastal boundaries of Districts whilst Deep Sea Boma, Mwarongo-Sahare, and Mtang'ata Management Areas overlap Tanga Municipality and Muheza District. This has caused some administrative problems (Kamukala, 2003a).

Each Management area has a Central Co-ordinating Committee (CCC) and Village level Village Environmental Management Committees (VEMCs). The District level Agreement cited above does not specify the CCC or VEMCs. These Committees are made up from community representatives.

¹⁶ District - CCC - VEMC – Village Government agreements are indicated as part of the agreed area management plans (TCZCDP, 2002, p. 5).

¹⁷ Some Officers may be employed by National Institutions at local level and/or part funded by them.

Figure 1.1 Idealised Organogram for the Programme

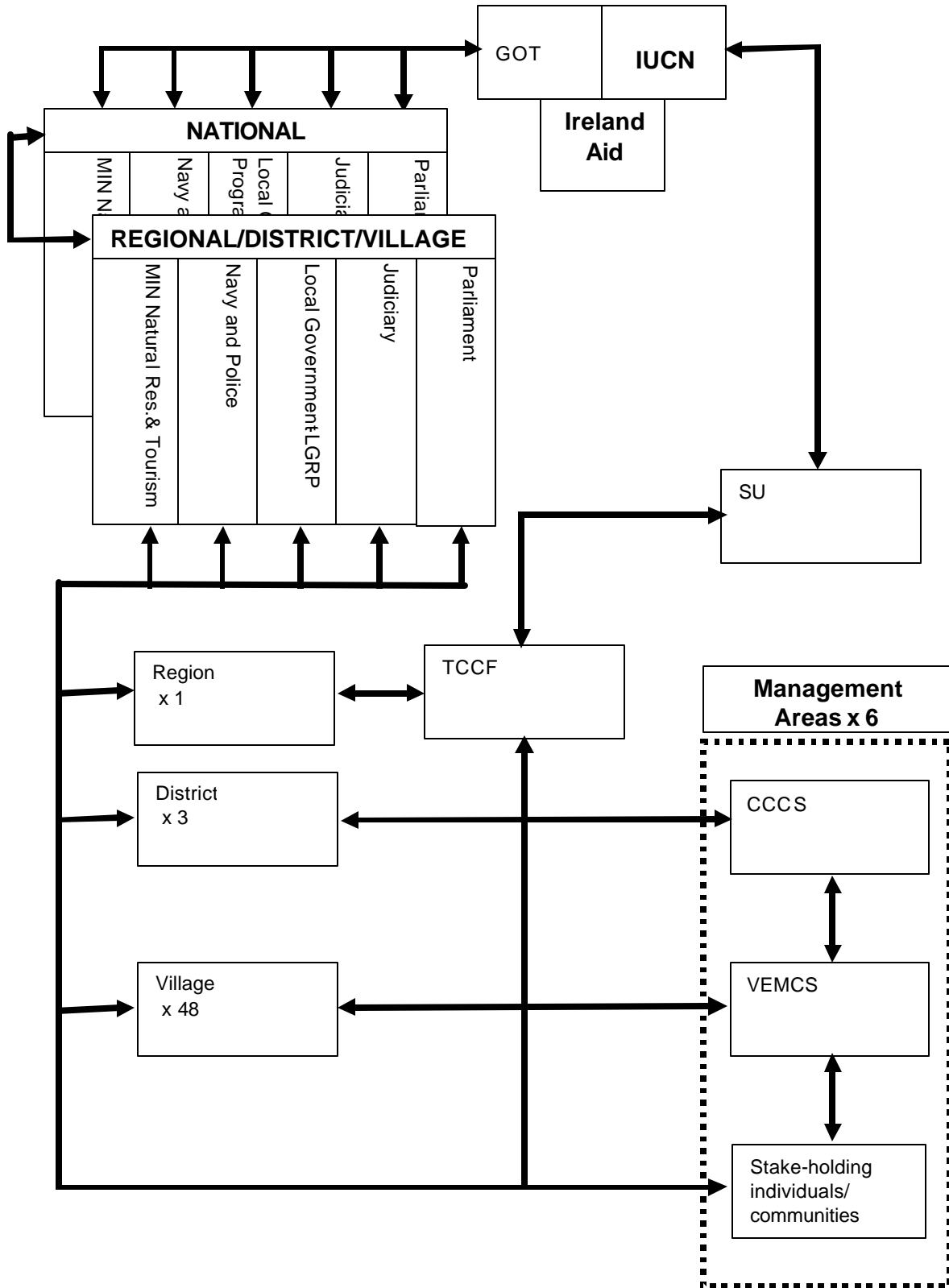
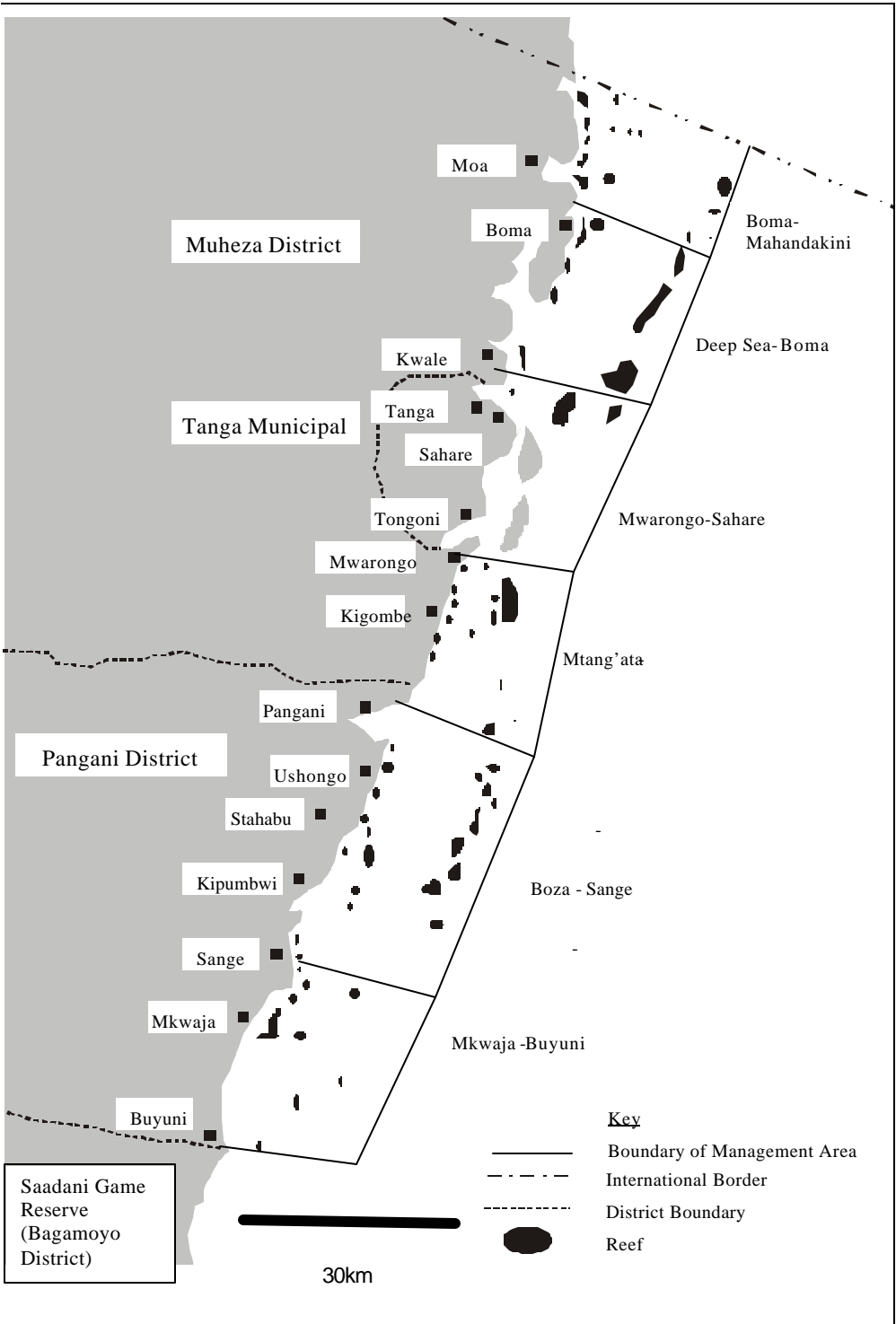


Figure 1.2 Map of Management Areas



2 METHODOLOGY

2.1 Introduction

The methodological approach is identified in the ToR for the evaluation¹⁸. It comprises:-

1. A desk top review of all relevant documentation
2. Finalisation of the key questions to determine the effectiveness, efficiency, impact, relevance and sustainability of the Tanga Programme.
3. Interviews and discussions with all key stakeholders involved in the Programme
4. Field visits to relevant Programme sites.

The approach was implemented by a four person Evaluation Team comprising:

1	Dr Alec Dawson Shepherd	Evaluation Team, Team Leader, TCZCDP
2	Mr Eamonn Brehony	Evaluation Team, Ireland Aid Representative
3	Harold Mongi	Evaluation Team, Government Representative TCZCDP
4	Ms Veronica Muthui	Evaluation Team, IUCN Representative TCZCDP

In addition the following persons provided substantial technical help and support.

1	Solomon Makoloweka	Regional Coastal Management Facilitator TCZCDP
2	Dr Melita Samoilyis	Regional Co-ordinator, Marine and Coastal Ecosystems, IUCN EARO
3	Dr Eric Verheij	Technical Advisor, TCZCDP

Other key lessons learned from the application of the methodology are presented with the methodology below.

2.2 Desk-Top Review

The purpose of the desktop review was to collate and evaluate¹⁹ all written materials requested by and made available to the evaluation team.

Selected documents were emailed to the evaluation team prior to the evaluation. Additional documentation was made available during the course of the evaluation.

¹⁸ See appendix 1

¹⁹ against the 5 criteria and key questions set for the evaluation.

A full list of all documents consulted in the evaluation is given in Appendix 2. Of particular significance and relevance are the narrative and Annex 3 of the 2002 Annual report²⁰. These provide a qualitative and quantitative (for selected indicators) indication of the status of key indicators in the M&E Plan. This annual report reflects a substantial collation of information and the Programme is to be congratulated for this. However, a lot of time during the Evaluation was spent chasing down background documentation to objectively verify the report. This information should have been more readily available.

Analysis/Lessons Learned

The annual report does not provide a list of documentation produced by the Programme to date and whilst there is a library in the Coastal Resources Centre it does not appear to have been referenced. Data collection forms and data collection systems are generally available and some, for reef monitoring and fish landings, are on a database. However, there is a lack of manuals and other training materials to support these systems although hopefully the TNI and A will produce some of this documentation.

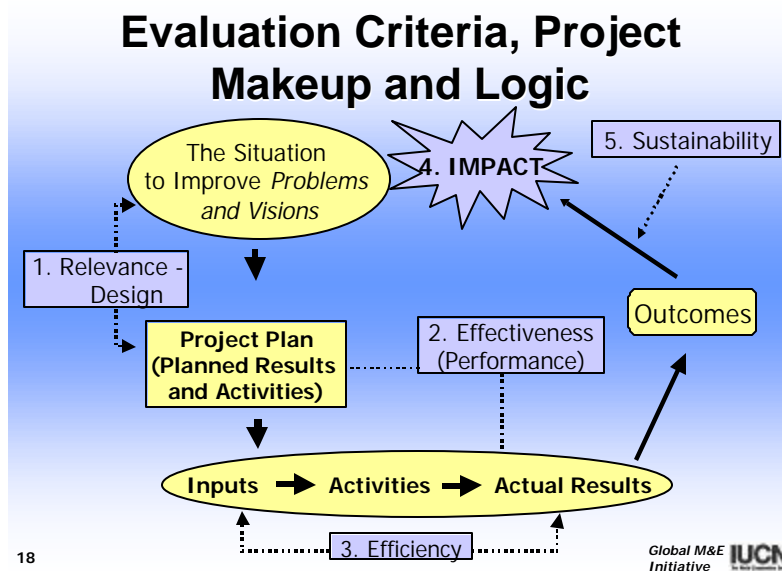
Recommendations

It is recommended that Phase IV include a full archiving of all documents produced by all three Phases of the Programme.

2.3 Finalisation of Key Questions

The ToR for the evaluation require that the evaluation determine whether the TCZCDP has been effective, efficient, has had an impact, is relevant and is sustainable. These criteria require a specification as to what questions should be asked of these criteria. The generic conceptual links between a Programme and these evaluation criteria are illustrated in Figure 2.1.

Figure 2.1 Conceptual approach to identifying proposed issues and questions



The Monitoring and Evaluation Plan (M&E Plan)²¹ for the Programme together with documentation for all three Phases of the TCZCDP were used to develop four key

²⁰ TCZCDP (2003a)

²¹ TCZCDP (2002g)

questions²² against which to apply the evaluation criteria. In summary the evaluation aimed to determine whether the Programme had:-

1. raised awareness of and changed attitudes towards natural resources use and management;
2. improved management practices;
3. created alternative and sustainable means of supporting livelihoods to reduce pressure on marine resources;
4. created a social capital²³ – a legacy that will ensure sustainability.

Analysis/Lessons Learned

Evaluating each of 240+ indicators in the M&E Plan against the five evaluation criteria and four key questions was a massive task and created the risk that Programme evaluation would fail to see the wood for the trees. In addition evaluating against each of the five criteria separately made the evaluation repetitive and highly complex. For example the efficiency and effectiveness of Programme delivery is a function of its impact. It was suggested, at the start of the evaluation that Programme be evaluated primarily against its result to purpose impact indicators (these are often known as “higher level” outcome or change indicators in the logical framework structure). Key issues identified from the Impact evaluation could then be explored for root causes within the progress indicators using more detailed information from the M&E Plan and other evaluation criteria. This strategy was not adopted²⁴ since it was indicated that this approach did not comply with the requirements specified for the evaluation.

Recommendations

1. The “overriding” recommendation of the draft external evaluation of Phase II²⁵ was to “keep it simple”. This recommendation is also made for the design of Phase IV. The logframe for Phase IV and its M&E Plan should: (a) focus on higher level result to purpose (outcome/change) indicators rather than activity level (process) indicators; (b) develop and specify these indicators against evaluation criteria; (c) provide and deliver Objectively Verifiable Indicators (OVIs) and Means of Verification (MOVs) for these indicators.
2. Consideration should be given to reviewing the appropriateness of giving equal weight to all evaluation criteria in complex Programmes. It is suggested that the priority should be the evaluation of the impact of the Programme as reflected in the objectively verifiable delivery of results to purpose indicators. The other criteria can then be used to evaluate how and why delivery was good or bad in terms of effectiveness, efficiency, relevance and sustainability.

2.4 Interviews

Two kinds of interviews were held – scheduled interviews and ad-hoc interviews. Scheduled interviews involved meetings with Government and also meetings with Village level stakeholders. These meetings were held according to the itinerary developed by the Programme. In addition, interviews were held on an ad-hoc basis with villagers not involved in the scheduled interviews. The latter interviews were designed to provide a means for cross-checking the opinions and information provided in the scheduled meetings.

²² These key questions are detailed in Appendix 3.

²³ social capital is the stock of experience, commitment and momentum in the stakeholders that will ensure that the benefits of the programme will be sustained.

²⁴ Stakeholder commitment to the M&E Plan is clearly strong and should not be undermined. However, every effort should be made to concentrate M&E on key outcome rather than process/administrative indicators.

²⁵ IUCN/EARO, (2001, page 15)

- **Scheduled Interviews**

The approach to scheduled meetings is detailed in Table 2.1 below.

Table 2.1 Approach to Scheduled meetings:-

1.	Arrive	8.	Decision making
2.	Introduction	9.	Education
3.	Letter (letter drafted and translated)	10.	Monitoring and reporting
4.	Register of names (template prepared)	10.1	Patrolling
5.	General concerns	10.2	Reef assessment
6.	How do meeting members help conserve the coastal environment?	10.3	Fish Catches
7.	Relationships	11.	Revenue issues
	7.1 – with other villages	12.	Conflicts
	7.2 - with district	13.	Key Indicators to be verified
	7.3 – with the region	14.	Minutes

A draft “introductory” letter was prepared in English and translated²⁶ to provide background concerning the purpose of the meeting. A register of names was also taken. The meeting was asked to nominate a spokesperson.

Point 5 in the above approach was an open question that aimed to elicit responses concerning general concerns and hence the general relevance²⁷ of the Programme to the stakeholders. Points 6-9 relate to awareness and changing attitudes. What do people see as their role in the Programme and their relationship with others who are sharing resources? Point 10 provides feedback on whether there is pressure on resources. Point 11 raises the issue of the need for alternative livelihoods and opportunities for revenue generation to support sustainable livelihoods. Point 12 relates to management. What are the conflicts? Are they conflicts over natural resource use and if so does conflict reflect a problem with management?

All the points, especially points 8 and 9 aim to elicit feedback on whether or not the Programme has provided a social capital with which to ensure sustainability.

- **Ad-hoc Interviews**

A template was prepared for individual ad-hoc interviews outside official meetings at Village level. The meeting was asked to identify individuals to be interviewed or they were randomly selected. The structure of the interview was much the same as for the scheduled meetings. However, the interviewee(s) were specifically asked to indicate the level of impact and sustainability for key indicators relating to the questions of awareness, management, livelihoods and social capital. These key indicators are listed in Table 2.2 below.

²⁶ See appendix 4

²⁷ answers relating priority concerns to the coastal environment would show that the programme was more relevant than answers relating to general health, education, infrastructure etc.

Table 2.2 Key Indicators of Programme Impact and Sustainability:-

1. Coral health	6. Education
2. Mangrove health	7. Participation
3. Fish abundance	8. Consensus
4. Destructive fishing	9. Income
5. Access to (natural) resources	10. Access to budget

The interviewer was then asked to identify any “conflicts” and possible “solutions” to any conflicts identified.

39 meetings were held with key stakeholders²⁸. These included National Government, Tanga Region Government and District level Government within Tanga Region (Muheza District, Pangani District and Tanga Municipality). Meetings were also held with 5 villages. These were Kigombe and Kwale Villages in Muheza District, Kipumbwi and Ushongo Villages in Pangani District and Chongoleani Village in Tanga Municipality. A total of 144 stakeholders registered at these meetings. 11 ad-hoc meetings were held with individuals or small groups of people at the Village level separately to the more formal official village meetings.

The meetings proved very valuable in getting face-to-face feedback on Programme delivery. However, a substantial amount of time and effort was needed to ensure that information from the meetings was recorded and processed.

Analysis/Lessons Learned

The meetings proved of substantial value in evaluating the programme. However, the large number of meetings limited time for objective verification using written documents and site visits.

39% of the time was spent in technical meetings primarily involving the evaluation team but also meetings with IUCN and Ireland Aid. This partly reflected: (a) the absence of two members of the evaluation team on the first day of the evaluation; (b) time taken to agree an evaluation strategy; (c) the difficulty of co-ordinating evaluators who had not worked together before and; (d) the lack of explicit pre-defined indicators of relevance, effectiveness, efficiency, impact and sustainability.

Representation at Government level meetings was generally good.

There were five Village level meetings. 77²⁹ persons attended the meetings (average of 15 persons per meeting). 19% of attendees were females. Chongoleani Village had the highest female attendance at 37%. Meeting attendance was relatively poor in terms of numbers, female representation and resource dependent representation. It was indicated that holding meetings in the afternoon disadvantaged attendance by women. Kigombe indicated it had only been told about the meeting the day before and Chongoleani had a morning schedule indicated although the meeting was scheduled for the afternoon.

Four of the villages had prepared letters (see appendix 10). A fifth letter was subsequently submitted by Deep Sea Boma Management Area CCC. These were of high quality reflecting a good understanding of the issues.

The results of ad-hoc meetings with individuals at the Village level were somewhat ambiguous but it was felt that the interviews provided a perspective that could not be obtained from the more official village meetings.

²⁸ The presentation to TCCF on 26th June is not included because the minutes were not available at the time of writing of this report.

²⁹ Including District representatives but excluding evaluators and TCZCDP Tanga Staff

Recommendations

1. Sufficient time should be provided for evaluation team building prior to the start of the evaluation.
2. Future "Evaluation" meetings with non-governmental stakeholders should be scheduled to allow maximum representation by **resource** dependent stakeholders (ie. not when participants are supposed to be doing other things - fishing, cooking etc).
3. Sufficient time should be allocated to allow the meetings to progress at a reasonable pace set by the communities and not by the schedule.
4. Programme response to the Village letter system could be a good basis for developing and evaluating service delivery.
5. Meetings with Government Officials should focus on verification of administrative documents relating to service delivery rather than to open-ended discussion. Where possible a list of documents required should be submitted for preparation prior to the evaluation.
6. Respect for and recognition of the opinions and views of stakeholders and the need to provide transparency and accountability require that meetings are well documented and analysed. Either more time should be allowed for documenting meetings or meetings should not be viewed as a substantive basis for the evaluation.

2.5 Field Visits to relevant Programme Sites

The itinerary included a large number of visits³⁰ to administration sites. "Field" visits were not provided for in the schedule although meetings were held at the local level sometimes within sight of relevant renewable resources (mangroves). The SU arranged for a field trip to offshore "closed" and "open" reefs on Sunday 22nd June. In addition the residents of Chongoleani were kind enough to give an escorted tour of their mangrove replanting, mangrove beehive and potential shrimp cultivation sites.

Unfortunately it was not possible to see any coral reef during the site visit because of poor visibility. A Tanga Municipality patrol was encountered and had arrested some unlicensed fishing boats but no paperwork for recording evidence was present. Fishermen were "warned-off" a closed reef but it was subsequently determined that the reef was not geographically defined at an appropriate resolution and was no longer legally "closed".

Analysis/Lessons Learned

Field visits have great value³¹ since they are a way verifying Programme outcomes in the real world. In the case of this evaluation it was possible to see practical constraints to reef monitoring and to patrolling. It was also possible to provide limited verification of community commitment to income generating activities³².

The itinerary for the evaluation concentrated on meetings rather than field visits. This may reflect the strong "Participatory" approach of the Programme. However, whilst meetings and document reviews are probably better for evaluating processes field trips are often better for evaluating outcomes.

Recommendations

Field trips to verify Programme outcomes should be a significant part of evaluations. Where possible they should allow for objective verification of key Programme outcomes and allow the Programme to highlight key opportunities and constraints to effective Programme delivery.

³⁰ It is assumed that the "field" is where natural resources are being used rather than where the programme is being administered. Whilst some meetings were held within sight of these natural resources the itinerary did not focus on visiting them.

³¹ provided that only qualified conclusions are drawn from limited site visits (one observation does not justify claiming evidence of a trend)

³² Reports on patrolling on a field trip during the Interim Evaluation also proved highly valuable in identifying key issues.

3 FINDINGS

3.1 Findings Framework

Preliminary findings were presented to the TCCF on 26th June³³ and were used as the basis for the first draft Evaluation report submitted to IUCN on 15th July. Comments on this draft by TCZCDP, IUCN and Ireland Aid are the basis for this revised Evaluation report.

A number of lessons were learned from the **evaluation process** and these are detailed in Section 2 above.

Sections 3.2 to 3.6 assess the Programme according to each of the five evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability. Section 3.7 provides a summary answer to the four key questions asked of the Programme. Finally Section 3.8 summarises key lessons learned from the Programme itself.

The TCZCDP has been running for eight years. The Programme is due to end in December 2003. The total budget for Phase 3 has been \$US2,117,900³⁴. The Programme has involved 48 villages in 32 wards in 3 districts with a total ward population of 287,000³⁵. If all available funds are expended it will have cost \$US2-\$US3³⁶ per head of ward population per annum. This cost is significantly less than the Overseas Development Assistance (ODA²) of \$US29 per capita per annum.

In summary the TCZCDP is evaluated as relevant, effective, efficient and has had a high positive impact in respect of the four key evaluation questions asked of it³⁷.

The strengths in the Programme lie in a strong social capital reflected in stakeholder commitment to and basic understanding of natural resources management. The weaknesses lie in the rate of social change needed to support the sharing of these resources and the assigning of responsibility³⁸ and accountability for managing them. There is great opportunity for addressing these weaknesses given time and appropriate technical and financial support. The threat, other than that of an uncertain world, is to sustainability. Can the social change and associated process of allocating resources be sufficiently consolidated within the time available? The conclusion is that it is not possible within the remaining life of Phase III.

Phase III still has to develop and implement the required "Exit Strategy"³⁹ that should provided such a focus. If the Programme ends in December there is a significant chance that the progress made to date will be lost.

³³ Appendix 6 details the presentation. The minutes to the meeting had not been supplied at the time of writing of this report.

³⁴ at current exchange rates

³⁵ 2002 census does not presently go to village level (President's Office, 2003)

³⁶ at current exchange rates (IEP:Euro 1.27 and Euro:\$US 1.16)

³⁷ A significant achievement considering the per capita expenditure

³⁸ Government Officials at the individual level expressed a strong service delivery ethic but were demoralised by the service delivery environment they worked in as reflected primarily by budgetary constraints.

³⁹ To be fair the Programme has had its work cut out dealing with the late delivery of the M&E Plan that was beyond its control.

3.2 “Relevance”

3.2.1 Policy

“Was the Programme relevant in the context in which it was designed and to what extent did the Programme contribute to the strategic policies and programmes of the IUCN and that of the partners including the Donor?”

The basic approach of the Programme is that of collaborative management, exemplified by the active participation of Communities in co-ordination with the District, Region and National Government Authorities and the Private Sector where appropriate.

The Programme context is identified in the Project Appraisal and Evaluation Group (PAEG) document that forms the basis for the Phase III contract (IUCN/EARO, 2000a,b). The PAEG document indicates that:-

“Collaborative management is at the core of recent Tanzania policy statements for the natural resource sectors and is a practical example of the participatory development approach that is promoted by Ireland Aid”.

The strategic relevance of the Programme is reflected in subsequent policy statements. For example the proposed programme of integration of the environment into the Tanzania Poverty Reduction Strategy (PRS) process (GOT, 2003) includes on page 59:-

”Initiation of a process with a view to reviewing existing laws and regulations governing the utilisation and management of open access resources (coastal fisheries and forests) and initiate implementation of community based management of these resources.”

The TCZCDP substantively complies with this PRS initiative and is also working on a number of relevant PRS-Environment response⁴⁰ systems as detailed below⁴¹.

PRS Response System	TCZCDP contribution	Verification
Environmental Management Capacity	Natural Resources Management	TCZCDP (2003a)
Investment in Natural Capital	Natural Resources Management	TCZCDP (2003a)
Investment in man-made capital	No	No
Monitoring natural resource outcomes	Monitoring	TCZCDP (2003a)
Monitoring human resource outcomes	No	No

Thus, for example, TCZCDP is investing in environmental management capacity through its efforts to build capacity in natural resources management.

⁴⁰ “response” means management response to alleviate a pressure affecting the state of natural resources.

⁴¹ Bojo and Reddy, 2001, p. 8.

The Ireland Aid Country Strategy Paper⁴² identifies the TCZCDP under the Agriculture and Natural Resources Sector. It is also evident that the Programme aims to address the four key environmental issues identified on page 12 of the Strategy (see “Issue” column below). These are:-

Country Strategy paper Issue	Contribution of TCZCDP	Verification
Lack of awareness of policies and linkages between development and environment	Capacity building in environmental management, curriculum development	TCZCDP (2003a), this report
Weak Institutional and legal framework for environmental management	Capacity building in environmental management,	TCZCDP (2003a), this report
Weak capacity to deal with environmental issues	Capacity building in environmental management,	TCZCDP (2003a), this report
Current land tenure system	Management areas and resource use rights	TCZCDP (2003a), this report

Thus, for example, the TCZCDP is addressing the issue of lack of awareness of policies and linkages between environment and development by capacity building in environmental management and through teaching using a curriculum that shows linkages between development and environment.

The Programme has contributed towards meeting the requirements of both Ireland Aid and Country PRS policies and can, therefore, be viewed as highly relevant at the policy level. The Programme has also made efforts to build and comply with national and international standards for example with respect to mangrove assessment and fisheries landings. However, there is a need to further focus on delivering comparable data on environmental and socio-economic condition to provide information that is more relevant to regional and international policy review. This issue is further evaluated in Section 3.5 below on impacts.

3.2.2 Local needs

“Was the Programme design and approach relevant in addressing the identified needs, issues and challenges facing people and the environment?”

The Programme has involved a participatory approach from the start. Phase III was designed to meet the needs identified at the end of Phase II. The M&E Plan for Phase III and the TNI and A also reflect a highly participatory approach and by extension the needs, issues and challenges facing the stakeholders.

There was an high level of appreciation of the Programme and virtually no criticism from any quarter. There was a relatively high level of understanding of the technical issues underlying the Programme. Four of the five villages had prepared letters on their activities (see Appendix 5). All the letters showed a significant level of relevant activity and understanding.

Significant conflict issues were raised in the letter from Kipumbwi⁴³. It has been suggested that these concerns are politically rather than technically motivated⁴⁴. Whether political or technical these sorts of issues will have to be resolved if co-management is to work.

⁴² Ireland Aid 2002, page 15,19

⁴³ See letter in Appendix 5.

The condition of the environment was felt to be improving and the consequent development benefits to participating communities were also generally perceived to be high⁴⁵. However, the Communities also felt that it was time for building on this improvement through assistance for Income Generation/Alternative Income Generation (IG/AIG⁴⁶). The meetings indicated that if the communities were given the expertise⁴⁷ to exploit their natural resources in a sustainable way then things would continue to improve because they would continue to see the benefits from looking after these resources. Chongoleani villagers went to great lengths to show us what they were doing including mangrove replanting and introduction of bee hives in mangrove. However, they were also keen to show us and ask advice regarding shrimp culture in the environmentally sensitive wetlands surrounding the Village suggesting that there is a need to proceed to support IG/AIG with caution to ensure that it is relevant to the Programme.

Eleven meetings were held with individuals, or small groups of individuals, at Village level. These meetings were separate to those group meetings described above and were designed to allow individuals to talk in private about their feelings and opinions.

The interviews commenced by asking the participant(s) about their general concerns. The response to this open question should indicate whether these general concerns matched those of the TCZCDP. Thirty-four of the forty issues raised directly related to issues of collaborative renewable resources management being addressed by the Programme. Of these thirty four responses three related to lack of money for investment, eleven to poor administration including enforcement, ten to poor non-financial resourcing (equipment, expertise etc), four to natural resource constraints (such as access to algal cultivation sites in bad weather) and two to lack of opportunities. Poor understanding of the Programme by students and by Government were also raised as issues. Of the balance six issues related to need for improved infrastructure not directly related to the Programme. The issue of health facilities was raised twice, education once, electricity once, water once and general health/school facilities once. Two additional comments related to problems that had been solved by the Programme (stopped the bombing and stopped pollution from sisal). It is evident from these results that the issues being addressed by TCZCDP were relevant to the interviewees.

The Programme has a substantial legacy of good will both at Government and Civil Society level that, in itself, is a significant achievement. There was a general desire that the Programme should continue. Of the issues raised perhaps four could be viewed as most significant. Most of these related to resourcing:-

1. lack of budget/resources
2. poor revenue generation opportunities
3. poor conviction rates for offences
4. the need to provide IG/AIG⁴⁸ support to communities

⁴⁴ Pangani district comments on the first draft that "The conflicts raised in Kipumbwi Village were more political than technical. Historically, Kipumbwi, is a ground of political antagonism between the ruling party CCM and some opposition parties specifically CUF. I am sorry that all people who do NOT go deep into the history of the village always ends up with the conclusion that there are conflicts in the village. The fact is, the district government is working very hard to ensure that there is always peace and harmony in Kipumbwi for the sake of ensuring sustainable development. All burning issues are well taken care of BUT NOT at the speed of the leaders wishes and interests. The overall views of the villagers with respect to natural resources conservation and development do not actually reflect any conflict. The district team is therefore advising the evaluation team to treat the conflict??? as purely political."

⁴⁵ One community indicated that they could now send their children to secondary school

⁴⁶ IG/AIG has to be environmentally friendly.

⁴⁷ It should be noted that there is a wealth of experience on coastal and marine IG/AIG and a number of organisations could be tapped into to provide advice. This is already happening and the Programme would benefit from appropriate dissemination of this information.

⁴⁸ Income generation (increased effectiveness in existing methods) /Alternative Income Generation (alternatives to existing income generation - usually alternatives to environmentally non-sustainable methods).

All these issues are relevant to the Programme and are being addressed by the Programme as follows. **Issue 1:** Government has provided substantial human resourcing to the Programme. Efforts have been made to improve Government funding support for the Programme with contributions generally matching the limited targets that have been set. **Issue 2:** Efforts have been made to identify revenue generating opportunities (Jambiya, 2002, Shauri, 2003). **Issue 3:** A legal review has been undertaken (Shauri, 2003) and some effort has been put into improving collection of evidence and convictions. **Issue 4:** Some support has been given for IG/AIG but IG/AIG has not been a focus of activities for Phase III partly because it was felt that substantial support for IG/AIG had been provided in earlier Phases.

It follows that there is a need to increase support for sustainable livelihoods in any extension. This support is required to make the Programme more relevant to PRS principles and to the needs of TCZCDP stakeholders.

3.3 “Effectiveness”

A full “Effectiveness” assessment for all M&E result indicators is provided below. Substantial progress has been made in many areas. 80-90% of the Programme plan for Phase III has been implemented and a similar percentage of projected outputs delivered. All six area management plans have been formulated and/or reviewed and are being implemented although final approval for three is pending (Boza Sange, Mkwaja – Sange, and Mtang’ata). However, a number of key deliverables are still pending and a number of activities need strengthening and consolidating.

3.3.1 Implementation Scheduling

“Were the activities implemented in accordance with the Programme Plans and if not why not?”

There have been delays in some of the deliverables. Key deliverables that still have to be met include: a socio-economic monitoring system; a revenue generation system; integration of Programme costs into the Government budget cycle; and an Exit Strategy. The cross-border Management Plan with Kenya still needs to be developed though discussions are ongoing. Best practice guidelines for income generating activities need to be produced.

The Programme has had difficulty in meeting the implementation schedule for a number of reasons. There was a break of several months between Phase II and Phase III resulting in a loss of Programme momentum. The Programme logical framework for Phase III was complex. The Monitoring and Evaluation Plan based on the logical framework was also complex and was delivered nearly a year late. Finally there is a suggestion that problems over Government allowances may have limited Government inputs.

However, the fact that the stakeholders have produced such a comprehensive annual report in early 2003 based on the M&E Plan is an indication of the potential for much more effective Programme delivery without the constraints identified above.

3.3.2 Outputs

“What outputs were achieved? To what extent did they contribute to the results?”

Result Area 1: Improved capacity of key stakeholders and local institutions for collaborative coastal and marine resource management, conservation and monitoring.

A number of activities and deliverables are still pending under result area 1. These include: Institutional Capacity Assessment (not training needs assessment); Equipping of the Regional Resource Centre; Introduction of a socio-economic monitoring system; Agreeing on recommendations of the second study on improved revenue collection and piloting. There has been mixed performance on meeting targets on the District financial contribution to programme activities.

Sub-result	Activities pending
1.1	Institutional capacity assessment (not training needs assessment)
	Equipping the regional resource centre
1.2	Socio-economic monitoring system
1.3	Agreeing on recommendations of the second study on improved revenue collection and piloting
	Mixed performance on meeting targets on District financial contribution to programme activities

Whilst most activities (around 70%) have been implemented, outputs produced, and some immediate effects are being felt the 30% still to be completed are key to Programme effectiveness.

Sub-Result 1.1: Local institutions responsible for coastal and marine resource management and conservation in place.

Activities and targets proposed under sub-result 1.1	Status of completion
Draft ToRs for VEMCs (by June 2002), CCCs (by June 2002), Inter-district Task forces -	Completed
Draft Agreements between Districts and VEMS (by June 2002), District and Village Govt. (by June 2002), Districts and CCCs (by June 2002), Districts and Min. of Defence (by March 2001), Muheza District and Tanga Municipality (by Feb. 2002)	Completed.
Finalise MOUs between District and Director of Forestry (by Feb. 2002), Districts and IMS (by June 2002) –	Final draft submitted - not yet signed
Assess capacity of all institutions, including committees (e.g. VEMC, CCC, etc.) (by Dec. 2001, with further finalisation by July 2002 and Jan. 2003)	Completed.
Design and implement capacity-building programme based on the assessment of needs (by August 2002, and Feb 2003)	Training needs assessment done, a training programme designed and is being implemented. However, an institutional capacity assessment has not been done – note capacity broader than skills – disseminated through training.
Develop and establish Regional Resource Centre (opening by July 2002)	Space secured, Centre not equipped with reading resources
Monitor and evaluate institutional performance against ToRs and Agreements –	On-going
Integrate collaborative area management plans into the three District Annual Natural Resources Sector Plans each year	Done, area management plans part of the District Integrated Coastal Management strategy and programme activities district staff annual workplans

All except one of the activities under this sub-result have been implemented and local institutions responsible for coastal and marine resources management have been put in place. The Institutions previously created by the programme such as DTT (District Technical Teams and DTF (District Task Force) have been dismantled and their functions integrated

into the existing District structures. Six sets of ToRs for VEMCs and CCCs were drafted and are part of the Area Management Plans. The Districts and VEMCs agreed that no separate agreement was required spelling out their different roles and responsibilities as these were outlined in the Management Plans, which are therefore regarded as the agreements. The agreements between Districts and the Department of Defence have been signed, but the Director of Forestry has not yet signed the final drafts of agreements between Districts and Department of Forestry.

Activities of the Area Management Action Plans have been fully integrated into the District staff annual workplans. A capacity needs assessment was done together with the training needs assessment and training /capacity building programme developed, and is being implemented. Although space for the Resource Centre has been secured and equipment for it acquired. The Centre is, however, not yet equipped as a library.

The functioning of the Institutions is however being undermined by several factors including localised corruption in certain villages. In Kipumbwi, for example, some members of the VEMC reported that other members of the same Committee were colluding with fishermen practising illegal fishing practices and some District officials to frustrate the efforts of the rest of the Committee in curbing such practices. In Kwale village, one member of the VEMC also reported that some members of the same committee regularly informed those engaged in illegal fishing practise of planned patrol missions, frustrating the effectiveness of the patrol missions. Most VEMCs interviewed felt that the CCCs were not functioning as well as desired, although it is difficult to establish the reasons behind their below par performance. Similarly, most VEMCs felt that the districts were not as responsive to their requests and needs as the Region had been.

Recommendations	
<ul style="list-style-type: none"> It is recommended that the idea of the Resource Centre be revisited with a view to establishing whether there is still a need for such a facility at the regional level. The emphasis during the current phase has been to transfer the management responsibilities to the Districts. The sustainability and usefulness of a stand alone Regional Resource Centre is therefore in doubt. As recommended by the internal review, perhaps it is more sustainable to establish resource “satellites” in the respective Districts, or use structures that will continue to exist “after the programme” such as the Tanga Library or the Museums. 	
<ul style="list-style-type: none"> It is also recommended that the Government of Tanzania, IUCN and Ireland AID urgently find a means of resolving the localised corruption, which could seriously undermine the achievements of the Programme. Some suggestions include civic education, establishment of hotline communication channels, (phones are not a practical suggestion). 	
<ul style="list-style-type: none"> The Programme seems to have equated institutional capacity to skills. A training needs assessment was therefore undertaken and a training programme formulated, which is being implemented. Institutional capacity is however broader than skills and should include, inter alia, systems of management and governance and equipment to facilitate work (computers, means of transport, etc.). This Evaluation Mission did not undertake an institutional capacity assessment either due to two factors: lack of appropriate indicators in the logframe, and inadequate time. It is therefore recommended that an institutional capacity assessment is undertaken urgently, and the findings used as an input for planning the next phase. 	

Sub-Result 1.2: Systems for monitoring the impact of the Programme on resources, environment and livelihoods developed.

The activities and targets proposed under sub-result 1.2	Status of implementation
Project Management Monitoring and evaluation plan final draft (by Oct. 2001)	Monitoring plan completed in Sept 2002, being tested before being reviewed in

Environmental and socio-economic monitoring programmes in place (by July 2002)	2003 An environmental monitoring plan is in place and is constantly reviewed; a socio-economic monitoring system not formulated
Carry out training on monitoring methods, as required and revised if needed (by Dec. 2001)	On-going
Analyse data from monitoring and produce report	On-going

Except for the socio-economic aspect of the monitoring and evaluation plan, all other activities under this sub-result have been implemented or are on going. A final version of the Programme M&E plan was completed in September 2002, and agreed by all stakeholders.

Programme M&E tools, including work schedules and reporting forms for mangroves, seaweeds, fish catch, gender, Programme performance, and education were developed during several meetings between the Districts and Support Unit. The 2002 end of year report states that the Programme has initiated an annual training programme on environmental monitoring especially reef monitoring. One training course for 12 new reef monitors (5 Muheza, 3 Tanga, and 4 Pangani) was conducted in 2002 prior to the usual half yearly reef monitoring exercise. In addition in Muheza, 99 seaweed farmers, 20 VEMC members, and 8 fishers were trained in different types of data collection. The Programme's reef monitoring expert, Mr. Hassan Kalombo is scheduled to attend a "train the trainers" course in Kenya to improve his skills at training other District staff. The "Impact" assessment in Section 3.5 addresses the issue of data collection and management.

The M&E Plan however combines higher level monitoring (impact and results) with a simple practical management tool, making it large, repetitive and complex. Combining the higher level (outcome/change) indicators and the lower level process indicators is tantamount to mixing a monitoring strategy and a monitoring plan, reducing the usefulness of the resultant document for either strategic management or process/ operational management. The current document gives the impression that the logframe has more than 240 indicators to be objectively verified and reported on, which is really not the case, as some of the "indicators" are actually the means of verification themselves.

Because it was developed in a participatory process, the Districts and Community members interviewed on its usefulness defended it strongly, saying it allowed them to track the process of managing the Programme. As Mr. Muhina, the DNRO (District Natural Resources Officer) for Pangani district said – "anybody can now write a progress report for the Programme".

However, the extent to which the M&E Plan is being effectively used is not clear. For example, the review team was informed that the data collection forms filled at the Village level were collected by the District officials and transported to the SU (Support Unit, Tanga) and no copies were available either at the Districts or at the Village. The data is entered into the database at the SU, where quarterly analysis would be done. Hard copies of the data forms and the analysis reports would then be returned to the Districts and to the Communities. Although the "filled data forms were available at the SU, neither the "returned" hard copies, nor the summaries of the analysis reports were available at the Districts or the VEMCs offices. This requires the SU to be extremely vigilant about protecting the data, because loss of the electronic files would be disastrous.

Reefs are monitored twice a year and a regular monitoring report produced, summarising the findings of the semi-annual reef health assessment of all six-management areas. This monitoring is addressed under the Section on "Impact" indicators.

Recommendations:

- There is not much to be gained by modifying the Programme M&E Plan during this phase. However, if the Programme goes into another phase, the M&E Plan should be improved by separating the monitoring strategy from the monitoring plan. The latest version of the IUCN Planning, Monitoring and Evaluation training manual provides a simpler and more robust format.
- It is also unlikely that the design of the socio-economic monitoring framework can be completed and/or used during this phase. Besides, the Programme is doing almost no work on livelihoods, so the usefulness of the monitoring plan is doubtful. It is recommended that this be undertaken in the next phase, if the Programme does get a next phase and taking note of the Gorman and similar survey work (Gorman, M (1995).
- The database programme and files should be produced in hard copy and backed up regularly.

The Programme has changed the fisheries data collection system in early 2002, from a system initiated in October 1995 (Horrill *et al.*, 2001). The review team was informed that a coral reef specialist from Kenya (Dr. T. McClanahan) has contributed towards the design of the new system using FAO guidelines. It was also recognised that the Programme includes fisheries expertise provided by the Districts. Fisheries data is now being collected under the new system at villages where the Department of Fisheries is also collecting data. The reasons for the duplication of efforts at the same sites have not been made clear. On a positive note, the Programme has implemented a very useful technology development for fisheries data entry, by exchanging the previous EXCEL spreadsheet system with a relational database in ACCESS specially designed for the new fisheries monitoring system. This has come about through collaboration with the SADC RFIS Project.

Sub-Result 1.3: Mechanisms/strategies for ensuring financial sustainability developed and implemented.

Activities and targets proposed under sub-result 1.3	Status of implementation
Finalise recommendations to improve revenue generation, select options (by Dec. 2001) and implement recommendations (by 2003)	A second study on sustainable revenue generation was done, a report produced and discussed by the Districts The pilots for improved revenue collection planned.
Investigate other methods of financing with recommendations approved (by Dec. 2002) and implemented (by 2003)	Part of the above study
Increasing District contribution to programme budget: Tanga: Yr. 1 – 6.5%; Yr. 2: 10%, Yr. 3: 15% Pangani: Yr 1 – 2%; Yr. 2: 5%; Yr. 3: 10% Muheza: Yr. 1 – 4%; Yr. 2: 8% Yr 3: 12%	Tanga Muheza – 1.6%

The study on sustainable alternatives of revenue generation was completed by September 2002. However, the Programme felt there was need for a second study. The current status of these activities is presented below⁴⁹:-

“1. The TCCF (November 2002) recommended that the districts and the programme should review the recommendations from the Jambiya consultancy and report back to the next TCCF (March 2003). A second consultancy was not identified as being necessary.

2. Recommendations from the Jambiya consultancy:

- The programme should start a pilot trial,*
- The introduction should be accompanied by a thorough awareness campaign,*
- The target revenue should not increase more than 60 to 70 million Tshs, compared the current 20 million Tshs*

⁴⁹ Email from IUCN dated 04th July 2003

3. *The delays were caused by the need of having reliable data on fish catches and prices, which the consultancy on improved revenue collection should base its recommendations. Therefore a one-year cycle of fish catch data collection was regarded as the minimum. The recommendation for a fishing license fee scaled to gear and average catch is currently in progress having now collected sufficient data for the calculations.*⁵⁰

Sustainable financing is a key issue in the Programme initiatives and impacts. The expectation was that revenue would be accrued from fish licenses, levies, and the mangrove management collaborative plans⁵¹. These sources need Government approval to justify revenue sharing schemes. However, although Government approval in principle is recognised, formal and legal procedures and guidelines are not forthcoming. For instance the new Forestry Act was approved in April 2002, but it is not yet operational. The study on improving revenue from fish catch has been completed, but the proposed strategies need to be piloted, a process that is expected to take at least another year. The mid-term review concluded that *“The delay may frustrate Communities and it is the duty of the Districts to inform and educate Communities about the supportive policies and legislation of the Government, particularly those of forestry and fisheries. Communities seem to appreciate the advantages of cost sharing but are becoming impatient because of delays to approve plans. It would make sense to them if they see tangible results otherwise efforts towards co-management of resources would be negatively affected*⁵².”

Apart from completion of the revenue collection study, the situation remains the same.

District Contributions – The integration of the programme activities into District development plans has been completed⁵³ and Districts have started meeting their financial commitments to support the Programme activities, albeit with mixed performance according to the 2001/2002 annual report. Currently the Districts put seed money to support fisheries and mangrove management activities. All three Districts are contributing towards the financing of programme activities, on time but less than planned for the year 2001, partly due to the contributions only starting from June that year. The contributions towards Programme activities for the year 2001 were: Muheza 2.4% (Tsh. 1,634,000); Pangani 1.7% (Tsh. 806,790), and Tanga Municipality contributed 6% (Tsh. 5,980,000). Present values of contributions for the year 2002 are: Tanga Municipality Tsh. 4,000,000 (11.6%, above target), Muheza Tsh. 1,200,000 (1.6% below the target) and Pangani Tsh. 540,000 (1%, below target).

Recommendations:

- Piloting of the improved revenue collection is carried out in the first year of the next phase, if the programme gets another phase. One option is to implement a pre-paid license system (Jambaya, 2002). However, an alternative that seems more practical and is already in operation, with some teething problems (Shauri, 2003), is to issue licenses to collect revenues through tender with the license fee level based on projected revenue and payable to District and Village.

Result Area 2: Collaborative coastal and marine resource management plans developed, implemented and monitored.

Draft plans have been prepared and approved but not by all necessary parties (Appendix 17). There are legal concerns (Shauri, 2003 draft) and there is a lack of standardisation amongst bylaws (Appendix 8). The links between IG/AIG and collaborative management

⁵⁰ It is already in operation (Shauri, 2003) but there are problems since the license fee based on revenue from landings may have been overestimated.

⁵¹ Richmond M.D., Matiru V., Lugeye S., Kamukala G.L. and Msanga J.P. (2002)

⁵² as above

⁵³ Email from IUCN dated 4th July 2003 – District Co-ordinators, DNROs and DEDs (pers. Comm)

need to be strengthened and care needs to be taken to ensure that IG/AIG meets environmental sustainability criteria.

Sub-Result 2.1: Collaborative area management plans approved and being implemented.

The activities and targets proposed under sub-result 2.1	Status of implementation
2.1.1 Review and update existing management plans	Completed, approval from Director of Fisheries awaited for all of them
2.1.2 Assist villages to implement action plans	Action plans completed and capacity to implement provided
2.1.3 Review and update area mangrove management plan (by end 2001) and plant 50 ha. of mangroves per District	Several mangrove management plans formulated, approval pending for all of them
2.1.4 Maintain and further develop monitoring programmes for all elements of area management plans	Reported on elsewhere
Activity 2.1.5; Plan, develop, implement a cross-border management area plan in collaboration with Kenyan counterpart	Discussions initiated, but planning not done
2.1.6 Assess factors critical to improved seaweed production, reduce conflict, review zoning of closed areas for seaweed farming in 24 villages in all three District	Seaweed farming supported, but no systematic assessment of factors critical to its success was undertaken
Activity 2.1.7: Facilitate development of supplementary income generating activities, where these will directly benefit coastal communities, by identifying organisations with the expertise in this field (e.g. improving agricultural production) and promoting their involvement in the programme	Not done

All Area Management Plans have action plans for implementation, which are being implemented. In addition, VEMCs in six villages (total 58 men and 25 women) received training in micro-planning. A refresher course for ten villages in the management areas was conducted in 2002. Material assistance was provided to all the management areas. This included 40 whistles, 14 torches, 20 plastic sandals, 1 binocular, 14 life jackets, 160 pairs of gumboots, eight weighing scales, 160 rain coats, four communication radios, four beds, four chairs, one dining table. As the mid-term review report stated, *"in general the Programme has made commendable efforts to impart relevant skills and knowledge to support village action plans. The action plans for Pangani were reviewed in July 2001. The closed reefs established by local communities during the Programme have been gazetted under the Subsidiary Legislation of the Fisheries Regulations. To date six closed reef areas have been designated. The target is for a total of 12 (i.e. 2 in each management area). Progress is underway and adequate. The current effort at designating closed and open reef areas is commendable and should be sustained, though it is not clear how many of these closed reef areas were established during Phase 3"*^{54, 55}

Mangrove management plans: One mangrove management plan is completed in Kipumbwi-Sange, but approval by the Director of Forestry has not been done even though the plan was submitted over a year ago. Planning process for two other plans, the Chongoleani and Jambe Island Mangrove Management Plans (collaboration between villages) is on going. Mangrove rehabilitation has started with a total of 115 ha replanted (Tanga: 50 hectare, Pangani: 45 hectares, Muheza: 20 hectares). A total of 210,000 mangrove seedlings have been planted with an average survival rate of 72% (see table below)

⁵⁴ Richmond M.D., Matiru V., Lugye S., Kamukala G.L. and Msanga J.P. (2002)

⁵⁵ It should be noted that the legal designation of at least one closed area specified the management area boundary co-ordinates and not the co-ordinates of the closed area and the period of closure was limited and has now expired.

Table 3.1: Data on Mangroves (source: 2001/2002 Annual report)

District/issue	Tanga	Pangani	Muheza	Total
Area of mangrove management plan	50	45	20	115
Number of seedlings planted	100,000	90,000	20,000	210,000
Survival rate	80%	60%	75%	72%

Villages are now contributing towards the costs of enforcement but these contributions vary from village to village⁵⁶. Some villages feel that they are making an unfairly greater contribution than others are. Further, some village governments had made commitments that were not fulfilled.

Fisheries management Plans: The previous review mission had this to say: “*Collaborative fisheries management plans have been developed, implemented and monitored during the three phases of the Programme. These have attempted to be collaborative in their approach and the results are encouraging. Presently, all 40 villages are involved in coastal management, covered by six fisheries management plans with one currently in a draft format (Boma-Mhandakini). These management plans now cover the entire coastline of the Tanga region*”. The current status of the fisheries management plans is reflected in the status of the area management plans.

Seaweed farming – The programme hoped to support and facilitate successful adoption of improved seaweed production, reduce conflicts and increase benefits to communities through promoting the involvement of other organisations/institutions. The annual report states that by the end of 2002 there are still only two seaweed developers operating in Tanga region. However, ADCI/VOCA has started a project supporting seaweed farmers in Tanga Region in 2003, with financial support by USAID. Preliminary discussions have been held with ADCI/VOCA to determine where both programmes could collaborate. A total of 383 people (about 214 women and 179 men) were involved in seaweed farming. The 2001/2002 annual report estimates that during that year, the farmers had collectively harvested about 58.7 tonnes of seaweed, with a total income of close to 3.5 million T shillings (Muheza 994,736, Tanga: 1,680,950, Pangani 800,000). This gives an average income per seaweed farmer of Tsh. 14,800 though the distribution is rather skewed (Muheza: Tsh 10,000, Tanga: Tsh 30,000 and Pangani: Tsh 4,400). Figures were sought for the entire phase and an indication of percent change requested but this information was not forthcoming.

In 2001 all districts reported conflicts between seaweed farmers and fishers, especially theft of lines and buoys. In 2002, only some incidences were reported from Tanga, which has the largest amount of fishers close to seaweed farming areas⁵⁷. During this mission, seaweed farmers in Kipumbwi indicated that they still had some conflicts with fishermen who destroyed their farms.

Development of Supplementary Income Generating Activities

During the current phase, the Programme aimed at facilitating development of supplementary income generating activities, where these will directly benefit coastal communities, by identifying organisations with the expertise in this field (eg improving agricultural production) and promoting their involvement in the programme.

⁵⁶ Figures still have to be supplied

⁵⁷ 2001/2002 annual report with a verbal update from the TA

The latest annual report indicates that the Programme was to commission a study to identify best practices in the region as well as suitable institutions. By the time of this mission this study had not been undertaken and it is unlikely that it will be undertaken during this phase.

EXAMPLES OF AIG ACTIVITIES in TCZCDP	
4	<p>Facilitating seaweed farming. One Fisheries Officer with the Programme in Muheza district got a grant of \$3,000 from West Indian Ocean Marine Science Association (WIOMSA) to carry-out trials for seaweed raft farming. This is ongoing. The Programme enabled him to get bamboo shoots from Awani forest reserve Muheza district to build the reefs. No other involvement in seaweed.</p>
4	<p>Chongoleani bees Mangrove project has helped the village with honey. The Project has provided 10/42 hives. The balance was provided by the villagers at a cost of Tsh 6,000/hive. Not yet started harvesting. One hive is occupied by wild bees and the Villagers plan that as the hive expands so it will colonise other hives. The Mangrove Project will provide a market once the honey comes online (suggest that the supply chain is kept short, through direct sale to tourists through resorts). Honey price is Ts 2,000 a kilo.</p>
6	<p>Phase II Net exchange Programme In Phase II there was a net exchange programme (e.g Pangani). Beach seine nets have been exchanged for ring nets. The ring nets are now used as drag nets (a damaging use) in, for example, Kipumbui.</p>
	<p>Status Some programme partners feel that this Programme has a greater emphasis on conservation than on improving livelihoods, therefore reducing its relevance to those stakeholders. The Programme has indeed achieved more in improving natural resources management than improving sustainable utilisation. The initial Programme document (IUCN/EARO, 1993) states that the biggest threat to the Tanga coastal resources was a growing population dependent on a narrow base of resources. While population has increased from 150,000 to 287,000 (National Census 2002), the Programme throughout the three phases has done little to increase alternative income generating activities, to supplement the resource base. Indeed, it is possible that the current impacts have been obtained largely due to improved management and enforcement. It can be argued that marginal returns on Programme effort to further improve management and surveillance has started to decline, and no further significant gains (impacts) can be made without addressing the third factor in the equation. This might partly explain why most villages that were visited felt that improvements in management and surveillance achieved so far were beginning to be lost (the other part of the explanation being poor service delivery by the Districts). Understanding of the links between collaborative management and livelihoods improvement were not strong. In at least two cases support for IG/AIG was viewed as a reward for collaborative management and not a consequence or part of it.</p>
	<p>Recommendations It is recommended that the next phase of the programme lay equal emphasis to improving livelihoods linked to consolidating management practices. It is further recommended that an in-depth assessment of potential income generating activities be undertaken (either by consultancy or workshop or both) to identify relevant best practices and institutions. This assessment should be an input into the planning of the next phase.</p>

Sub-Result 2.2: Legal and policy framework for implementation of management plans, with compliance mechanisms, in place.

The activities and targets proposed under sub-result 2.1	Status of implementation
Identify gaps in policies and legislation, including bylaws (by end 2001).	Draft report of consultancy provided and raises a number of key issues (Shauri, 2003).
Promote actions to amend legislation with at least 30% of recommendations on bylaws adopted by end 2002	Not done - Dependent on consultancy findings and recommendations
Evaluate current enforcement activities and make recommendations (by end 2001).	Done, on-going improvements
Continue land and sea patrols and implement 60% of recommendations towards compliance, identified above (by end 2003).	On-going

Review of Current Enforcement Activities and recommendations – The Enforcement Activities were reviewed during a workshop, which was held in October 2002. A workshop report has been drafted by Hassan Kalombo and is in the “workshop report file”. The recommendations were subsequently implemented⁵⁸.

Sub-Result 2.3: Equitable participation of men and women in the planning and implementation of management plans ensured.

Activities and targets proposed under sub-result 2.3	Status of implementation
Assess requirements for ensuring adequate representation by women in collaborative management plans, with requirement assessment of all five management plans completed (by mid 2002).	The programme hopes to increase that numbers of women actively participating in the village government and committees by an average of 30%, a target that seems to have been met (annual report, verbal update by TA). However, targets for elective positions have not been reached yet because up to now there have been no elections.
Implement strategy that includes gender monitoring and training in villages committees of all Districts (by end 2002).	Gender profiles prepared in 1998, 1999 monitoring matrix, baseline data for gender monitoring in 2000., gender training in 2001 (Ingen et., al., 2002) and included in TNI and A (TCZCDP, 2002a).

Assessment of Gender Representation and Monitoring - The Programme intended to undertake an assessment of factors supporting or hindering effective participation of women in collaborative management. The previous review mission reported that the IUCN EARO gender officer had visited the Programme and undertaken an assessment, although it is not clear from their report what was actually assessed. However, the 2001/2002 annual report states that a total of 349 people from the three districts received training in gender issues (Muheza: 13 villages; Tanga: 16 villages; Pangani 11 villages) These numbers included several members of Village Government, VEMCs, & CCCs.

The Programme also hoped to increase that numbers of women actively participating in the village government and committees by an average of 30%, a target that seems to have been met (annual report, verbal update by TA). However, targets for elective positions have not been reached yet because up to now there have been no elections.

⁵⁸ Email from IUCN dated 04th July 2003

Result Area 3: Key stakeholders aware of coastal zone management issues and value and using information to improve management.

Sub-result	Pending
3.1 School children and youth aware of the need for participating in coastal and marine resource management.	Nothing pending – questions of quality
3.2 Support youth clubs with training for the three existing clubs (by end 2002) and minimum of one exchange visit for a school per District per year	Formation of a youth club in Muheza, further training on relevant subjects
3.3. Lessons learned from monitoring documented are shared locally, nationally and internationally	On-going
Summary statement: Activities: All activities undertaken, and outputs produced	

Whilst there is a good degree of understanding there are certain areas where the understanding of collaborative management of shared resources could be improved as exemplified in the case of perceived ownership of mangrove stands.

Uptake of Area Management Concept
<p>Chongoleani - Tanga Municipality - Mangrove management plan</p> <p>The plan was developed and came in through Tanga Programme (document provided) but waiting approval. In asking Chongoleani VEMC about revenue sharing with other villages it was indicated that the mangrove stands were divided by village and there was an assumption of ownership by the village. The extent to which the plan reflects agreement to this division was not determined.</p>

Sub-Result 3.1: School children and youth aware of the need for participating in coastal and marine resource management.

Activities and targets proposed under sub-result 3.1	Status of implementation
3.1.1. Develop and implement environmental education (EE) programmes for schools in Muheza (2), Tanga (10) and Pangani (2) and establish EE Task Force for each District	<p>Three schools have established environmental education (passed target) In Tanga Nine schools established environmental education (missed target by 1). Pangani four schools (passed target by 1)</p> <p>Teachers trained in environmental education related subjects</p> <p>Tanga – 14 target 20</p> <p>Muheza – 6 target 12</p> <p>Pangani – 8 met target of 8</p> <p>Teaching aids for both training teachers and students developed, being reviewed following recommendations from the mid-term review</p>
3.1.2. Support youth clubs with training for the three existing clubs (by end 2002) and minimum of one exchange visit for a school per District per year	Five youth clubs (Pangani 2, Tanga 3) were established against a target of three (one in each District). All club members have been trained in a range of subjects including coastal ecology, planning, data collection and gender. Several members are participating in planning and implementation of area management plans.

There are 91 primary schools and 16 secondary schools in the region

District	Number of Secondary schools	Number of Primary schools
Tanga	12	64
Pangani	3	27
Muheza	1	14

Sub-Result 3.2: Key decision and policy makers and resource users made aware of coastal zone resource management issues and encouraged to use information in decision-making.

Activities and targets proposed under sub-result 3.1	Status of implementation
Provide key information to key decision makers on an as-needed basis	Done – on-going
Organise at least two exchange visits for key decision makers from each District each year	None organised

Sub-Result 3.3: Lessons learned from monitoring documented are shared locally, nationally and internationally.

Activities and targets proposed under sub-result 3.3	Status of implementation
Analyse, document, publish and share lessons learnt	Lessons on gender analysed and published (Ingen et. al., 2002)
Analyse monitoring and evaluation data and draw lessons for use in adaptive management	On going - presentations made at several local and regional meetings (Verheij and Kalombo, 2003).

Result Area 4: Programme Effectively Managed, Monitored and Evaluated.

Everything that was planned has been done and outputs produced (this is not an assessment of the quality of the outputs or how efficient they are).

Sub-Result 4.1: Programme management systems established and maintained in each district and in the region.

Activities and targets proposed under sub-result 4.1	Status of implementation
4.1.1 Develop and implement Programme administration and financial systems (by June 2001).	Done
4.1.2 Facilitate Programme strategic and annual work planning process at District and Region level (for Sept each year).	Done
4.1.3 Conduct training as required with District staff (minimum of two each) and others to ensure required planning, budgeting and reporting skills	Done
4.1.4 Monitor and evaluate programme objectives and activities, in accordance with M&E plan	On-going
4.1.5 Acquire and maintain programme equipment and facilities, in accordance with operational procedures	Done, nothing serious pending
4.1.6 Facilitate development of an exit strategy: initiated (by end 2002) and recommendations finalised (by early 2003) and agreed actions implemented (by mid 2003).	Not done

Sub-Result 4.2: Tanga Coastal Consultative Forum (TCCF) established and its operations facilitated.

The activity and target proposed under sub-result 4.2	Status of implementation
TCCF established and effectively fulfilling its ToRs (by mid 2001)	Done

Sub-Result 4.3: Districts effectively linked to local, regional, national and international institutions.

The activities and targets proposed under sub-result 4.3 result	Status of implementation
4.3.1. Ensure that Central Govt. and institutional support for District responsibilities in collaborative management is improved (cf. sub-result 1.1).	Done but needs expanding and strengthening. See sub-result 1.1.
4.3.2. Facilitate provision of technical support into District programmes through agreements with relevant technical institutions (cf. sub-result 1.1).	Done but needs expanding and strengthening. See sub-result 1.1.

3.3.3 Organisational effectiveness in delivering outputs

“How effective were the approaches and structures in delivering the desired outputs? Did the partner organisations work together effectively? Was the partnership structure effective in achieving the desired outputs?”

There has been some re-organisation of Government structures during Programme implementation to reflect the Government decentralisation process. This has had both positive and negative consequences. On the positive side Programme implementation has been made more local and therefore has greater opportunity to be responsive to local issues. However, this delegation has meant that the skills gained centrally during earlier Phases of the Programme still need to be built at the local level.

The basic participatory approach to Programme implementation was effective in that it maximised Programme ownership by Programme stakeholders. The TCCF is representative of key Programme stakeholders and in this respect helped to build Programme understanding and consensus. However, TCCF has no statutory authority to institutionalise Programme activities within the Government structure.

The responsiveness of Districts to their Programme obligations has been highly variable. There have been stakeholder concerns as to quality of service delivery for some Districts and some comment that response was better under the regional structure. In one example a written request for assistance from a VEMC had been replied to in writing within a few days. In another case there had been no response at all. The degree of document archiving was also highly variable both at Village and District level making it very difficult to track and objectively verify Programme responsiveness.

Concerns were raised by one Village as to the impartiality of local Government. Concerns were also raised as to the level of service delivery provided by enforcement organisations such as the Sea Police and Navy. However, it was also recognised by Villages that community enforcement requires the backing of these organisations.

The issue of overlapping District jurisdictions of collaborative management areas was raised. One village in a District that had a minority representation in a management area felt

disadvantaged and it was indicated that there were associated problems in obtaining funds. The problem of how best to mesh jurisdictional responsibility for areas that have been designated on ecological and resource use criteria is a significant one with respect to management effectiveness. The issue has been the subject of a study (Kamukala, 2003a) and is discussed further in Section 4 on recommendations.

3.3.4 Sharing of Lessons Learned

“Were lessons learned and experiences gained shared with the Programme partners and the wider stakeholder group (including those at the global level)?”

The participatory approach to Programme implementation has led to a sharing of lessons learned and experiences gained⁵⁹. The TCCF contains representatives from national as well as local initiatives and TCCF meetings have provided a forum for networking. Environment Curricula and youth clubs have also been used for dissemination purposes. Schools have taken part in international environmental competitions. The Programme has fed experiences gained into national initiatives such as the National Mangrove Management Programme and the National Integrated Coastal Environmental Management Strategy (Division of Environment, Vice-President’s Office, 2003b).

Technical reports have been supported and disseminated through IUCN on collaborative reef and reef fisheries management (Horrill, et., al., 2001) and on gender equity in coastal zone management (Ingen et., al., 2002). In addition a presentation has been made at an international symposia concerning the Tanga experience (Verheij and Kalombo, 2003). This latter paper provides the substantive basis for the discussion on “Lessons Learned” presented below.

However, there is a need to strengthen and build on this legacy. The best practice guidelines approach to Programme delivery still needs to be developed for IG/AIG and for other key Programme activities. The large number of documents produced by the Programme are not readily available and archived and this valuable material could easily be lost.

3.4 “Efficiency”

It is extremely difficult to assess the efficiency of delivery of specific outputs because it requires appropriate and comparative information with other Programmes. In addition efficiency of delivery needs to be taken in the context of Programme relevance, effectiveness, impact and sustainability. Qualitatively it is evident that the Programme has been delivered efficiently and with good will. Where there have been inefficiencies this is more likely due to the technical and administrative complexity of the Programme and to problems with resourcing than to deliberate wastage.

The average investment of the Programme in the three coastal districts is \$US2-\$US3 per person per annum. This compares with an average per capita investment from overseas aid of \$US29 per person per year. It has been reported⁶⁰ that the potential return from fin fisheries from effective revenue collection in the six management areas could be significant and provide a good return on Programme investment. The potential efficiency of the Programme is therefore significant.

⁵⁹ See sub-result 3.3 in Section 3.3.2.

⁶⁰ TCZCDP, 2003a

3.4.1 Resourcing

“Were the available technical and financial resources adequate to fulfil the Programme Plans?”

A detailed budget for delivery of the Programme Plans is an integral part of the M&E Plan. The budget has not been fully spent partly because of delays in initiation and delivery of certain activities. The reasons for the delays are primarily administrative as suggested in Section 3.3.1. In addition the level of staffing within the SU seems rather small considering the large amount of activities that need to be implemented. This means that certain activities have been undertaken at a superficial level and have not been consolidated (although it must be emphasised that Programme staff have made admirable efforts to deliver). More time and thought and external review could have been provided for certain data collection forms (see Impact assessment). More training of patrols would have improved the use of data collection forms. Data entry and archiving of reports and other materials might have been more advanced had more staff been available to process the information.

The impression was also gained that funds are not adequate to pay allowances for dissemination and extension work and for patrolling. There seems little doubt that with more resources more schools could be visited and more patrols could be undertaken. An issue concerning the size of boats was raised and perhaps funds for purchase of larger boats would have resolved this problem.

3.4.2 Use of resources

“Were the resources used in an optimal manner, and funds spent in accordance with the Programme plans and using the right procedures?”

The resources were generally used in an optimal manner. If there is any comment to make it is that: (a) the limited number of SU Staff; (b) the large number of activities and; (c) the lack of delegation of these activities to non-SU Staff has resulted in sub-optimal delivery of some Programme activities (data form design, data collection, data processing and document archiving being cases in point).

There has been a mixed experience from the process of sub-contracting particular expertise in support of the Programme. Sub-contracting reduces SU workload if the sub-contract delivers. If the sub-contract does not deliver it can be very time consuming to sort things out. There is also an inefficient learning curve in sub-contracting since the sub-contractor does not know as much about the Programme as a long-term member of the technical staff.

The Programme has had both bad and good experiences in sub-contracting. The TNI and A process provides a good experience. On balance sub-contracting provides a focus for delivery and accountability particularly if it is outputs based (ie. payment on delivery).

The Programme Audit document (Deloitte & Touche, 2002a) raised certain issues requiring clarification from the Programme. These clarifications were forthcoming and seemed to be satisfactory. It follows that funds have been spent in accordance with the Programme plans and using the right procedures.

3.4.3 Problem solving

“Were there any unforeseen problems, how well were they dealt with?”

There were no major political, social or economic upheavals during the Programme. The Government reform Programme designed to increase Regional and District autonomy, the

delay in mobilisation of the TA, and the late delivery of the M&E Plan were not foreseen. All these issues were dealt with by the Programme but have led to some delays.

3.4.4 Programme Partners

“Were the capacities of the Programme Partners adequate?”

At the general level none of the Programme partners should have committed to the delivery of such a complicated Programme. Separately or collectively somebody should have taken responsibility for simplifying things. It is a tribute to the dedication of the SU and Tanzanian stakeholders that so much has been achieved in the face of such complexity.

The human capacities of the Programme Partners to assimilate the Programme were adequate. However, there were constraints in resourcing leading to a reduction in efficiency of Programme uptake. For example staff who would have increased the efficiency of Programme delivery were not available for a sufficient amount of time because of other duties or because there were no allowances for them.

3.4.5 Programme Partner roles

“What have been the roles of the donor, IUCN, Programme partners, and staff and were they appropriate?”

Ireland Aid : Concerns were expressed about the high level of perceived intervention by the Donor in an earlier Phase. However, this concern was not raised in the present Phase. A representative of Ireland Aid was involved in the mid-term review of Phase III and an Ireland Aid nominee was involved in this evaluation. This involvement is appropriate provided that it does not undermine the impartiality of the process. It is to be noted that Ireland Aid was highly supportive of the end of Phase III evaluation process.

IUCN: The Eastern Africa Regional Office of IUCN – The World Conservation Union, based in Nairobi provides technical advice and manages the programme on behalf of the donor agency, Ireland Aid. Concerns have been expressed by the donor at the value added being provided to the Programme from the management fee being charged. However, it should be noted that the fee seems to be comparable to that charged by Universities in the UK. In the case of Universities the management fee is not usually used for technical support. The donor also expressed concern that there has been insufficient IUCN analyses of Programme reporting. Whilst some of the team understood that this problem had now been addressed this was not the understanding of the Ireland Aid representative. The following recommendation addresses this concern.

Recommendations

It is recommended that consideration be given to preparing a memorandum of understanding (MOU) between the Parties to any extension specifying clear responsibilities and expectations for analysis of reports.

IUCN has made some effort to provide support and direction to the Programme using its regional and global thematic programme base and associated network of experts. However, there was only limited evidence that specific technical guidelines developed by IUCN were being used to support delivery of the Programme. It would have been appropriate to have seen many more documents like the “Gender Equity” publication by IUCN (Ingen et., al., 2002) that “Think Global-Act Local” and more cases of relevant experts coming to Tanga to transfer specific knowledge and facilitate the dissemination of information from the

Programme to the global community. IUCN has a wealth of dissemination materials⁶¹ that would help Programme delivery and minimise “re-inventing the wheel”.

Government and Civil Society: Government and Civil Society showed a commendable commitment to the Programme. There are social and cultural constraints that limit a service delivery ethic in the public sector but for every Official that felt that s/he was owed a living there was another who wished to serve the Community. Commitment tended to be limited by practical administrative constraints (lack of allowances) and by the need to spend time on other non-TCZCDP Programme activities.

SU: The SU staff are to be congratulated on their efforts to deliver all the components of a “busy” complicated Programme. However, it would have been better if the SU had been given a framework that would have provided more opportunity to consolidate delivery of these components.

3.4.6 Efficiency of management self monitoring

“ Was there an effective process built in to the Programme management structure for self-monitoring and assessment as part of the team meetings, reporting and reflection?”

It is assumed that this question applies to the SU. There was no evidence of an effective process built into the Programme management structure for self-monitoring and assessment. However, SU accountability to the TCCF, the mid-term evaluation, the annual reporting process and visits by IUCN management provided opportunity for external monitoring and assessment. No doubt such a self-monitoring and assessment process would have increased the efficiency of Programme delivery particularly within a small and closely-knit Unit.

3.5 “Impact”

The Programme has had a definite positive impact on the perceived state of the coastal environment in the management areas. This perception is to some extent backed-up by monitoring⁶². Available data suggest that coral cover has improved after the 1998 El Nino event, mangrove cover has increased since 1990 in the Tanga area and the incidence of blasting is declining.

The foundations for monitoring of impact indicators have been laid with recording forms for several key impact indicators. Innovative approaches used to ensure sustainability such as joint patrols and standardisation with national and international initiatives are being explored. Data management systems are being developed.

On the less positive side successful prosecutions are limited due to delays in court procedures and poor evidence gathering. Large amounts of data are being collected but relatively few people are available to process the data and this could be a constraint to effective monitoring.

⁶¹ for example: (1) Programme Seven in the “Hands On-Ideas to Go” series (www.tve.org) sees how sea moss cultivation may be the answer for fishing communities in St Lucia who don't have the chance to reap any benefits from the Tourist trade”; (2) Borrini-Feyerabend, G., Farvar, M. T., Nguingiri, J. C. & Ndangang, V. A.: *Co-management of Natural Resources: Organising, Negotiating and Learning-by-Doing*. GTZ and IUCN, Kasperek Verlag, Heidelberg (Germany), 2000 available from <http://www.eldis.org/manuals/toolspart.htm> provides participation guidelines for co-management.

⁶² Although many of these indicators have not been subject to rigorous scrutiny (see Appendix 9).

Data collection, processing and presentation systems need to provide relevant and accurate summary information needed by decision-makers. The Sea, shore and mangrove patrols need to collect appropriate evidence to support prosecutions. For example the Marine Patrolling Form does not have a listing of legal references for key offences. Such a list would facilitate formal charging and collection of evidence (see case study below).

REPORTING OF DESTRUCTIVE FISHING (blasting)
A blasting incident report filed in Chongoleani village did not use the word “blasting”. The phrase “destructive fishing” was used because of fear of repercussions. Reduction in blasting is a key indicator of programme effectiveness and impact. Long term trends in blasting show less than 20 blasts a year in 1999-2000 (Horrill, et. al., 2001, P. 12) with an increase to 35 blasts in 2001 and a decrease to 26 blasts in 2002 (TCZCDP, 2003a, p. 15). If blasting is not being reported appropriately then the reduction may reflect inappropriate reporting rather than an absolute reduction. Rigorous reporting becomes even more important if it is for collection of evidence purposes.

There is only limited monitoring of the social impact of the Programme. In addition, whilst there is potential for using the Programme to make comparisons with non-programme areas, this has been done only incidentally for mangrove cover and not for other indicators.

Comments from IUCN concerning this issue of comparisons are noted below:-

Comments from IUCN concerning inside/outside Programme area comparisons
Control and Impact comparisons are desirable and powerful for detecting the impacts of management interventions though are weak if not combined with Before and After comparisons (i.e. BACI designs for monitoring environmental impacts, Underwood 1994). However, such designs are not always possible for logistic reasons. In the TCZCDP, the six management areas are contiguous and therefore, for the length of coastline encompassed by the TCZCDP (the three Districts), there is no area that can be designated “outside” the management areas.
In such cases alternative approaches are possible and these include (i) replicate the treatment (the management intervention), with the assumption that if the same change is detected several times, this provides some evidence for the impact of the treatment; (ii) monitor the intervention over time and analyse trends. If monitoring is done Before and After the intervention this is more powerful. Trend analysis is particularly common in fisheries assessment, where invariably there are no areas that are not fished. True, such analyses (typically regression) are hypothesis generating rather than hypothesis testing. Nevertheless, they can provide convincing evidence of change, and this may be attributed to the management intervention.
Both approaches (i and ii) are being used by TCZCDP.

It should be noted in the context of the above comments and also recommendations presented below that even where such comparisons are not possible as a Programme activity the M&E systems should complement/adopt best practice initiatives that can support comparisons (ie. under the International Coral Reef Initiative). Certainly IUCN is in an ideal position to facilitate this approach where appropriate and practical.

Notes on Government and Village level meetings have been used as background for drawing the conclusions concerning attitudes and opinions of Programme impact. A summary of the limited number of informal Village level interviews is presented in Table 3.2 below.

Table 3.2: Impact status of indicators from informal interviews

Category Indicator	Number		Status* Average
	Don't know	Know	
Access to budget	7	3	0.50
Access to resources	0	1	3.00
Consensus	1	9	2.90
Coral health	1	11	3.67
Decision making	0	2	3.50
Destructive fishing	0	12	3.64
Education	0	12	3.75
Fish abundance	0	12	3.92
Income	0	11	3.00
Mangrove health	0	12	4.08
Non financial benefits	0	1	1.00
Other benefits	8	12	2.11
Other issues	1	0	-
Participation	0	12	3.25
	18	109	3.5

**Status figure reflects average of individual status figures excluding "0" (don't know). (1 = very negative to 5 = very positive)*

The table shows, for example, that of ten individuals/small groups asked about access to budget seven responses did not know and three provided an answer. Of the three that provided an answer the response was very negative (less than 1). In other words the perception concerning access to budget was that it was poor. On the other hand respondents were, for example, positive about mangrove health (average 4.08) and reduction in destructive fishing (average 3.64). Overall the response was slightly above average (3.5) suggesting a slightly positive impression of Programme delivery. The low number of "don't know" responses is an indicator that there is relevant understanding of the state of key indicators of Programme delivery.

Fourteen impact indicators have been selected⁶³ from the purpose to goal and results to purpose levels from the logical framework and M&E Plan. An additional "relative" impact indicator is suggested below⁶⁴. Documented sources of verification for the indicators are provided in the text and footnotes. The following presents an assessment of the status of these indicators for the Programme and associated recommendations.

1. Additional Impact Indicator: Tanga Programme impact indicators show improvement relative to other coastal areas of Tanzania and linked to specified interventions	
Status	Recommendations
TCZCDP is not undertaking any comparative evaluation although efforts are being made to develop and meet national standards for data collection, which would allow such comparisons (see also comments from IUCN above).	Build capacity for and collect information to national and international standards for (1) reef health, (2) mangrove health; (3) fisheries; (4) socio-economics (see below). Collect/compare information from Tanga region and other regions as appropriate and possible.
NOTE: See status/recommendations for other impact indicators	

⁶³ See meeting notes for 24th June 2003

⁶⁴ At least two of the four impact questions detailed in the evaluation matrix relate to comparisons.

2. Percent increase in household incomes from marine resources	
Status	Recommendations
Information on fish landings and estimated value ⁶⁵ are provided (TCZCDP, 2003 p. 9 and Annex 3 page 21) but not broken down by year. Information on seaweed harvests is provided (TCZCDP, 2003 page 13, Annex 3 p. 10) but is not presented/analysed over time. There have been no household income surveys in Phase III ⁶⁶ though there were earlier socio-economic surveys (Gorman, M, 1995) that provide some baseline information. A survey funded by the World Bank is reportedly underway.	(1) See analysis for "landings" form in Appendix 9. (2) Seaweed harvest data collection forms should be reviewed and efforts made to collect information on invertebrate landings. (3) (a) Review existing household income information, including ongoing and earlier survey information (Gorman M, 1995); (b) Develop and test an income and investment survey meeting PRS criteria for marine resources; (c) undertake the survey annually in the Programme area and elsewhere in the Tanzania coastal area.
Note: It is important that the survey determine the equitable spread of income per unit effort (ipue) from marine resources. The survey should also determine the investment (time, money).	

3. (a) Percent increase in purchasing power in general and (b) percent increase in purchasing power as reflected in goods stocked and being consumed by communities.	
Status	Recommendations
There have been no household expenditure surveys in Phase III ⁶⁷ though there were earlier socio-economic surveys that provide some baseline information. A survey funded by the World Bank is reportedly underway.	(1) (a) Review existing purchase/goods stock information, including ongoing survey information; (b) Develop and test an expenditure/goods stock survey meeting PRS criteria for the Programme area; (c) undertake the survey annually in the Programme area and elsewhere in the Tanzania coastal area.
Note: It is important that the survey determine the equitable spread of expenditure.	

4. 100% of Tanga coastline under effective collaborative area management plans for conservation of coastal and marine resources	
Status	Recommendations
Draft management plans have been prepared for 100 % of the Tanga Region coastline (all 6 management areas) but none have been approved at the higher levels (see appendix 8).	The legal basis for collaboration needs to be identified and the plans should be developed, approved and implemented to reflect explicit legal and voluntary commitments and not assumptions concerning these commitments.
Note: Shared Government/Community patrolling and reef monitoring is evidence of collaborative management. However, the area management planning process does not yet reflect the legal framework and needs to be better integrated into the Government planning process. There are insufficient funds to continue even with core Programme activities if the Programme ends.	

⁶⁵ TCZCDP (2001, p. 20) shows a reducing trend in income for all gears combined from 1996 to 2000.

⁶⁶ Data are collected on contributing indicator see below (% increase in quality and quantity of marine resources being harvested on a sustainable basis)

⁶⁷ Data are collected on contributing indicator see below (% increase in quality and quantity of marine resources being harvested on a sustainable basis)

5. 100% reduced incidence of destructive practices	
Status	Recommendations
General feeling that things were getting better. Blasting has reduced from 35 blasts in 2001 to 26 blasts in 2002 ⁶⁸ (TCZCDP, 2003, page 15). No data are reported for beach seining in Pangani and Tanga for 2002 but a reduction of 70% in beach seining is reported for Muheza. No records of destructive practices in Mangroves. Evidence of substantial efforts at rehabilitation and that mangrove cover in Tanga has increased by 150 ha (TCZCDP, 2003 page 12). Healthy mangrove previously reported as degraded seen at Kipumbwi and replanting verified at Chongoleani.	See analysis for "Patrolling" form (appendix 9)
NOTE: Blasting information is reported by fisherman and patrols. However, Chongoleani blasting report did not use the word "blasting". The word "destructive fishing" was used because of fear of repercussions.	

6. % increase in quality and quantity of natural marine resources: Fish abundance	
Status	Suggested improvements
Stakeholder consensus that fish abundance has improved. Information on fish landings and estimated value are provided (TCZCDP, 2003 p. 9 and Annex 3 page 21) but not broken down by year or by catch per unit effort ⁶⁹ . Reef fish populations reportedly improved (TCZCDP, 2003, p. 11) but using rare key indicators. No indication of quality (based on diversity).	See analysis for "Reef Fish" monitoring and "Catch landing" forms in appendix 9. Quality best estimated from diversity.
Notes: No percent specified. Natural resource productivity cannot increase indefinitely.	

7. % increase in quality and quantity of natural marine resources: Coral cover	
Status	Suggested improvements
Table (TCZCDP, 2003 page 11) reports an improvement for the older management areas with not long enough to detect improvement for the newer ones. No indication of quality (based on diversity).	See analysis for Reef Fish monitoring and Catch landing forms in appendix 9. Quality best estimated from diversity.
Notes: No percent specified. Natural resource productivity cannot increase indefinitely.	

8. % increase in quality and quantity of natural marine resources: Invertebrates	
Status	Suggested improvements
Table (TCZCDP, 2003a page 11) reports on the status of sea urchin populations. Several other invertebrate species are also monitored. No indication of quality (based on diversity).	See analysis for Reef Fish monitoring and Catch landing forms appendix 9. Quality best estimated from diversity.
Notes: No percent specified. Natural resource productivity cannot increase indefinitely.	

⁶⁸ TCZCDP (2001, p. 12) shows substantially less than 20 blasts per year in 1999-2000.

⁶⁹ TCZCDP (2001, 20) catch per trip is constant from 1996-2000 though any trend is masked by large year to year fluctuations (1997 and 1999 were relatively bad years). Data may not take note of duration of fishing trips.

9. % increase in quality and quantity of natural marine resources: Mangrove Cover	
Status	Recommendations
Evidence of substantial efforts at rehabilitation and that mangrove cover in Tanga has increased by 150 ha (TCZCDP, 2003 page 12). Healthy mangrove previously reported as degraded seen at Kipumbwi and replanting verified at Chongoleani.	See analysis for "Mangrove" monitoring form appendix 9. Quality best estimated from diversity.
Notes: No percent specified and should be since natural resource productivity cannot increase indefinitely. Mangrove cover is not monitored within the Programme only height of trees.	

10. % increase in quality and quantity of marine resources being harvested on a sustainable basis: Fisheries	
Status	Recommendations
Stakeholder consensus that fish abundance has improved. Information on fish landings and estimated value ⁷⁰ are provided (TCZCDP, 2003 p. 9 and Annex 3 page 21) but not broken down by year or by catch per unit effort ⁷¹	See analysis for Reef Fish monitoring and Catch landing forms appendix 9. Quality best estimated from diversity.
Notes: No percent specified. Natural resource productivity cannot increase indefinitely.	

11. % increase in quality and quantity of marine resources being harvested on a sustainable basis: Mangrove	
Status	Recommendations
Information on mangrove harvests is presented (TCZCDP, 2003, p. 12). Data are not provided to determine quality.	See analysis for "Mangrove" monitoring form appendix 9. Need to monitor abundance of selected animal indicators in mangrove (eg. juvenile fish, mangrove crabs, honey bees etc.) Also need to identify quality indicators.
No percent specified and should be since natural resource productivity cannot increase indefinitely. Quality is not assessed.	

12. % increase in quality and quantity of marine resources being harvested on a sustainable basis: Algal cultivation	
Status	Recommendations
Information on seaweed harvests is provided (TCZCDP, 2003 page 13, Annex 3 p. 10) but is not presented/analysed over time.	It was not possible to evaluate the algal landings form in the time available. Need to review form and identify quality indicators.
No percent specified and should be since natural resource productivity cannot increase indefinitely. Quality is not as sessed.	

13. % increase in quality and quantity of marine resources being harvested on a sustainable basis: Invertebrates	
Status	Recommendations
The programme presently collects no harvesting information on marine invertebrates.	Consideration should be given to monitoring landings of key invertebrates.
No percent specified and should be since natural resource productivity cannot increase indefinitely. Quality is not assessed.	

⁷⁰ TCZCDP (2001, p. 20) shows a reducing trend in income for all gears combined from 1996 to 2000.

⁷¹ TCZCDP (2001, 20) catch per trip is constant from 1996-2000 though any trend is masked by large year to year fluctuations (1997 and 1999 were relatively bad years). Data may not take note of duration of fishing trips.

14. % increase in contribution from District budgets and other sources of funding a (including village govt. councils, central govt. and other revenue generation schemes)	
Status	Recommendations
In 2002 Tanga Municipality contributed 10% more than the agreed percentage whilst Muheza and Pangani were below the agreed percent (TCZCDP, 2003, p. 9 and Annex 3, p.21-22). Even if met these agreed contributions are not sufficient to support Programme activities on their own and there is currently no exit strategy. Two of three districts indicated that it would be difficult to meet their commitment to programme budgets in 2003-4 and one appeared not to have submitted a Programme related budget (Pangani).	(1) Review/assist in District budget preparation and ensure that, whilst it is relevant to the TCZCDP, it is not "Programme" justified and likely to be ended at the end of the Programme. (2) Review recommendations for fish landings revenue generation ⁷² (3) See Evaluation Team main recommendations.
Notes: No exit strategy is in place by any of the Districts.	

15. Effective Monitoring Systems in place and utilised for decision making	
Status	Recommendations
See other impact indicators	(1) Monitoring should be focussed on accurate completion of appropriate (impact) monitoring forms (2) Monitoring forms should be designed to be action/results oriented as well as state and pressure oriented. (3) Systems should be provided and used so that data from Monitoring forms can be consolidated to produce Monitoring Summaries in formats that are of use to Decision-makers. (4) Meeting Agenda Items and subsequent Actions to be taken should refer to specific Monitoring Summaries. (5) Status of Actions taken should be reported in subsequent meetings particularly noting whether the outcomes are pending, satisfactory or unsatisfactory. (6) There should be regular independent audit of this process with a view to improving it.
Effective monitoring systems in place is a consolidation of the monitoring indicators described above. The degree of utilisation for decision making is the key indicator.	

3.5.1 Behaviour

"Did the Programme bring about desired changes in the behaviour of people and institutions?"

Such a question is best answered from an attitude and opinions survey benchmarked before the Programme and repeated during the life of the Programme. This survey has not been undertaken and the question can, therefore, only be answered subjectively.

⁷² It is suggested that consideration be given to issuing licenses to legally recognised bodies to collect landing fees. The licenses should be issued as a result of competitive tender (this may be the same system as the Beach Management Unit system in Lake Victoria). The license fee should be based on estimated landings and be payable to Government (District and Villages) at an agreed percentage. In other words the fees are collected and distributed in the same way as before but using commercial parties and not Government Officials. The percentage given to Government may be lower because of management charges but the overall revenue should be higher due to more effective collecting.

The Evaluation meetings and Village correspondence indicated a high level of understanding and awareness of the links between effective collaborative management and the good condition of natural resources. To some extent this understanding and awareness is becoming culturally ingrained. However, some Community level responses suggested that the concept of collaboration was skin deep and a means to obtain, rather than share, ownership.

The attitudes and opinions at Government level were variable with certain persons having a high service delivery ethic (sometimes constrained by lack of resources) and others feeling that they were owed a living. Most significantly there is a need to strengthen understanding amongst local civil servants of the principle that natural resources are national assets (if necessary secured through compensation of any local traditional users) which have been loaned/assigned on the condition that they are sustained.

3.5.2 Unintended Impacts

“Were there any unintended positive or negative impacts arising from particular outcomes?”

There is no doubt that the participatory nature of the Programme has increased the confidence and ability of stakeholders to work together. In some cases collaboration has resulted in improvements in village infrastructure. For example one village had provided lighting for a fish landing site. Another had built a pharmacy.

Conflict between trap/net fishermen and algal cultivators has been an unintended negative impact. The algal cultivation attracts fish. When the fishermen come to fish they damage the algae and associated infrastructure. The problem can be resolved positively through discussion since fishing does not need to cause damage if it is done carefully.

3.5.3 Longer term changes

“Longer-term changes – Have these changes resulted in an improvement in the lives of people and a more efficient use of resources upon which they depend?”

One Community indicated that they could now send their children to secondary school because of improved revenue from marine resources. A Government official indicated that more children were coming to school with shoes. However, whether these improvements are due to the Programme remains to be proved based on a socio-economic assessment.

3.5.4 Without Programme scenario

“What would have been the likely situation (of the environment and its management) without the Programme?”

It is evident that there have been improvements in the condition and management of natural resources as a result of the Programme. It is very possible that without the Programme dynamite fishing would have continued unchecked and that other destructive fishing practices would have been much more prevalent. Conflict would be the rule and collaborative management the exception rather than the other way round. However, the institution of collaborative management remains vulnerable as evaluated further in the assessment of Programme sustainability.

3.6 “Sustainability”

The Programme has taken a number of initiatives to ensure that the good management legacy of the Programme is sustainable. These include: (a) institutionalisation of Programme activities in Government and communities; (b) heightened awareness of the importance of conservation; (c) streamlining of environmental education into school curricula. However, these gains are not presently sustainable because core activities still depend on external funding. Strategies to improve revenue collection still have to be tested and implemented and service delivery by Government needs strengthening including collection of evidence, enforcement, budgeting and document referencing.

Notes on Government and Village level meetings have been used as background for drawing the conclusions concerning attitudes and opinions over sustainability. A summary of the small number of informal Village level interviews in table 3.3 below shows responses to questions concerning the status of key indicators of Programme sustainability.

Table 3.3: Sustainability status of indicators from informal interviews

Category Indicator	Number		Status* Average
	Don't know	Know	
Access to budget	7	3	1.7
Access to resources	0	1	3
Consensus	2	8	2.9
Coral health	3	9	2.1
Decision making	0	2	4
Destructive fishing	1	10	2.3
Education	1	11	2.8
Fish abundance	0	12	2.3
Income	1	10	2.8
Mangrove health	0	12	2.6
Non-financial	0	1	1
Other benefits	8	11	2.2
Other issues	2	0	-
Participation	1	11	3
	26	101	2.5

**Status figure reflects average of individual status figures excluding “0” (don’t know). (1 = very negative to 5 = very positive)*

For example of ten individuals/small groups asked about whether access to budget would continue after the Programme seven responses did not know and three provided an answer. Of the three that provided an answer the response was negative with an average of 1.7 (the impact assessment indicated that current access to budget was also negative). In other words the perception concerning access to future budget was that it would be poor. The perception of sustainability was slightly above average for “access to resources”, “consensus”, “education”, “mangrove health” and “participation”. The average response for all indicators was below average (2.5) suggesting a slightly negative impression of Programme sustainability. The relatively low number of “don’t know” responses is an indicator that there is relevant understanding of the state of key indicators of Programme delivery.

3.6.1 Benefits

“Was the approach used likely to ensure a continued benefit from the Programme (ie. the contribution to the overall goal and purpose) after the end of the Programme?”

The Impact of the Programme is addressed in Section 3.5 above. There is no doubt that the participatory approach used by the Programme has developed a substantial Programme legacy and that there will be a continued benefit from the Programme after the end of the Programme. However, it is debatable whether this benefit will be sustained for long. A lot of administrative procedures still need to be strengthened. For example the bylaws need to be standardised across management areas to strengthen collaboration and there needs to be improved data collection and processing and general document referencing and filing. It seems more likely that these constraints reflect problems of Programme design complexity rather than approach. More time and effort using the same approach would deliver.

There is no institutional home for the Programme to take the place of the TCCF and SU and it is debatable whether the stakeholders will continue to collaborate without such a home.

The approach has included substantial efforts to mobilise Government funding for Programme activities and to explore and apply systems for generating revenue. However, there has been no clear focus on how to deliver core Programme activities after the end of Donor funding. In other words the approach has failed to adequately focus on “post project preparatory planning”. Whilst an “Exit Strategy” is required it has not been developed by the due date. This may have reflected a lack of emphasis on this key deliverable.

3.6.2 Level of Participation

“Were all key stakeholders sufficiently and effectively involved? Were their expectations met and were they satisfied with their level of participation?”

The answer is yes and reflects a great success for the Programme.

Representation at Village level meetings might have been better both in numbers and gender balance. However, there were administrative reasons for this (lack of notice, wrong time of day etc). There was virtually no criticism of the Programme from any source. The limited criticism related to Government service delivery. Expectations were realistic and generally appeared met although there was concern at the lack of support for IG/AIG from some quarters.

3.6.3 Capacity to deliver

“Do partners have the capacity to continue to implement all initiated activities? Are they able to raise adequate material and financial resources?”

The answer is generally yes provided that there is adequate resourcing and an appropriate institutional home for administration of ongoing Programme activities. However, the impact assessment in Section 3.5 indicates that there needs to be further technical and financial support for delivery of key Programme outcomes (for example for collection of evidence and data management).

The material and financial resources that have been mobilised by the Programme are not sufficient to continue with core Programme activities after the end of the Programme. There are opportunities for revenue generation and Government subvention but they have not yet been realised.

3.6.4 Additional measures

“Are alternative or additional measures needed and, if so, what is required to ensure continued sustainability and positive impact?”

The answer is yes. The recommendations presented in Section 4 below and detailed in Appendix 7 specify the requirements.

3.7 Key Questions

The evaluation of the four key questions asked of the Programme is presented below.

Key question	Status
Raised awareness of and changed attitudes towards natural resources use and management;	Curriculum development and other dissemination activities have built an understanding of the need for natural resources management. This legacy needs to be built on and consolidated with an emphasis on producing and disseminating best practice case studies for IG/AIG and the benefits of collaborative management of management areas. There is a constraint due to limited funds for educational extension and dissemination work (particularly for allowances) which needs to be addressed.
Improved management and practices;	Stakeholders clearly feel that, with focussed assistance in key technical areas, they have the management capability to sustain the Programme legacy. Key environmental state (reef and mangrove health, fish landings) and pressure indicators (blasting) have reportedly improved due to improved management. The 2002 Training Needs Investigation and Assessment (TNI&A) process was participatory and reflected the needs of the stakeholders and should be viewed as a “best practice” process. If regularly undertaken and implemented it will be a major tool for improving management and practices. There is an ongoing need to develop and deliver systems for improved monitoring, enforcement, revenue collection, budget planning and document archiving. This will support increased accountability for service delivery and hopefully improve service delivery.
Created alternative and sustainable means of supporting livelihoods to reduce pressure on marine resources;	Income Generation (IG)/Alternative Income Generation (AIG) is highly relevant to the needs of stakeholders. It appears that the emphasis on this aspect of the Programme has not been as great in Phase III as in earlier Phases. It should be a significant element of TCZCDP. Development, testing and delivery of IG/AIG case study/best practice guidelines based on pilot studies would have been an optimal way of delivering this requirement. The guidelines should relevantly and effectively link IG/AIG to alleviation of pressure on marine resources. An understanding of this link will strengthen sustainability of the IG/AIG legacy.
Created a social capital – a legacy that will ensure sustainability.	The programme has been effective in creating goodwill and understanding through using a highly participatory approach. Stakeholders are now well informed and have a good understanding of the Programme although acceptance of the issue of shared ownership needs strengthening. The Programme has not yet delivered an “Exit Strategy” or provided all of the key management systems needed to sustain that legacy. The potential return from fin fisheries from effective revenue collection in the 6 management areas could be significant and provide an efficient return on investment.

3.8 Lessons Learned

Lessons learned from the Programme are based on those developed from a long-term perspective of the Programme. Lessons learned from the Evaluation itself are detailed in Section 3.2.

The 2002 Annual Report⁷³ and Phase III Mid-Term Review⁷⁴ refer to lessons learned but do not detail them. However, a case study paper on the Programme⁷⁵ provides a detailed list of lessons learned. The lessons learned that were presented are listed below and evaluated.

1. The 'pilot' village approach may not be suitable for areas where large numbers of villages use the same resource.

This lesson has also been learned from other projects dealing with the collaborative management of coastal resources. The lesson learned has been used by TCZCDP to develop and introduce an area management approach in which there is collaborative management of shared resources within ecologically defined areas.

The Evaluation fully accords with this lesson and its application.

Recommendation

Continue to support the existing collaborative area (ecological, stakeholder use) management approach to Programme implementation.

2. As identified in natural resource programmes worldwide, involving women is essential and increases chances of success.

It is evident that that gender equity is a key issue to TCZCDP⁷⁶ and that every effort has been made to address it. The percentage female participation reported in meetings is high and almost achieves the targets set. However, female participation in Village level evaluation meetings was not as high as might have been hoped. It is important that this lesson is constantly evaluated and applied during Programme implementation.

Recommendation

Continue to focus on delivering and monitoring delivery of recommendations from the Ingen et al., 2002 report.

3. Capacity building after decentralisation took longer than anticipated, and training needs to be directed at all stakeholders' not just personnel directly involved in implementation of programme.

The TNI and A⁷⁷ reflects directly the application of this lesson and TCZCDP is to be congratulated for the initiative.

⁷³ TCZCDP, (2003a)

⁷⁴ Richmond et. al., (2002)

⁷⁵ Verheij and Kalombo (2003)

⁷⁶ IUCN/EARO (2002)

⁷⁷ TCZCDP, 2002a

There needs to be follow-up to delivery of the training and the cycle should be repeated to ensure that training delivery is relevant, effective, efficient, has high impact and leads to sustainability.

Recommendation

Continue to focus on the TNI & A approach delivered in 2002-2003.

4. Remain focused on the original objectives of the Programme and do not make radical, unexpected changes in support of the Programme.

This lesson learned perhaps can also be associated with the requirement to keep things simple. A simple well designed Programme should provide focus. This focus is particularly important because radical change may be necessary in a process driven programme that explores and tests new approaches. Understanding and acceptance of radical change is easier in a simple programme.

The logframe for Phase III is complicated and this complexity is reflected in the laudable efforts to develop and deliver an M&E Plan based on this logframe. However, this complexity may have been the reason that the focus on developing and implementing an exit strategy prior to the scheduled end of Phase III has been lost.

The lesson learned is that it is difficult to remain focussed when faced with complexity. The challenge is to keep things simple in the face of complex issues.

Recommendation

Develop a simple logframe and associated M&E Plan for delivery of any extension of Phase III. The focus should be on defining, delivering and verifying delivery of key higher level "results to purpose" outcome/change indicators.

5. Participatory monitoring is an invaluable tool to work towards financial sustainability, through reducing monitoring costs, and to demonstrate to the resource users, through participation in monitoring, the impact of management interventions⁷⁸.

This is a valuable lesson and there is no doubt that every practical effort is being made to apply it by the Programme. At the International level the ReefCheck system clearly shows how volunteers can contribute to and provide economies of scale to determining the condition of coral reefs. Links providing economies of scale should be encouraged.

However, in applying this approach it is important to maintain a balance between awareness raising and delivery of quality monitoring information. The "Legislature" (Parliament) should also retain an oversight role in this process as ultimate caretaker of national assets.

Recommendation

Ensure that participatory monitoring continues with every care taken to balance awareness raising with provision of information that can be used by decision-makers.

⁷⁸ the paper cautions that "Changes in the health of reefs are not only caused by changes of behaviour of local fishermen e.g. High density of commercial reef fish and low coral cover after the 1998 El Nino"

6. Lessons learned on enforcement : Community participation and enforcement

The lesson learned that community participation in management of resources reduces destructive practices due to peer group pressure is a good one. The additional lesson that **“although ideally the enforcement should be a community activity there is still a need for the participation of the ‘strong arm’⁷⁹ in participatory law enforcement”** is well taken.

The focus of the Programme on community participation with statutory oversight of enforcement is appropriate and reflects these lessons.

Recommendation

Ensure that community participation in law enforcement is legally appropriate and is co-ordinated with statutory law enforcement authorities.

Additional lessons learned from the Programme itself, identified by the evaluation, and complementing the above lessons include:-

(1) Participation leads to a legacy of understanding and goodwill amongst stakeholders.

There is no doubt that the Programme has been implemented from the start in a participatory way. This builds on and reflects a strong cultural legacy for public meetings, for registering participants and for open debate. There was little doubt that TCZCDP is, to a great extent, owned by the stakeholders. The participatory development of and commitment to the M&E Plan and TNI and A are evidence of this.

Recommendation

Future Programmes should identify and build on appropriate cultural legacies and use these legacies to introduce the new approaches associated with these Programmes.

(2) Collaborative management requires a common understanding between Government and Resource dependent Stakeholders

The present delays in approval of mangrove management plans and associated revenue generation by Government appear to be due to the fact that central Government sees these resources as national assets and not assets owned by the Communities that use them. This problem can be resolved by licensing the right to exploit resources without assigning ownership of their means of production. However, where communities have a prior traditional right to ownership then this will need to be resolved possibly through compulsory compensation determined through independent arbitration and legal review.

Collaborative management requires the commitment of all partners to collaboration and a common understanding of the objectives of collaboration.

Recommendation

A common understanding needs to be developed that coastal resource users have rights based on their legitimate vested interest in the use of these resources whilst government has a responsibility for securing natural assets for the benefit of the Country as a whole.

⁷⁹ presumably through Government policing

(3) Even Collaborative Management needs resourcing

Delays in Programme implementation (Section 3.3.1) and certain unforeseen problems (Section 3.4.3) have probably detracted from the delivery of the “Exit Strategy”. The Exit Strategy should have as a priority the resourcing of the Programme after the end of external assistance. The Programme has made substantial efforts to ensure sustainable financing for the Programme. These efforts still have to bear fruit since they require several annual budgeting cycles before they are institutionalised. Where resourcing for sustaining a Programme legacy is likely to be a constraint then the Programme should be designed and/or evolve to deliver what is possible within projected available resources.

The Government contribution in kind has been reasonable. For example there are Government educationalists available to do relevant curriculum development and extension work and the Navy is available to patrol. However, both need the costs of transport and allowances to be met.

Recommendation

The focus for delivery of a Programme should be on activities that can be sustained using resources that will be available after the Programme ends.

4. RECOMMENDATIONS

Eight key recommendations were presented to the TCCF on 26th June 2003 (see Appendix 3). These have been consolidated in the light of comments on the draft Evaluation report. These recommendations are incorporated into an 11 point “Exit Action Plan”. The 11 points are detailed below the recommendations. There are a number of additional recommendations presented in this report. These are presented in “boxes” particularly in Sections 3.3, 3.5 and 3.8 and Appendix 09. It is assumed that the Team designing any extension to Phase III will review these recommendations.

4.1 Recommendation 1: Fourth three year phase

1. The Programme should continue through a fourth three year Phase*.

* Same recommendation as that presented to the TCCF on 26th June

The Sustainability assessment presented in Section 3 indicates that “the Programme has been highly effective in delivering a legacy of goodwill and understanding”. However, it still has to deliver an “Exit Strategy” which should seek to improve service delivery particularly in management activities such as collection of evidence, enforcement, budgeting and document referencing”. The extension will provide the opportunity to develop and implement this exit strategy and so sustain the Programme legacy⁸⁰.

4.2 Recommendation 2: Government Service improved

2. The focus of the Programme should be on improving government service to collaborating management area communities (civil rights education, line charters, advocacy and legal redress).

* Same recommendation as that presented to the TCCF on 26th June

As well as improving service delivery and accountability for service delivery this recommendation also relates to the need to strengthening local government to be able to continue the facilitation of the Programme at District level and the management at village level. The Programme needs to be fully integrated with all the local government institutions to ensure continuity. This would mean capacity building at district and local level and providing an institutional home for ongoing Programme activities. It is recommended that this improvement might best be achieved through capacity building in service/line charter delivery⁸¹.

⁸¹ There is wide variation in the response of different individuals and organisations. In some cases collaborating communities received a written response to a request for assistance in a few days. In others there is no response. The Community letters written and presented during official evaluation meetings at the village level (see appendix 5) provide a good basis for building capacity in and tracking service delivery.

4.3 Recommendation 3: Collaboration improved

3. Understanding of the collaborative nature of management areas should be strengthened.

* Same recommendation as that presented to the TCCF on 26th June

There is qualitative evidence that community level understanding of the collaborative nature of management areas needs strengthening. Villagers in Chongoleani indicated that the mangrove stands were divided by village and there was an assumption of ownership of “their” mangrove area by the village (ie. not shared). Requests at a number of meetings for IG/AIG were often justified as a necessary reward for collaborative management. Requests reflecting a better understanding of collaborative management would have been made in terms of reduction in pressure on natural resources.

This understanding should be strengthened primarily through “learning by doing” the various activities specified below in the “Exit Action Plan”.

4.4 Recommendation 4: Programme simplified

4. The logframe and M&E system should be simplified.

* Same recommendation as that presented to the TCCF on 26th June

The “overriding” recommendation of the draft external evaluation of Phase II ⁸² was to “keep it simple”. The logframe for Phase III and the M&E Plan based on this logframe are complex with the M&E Plan containing at least 240 indicators. The message from the Programme Stakeholders was that the Programme could handle the complexity and certainly the high quality of the 2002 annual report is supportive of this message. However, this complexity has placed administrative burdens on the Programme. It is the opinion of the Evaluation that these burdens have diluted efforts to deliver key Programme components such as the Phase III exit strategy and improvements in collection of evidence, enforcement, budgeting and document referencing.

It is, therefore, recommended that any logframe for the extension to Phase III and its resulting M&E Plan should: (1) focus on higher level result to purpose (outcome) indicators rather than activity level (process) indicators; (2) develop and specify these indicators against the 5 evaluation criteria; (3) provide and deliver OVIs and MOVs for these indicators.

4.5 Recommendation 5: Management Area Administration meshed

5. Consideration should be given to meshing management area boundaries with district boundaries...where it can be shown that this will improve administrative efficiency and not adversely impact ecological integrity

* Recommendation presented to the TCCF on 26th June: Management area boundaries should mesh with District boundaries to simplify administration and revenue generation/disbursement.

⁸² IUCN/EARO, (2001a, page 15)

Democratic representation in CCC and cost sharing were raised as administrative problems at meetings where more than one District has responsibility for the same management area. The issue was also felt by the Programme to be sufficiently important to warrant a consultancy⁸³. The initial recommendation presented to the TCCF regarding meshing elicited a strong response from the stakeholders⁸⁴.

The Evaluation fully recognises the requirement that management areas are primarily based on ecological and secondarily on resource use criteria. The word “meshing” should therefore better be understood as the process by which two or more Districts come to a formal agreement as to how they will apportion responsibility for activities in areas where they consider that they may have a shared jurisdiction.

It may be that Districts with overlapping jurisdictions wish to continue with the status quo. In this case implementation of the recommendation will provide opportunity to confirm this and avoid future confusion.

4.6 Recommendation 6: Sustainable financing provided⁸⁵

6. Efforts should be made to secure sustainable financing to continue key activities after any extension of Phase III to a fourth Phase*.

* Recommendation presented to the TCCF on 26th June: Efforts should be made to secure sustainable financing to continue key activities after Phase IV.

It has been reported⁸⁶ that the potential return from fin fisheries from effective revenue collection in the 6 management areas could be significant and provide a good return on investment. It follows that the potential to generate revenue to pay for management is therefore significant. The recommendations from the Shauri (2003⁸⁷) and Jambiya (2002) draft reports should be considered, a system proposed and once approved implemented.

There are also other sources of potential funding. These include direct budgetary support from Government and support from trust funds. The recommendation reflects the requirement that every effort should be made to seek financing for ongoing activities after the end of any Phase III extension.

4.7 Recommendation 7: Sustainable Livelihoods supported

7. The Programme should support sustainable livelihoods*

* Recommendation presented to the TCCF on 26th June: A separate Programme should support sustainable livelihoods.

⁸³ TCZCDP 2003n

⁸⁴ Comments on the draft report by the SU, Muheza, and Tanga District Administrations state that “Meshing of district boundaries and management area boundaries might simplify administrative work. However, the benefits for resource management are more important (see also Kamukala 2003).”

⁸⁵ The term “Phase IV” has been removed because of terminology concerns voiced by IUCN

⁸⁶ TCZCDP, 2003a

⁸⁷ Shauri (2003) indicates that contracting of private revenue collectors is taking place but that not enough revenue has been generated to pay for the concession. However, this concession approach has merit.

The original wording of this recommendation has been modified from that presented to the TCCF. IUCN⁸⁸ indicated that sustainable livelihoods should form a part of the same Programme. The Government representative on the Team also presented a case for the modified recommendation⁸⁹. This is the majority view of the Evaluation Team. However, the Ireland Aid representative does not hold to this view and wishes this to be noted⁹⁰.

The recommendation is conditioned on a clear separation of powers between those responsible for delivering livelihoods and those screening them to ensure that they comply with ecological sustainability criteria. There is an additional practical reason for modifying the recommendation. It will be high risk to design and mobilise a separate Programme to deliver this recommendation in phase with the extension to Phase III. If IG/AIG is not delivered in the extension Phase then the Programme may not meet the development priorities of the partners. It should also be noted that livelihoods should not be the focus of any extension. The focus should be institutionalising core Programme activities and providing every opportunity to mobilise funding to sustain these activities after external funding comes to an end.

4.8 Recommendation 8: Climate change/population risks assessed/managed

8. Risks from climate change and population increase should be identified and recommendations made.

Recommendation 8 related to climate change is based and population growth is based on earlier statements⁹¹ and current global concerns. It is not included in the Exit Action Plan for the following reasons:-

- (a) an effective Sustainability Action Planning Process should mean that there is capacity to identify and address these issues;
- (b) these issues are generally beyond the control of the Programme;
- (c) these issues are being addressed by sector⁹² programmes;

⁸⁸ IUCN "strongly disagree that a separate Programme on sustainable livelihoods should be implemented. The development of alternative or supplementary sustainable livelihoods is a strong element in IUCN's mandate to address conservation issues in the Eastern Africa Region (EAR), and globally. Within IUCN's programme, the development of alternative livelihoods must focus on ecologically sustainable livelihoods and address conservation issues, notably that livelihoods reduce natural resource use. One of the five key result areas for the next planning phase (2004-2008) for IUCNEAR is: Ecosystems and Sustainable Livelihoods. I believe it is vital that TCZCDP Phase IV includes a sustainable livelihoods component that is incorporated under the same mantle, to ensure that livelihood development in the region is compatible with TCZCDP's goal and purpose. The development of such a component will formally involve expertise outside the marine programme from the social policy and livelihoods Technical Co-ordinator within IUCN-EARO, and will also develop strong links with relevant development agencies in the region".

⁸⁹ A separate Programme may (i) diverge the linkage of such livelihoods from being a means of reducing the pressure on the marine resources; (ii) attract more people to the land based activities and thus increase the villages populations and concomitantly add more pressure on social facilities; (iii) create distinct marine and land based factions thus weakening the integrity of the villages and MA structures; and (iv) divide the villages governments and this create loopholes for weakening effective co-management.

⁹⁰ His concerns seem to relate to two issues. **Firstly** the mid-term review for Phase II recommended that the Programme focus on coastal conservation aspects (rather than livelihoods). He poses the question as to why this recommendation was made and why it should be changed. In response: (a) The mid-term review for Phase III (page 19) specifies that "Following the review of Phase 2, efforts aimed at improving agricultural activities were terminated, seemingly without consultation or appraisal" and goes on to endorse the Phase III sub-activity on livelihoods. Phase III includes activity 2.1.7 which relates to livelihoods (See Sub-section 3.3.2 above); (b) Livelihoods are an integral part of collaborative conservation; (c) Only one of eight recommendations relates to livelihoods and 13.5% of the nominal budget. **Secondly** he indicates that including livelihoods in the extension will mean that there is no possibility of a Phase out in the next Phase.

⁹¹ An assumption for Phase III proposal appraisal (IUCN/EARO, 2000b) page 15 is "That natural disasters, such as climate changes, do not occur thereby reversing the achievements of the programme". The initial Programme document (IUCN/EARO, 1993) states that the biggest threat to the Tanga coastal resources was a growing population dependent on a narrow base of resources.

The removal of this as a priority action within the Exit Action Plan is endorsed by IUCN⁹³ for much the same reasons as those given above.

4.9 “Exit Action Plan”

Eleven key actions proposed in an “Exit Action Plan” are listed below. The table shows links between actions and recommendations. Thus delivery of all recommendations requires administration. Delivery of budget planning requires administrative support and sustainable financing. The Actions are further detailed and priced in this Evaluation report⁹⁴ based on an indicative three year budget matching that for Phase III (\$US2,117,900⁹⁵).

Table 4.1: Actions within the Exit Action Plan and justification (recommendation)

Action	Title	Recommendation Nos.*
1	Administration	All
2	Service delivery ethic capacity building	All
3	Monitoring and Reporting Framework	1,2,3,4,7
4	Socio-economic survey	1,3,7
5	Document archiving	1,2,3,4,6
6	Set legal precedent	1,2,3
7	Sustainable funding	1,6
8	Revenue generation	1,6
9	IG and AIG	1,3,6
10	Budget Planning	1,6
11	Management Area/District Administration meshing	1,3,5

*Support for recommendation 8 is considered to be subsumed to ongoing initiatives outside the programme although the programme should certainly seek benefits from these initiatives where possible.

At the end of any agreed extension the “Exit Action Plan” comprising the key actions described below should have been completed. “A Sustainability Action Planning Process” should be in place for Management areas reflecting the financial and other resources that are available at the time of planning.

- **Role of the SU**

It is felt to be necessary and appropriate that the SU continue, in any extension, to operate and provide continuity and support ongoing activities as prioritised by the TCCF. However, in order to support development and delivery of the “Exit Strategy” the SU and/or its responsibilities should be given an institutional home within the relevant government administration.

⁹² It is understood that a climate change risk assessment is being undertaken and family planning initiatives are under the health sector.

⁹³ Climate change is a global issue, not specific to TCZCDP. Climate change is certainly an issue, notably in its related El Nino changes, sea temperature rise, increase in coral bleaching, and ultimately sea level rise. These are all critical issues to coastal people, especially those in tropical regions of the world. TCZCDP should address this issue *where possible* within the context of its programme of collaborative coastal and marine resource management. A focus on, for example, recommendations on mitigation measures against climate change, is beyond the scope of TCZCDP Phase IV. Further, climate change as an issue is not as immediately relevant or pressing as human population increase. The latter should certainly be addressed as it is having immediate impacts on the project’s purpose – the number of fishers is increasing despite TCZCDP’s various activities, presumably due to increasing human population.

⁹⁴ Appendix 7

⁹⁵ at current exchange rates

These activities should include ongoing administration, regular reporting etc. In addition preparation of ToR for the activities that form the Exit Action Plan should be co-ordinated by the TCCF/SU. However, implementation should be through specific **outputs based** sub-contracts supervised by the relevant regional and district level authorities to maximise the institutional legacy⁹⁶. The ToR should meet and make specific reference confirming how they are “relevant, effective, efficient, have an impact on the Programme and help build sustainability”.

All parties to the Programme should then ensure that the ToR are implemented effectively and that the process and outputs are fully documented to maximise the Programme legacy.

The **Exit Action Plan** meets the requirement of an Exit Strategy and comprises the actions specified above together with critical ongoing actions agreed by the TCCF that can be supported using available resources. The Exit Action Plan in the form of an extension of Phase III to a fourth Phase requires Ireland Aid funding and should lead to development and implementation of a **Sustainability Action Planning Process**. Implementation of the Sustainability Plan for 2007 and planning for subsequent annual plans should be based on available resources and not depend on ongoing Ireland Aid funding.

Recommendation

Implementation of the Sustainability Plan for 2007 and planning for subsequent annual plans should be based on available resources and not depend on ongoing Ireland Aid funding.

Consideration should be given to increasing the level of funding in year 1 of any Exit Action Plan to allow for investment in building systems that will subsequently sustain the management process. There would then be a reduction in funding in the subsequent two years with an emphasis on support for service delivery, budget planning, revenue generation and monitoring/reporting.

Recommendations

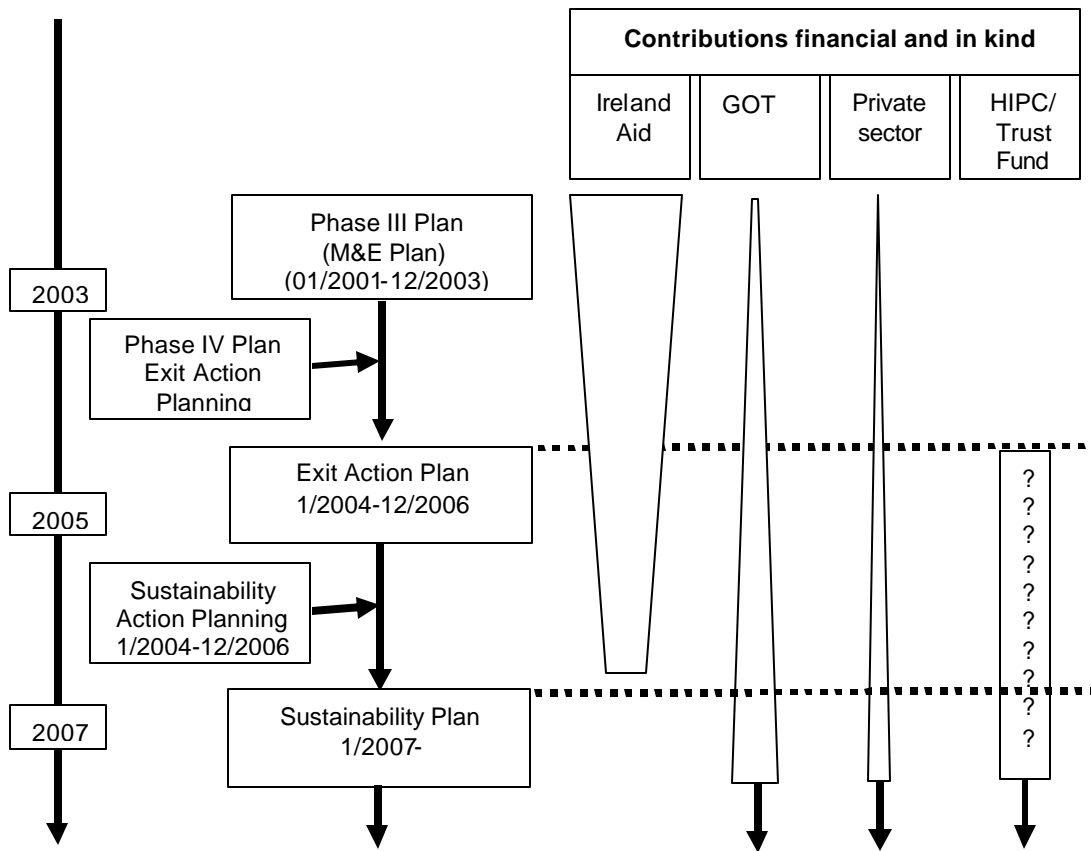
The SU should be institutionalised within the Government administration as soon as is practical and the design for any extension should provide for this.

By the end of Year 3 of any extension there should be a Sustainable Action Planning Process in place in which:-

- (a) the Tanga Region, Districts and Villages have administrative focal points for sustaining the functions and role of the SU and of the Programme
- (b) the Programme has identified available resourcing
- (c) the Programme has defined what can be delivered with available resourcing
- (d) there is the capacity to deliver and report on delivery

⁹⁶ Pangani District comments on the first draft that “The district supports the idea of some of the ACTIONS to be implemented by CONTRACTORS. However, TCCF and/or SU as advisory bodies should NOT supervise the implementation. Instead, districts should undertake the task. This will enable districts to acquire sufficient knowledge that will amount to sustainability. With this respect, SU can assist in drafting the ToR for the contract(s)

Figure 4.1 Proposed scheduling and changing sources of funding for the “Exit Action Plan/Sustainability Plan”



The SU/TCCF should facilitate the formation of an institutional home for the Programme at regional, district and where possible at Village level. The TCCF and its Secretariat (SU) could provide such a home if there are sufficient funds for its administration and there is no duplication of effort with other initiatives.