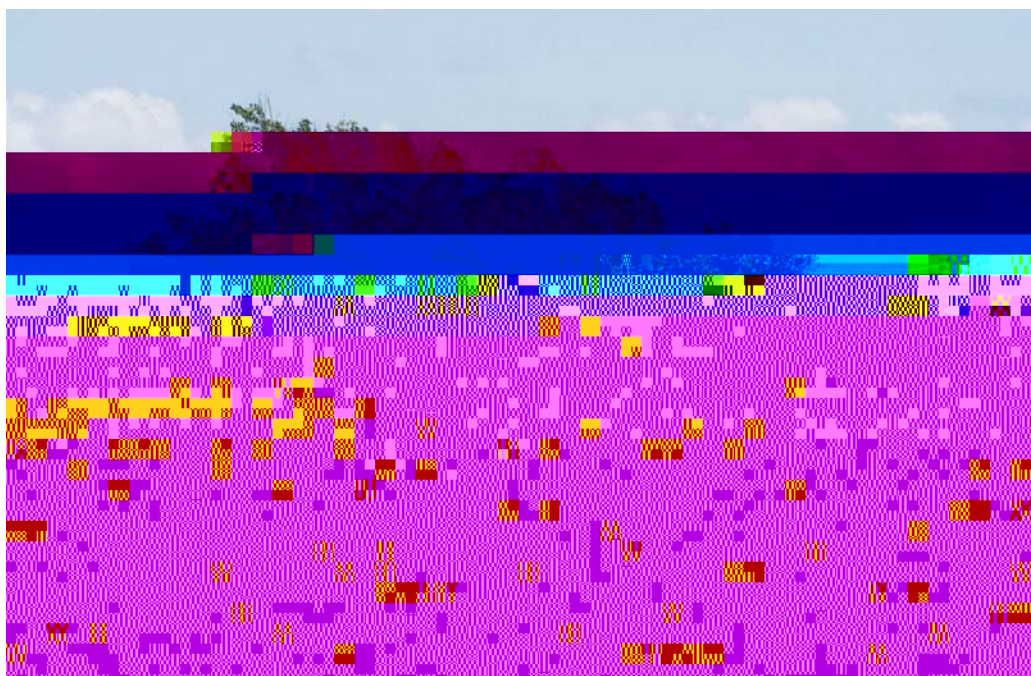


**UNDP-GEF Project 00015405 - URT/00G31/B/1G/99**  
**Development of Mnazi Bay-Ruvuma Estuary Marine Park**

**Mid-term Evaluation**

**FINAL REPORT**



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10 December 2004



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Cover photo: Pioneer mangrove, Ruvula Penninsula, Mnazi Bay - Ruvuma Estuary Marine Park  
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thorough socio-economic assessment done  
good awareness in most communities of marine and coastal environmental issues  
appreciation by the communities of the educational programmes carried out  
interest expressed by communities outside the park (three have requested to join)  
good involvement of villages in village environmental management planning  
Village Liaison Committees functional and supportive of the park in all villages except Nalingu  
villagers participating in turtle conservation, fisheries monitoring, mangrove assessments, socio-economic assessments.

All in all, a good number of important building blocks have been put in place in the process leading up to the project and in the Set-up Phase. At the same time, some strategic errors, as well as a number of implementation problems have meant that the foundation that has been laid is fragile. Reasons for concern include the following:

Expectations were raised, even before the start of the project, and communities in the park are losing patience. There is a wide perception of broken promises.

Implementation has been constrained by interference and micro-management by the project partners.

The timetables for implementation have proved far too ambitious for the very small project team.

IUCN EARO has not always been able to provide the support to the project that was expected.

Nalingu, a village of key resource users in the park, is hostile to the park and refuses to collaborate. Discontent is spreading to other villages.

The knowledge base lacks information from Nalingu, and the GMP lacks input from Nalingu.

The most strategically important assessments – on fisheries and on alternative livelihoods – which should have been done first, have still not produced usable results. The fisheries study should be completed soon, but the feasibility study for sustainable livelihoods has not yet started.

Helping people to move towards improved and sustainable livelihoods – which should have been a centrepiece of the project – has not yet begun because the feasibility study has not been carried out. Results of the assessments have not yet been shared with the villagers, nor disseminated to other interested stakeholders.

Collaboration with key departments in District government is weak.

Early efforts by the park to enforce regulations without providing alternatives have created ill will. At the same time, it is difficult for the park to maintain credibility while destructive fishing gear is still in use.

The MBREMP General Management Plan is not yet done, nor is the strategy for monitoring the park.

The project does not have an M&E plan, which makes it difficult to practice adaptive management.

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## Acronyms and Terms

AIG	Alternative Income Generation
APR	GEF/UNDP Annual Project Report
BoT	Board of Trustees (for Tanzania’s Marine Parks and Reserves)
CBD	Convention on Biological Diversity
CITES	Convention on International Trade in Endangered Species of Flora and Fauna
COP	Conference of the Parties
EARO	IUCN East Africa Regional Office
EIS	Environmental Impact Statement
FFEM	Fonds Français pour l'Environnement Mondial
GEF	Global Environment Facility
GIS	Geographic Information System
GMP	General Management Plan
GoT	Government of Tanzania
GPS	Global Positioning System
IMS	Institute of Marine Sciences (Zanzibar)
IUCN	The World Conservation Union
M&E	Monitoring and evaluation
MACEMP	WB Tanzania Marine And Coastal Environmental Management Project
MBREMP	Mnazi Bay - Ruvuma Estuary Marine Park
MDGs	Millennium Development Goals
MNRT	Tanzanian Ministry of Natural Resources and Tourism
MPA	Marine Protected Area
MPRU	Tanzania Marine Parks and Reserves Unit
NEPAD	New Plan for African Development
PC	Project Coordinator
PSC	Project Steering Committee
RIPS	Rural Integrated Project Support programme (funded by the Finnish government)
TA	Technical Advisor
ToR	Terms of Reference
UNDP	United Nations Development Programme
VLC	Village Liaison Committee
<i>utando</i>	a small/zero mesh size fishing method (mosquito net or cloth) used by women
WB	World Bank
WCPA	World Commission on Protected Areas
WEHAB	Water, Energy, Health, Agriculture and Biodiversity Framework
WIO	Western Indian Ocean
WSSD	World Summit on Sustainable Development
WWF	World Wide Fund for Nature



# **Development of Mnazi Bay-Ruvuma Estuary Marine Park Mid-term Evaluation – Final Report**

## **Evaluation Context**



Figure 1. Mnazi Bay - Ruvuma Estuary Marine Park.

The following table summarises the different respondent groups of the people we met with.

<b>Table 1. Respondent Profile</b>	
<b>Respondent Group</b>	<b>N<sup>o</sup> of persons</b>
Msimbati Village	20
Kihimika Village	20
Project Partners	12
Project / Park Staff	7
Local / Regional Stakeholders	6
Private Sector	4
Nalingu Village	3
Community Wardens / Officers	3

## Project Concept and Design

The Goal of the Project is to:

*Conserve a representative example of internationally significant and threatened marine biodiversity.*

The Project Development Objective is to:

*Enable local and government stakeholders to protect effectively and utilize sustainably the marine biodiversity and resources of Mnazi Bay and the Ruvuma Estuary.*

### **Biodiversity Justification**

The Mnazi Bay - Ruvuma Estuary is located where the South Equatorial Current meets the African mainland after crossing the Indian Ocean, and is thus the source point for the East African Coastal Current, and forms a critical node for the accumulation and dispersal of marine organisms for East Africa. Thus the health of the reefs in the park are likely to be of critical importance to downstream areas in Tanzania and Kenya and adjacent areas in Mozambique. The Mnazi Bay - Ruvuma Estuary Marine Park (MBREMP) ranks among the highest diversity sites for corals in East Africa, and very high levels of recruitment of hard and soft corals have been observed. At the same time, it displays among the highest indicators of overexploitation and destruction. The ecosystem as a whole, and in particular the fish communities, are highly degraded due to ongoing excessive exploitation. On the positive side, the high apparent resilience of the reefs suggests that management measures may be highly successful (Obura 2004). The MBREMP provides nesting sites for endangered green and critically endangered hawksbill turtles. Dolphins occur in the park throughout the year, and sperm and humpback whales are seen during migration. The mangroves of the Ruvuma Estuary appear to be among the best mangrove forests in Tanzania (Wagner *et al.* 2004). The park is also classified as an Important Bird Area because of the high densities it supports of migrating crab plovers.

### **International and Regional Policy Context**

The project is designed to develop activities in support of the main objectives of the Convention on Biological Diversity (CBD): the conservation of biodiversity, its sustainable use, and equitable sharing of benefits. More specifically it contributes to key elements of the Jakarta Mandate, which focuses *inter alia* on integrated marine and coastal area management, the sustainable use of living resources, and marine and coastal protected areas. IUCN has been selected to support the implementation of the Jakarta Mandate in the Western Indian Ocean (WIO), and is thus well placed to maximize synergies between the project and regional efforts to carry forward the Jakarta Mandate.

In addition, the project also contributes to the Convention for the Protection, Management and Development of the Marine and Coastal Environment of the Eastern African Region (the Nairobi Convention), Article 10 of which focuses on protecting fragile marine ecosystems and threatened species, and on establishing marine protected areas (MPAs).

In conformance with the goals of UNDP, the project intends to pilot contributions that biodiversity conservation and sustainable use can make to poverty reduction, livelihoods and security. As such, the project design addresses the Millennium Development Goals (MDGs), and the New Plan for African Development (NEPAD). It is well placed to make a contribution to the biodiversity and ecosystem management section of the Water, Energy, Health, Agriculture and Biodiversity Framework (WEHAB) that emerged from the Johannesburg World Summit on Sustainable Development (WSSD). The Biodiversity Framework emphasises: promoting the effective participation of local communities, development of the ecosystem approach as elaborated in the ongoing work of the CBD, conserving and using biodiversity sustainably, reversing the loss of biodiversity, sustainable tourism, improving the knowledge base for

biodiversity-relevant decisions, education and awareness, and developing national and regional ecological networks. The objectives and strategies of this project are highly relevant to all of these elements of the WEHAB Biodiversity Framework.

### **National Context**

The establishment of the MBREMP as Tanzania's second marine park is an important step in fulfilling the country's commitment to developing a system of MPAs. With clearly defined mechanisms for stakeholder input through village committees and a higher level Advisory Committee, Tanzanian MPA legislation provides a good basis for MPA establishment and management.

The national context provides the project with an enabling environment that includes a number of positive forces:

The project is established with legislative backing.

There is a national institutional arrangement in



The main oversight in the project design concerns the importance of good relations between the park and the communities, which are essential if the marine park is to achieve its objectives and be managed sustainably. Given the strategic importance of this, we believe the logframe could be strengthened for the second phase by adding a broad result on creating/maintaining good relations with the communities, and defining specific objectives (sub-results) for this.

Other weaknesses in the logical framework concern some of the indicators. For example, the adoption of viable alternative income generation projects is not necessarily an indicator for the sustainable use of marine biodiversity. Likewise, developing and carrying out training programmes are only indirect indicators of building capacity. Monitoring changes in stakeholders' capacities requires testing their knowledge, awareness, and practices before and after implementing training or environmental awareness programmes.

A difficulty in the project document is that the budget is articulated according to project inputs. The need for both input and results-based budgeting and reporting creates difficulties for the project staff in financial planning and reporting. It would be good to find a way of better harmonising the two systems.

The phasing anticipated in the project document is worth mentioning. After an initial six months for hiring staff and purchasing equipment, the two-year Set-up Phase was to be implemented by an international organisation with proven expertise in MPA development and management, and with a proven track record in the region. IUCN was identified by the government to fulfil this role. It was anticipated that in phase two, the Implementation Phase, project modalities would change, since the marine park would by then have more operational capacity. In phase two, much greater responsibility would be placed on the park administration, and the project would be implemented through dual arrangements:

national execution modalities, with UNDP supporting the park directly for local activities, and agency/NGO execution modalities, where IUCN EARO would be responsible for a reduced set of activities including providing the Technical Advisor (TA) and other international experts.

The project's inception report identified a number of planning deficiencies that were subsequently corrected, including the lack of or insufficient plans and/or budgets for:

including communities in baseline assessments

comprehensive feasibility studies on alternative income generation and sustainable reso9 Tc0ratizup/TTd48 -17tic

project concept was enthusiastically received by the District authorities, who anticipated big economic gains from the development of ecotourism. According to several of our sources, it seems that in the early



## **Roles and Responsibilities**

This project has been implemented through a rather complex, and not so easy, partnership among the MPRU, UNDP, IUCN, FFEM, and the project/park in Mtwara.

Among the objectives of Tanzania's Marine Parks and Reserves Unit is managing marine and coastal areas so as to promote sustainability of their use, and the recovery of areas and resources that have been over exploited or otherwise damaged, and ensuring that communities in the vicinity of marine protected areas are involved in all phases of their planning, development and management. During the project development phase, the first commitment for co-financing came from

The project team readily concedes that they have not been able to do much in terms of adaptive management.

One good example, however, of the project's adaptive management is that there was no provision for a GIS component in the project plan. This was added, and it now forms a key element of the knowledge base. In addition, the project is attempting to put in place a database by January 2005 that will give the park the management tools it needs to do adaptive management. Simple protocols are planned for monitoring programmes and the use of park resources. The database is designed so that data entry can be done by park staff.

We suggest that the project progress reports could be better used as tools for adaptive management by making them more analytical, and by discussing difficulties more openly.

Good project design is of course a key ingredient of success. At the same time, even the best designed projects never go according to plan. Priorities will change during the course of project implementation, as the project team learns from its experience on the ground. It may no longer be wise – or important – or feasible – to carry out certain activities that were originally planned. Likewise, critical needs that were not anticipated are likely to arise during the course of a project. For a project to really practice adaptive management, budget reallocation procedures – given adequate justification – should be simple,









voiced support for a future marine park, the proponents of the park had communicated with only a few leaders.

Then, after the park was gazetted, and awareness raising activities began, the people of Nalingu realised that the reality of the park was not what they had understood, and most did not agree with it. Riots broke out in Nalingu after the visit of the District Commissioner in June 2003, and three people were arrested. When the villagers went *en masse* to the police to protest these arrests, 14 more people were arrested. They spent two weeks in custody and are now out on bail, waiting for their cases to come to court. The village leaders of Nalingu explained to us that the people of Nalingu will not hold any discussions with the park until the court cases are concluded. They said:

*When the DC came, he said our fishing gear was destructive, and promised we would get appropriate alternatives. But the park came and confiscated the gear without giving any alternatives, and that was not acceptable to us. That is when we understood that all this talk is not serious. Appropriate decisions regarding participation will come only when there is*

### **Marine Park Planning and Monitoring**

Expected result:

*Marine park planning and monitoring processes established, and an initial marine park management plan developed.*

In support of this overall result, five sub-results were expected during the Set-up Phase:

1. The development of the General Management Plan
2. A participatory environmental and socio-economic monitoring system established
3. A sustainable financing strategy designed
4. Identification of critical factors, constraints and potential solutions for sustainable financing
5. Improving legislation and policies to support sustainable financing.

The delays in carrying out the assessments have had a domino effect on achieving the other results expected in the Set-up Phase. None of the s









## **Project Management and Monitoring**

Expected result:

*Project effectively managed, monitored and evaluated.*

In terms of deliverables for this result, the project has: set up its financial system, purchased and maintained equipment, produced quarterly and annual workplans, and quarterly technical and financial reports.

A project monitoring and evaluation plan was to have been produced in 2003, but this was never developed. An M&E training workshop was held in March 2003, but since everyone was so new to the project, the workshop was redesigned to develop a greater understanding of the project, and to introduce key M&E principles. According to the project team, the project has primarily been in fire fighting mode since its inception, and M&E and adaptive management have largely fallen by the wayside.

Some initial impact indicators have been developed, but these will need to be reviewed. Some of the indicators are too indirect; some seem unrealistic, and some may be difficult to measure. Comments on these indicators are given in Annex 9.

The present system of quarterly technical and financial reports and quarterly workplans is very burdensome for the project team, and consumes an entire week of work every three months. Likewise, financial reporting is complicated by the need to match the project budget, which is based on inputs, with the activities and sub-results in the project logframe. The project team describe allocating resources according to the present system as horrendous. It proves extremely costly in time and energy.

The project team has had great difficulty producing realistic quarterly workplans. This is because of the ambitiousness of the timetable in the project logframe, but also because of the time consumed by the heavy implementation arrangements. The entire team works many hours overtime week after week, and the risk of burn-out should not be ignored. Two of the park staff have resigned already.

Human resources management within the team was reported to be too authoritarian at times, with negative impacts on staff morale. The project would benefit from greater attention to team building.

In general, the park/project office could be much better organised. With the exception of the Accountant's office, filing systems were not in evidence. Valuable office space is being used to house a large refrigerator and to store a motorcycle, and most people's work spaces seemed crowded and disorganised.

In summary, effective project management has been compromised by:

overlap and confusion in roles and responsibilities between the PC and the TA

long delays in availability of funding

interference (inadequate consultations, insufficient delegation) by project the d(e)-2he r53.6(me)he TA i3.4,(sBn4







Likewise, although some beach seines have been confiscated, in the absence of viable alternatives, the park has not yet been able to make much of a dent in destructive fishing practices.

The project is young, and there are no known positive socio-economic impacts to date.

### **Strengths and Weaknesses**

The Development of Mnazi Bay - Ruvuma Estuary Marine Park is fundamentally a very good project, with a number of important strengths and achievements to its credit in the first phase:

- supportive legislative and policy basis in Tanzania's Marine Parks and Reserves Act
- strong sense of ownership by the Tanzanian government
- excellent support from the highest regional authorities
- park Advisory Committee and Project Steering Committee in place
- a well designed logical framework
- good team in place (needs a new TA though)
- training needs assessment now completed and priorities identified setting the stage for a more strategic approach to building the capacity of park staff
- excellent knowledge base being established
- GIS component and database under development
- thorough socio-economic assessment done
- good awareness in most communities of marine and coastal environmental issues
- appreciation by the communities of the educational programmes carried out
- interest expressed by communities outside the park (two have requested to join)
- good involvement of villages in village environmental management planning
- VLCs functional and supportive of the park in all villages except Nalingu
- villagers participating in turtle conservation, fisheries monitoring, mangrove assessments, socio-economic assessments.

All in all, a good number of important building blocks have been put in place in the process leading up to the project, and in the Set-up Phase. At the same time, some strategic errors as well as serious implementation problems have meant that the foundation that has been laid is fragile. Reasons for concern include the following:

- The project and park are in imminent danger of losing the goodwill of the villagers. Expectations were raised, even before the start of the project, and communities in the park are losing patience. There is a wide perception of broken promises.
- Implementation has been constrained by interference and micro-management by the project partners, resulting in costly delays.
- The timetables for implementation have proved far too ambitious for the very small project team.
- IUCN EARO has not always been able to provide the support to the project that was expected.
- Nalingu, a village of key resource users in the park, is hostile to the park and refuses to collaborate. Discontent is spreading to other villages.
- The knowledge base lacks information from Nalingu, and the GMP lacks input from Nalingu.
- The most strategically important assessments – on fisheries and on alternative livelihoods – which should have been done first, have still not produced usable results. The fisheries study should be completed soon, but the feasibility study for sustainable livelihoods has not yet started.
- Helping people to move towards improved and sustainable livelihoods – which should have been a centrepiece of the project – has not yet begun because the feasibility study has not been carried out.





The park has already learned valuable lessons on this through the successful community turtle conservation

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## **Recommendations**

### **1. Strategic Recommendations**

- 1.1. Project  
focus

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		is proposed in Annex 8.
3.10.	French expertise	In the interest of reducing costs and especially of supporting local expertise, we strongly recommend that studies funded by FFEM follow the same guidelines for selecting consultants as those used for studies funded by GEF/UNDP, i.e., that whenever possible, priority be given first to experts from Tanzania, second to experts from East Africa, and third to international experts.

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must be clearly explained. This should be continued during and following the development of the GMP.

7.2. Coral reefs According to Obura (2004), the resilience of coral reefs in

	generation project	will need to be mitigated. The project should follow up with Artumas on their offer to share data collected from bathymetric and other surveys.
<b>9. Marine Park Monitoring</b>		
9.1.	Monitoring system	A comprehensive marine park monitoring system needs to be developed as a priority to provide the critical information that is needed for effective park management. It should be designed to involve both park staff and local communities.
9.2.	Participatory monitoring	Attention must be paid to developing participatory monitoring techniques whereby communities collect and analyse environmental and socio-economic data.
9.3.	Socio-economic monitoring	Monitoring should include data on key socio-economic parameters to demonstrate changes in people's livelihoods associated with park management. Especially for socio-economic data, local communities should be intimately involved in collecting and interpreting the information collected, as well serving as key informants. Socio-economic indicators should be developed in collaboration with the communities, and the design of the socio-economic monitoring scheme should be presented to the communities for their approval.
9.4.	Socio-economic monitoring	Malleret (2004) recommends that the following indicators be monitored: community occupational structure (in the most marine dependent villages) resource use patterns (in the most marine dependent villages) the trade of seashells, sea cucumbers and octopus (in all relevant villages) marine product prices (in all relevant villages) relative socio-economic status of marine resource users (in selected villages).
9.5.	Artumas gas development project	The park should include in its own monitoring the effects of the construction and operation of the Artumas energy generation facility and pipeline. Burying the pipeline in the intertidal area is sure to





	ment	delegation to the project team by partner agencies (UNDP, MPRU, IUCN); more support and encouragement to the project team from partner agencies; and more supportive human resources management on site.
12.2.	Work prioritisation	The project needs a better balance in its use of resources between improving the biodiversity knowledge base on the one hand and three critical areas on the other: the social sciences, improving livelihoods, and capacity building.
12.3.	Project planning	Broad objectives in the GMP should be broken down into specific measurable management targets, some of which may be site-specific, and some resource-specific.
12.4.	Project planning	A revised logframe will be required for phase two, and the activities identified for the various results and sub-results should realistically plan for the number of person-months necessary to achieve each activity in the workplan. Given the extraordinary difficulty that the project team has had in implementing the project workplan, together with the fact that a new TA will need to be recruited and learn about his/her job, every effort should be made when planning the logframe for phase two, to carefully prioritise the activities to be carried out, and to bring the workload in line with the available human resources.
12.5.	M&E strategy	The project should give priority to developing an M&E strategy. For the strategy to be realistic, feasible and sustainable, it is important that partners and stakeholders are involved in its design. In the case of the MBREMP project, the process should include relevant District and Regional personnel, community

		monitoring matrix is a tool for tracking implementation when status is reported against activities, and is useful for adaptive management.
12.13	Results matrix	The monitoring matrix can be transformed into a more synthetic tool to track progress towards results, by deleting all the activity lines, and succinctly reporting on the status of each project result and sub-result, together with comments. This should be done on an annual basis and at the end of the project in preparation for the final evaluation
12.14	Project reporting	Financial reports, workplans, and recommendations for budget reallocations should continue to be submitted on a quarterly basis. However, to lighten the project's heavy administrative load, full narrative technical reports could be prepared on a six-monthly basis, rather than every three months, as long as the implementation matrix is submitted on a quarterly basis as well.
12.15	Document template	The park should develop a simple template for all reports, memos, and other documents, both internal and external, to ensure that every document is dated and its authorship is clear.
12.16	PSC	Given the fact that Project Steering Committee decisions have not always been followed, it would be good to clarify the oversight role and the authority of the PSC.
12.17	PSC	To maximise its effectiveness, the PSC needs to function by email as well as be face-to-face meetings. Hard copies of communications can be delivered by neighbouring members to those few PSC members without access to email. Decisions should be able to be taken by consensus by email. In preparation for the PSC meetings, the PC should send supporting documentation to the members in advance of the meeting. The minutes of PSC meetings should be approved by email within two weeks of the meeting, and decisions taken should be respected by all partners. Minutes should include action points with the responsibilities identified.
<b>13. Identification of Future Needs and Fundraising</b>		
13.1	PC and TA	Well in advance of the end the implementation phase, the PC and TA should take stock and identify areas that will require future funding, and then contact donors and prepare funding proposals as necessary.
13.2	Partners	All partners should begin now to look for ways to continue supporting the MBREMP after the end of this project. One promising avenue would be to mainstream the needs of the MBREMP into the new WB Marine And Coastal Environmental Management Project in Tanzania.

## Lessons Learned

We fully endorse the major lessons cited in the Annual Project Report (UNDP/GEF Development of MBREMP Project 2004e):

*a. Although no changes in terms of timing have been made to the log frame, the current rate of implementation suggests that the project is overambitious within the planned time frame and would benefit from a longer set-up phase. A lesson from this would be for more time for set-up within the same budget. This would allow for the usual challenges associated with sourcing co-funding for key activities and other normal constraints associated with a new protected area with newly recruited staff with limited experience etc.*

*b. The process to identify and support livelihood activities that will seek to reduce pressure on marine (natural) resources is a potential lesson and case study, although still in process. The different approach being taken by this project is to better understand the livelihood context of local communities before embarking on AIG activities. The aim is to avoid the usual failures associated with this component of marine conservation projects usually as a result of not understanding the local livelihood situation fully and not tackling the principle constraints for enterprise development. This work has been carried out with the Jakarta Mandate Project – although too early to see results, it would be a good case study being the first time this approach has been taken in the Western Indian Ocean.*

*c. The means of achieving local community input into the General Management Plan is another possible lesson and case study. Again this is too early to tell, but a specific method has been selected to provide in-depth information and identify local community visions of their local environments. It draws on Community Based Resource Management philosophy, and uses visual methods (images and posters) and a simple workbook for community representatives to develop, for their village areas, state of the environment reports, environmental action plans (including visioning), and to identify environmental micro-projects. This work is still being developed but will be implemented this year for the development of the Integrated Development Plan of the terrestrial component of the marine park and the overall GMP.*

We congratulate the project on the innovative approaches being taken: 1) to better address the fundamental contexts of alternative income generation and sustainable livelihood initiatives, and 2) to help each of the villages to design their own village environmental management plan.

## Annexes

### 1. Terms of Reference

#### UNDP-GEF: TERMS OF REFERENCE FOR MID-TERM EVALUATION MNAZI BAY MARINE PROJECT - TANZANIA

##### PROJECT SUMMARY

<b>Project Title:</b>	Development of Mnazi Bay-Ruvuma Estuary Marine Park
<b>Project Number:</b>	URT/00G31/B/1G/99
<b>Executing Agency:</b>	GOT, Ministry of Natural Resources and Tourism
<b>Implementing Agencies:</b>	The Board of Trustees for Marine Parks & Reserves/IUCN-The World Conservation Union
<b>Beneficiary Countries:</b>	United Republic of Tanzania
<b>Budget:</b>	UNDP/GEF: \$1,495,424 GOT (in-kind): \$215,800 IUCN: \$42,000 Communities: \$56,000 FFEM: EUR 630,000

##### INTRODUCTION

1. The Monitoring and Evaluation (M&E) policy at project level in UNDP/GEF has four objectives:
  - A. To monitor and evaluate results and impacts;
  - B. To provide a basis for decision making on necessary amendments and improvements;
  - C. To ensure accountability of resource use; and
  - D. To document, provide feedback on, and disseminate lessons learned.

A mix of tools is used to ensure effective project M&E. These might be applied continuously throughout the lifetime of the project – e.g. periodic monitoring of indicators or as specific time-bound exercises such as mid-term reviews, audit reports and independent evaluations. All projects with long implementation periods (e.g. over 5 or 6 years) are required to conduct mid-term evaluations. In addition to providing an independent in-depth review of implementation progress, these evaluations provide a means for fine-tuning implementation arrangements. Specifically, mid-term evaluations are intended to identify potential project design problems, assess progress towards the achievement of objectives, identify and document lessons learned (including lessons that might improve design and implementation of other UNDP/GEF projects),

The Project development objective is to: **Enable local and government stakeholders to protect effectively and utilize sustainably the marine biodiversity and resources of Mnazi Bay and the Ruvuma Estuary**

### **OBJECTIVES OF THE EVALUATION**

As per the general introduction, the overall objective of the MTR is to review progress towards the project's objectives and outputs, identify strengths and weaknesses in implementation, assess the likelihood of the project achieving its objectives and delivering its intended outputs, and provide recommendations on modifications to increase the likelihood of success (if necessary). The international and regional policy context in which the project operates has seen significant evolution in recent years. This includes the approval of the Millennium Development Goals (MDGs), Water, Energy, Health, Agriculture and Biodiversity Framework (WEHAB), following the Johannesburg World Summit on Sustainable Development, and articulation of the New Plan for African Development (NEPAD). One emphasis of the evaluation will be to provide recommendations for modifications required to ensure that project activities are aligned with these commitments. More specifically, the Mid Term Evaluation will undertake the following tasks:

Assess progress towards attaining the project's national, regional and global environmental objectives. Assess progress towards achievement of project outcomes; in particular, the balance between conservation and livelihood actions spearheaded through the project will be evaluated. The effectiveness of these actions given the available funding will be considered.

Describe the project's adaptive management strategy – how have project activities changed in response to new conditions, and have the changes been appropriate;

Review of the clarity of roles and responsibilities of the various agencies and institutions and the level of coordination between relevant players.

Review the capacity building component of the first phase of this project, and the readiness of the national component to assume full operational responsibility for delivering project objectives

Review the balance between “technical product” and “mainstreaming process” in the project.

Assess the level of public involvement in the project and recommend on whether public involvement has been appropriate to the goals of the project.

Describe and assess efforts of UNDP in support of the implementing agencies and national institutions.

Review donor partnership processes, and the contribution of co-finance.

Review and evaluate the extent to which project impacts have reached the intended beneficiaries.

Describe key factors that will require attention in order to improve prospects for sustainability of project outcomes. Assess the likelihood of continuation of project outcomes/benefits after completion of GEF funding.

Assess whether the Logical Framework Approach (LFA) and performance indicators have been used as project management tools; and review the implementation of the project's M and E plans.

Assess the new impact indicator framework and how this is integrated into project management.

Make recommendations as to how overall project implementation can increase impact and sustainability in a cost effective manner.

- knowledge transfer; and
- role of M&E in project implementation.

In describing all lessons learned, an explicit distinction needs to be made between those lessons applicable only to this project, and lessons that may be of value more broadly, including to other projects.

#### **IMPLEMENTATION ARRANGEMENTS**

The evaluation will be conducted by an international consultant team of two, recruited for a period of 14 days. UNDP will finalize the TOR, recruit the international consultants, approve the agenda for the evaluation, and coordinate the evaluation. The project will be responsible for logistical arrangements (setting up meetings, organizing travel). The evaluation will commence on 1st November and will present key findings to the Project TPR in Dar-es-salaam on the 10







### **3. Persons Contacted**

<b>Surname</b>	<b>First Name</b>	
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Tukahirwa	Eldad	Regional Representative, Eastern Africa	IUCN EARO
Turland	Rob	EIA Specialist	Dillon Consulting

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- UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Project. 2004a. Quarterly report: October – December 2003. 15pp.
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## **5. Implementation Matrix**



<p>Activity 1.1.4: Establish information needs/priorities</p>	<p>2003</p>	<p>Preliminary needs &amp; priorities for marine resources and biodiversity assessments identified based on the lack of comprehensive baseline information on any of the habitats and resources. Brought about the baseline assessments which also identify further needs &amp; priorities where needed.</p>	<p>Coral reefs, mangrove forests, seagrass and intertidal areas, turtles</p>
<p>Activity 1.1.5: Develop survey/assessment methods</p>	<p>2003</p>	<p>ToRs set out needs, prospective consultants were required to submit proposed methods as part of the selection</p>	



Activity 1.4.3. Identify person to run resource center	2003	Done	The first year will focus on the reference library for project implementation and park management, to be managed by the OMS. No longer functioning effectively due to change in staff. Resource centre concept was reviewed and considered more appropriate to be based in the Park area and to be done in conjunction with the development of the Field Base at a later date.
Activity 1.4.4. Collate/disseminate information	On going	Some done	Information disseminated primarily as part of awareness raising activities, newsletters etc. Information produced for baseline studies not yet made available by late 2004.
Activity 1.4.5 Develop GIS and database	2004	Underway	Some delays in final outputs due to overambitious plans, expected to be completed by end January 2005, including information management tool for adaptive management.
<b>RESULT 2: Local communities and key decision makers are aware of marine problems, benefits and responsibilities of an MPA &amp; use information in decision making.</b>			
<b>Sub result 2.1. Local communities aware of marine environmental problems, benefits and responsibilities of a Marine Park</b>			
Activity 2.1.1: Identify information needs at local level	2003	Based on meetings and discussions between Park staff and local communities	Main need consistently identified as further explanations about the Park.
Activity 2.1.2: Develop marine issues awareness raising and extension strategy (at local level)	2003	A number of strategies were developed by staff	Piece-meal approach taken, need for expertise to advice on a strategy.
Activity 2.1.3: Implement marine issues awareness raising and extension strategy (at local level)	On going	Specific actions identified in annual and quarterly workplans, including production of informative material, events etc.	Lack of a strategy has undermined this component - a recognised weakness that requires expert assistance. On going some local communities resistance against the park is one of the vivid examples.
<b>Sub result 2.2. Key decision makers are aware of marine problems, benefits and responsibilities of a Marine Park</b>			
Activity 2.2.1: Identify information needs for decision makers	2003	Essentially done, but ongoing	Bases on meetings and discussions with individuals, changes in key decisions makers (DC, DED) and Government officials at District and Regional authorities required revisiting this.

<p>Activity 2.2.2: Design methods of disseminating marine and environmental information to key stakeholders and decision makers</p>	<p>2003</p>	<p>Done based on the strategies developed by staff such as; meetings, briefing papers, exchange visits. No formal process undertaken.</p>	<p>The need for a strategy and a more formal process needed, although links with key decision makers on the whole good, poor links with some District officials (Fisheries, Lands) might be a weakness in the approach taken</p>
<p>Activity 2.2.3: Disseminate key marine information to decision makers &amp; concerned stakeholders</p>			



Activity 3.5.1: Identify limitations in current legislation and policy	2004	Part of GMP Process	Part of GMP Process
Activity 3.5.2: Support stakeholders to improve legislation / policy e.g. bylaws	2004	As above	As above
Sub Result 4.1 Implementation	Next Phase		
Sub Result 4.2 Externalities	Next Phase		
<b>CAPACITY TO CONSERVE MARINE RESOURCES IS CREATED</b>			
<b>RESULT 5: Improved capacity of key stakeholders and institutions for marine conservation and management</b>			
<b>Sub Result 5.1: Park staff with improved knowledge</b>			

			be required.
<b>Sub Result 5.3: Local and National institutions to manage the Marine Park developed</b>			
Activity 5.3.1: Establish village level Marine Park Management committees	2003	Done	The process of forming village liaison committees was transparent and democratic. Issues related to other Environment Committees in each village remain however. Need to work with Mangrove Management Project to sort this out for some villages.
Activity 5.3.2: Establish Marine Park Advisory Committee	2001	Done prior to project when Warden in Charge took up his post.	Committee established according to Marine Parks and Reserves Act No.29, 1994.
<b>COMMUNITIES AROUND MPA HAVE SUSTAINABLE LIVELIHOODS</b>			

6.2.3 Pilot a sample of AIG options	2003	Not initiated	As above
6.2.4 Select suitable options for adoption	2004	Not initiated	As above
<b>Sub Result 6.3: Enabling environment for AIG activities established</b>			
Activity 6.3.1: Assess factors critical to successful adoption of AIG activities	2003	Regional study done in 2004	Need for this information prior to initiating micro-projects in MBREMP. This Project contributed to the regional study.
Activity 6.3.2: Identify constraints and potential solutions	2003	As above, but needs to be done in all MBREMP communities. TORs developed late 2004.	Method to identify constraints at the local level provided in Regional study on Sustainable livelihoods for coastal communities.
<b>PROJECT ADEQUATELY MONITORED / EVALUATED FOR SUCCESS &amp; IMPACT.</b>			
<b>RESULT 7: Project effectively managed, monitored and evaluated</b>			
<b>established and maintained.</b>			
Activity 7.1.1 Donor transfers cash		Done	
Activity 7.1.2 Bank accounts opened		Done	
Activity 7.1.3 Accountant recruited		Done	
Activity 7.1.4 Training on financial management provided		Not done in any formal manner	





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## **6. Cumulative Expenditures vs. Budget**

This table was prepared from a spreadsheet provided by IUCN EARO of the recent budget reallocation proposal for the project.

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### **Development of Mnazi Bay - Ruvuma Estuary Marine Park - Cumulative Expenditures vs. Budget**

GEF



Overhead Projector and screen	350	1'450	1'100	414	0	Budget line was not enough. Decision was made to purchase a digital projector (LCD) and screen costing a total of US \$ 2,900.
Slide Projector (LCD Instead)	400	1'450	1'050	363	0	Same as above
VCR and TV	1'500	950	-550	63	0	
Field /Safety Items (Markers, binocs, ropes, signaling, first aid, lifejackets, etc)	25'000	2'569	-22'431	10	7'500	For purchase of diving equipment.
Video Camera	900	1'300	400	144	0	Cost of digital Camera was more than original budget.
Still Camera	600	600	0	100	0	
Equipment operating costs	52'000	27'212	-24'788	52	6'000	Since most equipment were new. Costs have been optimal.
Project Transport - 4WD	50'000	53'802	3'802	108	0	The vehicles cost more than anticipated
Project Transport - fast response boat	50'000	44'918	-5'082	90	0	The boats cost less than anticipated
Project Transport - motorcycle	5'000	5'134	134	103	0	The motorcycles cost more than anticipated
Temporary Office Establishment costs	20'000	3'994	-16'006	20	2'000	Renovation of temporary office and minor repairs at field post at Msimbati.
Social Scientist	18'000	0	-18'000	0	0	
Incidentals	6'760	10'380	3'620	154	2'100	This budget is higher than anticipated because of numerous office and field visits by stakeholders and partners..
AIG/Sust. Use proj. development costs	12'000	1'188	-10'812	10	15'000	To cover costs for Activities 6.2 and 6.3.To select pilot villages in Q4- thru AIG studies. Technical input by T.C-IUCN
AIG/Sust. Use training activities	12'000	0	-12'000	0	0	This activity to be completed during the implementation phase
Environmental awareness activities/materials	9'600	11'069	1'469	115	2'500	To prepare calendars for 2005.
Training reference material	4'000	525	-3'475	13	1'000	
Staff Housing - rental	11'000	1'820	-9'180	17	0	Is not applicable to MBREMP staff as it is consolidated in staff salaries according to GOT schemes of service
Staff Housing - upgrade	20'000	0	-20'000	0	0	No MBREMP houses to be upgraded, hence not applicable
Office Operating Costs (tel/fax/email)	10'400	15'290	4'890	147	2'500	The operation cost is more than anticipated. The costs quoted covers 4 months
Communications	10'400	17'654	7'254	170	2'600	Communication cost is more than anticipated
External Audit	4'000	3'300	-700	83	3'500	External audit fees and costs are more than anticipated. An additional US \$ 3,500 was approved bringing this budget line to US \$ 7,500.

Accounting and Reporting	10'400	6'254	-4'146	60	1'100	The accounting and reporting costs are cheaper than anticipated
Project Steering Committee	8'000	8'235	235	103	6'000	One extraordinary PSC to discuss MTR in November was not planned. Normal PSC to be held in January 2005. Costs to cover participants.
Mid term External Evaluation Mission/Workshop	15'000	0	-15'000	0	15'000	To cover costs for the mid term review.
Insurances	7'800	3'720	-4'080	48	600	
Environmental/Natural Resources Economist	9'000	1'880	-7'120	21	0	Local consultancy on coral mining work already done.
Socio-Economist	9'000	5'633	-3'367	63	4'500	To pay balance on consultancy by CORDIO.
Community Development Specialist	9'000	0	-9'000	0	0	
Gender Specialist	9'000	0	-9'000	0	0	
Management Fee UNDP	7'500	7'500	0	100	0	
Contingency		0	0	N/A	0	
<b>Total</b>	<b>931'385</b>	<b>703'681</b>	<b>-227'704</b>	<b>76</b>	<b>142'685</b>	To improve on efficiency and effectiveness of implementation of MBREMP project activities

## 7. MBREMP Expenditures by Result

In support of this evaluation, IUCN EARO kindly prepared an analysis of project expenditures according to sub-result for the years 2003 and 2004. The table below recapitulates that analysis for each of the project's seven major results.

Section A includes all of the project expenditures since its inception.

Section B then breaks down the total costs for January 2003 to September 2004. Administration, support and equipment account for 68% of the total project costs. The remaining 32% can be broken down according to the project results (section C).

<b>MBREMP Expenditures by Result</b>		
	<b>USD</b>	<b>% of Total</b>
<b>A. Overall Expenditures 2002-2004</b>		
Total Costs 2002	194'623	
Total Project Costs 01/03 - 09/04	487'557	
Total Project Expenditure as at 30.09.04	<b>682'180</b>	
<b>B. Total 2003-2004</b>		
Administration and Support Costs	283'638	58%
Equipment	49'662	10%
Project Costs by Result	154'257	32%
Total Project Costs 01/03 - 09/04	<b>487'557</b>	100%

## **8. Procedures for Outsourcing Consultants**

The following table outlines the procedures agreed by MPRU and IUCN in September 2003, and currently used by the project to hire consultants:

We believe that this procedure is far too heavy and time consuming, and that there should be little risk in streamlining it for phase two, especially now that the partners have overcome many of their initial difficulties of working together, since the Project Coordinator now has much more experience, and since there have been no problems with the choice of consultants in phase one.

We recommend that the hiring of consultants should essentially be the responsibility of the PC and the TA. They should be supported in this – not controlled – by the project partners. This is in line with de.98 175.98 286.22(b)



## **9. Comments on the 2004 Annual Project Report for UNDP/GEF Projects**

The UNDP/GEF Annual Project Report format provides an excellent tool for reviewing progress towards impact indicators. Completing this report every year



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Reserves Unit may break down	
Co-operative arrangements between the relevant government authorities may break down.	Idem.
There may be inadequate revenue to meet ongoing management costs	Idem.

