

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.

IV. TABLE OF CONTENTS

I	PREFACE	1
II	ACKNOWLEDGEMENTS	1
III	DECLARATION.....	1
IV.	TABLE OF CONTENTS.....	2
V.	ABBREVIATIONS/ACRONYMS.....	4
VI	EXECUTIVE SUMMARY	5
1.	INTRODUCTION.....	8
1.1	PROGRAMME EVALUATION BACKGROUND.....	8
1.2	PROGRAMME DESCRIPTION.....	9
2	METHODOLOGY	14
2.1	INTRODUCTION.....	14
2.2	DESK-TOP REVIEW.....	14
2.3	FINALISATION OF KEY QUESTIONS.....	15
2.4	INTERVIEWS	16
2.5	FIELD VISITS TO RELEVANT PROGRAMME SITES	19
3	FINDINGS	20
3.1	FINDINGS FRAMEWORK	20
3.2	“RELEVANCE”	21
3.2.1	POLICY.....	21
3.2.2	LOCAL NEEDS.....	22
3.3	“EFFECTIVENESS”	24
3.3.1	IMPLEMENTATION SCHEDULING	24
3.3.2	OUTPUTS.....	24
3.3.3	ORGANISATIONAL EFFECTIVENESS IN DELIVERING OUTPUTS.....	36
3.3.4	SHARING OF LESSONS LEARNED	37
3.4	“EFFICIENCY”.....	37
3.4.1	RESOURCING.....	38
3.4.2	USE OF RESOURCES.....	38
3.4.3	PROBLEM SOLVING	38
3.4.4	PROGRAMME PARTNERS.....	39
3.4.5	PROGRAMME PARTNER ROLES.....	39
3.4.6	EFFICIENCY OF MANAGEMENT SELF MONITORING	40
3.5	“IMPACT”.....	40
3.5.1	BEHAVIOUR.....	46
3.5.2	UNINTENDED IMPACTS.....	47
3.5.3	LONGER TERM CHANGES	47
3.5.4	WITHOUT PROGRAMME SCENARIO	47
3.6	“SUSTAINABILITY”.....	48
3.6.1	BENEFITS.....	49
3.6.2	LEVEL OF PARTICIPATION	49
3.6.3	CAPACITY TO DELIVER.....	49
3.6.4	ADDITIONAL MEASURES.....	50
3.7	KEY QUESTIONS.....	50
3.8	LESSONS LEARNED	51
4.	RECOMMENDATIONS.....	55
4.1	RECOMMENDATION 1: FOURTH THREE YEAR PHASE.....	55

4.2	RECOMMENDATION 2: GOVERNMENT SERVICE IMPROVED	55
4.3	RECOMMENDATION 3: COLLABORATION IMPROVED..	56
4.4	RECOMMENDATION 4: PROGRAMME SIMPLIFIED	6
4.5	RECOMMENDATION 5: MANAGEMENT AREA ADMINISTRATION MESHED	56
4.6	RECOMMENDATION 6: SUSTAINABLE FINANCING PROVIDED	57
4.7	RECOMMENDATION 7: SUSTAINABLE LIVELIHOODS SUPPORTED.....	57
4.8	RECOMMENDATION 8: CLIMATE CHANGE/POPULATION RISKS ASSESSED/MANAGED	58
4.9	“EXIT ACTION PLAN”	59

FIGURES

1.1	IDEALISED ORGANOGRAM FOR THE PR OGRAMME.....	12
1.2	MAP OF MANAGEMENT AREAS	13
2.1	CONCEPTUAL APPROACH TO IDENTIFYING PROPOSED ISSUES AND QUESTIONS.....	15
4.1	PROPOSED SCHEDULING AND CHANGING SOURCES OF FUNDING FOR THE “EXIT ACTION PLAN/SUSTAINABILITY PLAN”	61

TABLES

2.1	APPROACH TO SCHEDULED MEETINGS:-	17
2.2	KEY INDICATORS OF PROGRAMME IMPACT AND SUSTAINABILITY:-.....	18
3.1	DATA ON MANGROVES (SOURCE: 2001/2002 ANNUAL REPORT)	31
3.2	IMPACT STATUS OF INDICATORS FROM INFORMAL INTERVIEWS	42
3.3	SUSTAINABILITY STATUS OF INDICATORS FROM INFORMAL INTERVIEWS	48
4.1	ACTIONS WITHIN THE EXIT ACTION PLAN AND JUSTIFICATION (RECOMMENDATION).....	59

APPENDIX 1	TOR FOR THE ASSIGNMENT
APPENDIX 2	REFERENCES
APPENDIX 3	EVALUATION MATRIX
APPENDIX 4	ITINERARY
APPENDIX 5	EVALUATION TEAM LETTER FOR MEETINGS
APPENDIX 6	POWERPOINT PRESENTATION TO TCCF
APPENDIX 7	“EXIT ACTION PLAN”
APPENDIX 8	NOTES ON AREA MANAGEMENT PLANS AND BYLAWS
APPENDIX 9	DATA COLLECTION FORMS EVALUATION

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.

- 1. The Programme should continue through a fourth three year Phase.**
- 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).**
- 3. Understanding of the collaborative nature of management areas should be strengthened.**
- 4. The logframe and M&E (monitoring and evaluation) system should be simplified.**
- 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**
- 6. Efforts should be made to secure sustainable financing to continue key activities after Phase IV.**
- 7. The Programme should support sustainable livelihoods**
- 8. Risks from population increase and climate change should be**

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

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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

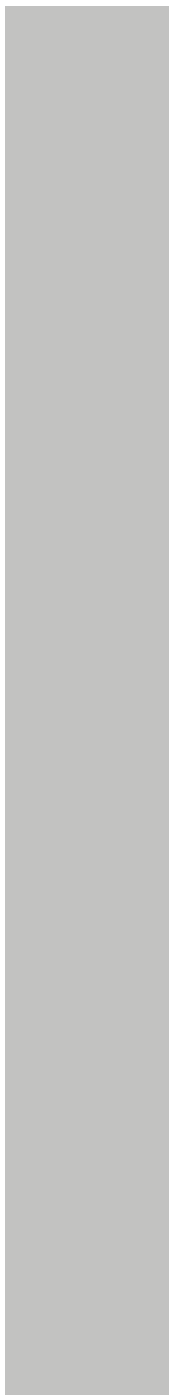
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Line of command/reporting for National Institutions involved in the Programme may occur at National and/or local level. These include the three arms of Government: the Legislature (Parliament), the Judiciary and the Executive (Government). The executive 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

Figure 1.2 Map of Management Areas



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)

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

3 FINDINGS

3.1 Findings Framework

Preliminary findings were presented to the TCCF on 26

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 Progra

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

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: “Boma TD 0 3.2959 Tc 043Tw (72”

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 **Facilitating seaweed farming.**

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 f83awshi3and legislendations on by20 0 T TD 0 Tc -0.2911 Tw () Tj

Result Area 3: Key stakeholders aware of costal zone management issues and value and using inform

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	

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

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
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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 is no aeras TD 011 Tw 2Fons ar0.5e i5ons. In the TCZC

Table 3.2: Impact status of indicators from informal interviews

	Number	
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2. Percent increase in household Incomes from marine resources

Status

Information on fish landings and estimated value⁶⁵ 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 III⁶⁶ 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.

Recommendations

(1) See analysis for "landings" form in Appendix 9. (2) Seaweed harvest data collection forms World

5. 100% reduced incidence of destructive practices	
Status	Recommendations
<p>General feeling that things were getting better. Blasting has reduced from 35 blasts in 2001 to 26 blasts in 2002⁶⁸ (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.</p>	<p>See analysis for "Patrolling" form (appendix 9)</p>
<p>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.</p>	

6. % increase in quality and quantity of natural marine resources: Fish abundance	
Status	Suggested improvements
<p>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 effort⁶⁹. Reef fish populations reportedly improved (TCZCDP, 2003, p. 11) but using rare key indicators. No indication of quality (based on diversity).</p>	<p>See analysis for "Reef Fish" monitoring and "Catch landing" forms in appendix 9. Quality best estimated from diversity.</p>
<p>Notes: No percent specified. Natural resource productivity cannot increase indefinitely.</p>	

7. % increase in quality and quantity of natural marine resources: Coral cover	
Status	Suggested improvements
<p>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).</p>	<p>See analysis for Reef Fish monitoring and Catch landing forms in appendix 9. Quality best estimated from diversity.</p>
<p>Notes: No percent specified. Natural resource productivity cannot increase indefinitely.</p>	

**9. % increase in quality and quantity of natural marine resources: Mangrove Cover
Status**

ensure that the good management : (a) institutionalisation of Programme ned awareness of the importance of tion into school curricula. However, re activities still depend on external have to be tested and implemented ing including collection of evidence,

have been used as background for ons over sustainability. A summary of table 3.3 below shows responses to gramme sustainability.

formal interviews

Status*
Average
1.7
3
2.9
2.1
4
2.3
2.8
2.3
2.8
2.6

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 rcF and oMj 0 -12 TD -0.07
The approach was included substantial effort to mobilize government funding for Tj 0 -Tc -0.068

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

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.

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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"

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)

