

PROJECT BRIEF**1. IDENTIFIERS:**

PROJECT NUMBER	1524
PROJECT NAME	Tanzania: Development of Mnazi Bay Marine Park
DURATION	4.5 years
IMPLEMENTING AGENCY	United Nations Development Program
EXECUTING AGENCY	Ministry of Natural Resources and Tourism
COUNTRIES	Tanzania
ELIGIBILITY	Tanzania ratified CBD on 8 March 1996, joined the GEF in 1996. Tanzania is eligible to receive UN developmental assistance
GEF FOCAL AREAS	Biodiversity, with cross-cutting links to International Waters
GEF PROGRAMMING FRAMEWORK	Operational Programs 2

2. SUMMARY

This GEF Project provides the additional funding for the development of a multi-purpose Marine Protected Area around the globally significant marine biodiversity values of the Mnazi Bay and Rovuma River estuary areas in southern Tanzania. This is Tanzania's second Marine Park. In keeping with Marine Park philosophy in Tanzania, the sustainable use of marine resources by communities, as well as biodiversity conservation, is emphasized. This is designed as 54-month project including an initial participatory planning phase followed by an implementation phase. There is a focus on protected area zoning with sustainable harvesting. Externalities are addressed.

3. COSTS AND FINANCING (MILLION US\$)

GEF	Project	:	1.495	17 per cent
	PDF B	:	0.120	
	Sub-total GEF	:	1.615	
CO-FINANCING	Direct	:	0.713	
	Indirect	:	1.360	
TOTAL PROJECT COST			3.689	56 per cent

4. OPERATIONAL FOCAL POINT ENDORSEMENT:

Name: P Ngumbulu	Title: Permanent Secretary
Organization: Vice President's Office	Date: 9 February 2000

5. IA CONTACT:

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PROJECT BRIEF

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LIST OF ABBREVIATIONS AND ACRONYMS

AIG	Alternative Income Generation
BOT	Board of Trustees (for the Marine National Parks)
CONCERN	A Development International NGO
EARO	East Africa Regional Office (of IUCN)
EIA	Environmental Impact Assessment
GBRMA	Great Barrier Reef Marine Authority (in Australia)
GEF	Global Environment Facility
ICM	Integrated Coastal Management
IMS	Institute of Marine Science (Zanzibar)
IUCN	The World Conservation Union
MPA	Marine Protected Areas
MTR	Mid-Term Review
PC	Project Coordinator
PDF	Project Development Financing (a GEF term)
PSC	Project Steering Committee
RIPS	Rural Integrated Support Programme (funded by tFinland)
SOZOCO	Southern Zone Confederation for the Conservation of the Marine Environment. Also called <i>Shirikisho</i> (an NGO).
STAP	Scientific Technical Advisory Panel (A GEF organ)
TA	Technical Advisor
TCMP	Tanzania Coastal Management Programme
ToR	Terms of Reference
TPR	Tri-Partite Review
UNDP	United Nations Development Programme
WWF	World Wide Fund for Nature

BACKGROUND AND CONTEXT

Background

1. Tanzania has a coastline of 800 km and a rich diversity of tropical marine and coastal systems including coral reefs, seagrass beds, mangrove stands and sand dunes. Marine resources are critical to Tanzania's economic and social development and underpin the livelihoods of coastal communities, who rely heavily on the sea for their food and income. Rural and urban development is placing pressure on these resources and on marine biological diversity and productivity. These threats will increase as coastal populations expand. The conservation and sustainable development of the marine environment is an issue of pressing national, as well as global, concern.

Environmental Context

2. Mnazi Bay, in Mtwara District, southern Tanzania, was identified as a priority area for the conservation of global marine biodiversity in the Assessment Report '*A Global Representative System of Marine Protected Areas*' (GBRMPA / World Bank / IUCN, 1995). The Government of Tanzania considers the site to be a priority area for Marine Protected Area (MPA) development and is seeking to establish the area as Tanzania's second Marine Park¹. A preliminary Environmental Assessment was funded under PDF Block B activities to gather baseline data and verify this in the field.² This Assessment showed that the project site supports a complex and diverse system of coral reefs, mangroves and sea-grass beds

3. In 1998/9 a series of discussions in Mtwara District led to the "Mtwara Declaration", in which the District authorities at both governmental and civil society level agreed to the creation of a Marine National Park in the Mnazi Bay area. This agreement came from 17 villages, through ward and Division level to the District. At District level it was approved by both District Council and by the relevant authorities of government. An outer boundary was agreed to. This agreement has gone to the Region (approved) and to the central government where the Ministry will put it to Parliament under the Marine Parks and Reserves framework legislation. The Mtwara Declaration is attached as part of Annex 1.

4. The Mnazi Bay MPA will include both marine and coastal habitats. These include a large tract of mangroves around the Ruvuma delta (the Ruvuma River forms the border with neighbouring Mozambique), and part of a highly productive and relatively undisturbed estuary. The sand dunes north of this estuary are the highest on the eastern Africa seaboard, and have plant species not found elsewhere on continental Africa. A large population of Crab Plovers has led to the area being designated as an Important Bird Area (IBA).

¹ Tanzania's first Marine Park, Mafia Island, was established in 1995 with support from WWF. Note that in Tanzania, the Marine Parks can have a core "no-use zone" and a variety of "sustainable-use zones", which can include habitation. This differs from Tanzania's terrestrial parks.

² This Project Proposal is one of three proposals developed from a World Bank – GEF supported Block B PDF Grant through IUCN Switzerland. The Block B was for projects in Vietnam, Samoa and Tanzania. In the Tanzanian context, during Block B activity the World Bank saw greater comparative advantage in the UNDP country programme backstopping the project, and so the Implementing Agency changed – wef from June 1999.

5. At present the clearing of mangroves occurs without effective controls. Whales, dolphins and marine turtles (four species) are seen in Mnazi Bay. Local fishermen claim turtles nest in the area, and they are sometimes caught for food. Local fishermen also target species such as giant clam, lobster and sea cucumbers, and these are now depleted from shallow waters. Apart from these groups fishermen claim a recent improvement in the local fisheries catch and associate this with the enforcement of effective controls on dynamite fishing. There are no reliable data on which to assess these claims or base assessments of fisheries stocks or trends.

The coral reefs at Mnazi Bay are diverse and until recently have remained in very good condition³. However, their diversity and productivity are increasingly threatened by over-fishing, destructive fishing (especially non-selective fishing gear), and coral mining. The coral-bleaching event that occurred throughout East Africa and the Western Indian Ocean in 1998 also had an impact on shallow reefs in the area, although the severity and extent of this need to be monitored.

6. The threats to marine biodiversity arise in part due to the heavy dependence of local communities on coastal resources for their livelihoods, and to the poor socio-economic conditions of the District. Fishery products are a major source of protein and fishing is a major source of employment. This Project recognises and addresses the strong linkage between biodiversity conservation and socioeconomic objectives.

Socioeconomic Context

7. The Project was prepared using a PDF-B funded Social and Environmental Assessment to ensure the active involvement of local communities and other stakeholders in project preparation. This work revealed that communities are keen to explore every possibility for improving their socioeconomic situation, and are fully aware that their livelihoods depend on the productivity of the marine environment. Community representatives helped design Project interventions and its management structures, and have provided strong statements of support for this proposal.

8. Mtwara District is amongst the poorest in Tanzania. Seventeen villages border the MPA site, with a total population of about 30,000 people⁴. These communities are economically very poor, relying primarily on subsistence fishing and agriculture for their survival. Per capita incomes are less than US\$100 per annum.

9. Infrastructure in the Mtwara District is poorly developed in comparison to the rest of Tanzania and especially so in the villages bordering Mnazi Bay. In these villages there is no main electricity supply and no telephone, radio or television communications. Water supplies are unreliable. To access health, education and many other basic services people must travel to Mtwara town (20-40 km) by way of a poor-quality unsealed road that can be impassable in the wet season. Most people do not have independent means of transport. Public transport facilities are rudimentary.

³ An outbreak of dynamite fishing in the mid-'90s was controlled through government intervention, and local community support.

² Seventeen villages will be included within the buffer zone of the Park, from Muharangu to Nampula. Details are in the Social Assessment document.

10. There are existing aid-funded programs underway in the Mtwara District (e.g., Finnida's Rural Integrated Project Support (RIPS) Programme) which aim to address the poor socioeconomic conditions in the region.

11. The facilities to cater for organised tourism do not exist. Although Mtwara has an airport with regular flights to Dar-es-Salaam, tourism is not yet a factor in the District economy. However there are signs that this may change, with recent investor interest in Msumbati Island beaches.

12. The national Government has major plans to develop southern Tanzania by improving transport links and other infrastructure. This is the proposed 'Mtwara Development Corridor', a collaborative effort involving the Governments of Malawi, Mozambique and Tanzania, with strong Presidential level backing. The corridor is designed to promote investment in infrastructure including transportation, industry and tourism. Trans-boundary initiatives are to be prioritised. Several donors are reacting to calls for investment. This development includes a proposal to upgrade the power generation plant at Mtwara (the provision of reliable power to Mtwara and other major towns is a vital economic development for this poor region). One option under preliminary consideration is a gas-to-electricity project utilising natural gas resources in the vicinity of Mnazi Bay. The World Bank (as the potential financier) and the Tanzania Petroleum Development Corporation (TPDC) have undertaken that should this option be pursued, there will be a full EIA and appropriate environmental controls to ensure compatibility with the MPA's objectives.

13. The presence of this and other proposals emphasises the need to move quickly to develop Mnazi Bay Marine Park. The Marine Protected Area is needed to safeguard critical biodiversity values and provide a management system to ensure that planned development activities proceed in an environmentally sustainable manner.

Institutional Context

14. An Institutional Assessment was commissioned using PDF resources and provided the baseline information from which the Project's institutional arrangements have been developed.

15. The system of Government in Tanzania provides for decentralisation with significant control delegated to Regional and especially District levels. Financial and technical resources are limited, especially in southern and south-eastern Tanzania, which includes Mtwara District.

16. Tanzania has strong legislation in the *Marine Parks and Reserves Act (1994)*. Procedures governing the establishment and management of Marine Parks have been refined through experience in developing Mafia Island Marine Park. The aspects of community involvement and ownership are strongly emphasised. The Marine Parks and Reserves Unit reports to the Board of Trustees for Marine Parks and Reserves (BOT, the Board) which in turn reports to the Minister for Natural Resources and Tourism⁵. The Board has its own financial arrangements with revenue collected from Marine Parks kept separate from the central Government's general

⁴ There are plans to amalgamate the Marine National Parks Unit as a distinct Directorate of the Tanzanian National Parks Board.

revenue. The Board strongly supports the development of Mnazi Bay Marine Park and has committed to meeting its personnel and long-term operational costs.

17. Tanzania is also developing its Integrated Coastal Zone (ICM) capacity through the Tanzania Coastal Management Partnership (TCMP), a cooperative initiative among the Government of Tanzania through the National Environment Management Council (NEMC), the United States Agency for International Development and the University of Rhode Island's Coastal Resources Center. The TCMP is developing a national coastal policy, intersectoral mechanisms for ICM, and supporting capacity building and other initiatives. Marine Parks are a core component of the overall TCMP approach and the involvement of TCMP in this Project will ensure that Mnazi Bay Marine Park develops within the wider context of ICM.

RATIONALE AND OBJECTIVES

Rationale

18. The Project will develop a zoned multiple-use marine protected area (MPA) that protects globally important examples of coral reef, mangrove and estuarine systems. It will address the root causes of biodiversity loss, and empower the local community to manage effectively, and utilise sustainably, the biodiversity resources on which their livelihoods depend.

Global Benefits

19. The Project will support the conservation of the globally significant marine biodiversity values of Mnazi Bay and the adjacent Ruvuma Estuary in the Mtwara District of southern Tanzania, an area of about 200km². This complex system of coral reefs, mangroves, seagrasses and other ecosystems is amongst the least disturbed on Tanzania's coast, but under increasing stress. The Project will reduce or eliminate damaging activities such as overfishing, destructive fishing, coral mining and mangrove clearing. In doing so it will provide optimal conditions for recovery of coral reefs from the 1998 bleaching event. Through these actions the Project will ensure the maintenance of the globally important biodiversity values, and a sustainable flow of benefits to local communities.

20. The Project will ensure that development agencies will conduct and fund appropriate EIA and environmental mitigation works on planned industrial development (gas extraction). It will be a model for further MPA development in Tanzania and Eastern Africa as a whole.

21. The MPA project will provide a pilot site for initiating transboundary cooperation with Mozambique on marine environmental management. Mozambique is developing a Marine Protected Area to the south of the Rovuma River delta in the North Quirimba Islands⁶.

22. The Project will also link with ongoing Integrated Coastal Management activities; including initiatives in upstream catchment areas in Tanzania. The project is in close contact with the

⁶ This is part of a GEF supported project in Mozambique (MECOA / WB) for ICZM. Project development in Tanzania is in touch with the Mozambique process, directly, and via the Mtwara Corridor activity.

USAID funded ICZM initiative in Tanzania, and with DANIDA who are planning a long-term conservation process in adjacent Lindi Region, the source of much of the sediment in the Rovuma River. This GEF project's interest in the Rovuma River, coupled with the developing projects in Mozambique, will permit greater attention to the upstream and terrestrial inputs to the downstream fluvial and marine systems, along a relatively unknown but major international river system.

Objectives

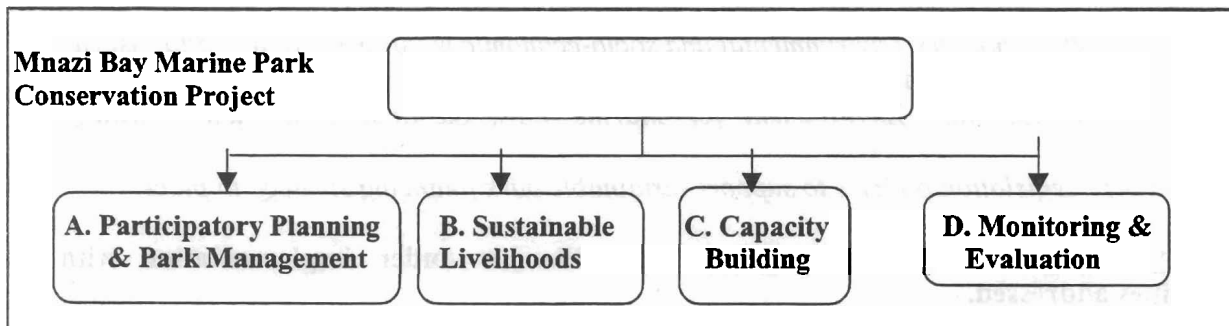
23. The Goal of the Project is to: **Conserve a representative example of internationally significant and threatened marine biodiversity.**

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

Major Outcomes or Result Areas

25. The Project outcomes will be generated under four components or Immediate Objectives covering participatory planning and management, the development of sustainable livelihoods, capacity building, and monitoring and evaluation.

Project Components



26. Each of the Immediate Objectives has one or more Results or Outcomes. These can again be divided into Sub-Results or Activity Clusters. These higher order components are summarised below and in the Project Objective tree shown in Annex III. This annex contains the Log-Frame Analysis, with Indicators at Objective and main Result levels.

Objective A: Participatory planning processes and MPA conservation mechanisms are established.

Result 1: Knowledge base for marine environmental planning & sustainable development established.

Sub Result 1.1: Marine resources and biodiversity assessed

Sub Result 1.2: Key socio-economic and cultural factors assessed

Sub Result 1.3: Marine and land use environmental issues assessed

Sub Result 1.4: A marine information center established and being effectively used.

Result 2: Communities / decision makers aware of marine problems, benefits and responsibilities, and use this awareness and information for improved conservation.

Sub Result 2.1: Local communities aware of marine environmental problems, benefits, and responsibilities.

Sub Result 2.2: Key decision makers are aware of marine problems, benefits and responsibilities of the MPA.

Sub Result 2.3: Promote lessons learned regionally and internationally.

Result 3: Marine park planning / monitoring processes established, & an initial marine park management plan developed,

Sub Result 3.1: Mnazi Bay MPA Park General Management Plan and Sustainable Use Plan are developed

Sub Result 3.2: Participatory Environmental and socio-economic monitoring system established

Sub Result 3.3: Sustainable Marine Park financing strategy formulated and implemented

Sub Result 3.4: Enabling Environment for Marine Park Sustainable financing strategy established

Sub Result 3.5: Legislation/policies to support sustainable park financing strategy in place.

Result 4: Marine PA General Management Plan is under implementation with externalities addressed.

Sub Result 4.1 Management Plan Implementation (NB These activities to be finalised after the Planning Phase)

Sub Result 4.2 Externalities addressed (eg integrating EIA and mitigation, cross border and up-stream issues)

Objective B. Capacity to conserve marine resources is created.

Result 5: Improved capacity of key stakeholders and institutions for marine conservation and management.

Sub Result 5.1: Key staff with MPA Unit with improved marine conservation/management knowledge.

Sub Result 5.2: Marine resource users have knowledge/skills for marine conservation and management.

Sub Result 5.3: Local and National institutions to manage the Marine Park developed.

Objective C. Sustainable use regimes and AIG provide sustainable livelihoods to communities

Result 6: AIG and Sustainable Use Regime activities developed, piloted and adopted

Sub Result 6.1: Sustainable Resource Regimes are established for key marine resources.

Sub Result 6.2: Pilot AIG activities identified, designed and tested.

Sub Result 6.3: An enabling environment for AIG / sustainable use activities is established.

Objective D. Project adequately monitored / evaluated for success & impact.

Result 7: The Marine Protected Area Support Project is effectively managed, monitored and evaluated

Sub Result 7.1: Project finance and management systems established and maintained

Sub Result 7.2: Project strategic plans and annual work planning completed

Sub Result 7.3: Project objectives and activities monitored and evaluated

Sub Result 7.4: Project equipment and facilities acquired and maintained.

These components are described in more detail below.

Component A - Participatory Planning and Protected Area Conservation and Management

27. This component covers the planning, establishment (gazettement) and management of a Marine Park as defined under the *Marine Parks and Reserves Act (1994)*. This will include the development of a management plan and co-management arrangement by the local resource users, the Marine Parks and Reserves Unit, and District government authorities. The process uses existing local initiatives and institutions such as the Village Councils and *Shirikisho* ('Southern Zone Confederation for the Conservation of the Marine Environment')⁷.

28. Two management plans are envisaged. The first is the preliminary overall General Management Plan that will be developed in the first phase, and sets out the main conservation protocols and zonation. A second plan that addresses sustainable use strategies will follow in the implementation phase. This is provided for under component B.

29. Result 3 includes the monitoring and evaluation activity that will provide the baseline information required for development of a management system and the ongoing data to assess the Project's socioeconomic and environmental impacts over time. It will also provide progress reports to stakeholders, government and donors. This includes an initial marine environmental and socioeconomic assessment, and the development and implementation of a community-based monitoring program.

⁷ An NGO formed by local fishermen that has been instrumental in the recent controlling of dynamite fishing.

30. Significant data on marine biodiversity in Mnazi Bay have already been collected through the activities of the Institute of Marine Science (IMS) in Zanzibar, Frontier Tanzania, and TCMP. The development of monitoring activities will be undertaken in collaboration with these organisations.

31. Result 4 is the development of a Sustainable Financing Strategy to set realistic expectations for financing the MPA. The Strategy will outline goals, policies and mechanisms to supplement those resources committed by the Board for the ongoing costs of management⁸. The Sustainable Financing Strategy will enable the Board to capitalise on future revenue raising opportunities arising from the political impetus to develop southern Tanzania (e.g. to ensure that local people benefit from tourism development). Revenues raised would be held under the Board's existing national Marine Parks Trust Fund and utilised solely for purposes related to the management of the MPA⁹.

32. Result 4 of this component provides for the implementation of the management plan. This is not provided for in detail, as we await the content of the plan itself. A fuller log-frame for implementation will be developed at the end of the planning phase. Further co-financing will be developed at this implementation stage.

33. The management plan will also provide a framework for considering externalities to the MPA, including appropriate controls on major development proposals, such as the proposed gas project (such projects will conduct and fund their own EIAs and environmental mitigation works).

34. The Project will assess the feasibility of developing transboundary marine environmental management with Mozambique. This is seen as one of the important externalities to be considered under Result A4

35. The viability of Mnazi Bay Marine Park must be considered within the context of ICM. The Project will work with TCMP and other stakeholders to prepare an ICM issues paper that identifies threats, opportunities and potential mechanisms to develop ICM in the catchment of the Ruvuma River. Note that other GEF initiatives are planned upstream, including the developing Coastal Forest project and an MSP for the development of conservation corridor linking the Selous Game Reserve in Tanzania to the Niassa GR in Mozambique across the Rovuma River. The Rovuma is a priority Trans-Boundary Conservation Area.¹⁰

Component B – Sustainable Resource Use and Sustainable Livelihoods

36. There are two major outputs under the Sustainable Livelihoods component. This component aims to reduce extractive pressure on the marine resources of Mnazi Bay, in part through implementing sustainable harvesting regimes in buffer areas, and in part through developing alternatives in exchange for community commitment to the MPA management plan and its

⁸ The Board of Trustees has undertaken to assume full responsibility for meeting all the ongoing costs of managing the Marine Park at the conclusion of the project (see Annex VII).

⁹ A proportion of revenue may flow directly back to assist with community development activities.

¹⁰ Vide Dr R de Vletter, TFCA programmes, World Bank, Maputo; and MECOA and Dept of Forests and Wildlife, Maputo.

biodiversity conservation measures. The Project will provide assistance to local communities in the vicinity of Mnazi Bay to develop AIG opportunities that could improve their livelihoods in ways that are vital to achieving the biodiversity objectives of the MPA¹¹. The Project will seek to utilise and develop existing revolving fund and credit facilities in partnership with RIPS and other agencies.

Component C - Capacity Building

37. This component will develop the skills required to manage a successful multi-function Marine Park. And build the support and commitment of local stakeholders. For training, significant upgrading of skills will be needed at all levels - in management planning and implementation, community extension, biodiversity monitoring, surveillance, and other areas. The project will deliver these directly to project and Marine Park staff and local communities, and indirectly through 'training of trainers'. The Project will undertake training in collaboration with existing programs (e.g., Mafia Island, TCMP, RIPS).

38. Environmental awareness activities are also a key element to capacity building. These will aim to build commitment to the MPA, increase appreciation for the importance of local marine resources, develop awareness of threats to related biodiversity and especially their relationships to long-term use values - among local communities and the wider public. Target groups include fishermen, women, school children and their teachers, the general public of Mtwara, and visitors to Mnazi Bay.

Component D – Project Monitoring and Evaluation.

39. This component tracks project management effectiveness and efficiency, as opposed to Protected Area effectiveness. Monitoring PA effectiveness is a feedback mechanism within the management planning process and is in Component A. This component has result areas looking at financial systems, equipment use, staff performance and assesses progress against log-frame based work plans.

PROJECT ACTIVITIES AND EXPECTED RESULTS

Project Phasing

40. The project will be executed in two phases, as laid out in the phasing and work plan in Annex 6. The first or "Set-Up Phase" will be of some 30 months duration. This includes an initial six-month preparatory part in which the implementing agencies recruit key staff, set up offices and order equipment. During this time it is expected that the Protected Area will be formally gazetted¹². Following recruitment of key technical staff, the planning part of the Preparatory Phase commences for 24 months. During this period an initial MPA general

¹¹ AIG activities already enjoying some success in the Mtwara Region (with support from RIPS) include small-scale agriculture, growing and processing cashew nut, seaweed farming, prawn harvesting and goat husbandry. The Project would assess these existing activities against its AIG selection criteria to ensure a viable contribution to marine biodiversity conservation.

¹² Note that the gazettelement process has started. This is a lengthy process in Tanzania, with a strong participatory element. Already the process has been through sub-district and district levels. The process ends in Parliament.

management plan will be developed and adopted. This phase also covers the design of AIG pilot projects, initiation of capacity building and first stage conservation programs, and the set-up of monitoring and evaluation systems.

41. The Project allows for flexibility in the duration of the phases. It may be possible to achieve the objectives of the Set-Up Phase in less than 30 months, in which case the Implementation Phase can commence ahead of schedule. Note that project preparation partners are anxious that the management plan process be participatory, with full buy-in by local communities. Such participation will depend on awareness and an enhanced capacity to engage in plan processes. This all takes time. But many of the basic protected area functions of protection and resource documentation will commence during the setup phase, with the general management plan.

42. An evaluation of the success of the Set-Up Phase will determine the executing responsibilities (see below) and institutional arrangements for the following Implementation Phase. This will be of 24 months duration and will bring the project up to four and a half years duration. Final arrangements for the Implementation Phase will be based on the outcomes of the review. The Implementation Phase covers the implementation of the management plan, AIG projects and other activities, and will see the MPA reach full staffing levels. The detail of the Implementation phase depends on the content of the Planning Process. The evaluation will re-examine the Project Logframe at that time.

43. This phasing affects implementation modalities. In phase one, Project Implementation will be through an International Organisation with proven expertise in marine protected area development and management, and with a proven track record in the region. Government has identified IUCN EARO to take up this task. IUCN EARO have a Marine Conservation Specialist on their staff, have a competent project management unit, and are currently implementing a Netherlands funded conservation project which includes the Rufiji Delta wetlands and mangroves up the coast from Mnazi Bay; and an Integrated Coastal Zone Management Project in Tanga Region. A primary task of IUCN's project team will be capacity building.

44. In phase two, the Implementation Phase, project modalities will change. The Protected Area will be legally gazetted and in place, with operational capacity. A much greater responsibility will be placed on the MPA administration, and the project will be implemented through dual arrangements:

- National Execution Modalities, with UNDP supporting the MPA directly for local activity.
- Agency/NGO Execution modalities, where IUCN EARO would be responsible for a reduced set of activities including providing the Technical Adviser and other international inputs.

45. Annex VI shows an implementation plan with the timing of phases and main result areas.

RISKS AND SUSTAINABILITY

46. The Project will achieve sustainability by placing a strong emphasis on building partnerships amongst its stakeholders, building towards financial self-sufficiency, and providing long-term socioeconomic benefits to the local communities that depend on the resources of the site. The following inputs are required to ensure post-project sustainability of the management system at Mnazi Bay:

- (a) Long-term community commitment including a willingness to collaborate on management issues with the Marine Parks and Reserves Unit and relevant District authorities. This goes with a strong commitment from MPA management to work with local communities.
- (b) A well established and effective MPA administrative structure;
- (c) Lasting co-operation between the Marine Parks and Reserves Unit and other government agencies; and
- (d) Sufficient finances (PA revenue or subvention) to meet post-project MPA management costs.

Community Commitment

47. Local community representatives participated actively in the *Social Assessment*. Representatives from the local communities and other stakeholder groups have given their strong support. The Mtwara Declaration includes a statement of local stakeholders' endorsement of the project. The community role in bringing illegal dynamite fishing to an end is evidence of their commitment.

48. The Project is closely targeted towards local needs and will assist communities to develop sustainable use and AIG pilot projects that help replace existing unsustainable harvesting activities and provide long-term social and economic benefits. These activities will provide an incentive for communities to support biodiversity conservation measures, and compensate for costs incurred through the closure of some areas to fishing. The Project will establish a formal role for communities in decision-making through a system of village committees, a Marine Parks Advisory Committee, and representation on the Project Steering Committee. The project actively seeks to engage all target groups in MPA management and AIG activities, and will empower communities to care for the resources on which they depend for survival.

MPA Administrative Structure

49. The project will establish a self-reliant MPA management capability. The Marine Parks and Reserves Unit exists under its own legislation and has a well-defined institutional structure. The Board of Trustees (BOT) will appoint and fund all Marine Parks and Reserves Unit staff for the Mnazi Bay MPA. District authorities have also undertaken to support the MPA through in-kind staff commitments. Annex VII shows the commitment of the Board.

50. The Project will develop the capacity and skills required for the Mnazi Bay Marine Parks and Reserves Unit officers to manage effectively, and put in place ongoing capacity building programs. Through a Sustainable Financing Strategy the Project will assist the Board to generate

additional revenue to meet ongoing operating costs. All revenues will be used solely for purposes related to management of the MPA.

Cooperation with Government Stakeholders

51. The project will develop partnerships between the relevant sectoral agencies and training institutions. The *Marine Parks and Reserves Act* requires a multi-sectoral approach and provides key sectoral interests with a continuing role in the development and operation of the MPA through representation on the Board and the Marine Parks Advisory Committee. District agencies were fully consulted in project preparation and endorsed the project through a stakeholders workshop. The project brings together numerous government agencies in a partnership approach as emphasised in the National Environment Policy as well as the National Fisheries Sector Policy and Strategy Statement.

Financial Sustainability

52. The project will minimise the costs of management inputs and external funding by building local stakeholder support and utilising local voluntary contributions to supplement work by paid staff. The Marine Parks and Reserves Unit and local stakeholders will undertake collaborative management and monitoring programs.

53. The Board has undertaken responsibility for meeting the ongoing costs of managing the MPA at the conclusion of the Project. In fact the Board assumes responsibility for all MPA staff salaries at the start of the implementation phase. The GEF intervention funds the incremental component of the project and builds on this increasing core government contribution. Through the Sustainable Financing Strategy the Project will be in a position to capture revenues from future developments in the area.

Summary of Risks and Responses

54. Primary risks and responses for the Project are identified below:

- *Stakeholder support for and participation in management activities may decline after Project completion.* This eventuality is addressed through the Project's strong emphasis on community needs and active participation. The Project aims to achieve a real sense of ownership that will continue beyond its duration. The emphasis is on developing AIG activities that replace unsustainable practices and clearly link biodiversity outcomes with economic and social gains.
- *Cooperative arrangements between communities and the Marine Parks and Reserves Unit may break down.* Communities are represented on the Marine Parks Advisory Committee and the Project Steering Committee to mitigate this risk. The Project defines specific benchmarks to be achieved prior to funding for implementation, including demonstration that communities and authorities will work together effectively.
- *Cooperative arrangements between the relevant government authorities may break down.* This risk is addressed by the involvement of a senior political decision-maker (local member

of Parliament) as a member of the Board, and by the representation of key District leadership and agencies on the Advisory Committee.

- *There may be inadequate revenue to meet ongoing management costs.* This risk is addressed through the commitment of the Board to meet ongoing costs. The Project minimises the costs of management and will undertake regular review of the success of the Sustainable Financing Strategy. There is a formal review of project sustainability to be undertaken in the final year to assess the success of the AIG projects and consider how these might be improved as required.

STAKEHOLDER PARTICIPATION

55. This project was prepared with the benefit of a detailed *Social Assessment* and stakeholder involvement, consistent with GEF and IA Guidelines. The Social Assessment was extensive, targeting local communities over a period of fourteen months and involving a team of Tanzanian experts with assistance from IUCN EARO and Graeme Kelleher and Associates. Activities included:

- Preliminary social assessment conducted by the Marine Parks Unit and the IMS in February 1998.
- Social Assessment and data gathering by a team of socioeconomic specialists in June-August 1998.
- Assessment of institutional issues and an institutional analysis by the MPRU in August 1998.
- Technical Advisory mission conducted by Graeme Kelleher and Associates in March 1999.
- Local stakeholder and institutional partner workshops held in April 1999.
- Field mission by IUCN EARO/UNDP and MPU in August 1999.

Stakeholders and Beneficiaries:

56. Project preparation identified two groups of beneficiaries. One of the primary stakeholders are the villagers living in the vicinity of Mnazi Bay. *Social Assessment* revealed that these people are amongst the poorest in the District and depend heavily on the marine products of Mnazi Bay for their livelihoods. As such they will be most strongly affected by the proposed MPA and will be the priority targets for Project activities.

57. Other stakeholders and beneficiaries include:

- Private sector businesses that plan to utilise Bay resources for fisheries, tourism or other development.
- National, Regional and District agencies with sectoral responsibilities (e.g., TPDC, fisheries, forestry).
- The Mtwara District Council which has overall responsibility for activities within the District.
- The BoT and MPRU have responsibility for the development of Marine Parks in Tanzania.
- Research organisations that carry out scientific studies in Mnazi Bay. This includes the IMS and Frontier.
- The international community that will benefit from protection of critical biodiversity values of Mnazi Bay.

Stakeholders and Participation:

58. The Social Assessment highlighted a number of important social issues:

- The protection of biodiversity at the site will require a component of the Park to be declared a “no fishing zone”, probably resulting in a short-term loss of income to local people who fish this area. The communities agree with this approach and recognise that such action is required in order to enhance long-term fisheries productivity. AIG opportunities will need to be developed to compensate for lost income and maintain community support. In the long-term the loss of some fishing grounds may be more than offset by increased productivity in other areas (as a result of higher productivity inside the core zones).
- Local communities and especially fishermen have a sense of ownership over marine resources through their strong support for the control over dynamite fishing and through the fisherman’s NGO (*Shirikisho*). Their ability to act on this enthusiasm is limited at present. The Project will take advantage of the positive attitudes towards marine conservation to further empower the community and authorities to work together and effectively manage Mnazi Bay.
- **Lack of opportunities for women is an issue in the area.** Education and employment opportunities for women are lower than for men. Women will be targeted for AIGs and other interventions to increase their access to training and long-term employment opportunities.
- Most families have low cash incomes. This makes it difficult for them to contribute matching cash towards AIG schemes. The Project recognises that the communities have other assets apart from cash and will utilise these assets (labour, resources) in requesting in-kind commitments for AIG projects.
- Accountability of government authorities is a key concern for villagers. The Project provides for accountability in that the Warden must report on progress to the Project Steering Committee, which includes village representatives. A local community representative will also be appointed to the Board of Trustees. Local communities will have direct representation on the highest decision-making bodies.

IMPLEMENTATION

59. Implementing arrangements were summarised earlier, and are outlined in more detail here and in the diagram in Annex 4. Execution responsibility for this GEF project is vested in the Government of Tanzania, via the Ministry of Natural Resources and Tourism. The Marine Parks and Reserves Unit, in the Fisheries Division is answerable to the Board of Trustees and provides the Secretariat to the Ministry. The Ministry is responsible to UNDP for ensuring adequate progress of this project.

60. Government oversees Project Implementation and will set up a Project Steering Committee to assist in such project oversight. Government, through the Ministry, passes responsibility for actual project implementation to other Project Implementing Organisations.

61. In the first instance, during the Set-Up Phase, implementation is contracted to an International Partner, IUCN-EARO. Government as Executing Agency will approve the contract mechanism developed by UNDP with IUCN-EARO. IUCN-EARO as Implementing Agency will report to both UNDP and Government.

62. In the following Implementation Phase, arrangements will differ. As the newly created MPA develops operational capacity, responsibility for implementation will be entrusted to the MPA. UNDP will disburse funds for national activity to the MPA through National Execution mechanisms. UNDP and Government will contract with IUCN-EARO again to implement international tasks, including technical assistance, training and procurement.

63. Details of the changeover will be developed during the Mid-Term Evaluation at the end of the set-up phase.

64. The roles and responsibility of the key project institutions are as follows:

- **The Local Community is represented through the Village Councils.** Each Council comprises representatives of the village community (e.g., village leaders, fishermen etc). The Council empowers a Liaison Committee to perform this function on its behalf. In parallel with its interaction with the Councils the Project will contact directly with community members as required on particular issues.
- The Board of Trustees would appoint representatives from the Village Councils, local businesses, local NGOs (e.g. *Shirikisho*), and District authorities, to form a single **Marine Parks Advisory Committee for Mnazi Bay**. The Committee would be consulted on major planning and management decisions and issues and receives reports from the Warden. It would provide a forum for discussions between the main stakeholder groups. Through the involvement of local government authorities the Committee would work to ensure consistency between the MPA and other District- and Region-wide planning activities.
- The **Marine Parks and Reserves Unit** is headed by a Manager based in Dar-es-Salaam and is responsible for administering all Marine Parks and Reserves in Tanzania. The Unit reports to the Board of Trustees.
- A **Warden** would be appointed by the Board of Trustees and the Marine Parks Advisory Committee to oversee management of the Mnazi Bay Marine Park. Other Park staff would include a Community Development Officer, Parks Training and Awareness Officer, as well as Rangers and Supporting Positions. TOR for the warden are in Annex 7. In the Setup Phase this post is termed Project Coordinator, as the Marine Park is being established. In the Implementation phase the post is termed Warden
- The **Project Steering Committee** will be established under the auspices of the Board to oversee the implementation of the project. The Committee will include representatives of the Ministry and BOT, The Office of the Vice President (Tanzania's GEF Focal Point), UNDP, IUCN, District authorities, local community representatives from the MPAC, the Village Advisory Committee, the local Member of Parliament, and collaborating donor agencies. The Project Steering Committee will meet at least twice a year to review progress and develop overall policy and strategy for the Project. TOR are in Annex 7d.
- The **Project Team** would be based at Mnazi Bay (within the Marine Park office). Headed by an internationally recruited **Technical Advisor (TA)**, the Project Team would be responsible for supervision and conduct of project-funded activities in the field during the Set-Up Phase. During the Implementation Phase the focus will shift with the Warden heading the team and the TA providing support and advice to the Warden and local Marine Park staff so that this unit becomes capable of effective management of the MPA. ToR for the TA are in Annex 7a.

- **IUCN** is mandated by the Government to be the **Project Implementing Agency** and would be contracted by UNDP. Detailed TOR for IUCN will be drawn up in the Operational Project Document as a full MOU within the UNDP formats.
- The **Minister of Natural Resources and Tourism as Executing Agency**, is ultimately responsible for government oversight of the project. The Ministry is also responsible for submitting to Parliament the gazettelement process for the Marine Park, and for approval of the general Management Plan.
- **UNDP**, as the **GEF Implementing Agency**, would oversee implementation of the project from the donor perspective.

INCREMENTAL COSTS AND PROJECT FINANCING

Incremental Costs

65. The issue of incremental costs is discussed in detail in Annex 1. They are summarised here and in the following table.

66. Issues hinge around three sets of problems and inputs.

- The government has declared its wish to create the Mnazi Bay Marine National Park but has not got the adequate resources to do this in sufficient depth so as to address global biodiversity values.
- There are ongoing government and bilateral support programmes which directly or indirectly support Mnazi Bay conservation status.
- Planning this GEF intervention has created considerable interest amongst government and donors – resulting in commitments for direct funding (government), commitments to work together in the conservation process (eg RIPS), and expressions of interest pending gazettelement and management plan completion. Planning has taken place around a period of change in southern Tanzania with the imminent construction of roads and the investment to be associated with the cross-border Mtwara Corridor.

67. **The baseline or business as usual scenario**, is based on ongoing support to sustainable fisheries and park development in general (110,000\$), further input to sustainable livelihoods (50,000\$) from government sources. Additional bilateral programmes are assessed as 360,000\$ in the Mnazi Bay area over the coming five years. Further inputs of 800,000\$ are expected from Mtwara Corridor investment and EIA mitigation. This gives a baseline of 1,360,000\$

68. **The GEF Alternative**, builds on the expected baseline of 1,360,000\$ by providing for an extra \$2,209,224. Of this total it is expected that Direct Co-financing would total \$713,800 and GEF would provide 1,495,424\$. This is some 44% of the total GEF alternative scenario.

PROJECT BUDGET: The GEF Intervention (US\$)

69. The cover page summarised indirect co-financing, which leads to the same overall project goal. This was estimated at 1,360,000\$ over the 4.5 year period. Direct co-financing is estimated at 710,800\$ of which 313,800\$ is in place and committed, and 400,000\$ is expected after gazettment and management plan approval..

70. The detailed budget, separated into both set-up and preparation phases, is shown in Annex 4.

COMPONENT FINANCING (US\$)

Project Components	Set-Up	Implement	Total GEF	Co-financing	Total
Component A (staff / equip)	653,960	343,240	997,200	203,800	1,201,000
Component B	51,000	64,000	115,000	50,000	165,000
Component C	49,350	31,200	80,550	18,000	98,550
Component D *	177,074	125,600	302,,674	42,000	344,674
Un-Allocated Co-finance	-	-	-	400,000	400,000
TOTAL	931,384	564,040	1,495,424	713,800	2,209,224

** This includes operational overheads for IUCN EARO of 64,800\$ and does not include the PDF B of \$120,000.

ELIGIBILITY AND JUSTIFICATION

Eligibility

71. The project proposal fits with the eligibility criteria and later guidance for Operational Programme "Coastal Marine and Freshwaters Biodiversity. The site has clear global significance for its biodiversity values, and has the potential for sustainable conservation. The proposal embodies a holistic ecosystem approach to conservation management and is cognizant of social and economic issues as well as the environmental. The proposal has followed a strong participatory process. The Government of Tanzania has committed itself to funding the park activities at the conclusion of the project (see Annex 9)

72. The proposal has a strong element of sustainable utilisation of biodiversity resources, seeking sustainable use of marine resources (fish, mangroves, cucumbers etc) in the marine protected area buffer zones. This follows guidance from the December 1999 Council.

73. Tanzania is eligible for GEF funding and the Government has endorsed this project proposal as a high priority

Justification

74. Tanzania has declared its intention to proceed with the gazettment of the Mnazi Bay Marine Protected Area, but does have the financial or technical resources to secure the

considerable global benefits accruing from the area's biodiversity. The area was recognized as of outstanding biodiversity value in the Western Indian Ocean. The time is opportune for GEF funding as not only is Tanzania progressing with gazettelement processes, but other developmental forces will soon have a more detrimental impact on the area unless planned for carefully. The Mtwara Corridor Developments will include an access road and demand for tourism sites. Mangroves and beaches will be at risk. Gas exploitation is moving ahead and planned pipelines and well heads will impact on the proposed MPA.

75. This is the only Marine / Coastal GEF project in Tanzania, ongoing or in the pipeline. The project is innovative in its design with the emphasis on sustainable resource use around a core protected area, and there is considerable scope for replication.

MONITORING, EVALUATION AND DISSEMINATION

Monitoring and Evaluation

76. Environmental and socioeconomic (baseline) monitoring will be carried out at the start of the project. Project performance will be monitored according to the indicators and benchmarks defined in the Logical Framework Analysis. There will be evaluation missions at the end of each Phase to report independently on progress against the defined indicators and benchmarks. UNDP and the Ministry of Natural Resources and Tourism (the Executing Agency) will be responsible for oversight and ensuring consistency with the Project Document and terms-of-reference. The evaluation at the end of the Set-Up Phase is critical, as it will enable all parties to assess progress, and agree specific administrative and implementation responsibilities for the Implementation Phase.

77. At the local level the Marine Parks and Reserves Unit, working in partnership with village communities, will oversee enforcement, monitoring and review of the MPA management plan. Community-based coral reef monitoring activities will provide baseline and ongoing information to assess the status of reef-related resources.

78. Performance of the Marine Parks and Reserves Unit will be monitored and evaluated through the Advisory Committee at the local level and the Project Steering Committee at the national level. The performance of the Advisory Committee will be evaluated by the Project Steering Committee. There will be a major review of the AIG projects in the final year of the Project. This will feed into a process for review and revision of the MPA management plan and development of the Sustainable Financing Strategy.

79. The project will be reviewed annually through UNDP's Tripartite Review (TPR) Mechanisms, which will bring together Executing Agency, Implementing Agency, UNDP and other stakeholders.

Dissemination

80. The Project has formal and informal arrangements to ensure regular communication and information dissemination amongst stakeholders. The Board of Trustees and Project Steering Committee include representatives from national sectoral interests and is responsible for coordination and consultation at the national level, assisted by staff of the Marine Parks and Reserves Unit. The Marine Parks Advisory Committee includes local stakeholder representatives and is responsible for District-level coordination and consultation. At the village-level the local community will be consulted and engaged through the Village Councils. These Councils are responsible for ensuring broad community participation. Project personnel will work through these structures but will also engage directly with particular target groups (e.g., women, fishermen, youth, and the private sector) as the need arises.

LIST OF ANNEXES

- ANNEX A: Incremental Cost Annex.
- ANNEX B: Logical Framework Matrix.
- ANNEX C: Letter of Endorsement from GEF National Focal Point.
- ANNEX D: STAP Roster Technical Review.
- ANNEX E: Detailed Budget
- ANNEX F: Project Administrative Relationships.
- ANNEX G: TOR for Participants, Institutions and Project Structure.
(a) Technical Adviser (b) Project Coordinator and Warden and (c) IUCN.
- ANNEX H: Phasing and Implementation Plan.
- ANNEX I: Statement of Commitment from the Board of Trustees for Marine Parks and Reserves.
- ANNEX J: Mtwara Declaration - affirming Mtwara Districts wish to have a Marine National Park.
- ANNEX K: Map of Project Site.

ANNEX A

INCREMENTAL COST MATRIX

Introduction

The Incremental Cost analysis hinges around Tanzania's ongoing process of developing marine/coastal activities highlighted in the National Environmental Action Plan (NEAP), National Biodiversity Strategy and Action Plan¹³, and Coastal Management Policy. These processes outline priority actions to address the underlying causes of deterioration in marine biological diversity. Already activities are underway to develop detailed programmes in the marine environmental management sector. Foremost amongst these are the work of the TCMP, the Mangrove Conservation and Management Project and the Board of Trustees for Marine Parks and Reserves. However the Tanzanian authorities at National, Regional and District levels remain weak in their capacity to address key environmental issues. Due to its severe resource constraints the Government is currently implementing a much more limited range of activities in this overall sector, than planning documents have recommended.

Baseline Activity

The baseline comprises the current Government and donor investment in activities related to marine resource management, in general in Tanzania, and specifically at Mnazi Bay. The Mnazi Bay baseline includes both the proposed protected area itself and activities within the surrounding areas in Mtwara District and elsewhere that affect the status of biodiversity in Mnazi Bay.

Tanzania (with support from NORAD and WWF) established the first MPA on Mafia Island, a site 150 km to the north of Mnazi Bay, long heralded for its tourism potential. The second site of importance (Mnazi Bay itself) is much less accessible for tourism. Park development is therefore very much centred on securing biodiversity values (recognized as of global importance). This need is accentuated in view of rapidly increasing commercialism in marine resource utilisation. Government wishes to develop the Mnazi Bay MPA. Government through its Fisheries Division does attempt to reduce non-sustainable use of marine resources, but this is a losing battle, with reduced government funding and reduced staff establishments. Some success has been achieved through local community partnerships. Achieving adequate Marine Protected Area status will not be possible with government funding in the short or medium term.

The District Government still works with coastal communities in the fields of agriculture and community development in general, to develop sustainable livelihoods. But resources (staff and finances) are meagre, and extension activity is curtailed.

The baseline therefore includes the investment the Government or other agencies might be expected to make in conserving Mnazi Bay purely in its own domestic interest (without considering global environmental benefits), assuming it had the resources to do so.

The Regional and District governments currently invest approximately US\$50,000 per year in activities related to fisheries management in Mtwara Region, with a further US\$60,000 provided

¹³ A draft version was available in November 1999.

by the National Government. The primary purpose of these resources is to promote fisheries development. It is difficult to estimate the proportion that is specific to activities at Mnazi Bay but an assumption of about US\$20,000 per year (US\$100,000 over 5 years – almost this project life) would seem appropriate.

The Ministry Marine Parks Unit and Board do exist, and spin-off awareness activities affect Mnazi – estimated at 60,000\$ pa over the project period.

On-going support to biodiversity conservation can therefore be estimated at 160,000\$ over the project lifetime.

To this could be added the contribution from Regional and District Governments in community development within the villages of Mnazi Bay, this includes alternative income generation activity etc. This is estimated at 10,000\$ pa for 5 years or 50,000\$. This is described below. This gives a total of 210,000\$

Other less direct inputs have significant impacts on the conservation of the biodiversity of Mnazi Bay and its resources. These include:

- RIPS (Finnida) Rural Integrated Project Support to community capacity building
- ICZM (USAID) Integrated Coastal Zone Management
- Mangrove Conservation and Management (NORAD)
- Marine Conservation activity in Mafia Island and in Tanga (IUCN and WWF, with Government).
- Coastal woodland and forest catchment protection (DFID/DANIDA projects)

These inputs for the Mnazi Bay situation are estimated as 360,000\$ over the 4.5 year period. The individual inputs are summarised briefly below:

RIPS – This is a five year extension to a past project in the two southern Regions (Mtwara and Lindi). The project addresses capacity building in communities and has created a great awareness of natural resources in the past years. RIPS has been involved with project design, and they would be continuing further support to communities in the Mnazi Bay area. This includes capacity building in general for village governments and resource user groups, but also for AIG activities.

ICZM – This is a continuing project funded by USAID, along the whole Tanzania Coast. Traditional emphasis has been on the integration of activities, so essential for coastal resources management. ICZM offers training to civil service management as well as communities and the private sector. Only parts relevant to the Mnazi part of Mtwara coast are included in the costing.

Mangrove Conservation. This is the next phase of a long-term project from NORAD through Forestry Division and Districts. Project support has prepared resource inventories and management plans. It is moving into a stronger implementation phase. Issues are managed through national and district agencies.

Marine Conservation Activity. Government and WWF used NORAD funding to start Tanzania's first Marine Park on Mafia Island. This park development pioneered the sustainable use emphasis for marine resources that are such a feature of Tanzania's Marine Park philosophy. Buffer Zones are an integral part of the park process. IUCN are funded by Ireland to work with communities in a large ICZM project in Tanga North Tanzania. Community awareness and community action programmes are important outcomes. The project will use both sites for project learning experiences.

Coastal Forest upstream activity. WWF Tanzania has secured DFID funding for coastal forests – north of Mtwara. This is due to be extended, and would include areas, which drain to the Ruvuma River. The Ruvuma flow carries a high silt load impacting on mangroves. DANIDA are finalizing a new project that focuses on the woodland resources of Lindi Region near the Mtwara border. Some catchments drain to the Ruvuma.

Government Extension in Agriculture. Programmes do exist although they are relatively modest. Agriculture for example has emphasis on improved Coconut and cashew agronomy, the output of a past ODA project. Such improved agriculture should provide enhanced incomes to offset sustainable use regimes for marine products.

The ongoing baseline totals 160,000 plus 400,000\$ or 560,000\$. To this can be added the expected contributions from the Mtwara Corridor investment in tourism and infrastructure (300,000\$ as ca modest estimate), and the EIA mitigation inputs to the Mnazi Bay Area expected from the developing gas pipeline (500,000\$) thus a total of \$1,360,000.

The GEF Alternative

The GEF alternative will complement the existing baseline through supporting an incremental range of components that will protect critical marine environmental values, including:

- The development and management of a large, zoned, multiple-use MPA at a site of high priority site for biological diversity – Mnazi Bay.
- Participatory approaches in MPA development, planning and implementation
- Developing Sustainable Use and AIG options that promote a shift from extractive to non-extractive use;
- Systems to allocate revenue towards long-term biodiversity protection and management;
- Awareness-raising activities to reinforce the economic and social benefits; and
- Establishment of coordinated arrangements between the various Government agencies responsible for providing ongoing support and advice to the local community-led management efforts.

The additional cost of the GEF alternative is US\$ 3,569,224 of which **US\$ 1,495,424 is requested from the GEF.** (This is in addition to the approximate GEF input of US\$120,000 already provided through PDF Block B resources).

The balance of \$ 713,800 comes from direct Co-Financing. Of this total a sum of \$ 310,800 is already committed. This is IUCN (US\$42,000, in the provision of marine conservation

expertise), the Government of Tanzania through the Board of Trustees (US\$200,800, largely staff salaries in the implementation phase), and the local communities in the vicinity of Mnazi Bay (US\$65,000, support to patrolling and conservation protection.). Further input (400,000\$) will come during the implementation phase, when the detailed management plan is available for donors and government to buy into.

Note that the GEF alternative has two distinct phases. The first Planning Phase, sees a high proportion of GEF funding, whilst the second Implementation Phase has a reduced proportion, with most salary provisions coming from committed co-finance.

The Incremental Cost Scenario is illustrated by the following Matrix Analysis:

INCREMENTAL COST MATRIX

PROJECT COMPONENT	OUTPUT, BY	BASELINE SCENARIO (Global and domestic benefits)	ALTERNATIVE SCENARIO (Global and domestic benefits)	INCREMENT (US \$)
A) Marine Park established with participatory mechanisms.		Present scenario is based on declining capacity to regulate fisheries and other marine resources within government. A park was planned, but lack of resources has prevented gazettement. Some bilateral support is working mangrove resource management specifically. Additional funding will address upstream catchment. Estimate \$260,000	Marine Park established for long-term resource management and conservation. Management plan is based on core conservation and buffer sustainable use principles in distinct zones. Participatory processes reduce resource conflict. Park development preempts the and-grabbing expected with corridor development and gas exploration. \$1,660,800	\$997,200
B. The capacity to conserve marine resources is created in agency and communities.		Little capacity building in agency activity around project site. Ongoing bilateral support works with enhancing community conservation processes in Mtwara Region including Mnazi Area. Estimated at \$180,000\$	Capacity will be built within agencies and communities, as well as Park management staff themselves. Capacity includes developing sustainable use regimes, based on lessons learned from elsewhere in Tz. . \$345,000	\$115,000
C. Sustainable use regimes and AIG inputs lead to sustainable livelihoods.		The fishery extension programme has not created sustainable use regimes and resources are over-utilised eg turtles. Community inputs have reduced illegal dynamite fishing. \$120,000. Mtwara corridor investment: (300,000) EIA Mitigation inputs for gas:(500,000) \$920,000	AIG input will be largely supported through co-finance (RIPS at first and further support as programmes are developed for Implementation phase). Resource sustainable harvesting will be based on lessons from elsewhere in Tanzania (Mafia and Tanga) modified for Mnazi Issues \$1,218,750	\$80,550

D. MPA development process with M&E processes leading to adequate impact.	Not relevant to baseline scenario.	This component addresses the efficiency & effectiveness of project management. This includes setting up project and MPA management systems. \$344,674	\$302,674
<u>Total Costs</u>	<u>Baseline: \$1,360,000</u>	<u>\$3,569,224</u>	<u>\$1,495,424</u>

** The Co-financing component divides the 400,000\$ expected co-finance in the implementation phase to components A and C equally. The exact inputs are of course dependent on the agreed management plan.

Note: Alternative Cost does not include the PDF B of \$120,000.

ANNEX B

A) Logical Framework Matrix

Broad Objective	Broad Result	Output	Activity
A Participatory Planning and Conservation Mechanisms are Established.	RESULT 1: A knowledge base to support marine environmental planning and sustainable development established	Sub result 1.1 Marine resources and biodiversity assessed	Activity 1.1.1: Define project area Activity 1.1.2: Define Marine Park area/boundaries Activity 1.1.3: Review existing information Activity 1.1.4: Establish information needs/priorities Activity 1.1.5: Develop survey/assessment methods Activity 1.1.6: Implement assessments Activity 1.1.7: Analyse, interpret, document results
		Sub result 1.2: Key socio-economic and cultural factors assessed	Activity 1.2.1: Define project area Activity 1.2.2: Define stakeholders Activity 1.2.3: Review existing information Activity 1.2.4: Establish information needs/priorities Activity 1.2.5: Develop survey/assessment methods Activity 1.2.6: Implement assessments Activity 1.2.7: Analyse, interpret document results
		Sub result 1.3: Marine and land use environmental issues assessed	Activity 1.3.1: Define project area Activity 1.3.2: Review existing information Activity 1.3.3: Establish information needs/priorities Activity 1.3.4: Develop survey/assessment methods Activity 1.3.5: Implement assessments Activity 1.3.6: Analyse, interpret,document results
		Sub result 1.4: A marine information center established and being effectively used	Activity 1.4.1: Acquire information & references Activity 1.4.2: Develop cataloguing/data systems Activity 1.4.3: Identify person to run resource center Activity 1.4.4: Collate disseminate information
		Sub result 2.1: Local communities aware of marine environmental problems, benefits and responsibilities of a Marine Park	Activity 2.1.1: Develop marine issues awareness raising and extension strategy (at local level) Activity 2.1.2: Implement marine issues awareness raising and extension strategy (at local level)
	RESULT 2: Local communities and key decision makers are aware of marine problems, benefits and responsibilities of an MPA & use information in decision making.	Sub result 2.2: Key decision makers are aware of marine	Activity 2.2.1: Design methods of disseminating marine and environmental information to key

Broad Objective	Broad Result	Output	Activity
		problems, benefits and responsibilities of a Marine Park	stakeholders and decision makers Activity 2.2.2: Key marine information available to decision makers & concerned stakeholders
		Sub-result 2.3: Promote lessons learned regionally and internationally	Activity 2.3.1: Prepare material that IUCN and others can share at the international level Activity 2.3.2: Project staffs attend meetings to learn and share with others within and outside Africa
	RESULT 3: Marine park planning and monitoring processes established, and an initial marine park management plan developed,	Sub Result 3.1: Mnazi Bay Marine Park Management Plan 1 and 2 developed	Activity 3.1.1: Finalise Park/Zone boundaries Activity 3.1.2: Agree on planning objectives Activity 3.1.2: Design participatory plan process Activity 3.1.3: Train community members in plans Activity 3.1.4: Conduct participatory plan process Activity 3.1.5: Pilot and revise plan Activity 3.1.6: Sustainable Use Plan Started
		Sub Result 3.2: Participatory Environmental and socio-economic monitoring system established	Activity 3.2.1: Identify information and monitoring Requirements Activity 3.2.2: Establish indicators and means of Verification Activity 3.2.3: Design participatory monitoring and Evaluation system Activity 3.2.4: Train communities in monitoring and Evaluation techniques Activity 3.2.5: Implement monitoring and valuation System
		Sub Result 3.3: Sustainable Marine Park financing strategy formulated and implemented	Activity 3.3.1: Design a Marine Park sustainable financing strategy Activity 3.3.2: Identify and assess existing Marine Park sustainable financing innovations and options Activity 3.3.3: Pilot a sample of options Activity 3.3.4 Select suitable options for adoption
		Sub Result 3.4: Enabling Environment for Marine Park Sustainable financing strategy Established	Activity 3.4.1: Assess factors critical to successful adoption of sustainable park financing strategy Activity 3.4.2: Identify constraints and potential Solutions
		Sub Result 3.5: Legislation and policies in place that supports the implementation of sustainable	Activity 3.5.1: Identify limitations in current Legislation/policy Activity 3.5.2: Support stakeholders to improve

Broad Objective	Broad Result	Output	Activity
		financing mechanisms.	Legislation / policy e.g. bylaws
	RESULT 4: Park Management Plan under implementation with Externalities addressed	Sub Result 4.1 Implementation Sub Result 4.2 Externalities	BOTH sets of activities to be fleshed out as Management plan is prepared. This is Implementation Phase activity.
B. Capacity to Conserve Marine Resources is created	RESULT 5: improved capacity of key stakeholders and institutions for marine conservation and management	Sub Result 4.1: Park staff with improved marine conservation skills and knowledge.	Activity 4.1.1: Undertake human resource inventory Activity 4.1.2: Training needs assessment Activity 4.1.3: Develop/ implement training program
		Sub Result 4.2: Critical marine resources users have knowledge and skills for improved marine conservation and management.	Activity 4.2.1: Identify critical marine resources and user groups Activity 4.2.2: Identify training needs for marine resource user groups Activity 4.2.3: Develop/ implement training program
		Sub Result 4.3: Local and National institutions to manage the Marine Park developed	Activity 4.3.1: Establish village level Marine Park Management committees Activity 4.3.2: Establish Marine Parks Advisory Committee
C. Communities around MPA have sustainable livelihoods	RESULT 6: AIG and Sustainable Use activities are researched, developed, piloted and adopted	Sub Result 5.1 Sustainable resource use regimes are established	Activity 5.1.1: Identify key resources Activity 5.1.2: Develop sustainable use methods. Activity 5.1.3: Test methods with communities Activity 5.1.4: Empower communities to implement
		Sub Result 5.2: Pilot AIG activities identified, designed and tested	Activity 5.2.1: Select pilot villages Activity 5.2.2: Identify and assess existing AIG innovations and options Activity 5.2.3: Pilot a sample of options Activity 5.2.4 Select suitable options for adoption
		Sub Result 5.3: Enabling environment for AIG activities established	Activity 5.3.1: Assess factors critical to successful adoption of AIG activities Activity 5.3.2: Identify constraints and potential Solutions

Broad Objective	Broad Result	Output	Activity
D. Project adequately / Monitored / Evaluated for Success & Impact.	RESULT 7: project effectively managed, monitored and evaluated	Sub Result 6.1: Project finance and management systems established and maintained.	Activity as in Sub-Result
		Sub Result 6.2: Project strategic plans and annual work plans are completed.	Activity as in Sub-Result
		Sub Result 6.3: Project objectives and activities are monitored and evaluated.	Activity as in Sub-Result
		Sub Result 6.4: Project equipment and facilities are acquired and maintained.	Activity as in Sub Result

-22 Indicators and Verifiers at Component Level

Intervention Logic	Indicators of Performance	Source of Verification	Risks and Assumptions
Global Goal: Conserve a representative example of internationally significant and threatened marine biodiversity.	Environmental Indicators: -21 Statistically significant recovery of coral reefs (increase in live coral cover in the MPA relative to other areas); 2. No decrease in mangrove/seagrass cover; 3. No decrease in the productivity of target fish & invertebrates; 4. No decrease in threatened species.	Marine Biodiversity Assessment at the start and end of the project. Environmental indicators from the Community-based Monitoring Program.	Absence of natural disasters (e.g., coral bleaching, hurricanes) and human disasters (e.g., severe oil spills). Sufficient larvae for coral recruitment.

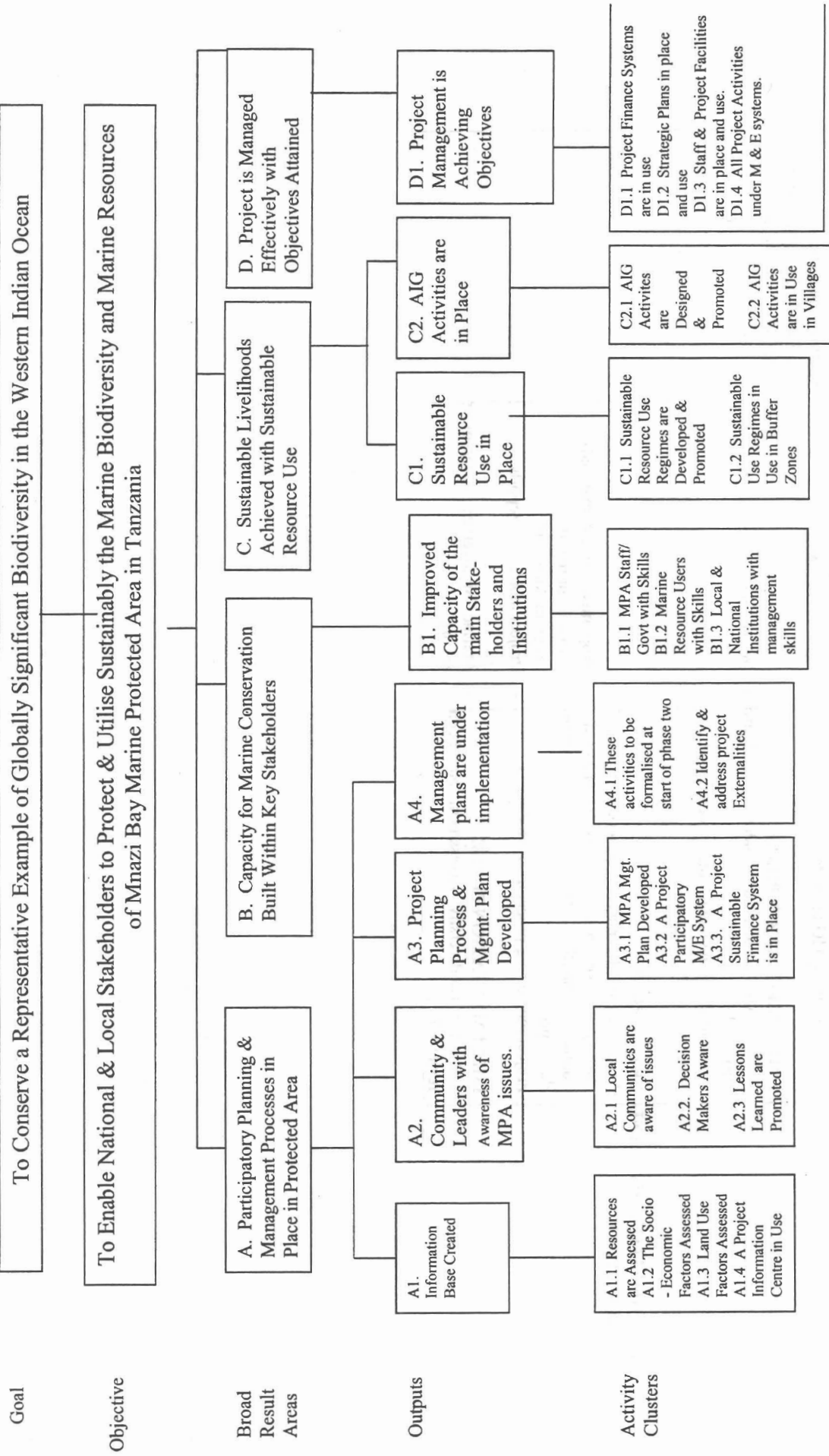
Project Objective:	Project Impact Indicators:	Verifiers	Risks and Assumptions
<p>Enable local and government stakeholders to effectively protect and sustainably utilise the marine biodiversity and resources of Mnazi Bay and the Ruvuma Estuary.</p>	<p>-20 Effective management of the MPA: the MPA Management Plan is being highly complied with (continuing absence of destructive fishing practices);</p> <p>2. Adoption of viable AIG projects that are vital to achievement of the MPA goals.</p> <p>3. Effective stakeholder participation in management:</p> <p>stakeholder perception that they are consulted and involved in management and that management is effective;</p> <p>regular Village Council and Advisory Committee meetings (and Advisory Committee includes local community representatives);</p> <p>Board of Trustees meets at least every six months and includes local community representation.</p> <p>4. Adoption of a Sustainable Financing Strategy with policies & mechanisms that build long-term financial sustainability.</p>	<p>Project monitoring reports on levels of compliance (from Community-based Monitoring program).</p> <p>Socioeconomic indicators</p> <p>Project monitoring reports.</p> <p>Minutes of Marine Parks Advisory Committee meetings, records of community interactions, project monitoring reports.</p> <p>Project monitoring reports.</p>	<p>Feasible long-term financing mechanisms can be developed to meet MPA management costs.</p>

Project Components	Output Indicators:	Verifiers	Risks and Assumptions
-19 PARTICIPATORY PLANNING AND MANAGEMENT MECHANISMS	<p>SET-UP PHASE BENCHMARKS (to be achieved after 30 months):</p> <ol style="list-style-type: none"> 1 Mnazi Bay MPA office established. 2 Marine Park is gazetted by Parliament. 3 Initial General Management Plan is developed and endorsed by all stakeholders and approved. Warden and other Marine Parks Staff are appointed and funded by the Board. <p>IMPLEMENTATION PHASE</p> <p>FINAL BENCHMARKS (within 24 months)</p> <ol style="list-style-type: none"> 1 The Marine Parks Unit, together with local community, are effectively enforcing the MPA Management Plan 2 Ranger Station constructed 3 MPA Management Plan has been reviewed, revised and adopted. <p>-18 Board continues to meet staff costs. Assessment of ICM issues affecting viability of the MPA.</p>	<ul style="list-style-type: none"> • Office established. • Gazetted notice. • Written commitments of stakeholders to Plan. Written notice of Ministerial approval. • Warden and other staff appointments made by the Board. 	<p>Political commitment at the National and District levels remains strong.</p>
B. CAPACITY BUILDING	<p>SET UP PHASE</p> <ol style="list-style-type: none"> 1 MPA Training Program, courses and materials developed. 2 Training provided to local communities and MPA Staff in MPA planning and management and community involvement. 3 Environmental Awareness Program developed, information/publicity materials produced and activities initiated. <p>IMPLEMENTATION PHASE</p> <ol style="list-style-type: none"> 1 Training activities have been conducted. 2 Activities in the Environmental Awareness Program have been implemented and evaluated 	<ul style="list-style-type: none"> • Reports of the Community-based monitoring program - usage and compliance indicators. • Ranger Station • Written commitments of stakeholders to reviewed Plan • Project monitoring reports • ICM issues paper 	<p>Political commitment at the National and District levels remains strong. Government meets its agreed commitments (e.g., funding, passing required laws). The Board of Trustees meets its financial commitments.</p>
		<ul style="list-style-type: none"> • Training program document. • Reports of training activities. 	
		<ul style="list-style-type: none"> • Project monitoring reports. • Strategy document and stakeholder commitments. • Training course reports 	

C. SUSTAINABLE LIVELIHOODS	<p>SET UP PHASE</p> <p>1 AIG projects designed with supporting training courses developed.</p> <p>2 Micro-credit or other financing facilities are in place to support AIG projects.</p> <p>IMPLEMENTATION PHASE</p> <p>1 Pilot AIG projects are underway and are financially sustainable.</p> <p>2 Sustainable Financing Strategy developed and adopted.</p>	<ul style="list-style-type: none"> • AIG Project design documents • Funding and other support facilities in place. • Project monitoring reports 	Government meets its agreed commitments (e.g., funding, passing required laws). The Board of Trustees meets its financial commitments.
D. MONITORING AND EVALUATION	<p>SET UP PHASE</p> <p>Marine Biodiversity Assessment and Participatory Resources Assessment conducted. Community-based Monitoring Program developed. Project monitoring procedures established.</p> <p>IMPLEMENTATION PHASE</p> <p>1 Marine Biodiversity Assessment has been reviewed.</p>	<ul style="list-style-type: none"> • Program document, materials. • Assessment reports • Program document. • Project monitoring reports. • Marine Biodiversity Assessment report. 	

ANNEX B1

MNAZI BAY PROJECT MAP SHOWING LINKAGES OF KEY COMPONENTS OF LOGFRAME



ANNEX C

LETTER OF ENDORSEMENT FROM GEF FOCAL POINT, TANZANIA.

THE UNITED REPUBLIC OF TANZANIA.

Telegram: "MAKAKU".
Telephone: 313963/118416,
Fax: 313966/113982,
In reply please quote:



VICE-PRESIDENT'S OFFICE,
P. O. BOX 5100,
DAR ES SALAAM,
TANZANIA.

Our Ref: CBA/78/147/01

Date: 9th February, 2000

Chief Executive Officer and Chairman
GEF Secretariat
1818 H Street NW
Washington DC 20433,
USA
Fax: 202 522 3240/3245

Dear Sir,

**RE: ENDORSEMENT OF THE PROJECT PROPOSAL ON THE DEVELOPMENT
OF MNAZI BAY MARINE PARK, TANZANIA**

The above subject refers.

Attached herewith please, find a proposal on the development of Mnazi Bay Marine Park in Tanzania. This proposal seeks to promote and facilitate conservation and sustainable utilization of Marine Biodiversity and resources of Mnazi Bay and Ruvuma Estuary.

We view Mnazi Bay and the adjacent Ruvuma Estuary as an important global heritage and have identified the site to be a priority area for Marine Protected Area development. This proposal fits well with the ongoing marine conservation plans and initiatives in the country.

The government is pleased to endorse this project and kindly requests the GEF to approve it and release the requested funds for the implementation of the identified activities.

We thank you for your continued cooperation.

Yours Sincerely,


PERMANENT SECRETARY

cc: Permanent Secretary
Ministry of Natural Resources and Tourism
Dar es Salaam.

" Resident Representative and
Co-ordinator of the UN System
UNDP
Dar es Salaam

ANNEX D
STAP TECHNICAL REVIEW

REVIEW OF DEVELOPMENT OF MNAZI BAY MARINE PARK, TANZANIA PROJECT
by

Clive Wilkinson
Coordinator, Global Coral Reef Monitoring Network
c/o Australian Institute of Marine Science

EXECUTIVE SUMMARY

I would like to recommend that this project get funding to complement the (relatively modest) co-financing offered by Finnida, USAID, NORAD, DANIDA, and the Government.

The proposal has a sound balance of:

- the science of biodiversity and habitat assessment and monitoring;
- capacity building for both the development of a functional MPA and for involving the local community;
- strong and direct involvement of the local community in the planning and management of the area including all the protected parts;
- unstated schemes to supplement the incomes of the local users (e.g. fishermen) and provide alternative livelihoods to the community to reduce the ongoing over-exploitation and compensate for losses that must follow if some areas are declared off limits;
- efforts to include women in the process of environmental management and community development; and
- strong efforts to engender a sense of ownership amongst all stakeholders.

If this proposal is successful, and indications are that it has all the success elements in place, it will be a model for other such activities in Africa and other parts of the world.

Recommendation: Therefore I wish to recommend funding and make a few relatively minor suggestions outlined below.

Reservation: One reservation; will the Tanzanian Government willingly devolve authority of this area and the potential money generation from tourism to the district and local authorities, and communities? Some evidence of devolution of authority should be a criterion for funding of the later stages of the project.

OVERALL IMPRESSION

The important feature of this Mnazi Bay region is the particularly low level of development and the relatively low population. The coral reefs, mangrove forests and seagrass beds, along with associated fisheries, are not heavily exploited and remain in near original state. Although it is noted that the amount of exploitation has increased recently. Tanzania, unlike neighbouring

Kenya, has a relatively low population, therefore there is a greater chance here of implementing sustainable management of coastal resources. For this reason alone, the project is worthy of funding. Secondly, considerable efforts have been put into working with the local communities, which already has demonstrated their willingness to participate and shoulder responsibility (Mtwara Declaration stakeholder meetings and blast fishing controls). Thirdly, there are parallel plans for conservation of adjacent natural resources in Mozambique and in the Selous Game Reserve.

There is no guarantee of success in any conservation project in any country (including Africa) with rapidly growing populations, expanding economies and a general lack of capacity and logistic infrastructure. But already Tanzania has shown a willingness to persevere with the Mafia Island Park and this would be the second, hopefully building on previous efforts.

The importance of the project for the GEF portfolio is through the major biodiversity potential of this diverse area adjacent to other proposed conservation areas in Mozambique and Selous Game Reserve. This area could serve as a powerful source of larvae to replenish reefs south along the coast of Mozambique and occasionally the north on reversing currents - the International Waters aspect.

RELEVANCE AND PRIORITY

This project is certainly relevant to this region as Tanzania only has one other MPA and nearby Mozambique is emerging from years of turmoil. Coastal resources further to the north in Kenya have been significantly degraded by over-exploitation and the effects of sediment runoff from destructive agricultural and forestry practices. It is unlikely that similar activities could be launched in Somalia for some years.

The priority is apparently urgent as:

- the pace of exploitation of the resources appears to be increasing rapidly;
- the coastal resources are however, still in reasonably good condition; and
- development is likely to increase rapidly with the discovery of gas deposits and the accelerated development of the Mtwara Development Corridor involving a major port to service the interior.

Close collaboration should be obtained with the proposed protected areas in Mozambique as the populations are closely related and speak similar languages.

BACKGROUND AND JUSTIFICATION

The proposal apparently fits very closely with the stated government priorities for Tanzania, noting that there is strong Presidential support for the Mtwara Development Corridor. Hopefully this will be translated into strong support for the conservation of this area (which I understand is the home state of the President).

The need for this project is apparently urgent as the resources are coming under increasing threats, plus considerable development is planned in the Mtwara Development Corridor and as a result of finding exploitable gas reserves.

The proposal provides considerable information on the project area. I had virtually no knowledge of this area, however, and the atlases on my desk of little value. The IUCN in Nairobi provided one set of maps and others were obtained from the IUCN offices in Australia. Therefore the following information would have facilitated the reviewing process:

- Detailed maps of the area. In future, please include several maps, including a relatively detailed map of the resources under consideration e.g. showing marine resources (coral reefs, mangroves, seagrass beds) and contour maps to provide an understanding of the marine environment. I can glean much information from a map when reading proposals. Another map should include the area, featuring other states and countries, and the major locations of populations and development;
- Basic demographics – a breakdown of the population, their occupations, population growth rates, movements into and out of the area, economic status;
- Summary of resources – approximations of area of major coastal resources and their status, plus some fisheries statistics (it is stated the IMS Zanzibar and others have the data);
- Probably the largest gap was information on plans in Mozambique and inland in the corridor. Small MPAs are rarely effective, but if combined within larger areas, then there is greater chance of success. Moreover if a large range of donors and implementing agencies are involved, then success is more probable.

The coral reefs are obviously the major coastal resource (in addition to mangroves and seagrasses), but it would be informative to know whether their status has changed following the massive coral bleaching of 1998. This will not affect the need for this project, only introduce another complicating factor – e.g. is there sufficient new larval recruitment into the reefs to ensure natural recovery?

SCIENTIFIC AND TECHNICAL SOUNDNESS

The scientific and management approaches are generally sound, but most of the project must be developed around the social sciences of providing the local population with the information, and guidance to manage the resources themselves. In the end, this will only work, if national and state governments are prepared to devolve authority and power to the people in the region.

The Monitoring, Evaluation and Dissemination section is relatively weak, but may be anticipated if little is known of these resources. There are plans to assess the status of the resources and monitor success subject to some unstated indicators and benchmarks defined in the Logical Framework. These are vague, and I presume they will be defined further as the project progresses.

Monitoring of the rate of blast fishing is currently absent – this would be a particularly valuable activity for the community to demonstrate the effectiveness of their local enforcement. It would also be in further management of the area. Monitoring of the status of the resources, again

largely by the community, will be essential to determine the effectiveness of management plans and activities. Monitoring will be essential for the communities, the management authorities and especially donors who are currently involved or potentially involved in the future. This should be accentuated in the early planning phases of the project.

OBJECTIVES

The project is divided into 2 phases for good reasons. This is a relatively unstudied area with a naive ('management-wise') population. Therefore, the objectives have been split between the two phases. Likewise the management structure changes from being driven by IUCN to devolution to the Tanzanian authorities for the second.

The Objectives are simple and direct – manage the resources sustainably by providing the local population with the capacity and knowledge to apply effective management and provide alternative sources of income. The project will fail if the higher levels of government do not appreciate that effective management can only occur at the level of the community.

What I found missing were sufficient references to the types of alternative livelihoods that are possible in this area and discussion on how they would be introduced. A summary would have proved valuable in assessing the proposal. There are raft of possible alternatives, including: working in a tourist industry developed to feature the Selous park inland and the tropical reefs and beaches on the coast; industries based on the port and exploitation of the natural gas; small 'cottage' industries amongst the communities, particularly the women, through provision of small loans; development of aquaculture and agriculture.

One of the Objectives is partially complete – the formation of local action committees and a growing sense of the need to conserve the resources.

There is an Objective to declare some areas as no fishing zones. How much? The minimal figure is 20%, but this is on the lean side and a greater proportion may be necessary to allow for suitable population build up of fishes to provide enough larvae for the rest. Moreover, there will always be poaching at the edges of the area, so establishment of 30% will effectively mean that 25% is conserved.

ACTIVITIES

The Activities are what should be expected in a MPA project based on Integrated Coastal Management principles. The proposal lists a 6 month preparatory phase, 24 months to development the management plan, and a further 24 months to implement it. This is relatively ambitious and it is unlikely that all aspects will be completed in 4.5 years; however, if deadlines are 'mandatory' then 'tropical malaise' will take over and time will dissipate rapidly. So I suggest maintaining the existing program and timing, but keep an exigency plan in the back pocket if things go slowly. Similarly, flexibility should be possible in spending the money – if things are slow or delayed, then money should be held back and the project prolonged. This is

certainly possible as the Government of Tanzania is responsible for the latter stages and for employing staff to implement the plan.

PARTICIPATORY ASPECTS

Demonstrated success in slowing blast fishing: One of the most encouraging features of this proposal was the community-based initiative to phase out blast fishing. In all communities, it is outside fishermen who do the blast fishing, never the locals. But sustained and combined pressure by this community has virtually stamped out the practice.

The meaning of this goes far beyond just blast fishing and the prevention of reef damage. It has demonstrated the value of success to both sides. The local community have shown that they can act in concert and prove to be effective, and the advisors are encouraged to tackle other problems using the lessons learned from this process.

Agreement achieved with communities: Starting in 1998, negotiations with the local stakeholders culminated in the Mtwara Declaration, which involves the users in considerable self-management of the resources. This appears to have achieved widespread agreement amongst many of the community leaders, and is a positive precursor to the proposed project. Hopefully the goodwill that was achieved during this phase will continue throughout the 4.5 years. It is an obvious recommendation that the original process be continued and expanded.

The declaration of no fishing zones will result in income losses for periods of 5 years and maybe more. Therefore careful consideration should be given to recognising this and providing alternatives so that increased pressures are not placed on adjacent areas or that the MPA will become a focus for discontent.

Hopefully this project will demonstrate the value in providing marginalised communities with a 'sense of ownership'; a feature often forgotten in top down strategies to conserve natural resources. It will be imperative to ensure that the allocation of money and jobs be as transparent as possible. Any overt patronage will result in reduced compliance among community members.

It is acknowledged that outsiders may 'invade' the area and exploit resources that the locals have declared protected. A mechanism is needed to provide local wardens with the power and authority to exclude these people. National and state governments must back this authority.

GLOBAL BENEFITS

As Africa has amongst the fastest growing populations, then any attempts to conserve coastal resources will be valuable (but definitely not without risks). These reefs, mangroves and seagrass resources are valuable, containing Eastern African endemic species, along with some large endangered species (e.g. turtles). Moreover, there is a need for positive examples to use for other parts of the region.

GEF STRATEGIES AND PLANS

This project hits two targets: Biodiversity and International Waters. It is also strong on the Incremental Funding aspect – without GEF funds, little would be done to conserve these valuable and remote resources. Without the GEF, this project would not be undertaken by Tanzania and these valuable coastal resources would go the same way as others in the region. A particular value is that this project will serve as a demonstration site for Tanzania and Mozambique – probably more valuable than conservation of a small area of coastal resources.

REPLICABILITY

Many of the lessons learned in Mafia Island have obviously been applied to the Mnazi Bay proposal. Likewise lessons from this project will be fed back to Mafia Island and any other projects in the region. As these people are ethnically and linguistically similar to those in Mozambique, then the community leaders may be useful teachers for projects to the south. Communities will listen more to people like themselves, whereas there is often distrust of 'people from the government'.

The project does not have any real innovative features – that is a good thing, as the process suggested has been tried in other areas and found to work. Adding new features to make a proposal sound novel, could introduce problems into a relatively basic, but difficult, project. The only complicating factor is the discovery of gas – mentioned below.

CAPACITY BUILDING

There appears to be adequate capacity building – if not the whole project will unravel. The stated objectives are to employ Tanzanians to take over management after the Planning Phase.

Training is based on other projects in the region e.g. Mafia and Tanga. The CORDIO project currently funded by Sweden and the World Bank should be approached for training in coral reef monitoring and recovery after the massive bleaching of 1998. Likewise the CORDIO project has some excellent socioeconomic features, although focussed on coral reef user communities.

Training of school children is suggested. I would like to add my emphasis to this as this will provide a chance for sustainability and also provide a stimulus for parents to act quickly for resource conservation.

Training for alternative livelihoods will be essential. If tourism develops, then special attention should be given to training potential staff for the resorts, to avoid the frequent issue of bringing in outside staff. A few locals should be trained as tourist guides, scuba training instructors etc.

PROJECT FUNDING

The project budget is sufficiently detailed and appears sound and well justified. A good pointer is that other agencies e.g. NORAD, DANIDA, USAID are providing some funding. Irrespective of whether GEF funds its share, the other components should be forthcoming.

Hopefully, the MPA will generate user fees from tourists and tourism operators. There is no mention of this or where the money would end up. A clear lesson from many areas is – if the local managers are able to keep most or all the proceeds to enhance their management, then their enthusiasm for collecting the monies and policing the MPA will be greatly enhanced. If it goes into central government coffers, there is little incentive to go out and collect fees.

TIME FRAME

This was mentioned above under ACTIVITIES – the only caveat I have is whether the Government of Tanzania will actually pick up the tab for employing park management staff.

SECONDARY ISSUES

a. GEF portfolio - Biodiversity – major resources of coral reefs, mangroves and seagrasses plus associated fisheries and endangered species. International Waters - source of larvae to replenish Mozambique and South Africa, and other parts of Tanzania.

b. The major potential linkages are to projects in Mozambique, just across the border and to the Selous National Park in the interior. Consideration should be given (if it has not already) to bringing the whole Mtwara Development Corridor under management through a series of linked projects, probably through other donors and agencies.

c. No need for innovation –just make it work by applying well tried principles.

ADDITIONAL COMMENTS

IUCN as First Implementing Agency: This is welcomed as they have long experience in the region and have good staff to assist in the planning of the protected area. Links should also be established with WWF who are behind the Mafia project.

Devolving Responsibility to Provincial Level: This may be the most difficult aspect of the project. The chain of responsibility for this MPA is relatively long – the community and Shirikisho < Marine Parks and Reserves Unit < Board of Trustees for Marine Parks and Reserves < Minister for Natural Resources and Tourism < Central Government and the President. Somewhere in this fits the District Government authorities. If not handled carefully, there could be serious delays in processing anything in both planning and implementation phases of the project. It will help the success of the project if the central government and the President are interested and see benefits in it succeeding. Such support will assist in overcoming the predicted inter-sectoral disputes over conservation vs development of resources. It is understood that

Magnus Ngoile, probably the most senior person in government overseeing this project, has strong links to central government and the President. If so, then the project may have a key line of communication from the area to the heads of the country. Also it is understood that the President is from this area.

Strong links should also be developed with district authorities in the interior and associated projects, as well as with the Government of Mozambique and the adjacent MPA project.

Implications of Finding Gas: On first reading, the discovery of petroleum gas in the proposed park area appeared to be a negative factor for the conservation of the coastal resources. However on reflection (and after asking people in the region), this could prove to be a considerable positive factor. World Bank staff are assisting with the development of the gas fields and are particularly mindful of damage that has followed petroleum production in other areas, notably the coastal mangroves in Nigeria. Thus, it is understood that more than careful consideration will be given to developing these fields slowly, with sustainable use of other coastal resources a key factor in the process.

It is conceivable that careful development of any associated industries may provide alternative livelihoods to divert people away from fishing and resource extraction, particularly destructive practices. There is also, however, the distinct chance that development around what is perceived as a wealth generating industry will attract many people without jobs from nearby provinces. This is mostly outside the responsibilities of the park planning and management agencies, but they should be aware of the possibilities and alert government to the potential of a flood of economic refugees.

Future Sustainability: The second phase of the project will be undertaken through Tanzania government agencies with the Board of Trustees for Marine Parks and Reserves assuming responsibility for employing and funding all costs associated with management of the MPA. Such a commitment is difficult to sustain in a developing country with major calls on money from all sectors of government e.g. for food, shelter, health and education of the people. Efforts should be made to establish mechanisms to employ people trained during the project, both for the implementation phase and afterwards. Too often, projects assist with capacity building, but rarely are salaries available to allow the people to put their training into practice. Often remuneration paid to government personnel is inadequate to expect them to undertake the job at the exclusion of other activities. Therefore, a performance-based supplementary allowance may be warranted to encourage the most talented and motivated to take on these jobs.

Information Dissemination and Consultation: Little emphasis was made on methods to disseminate information and get involved in public communication and education. This is important to get the community onside and then maintain their interest and support, therefore all mechanisms should be investigated to convey information e.g. printed word, video and television, radio, public lectures, school materials etc.

Coral larval settlement and recruitment: While not suggesting that this be added to the project, consideration should be given to adding a small-scale monitoring project to measure coral larval settlement and recruitment. This is a major component of the CORDIO project in

the Indian Ocean, and collaboration could be examined with either Sida or other partners. If recruitment is low, consideration may be given to rehabilitation of the reefs by transplanting bleaching resistant corals.

ANNEX D1

RESPONSE TO STAP REVIEW BY IMPLEMENTING AGENCY

A) GENERAL:

- 1) Dr. Wilkinson's review is very much welcomed - it is comprehensive and provides several suggestions that will be built into the developing project.
- 2) Many comments, and the activities in the proposal itself, are due to the increasingly vigorous "marine conservation" process in Tanzania. This process includes the growing "Marine National Parks and Reserves Agency"; the donor grouping, the research effort, and the Integrated Coastal Zone Management activity. There is a strong network and commitment.

B) SPECIFIC:

- 1) The STAP Review has reservations on 'IF' Tanzania will be able to devolve power and benefits down to communities. This is first mentioned as a reservation, but comes up again on page 5. This is a complex question:

The area and its resources are under "District authorities" now, but could be considered as being centralised again as a NATIONAL park. However, the Marine Parks Act (as opposed to the older terrestrial parks act) does specifically build communities bufferzones into the Park Process (see Proposal footnote 1, page 3). There will be seventeen plus villages in the Park buffer zones; but with management influence. Parks policy in Tanzania is to provide increasing levels of benefit funding down to communities.

Tourism benefits will be three fold:

- direct gates fees to Parks (a % back to people)
- tourist uses of community services (boats, guide, artifacts)
- tourism employment opportunity in development and operations

The project concept believes strongly in benefit sharing.

- 2) Conservation Linkages: The Stap review highlights two.

- To Mozambique. Yes, we see this as important. There is a WB GEF Coastal Project for the N. Qurimba Islands (foot note 6 on page 6). Phase two will emphasise links; phase one emphasises lessons learned.
- The Selous Game Reserve. This is a long way and not really a factor. The Mtwara or Rovuma River Corridor links are more likely. Note GEF involvement is possible at five sets of Mtwara Corridor linkages. These are:
 - Lake Malawi Phase 2 - at west end.
 - Mnazi Bay Marine Park - at east end.
 - TBCFA in Mozambique looking at a greater Niassa PA concept.
 - An ongoing PDFA for coastal forests in eastern Africa.
 - A developing MSP for Selous - Rovuma - (Niassa) linkages

International Waters linkage, includes the international Rovuma River separating Tanzania/ Mozambique; para 3 on page 6.

- 3) Background and Commitment: Gazettement for Mnazi Bay Park Declaration is before Parliament this year. This is endorsed at civil service level. We learn that the President plans to 'open' the park as part of a tri-nation Mtwara Corridor process - Yes there is commitment!
- 4) Background Information: Point taken - yes there could have been much more in the proposal, we do have socio-economic/demographics data. There is a difficult balance as to how many annexes to attach. We are a national proposal - but are in touch with Mozambique colleagues, and so can and will make stronger contact in the project itself.
- 5) Scientific and Technical Soundness: M & E is an activity to be stressed in year one. The communities will have capacity to interact through the FINNIDA 'RIPS' project which provides community capacity. Coral Blasting - a good point.
- 6) Objectives: We are pleased STAP commented favourably on the phasing. Alternative Livelihoods - the proposal here has two sets of activity - first seeing sustained and regulated use of marine resources; and the second being enhancement of other income generating activities. Improved agriculture is essential tourism and industry will support only a proportion of people. The district has cashew, coconut and cassava programmes - we work with their supporters.
No fishing areas. Yes, 20% is a minimum area, this could be in one or more locations. The proportion could increase in time; bans can be temporal as well as spatial; and restrict gear and effort. These are parts of phase one planning.
Project Time. No cost extensions are an available option - allowing for input delays etc. We were conscious of our origin as an MSP concept through Block B; and realise we are now at almost 1.5 million \$, with a useful but not huge co-financing element, 4.5 years is our best compromise.
Participation: Good point on outsiders.
Replicability: True; no element is innovative. Bringing them together into is!
Capacity Building: We agree. We will build links to CORDIO.
Funding: We see tourism as important. We will work with developing tourism - and we believe in equity and benefit sharing. However; final decisions on tourist revenue flows are best debated in the project itself.
Time: All indications are that GoT will be pickup the tab, see Annex 9 from GOT. Ministry states.
Additional Comments at end of STAP Review:
WWF linkages - simplified with move of Dr. Sue Wells to IUCN management team!
WWF Tanzania co-ordinate the East Coastal Eco- Region Project.
District: The District is in the Organigram loop, Site Committee is chaired by DC.
Sustainability: The Operational process will consider these useful suggestions.
Dissemination: The FINNIDA RIPS project has expertise here.

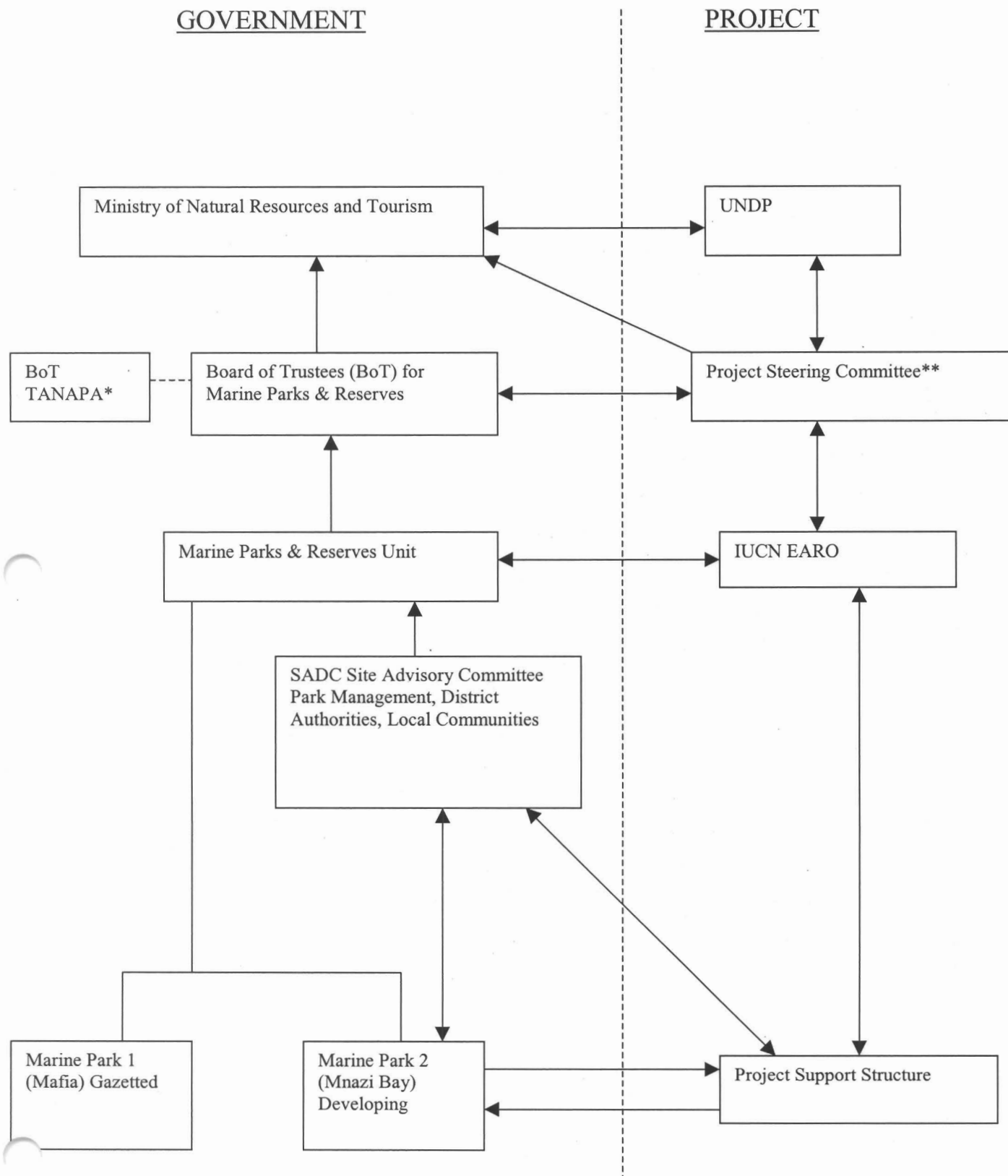
Overall Conclusion: Project Development will ensure these useful Comments will be built into the Operational Document.

ANNEX E PROJECT BUDGET

Budget Category	Item	Units	Quantity			Cost	Source Funds			of	IUCN	GoT	Local Com	Total Finance
			year 0	year 1	year 2		year 0	year 1	year 2					
PHASE 1 - SET-UP Component 1 - Participatory Planning and Management	1.1 Personnel													
	1.1.1 Technical Advisor (TA)	month	0	12	12	24	0	84,000	168,000					
	1.1.2 Project Coordinator	month	4	12	12	28	3,600	10,800	25,200					
	1.1.3 Accountant/Administrative Officer	month	4	12	12	28	2,800	8,400	19,600					
	1.1.4 Rangers (3x400)	month	0	12	12	24	0	14,400	28,800					
	1.1.5 Office Attendant	month	4	12	12	28	1,000	3,000	7,000					
	1.1.6 Driver x 2 (@250 each)	month	3	12	12	27	750	3,000	13,500					
	1.1.7 Coxswain/Boat Driver	month	2	12	12	26	3,000	3,000	6,750					
	1.1.8 Night Watchman	month	2	12	12	26	2,400	2,400	5,600					
	1.1.9 Local Community in-kind Contributions	month	1	12	12	25	2,000	12,000	27,000				27,000	27,000
	1.1.10 Government in-kind Contributions	month	1	12	12	25	2,000	12,000	27,000				27,000	27,000
	sub-total						56,000	156,000	328,450				27,000	54,000
	1.2 Subcontractors													
	1.2.1 Environmental/Natural Resources Economist	month	10			10	0	10,000	10,000					
	1.2.2 Socio-economist	month	10			10	0	10,000	10,000					
	1.2.3 Gender Specialist	month	10			10	0	10,000	10,000					
	1.2.4 Miscellaneous Consultancies (Int)	month	10			10	0	10,000	10,000					
	1.2.5 Miscellaneous Consultancies (local)	month	3			3	0	3,000	6,000					
	sub-total						0	23,000	46,000				0	0
1.3 Equipment	1.3.1 Project Transport - 4wd	item	25			25	0	0	50,000					
	1.3.2 Project Transport - fast response boat	item	50			50	0	0	50,000					
	1.3.3 Project Transport - motorbike	item	5			5	0	0	5,000					
	1.3.4 Office Equipment - computer & ancillary	item	3,500			3,500	0	0	7,000					
	1.3.5 Office Equipment - laptop computer & printer	item	4,500			4,500	0	0	4,500					
	1.3.6 Office Equipment - radio equipment	item	5,000			5,000	0	0	5,000					
	1.3.7 Office Equipment - fax machine	item	350			350	0	0	350					
	1.3.8 Office Equipment - photocopier	item	2,500			2,500	0	0	2,500					
	1.3.9 Office Equipment - air conditioners	item	750			750	0	0	3,000					
	1.3.10 Office Equipment - furniture	item	2,000			2,000	0	0	2,000					
	1.3.11 Office Equipment - refrigerator	item	1,000			1,000	0	0	1,000					
	1.3.12 Miscellaneous Office Equipment	month	200			200	2,400	2,400	5,200					
	1.3.13 Staff Housing - upgrade	one-off	20,000			20,000	0	0	20,000					
	1.3.14 Staff Housing - rental	year	5,000			5,000	5,000	5,000	11,000					
	1.3.15 Staff Housing-furniture	year	10,000			10,000	0	0	10,000					
	1.3.16 Equipment Operating Costs	month	2,000			2,000	24,000	24,000	52,000					
	1.3.17 Moorings	moorings	50			50	0	500	1,000					
	1.3.18 Field / Safety Items (Markers, binocs, ropes, signalling, first aid, lifejackets, etc)	Total	25,000			25,000	0	0	25,000					

[illegible]

ANNEX F
MNAZI BAY ADMINISTRATIVE STRUCTURES PHASE ONE
(SHOWING RELATIONSHIP BETWEEN GOVERNMENT AND PROJECT STRUCTURE)



ANNEX G
TERMS OF REFERENCE FOR PRINCIPAL STAKEHOLDERS

7A: TECHNICAL ADVISER

Position:	Technical Adviser (TA)
Reporting to:	The World Conservation Union (IUCN) and Board of Trustees for Marine Parks and Reserves
Duration:	Set-Up Phase: 24 months Implementation Phase: 24 months
Timing:	Appointment by the date of Project commencement.
Location:	Mnazi Bay, Mtwara District, Tanzania
Counterparts:¹⁴	Set-Up Phase: Project Coordinator Implementation Phase: Phase: Warden

BACKGROUND

The Technical Adviser (TA) will represent IUCN in supervising and coordinating all activities for which IUCN is responsible under the terms of the contract for the Project. The TA will be selected and contracted by IUCN in consultation with the Government of Tanzania and UNDP.

Mnazi Bay Marine Park will be a multiple-use marine protected area based on collaborative management with local communities. The TA will assist the park management in the development of initiatives to effectively manage and conserve the resources of Mnazi Bay Marine Park. The TA's main function is to transfer his-her scientific, technical, and experiential knowledge and management experience to the park management staff.

The TA will work at all times to maintain strong local ownership and control of the Project, especially on the part of local communities at Mnazi Bay and amongst personnel of the Marine Parks and Reserves Unit and other government agencies. The TA will be actively involved in field level activities and in facilitating the community-based management process.

DUTIES

- 17 Assist national personnel (Project Coordinator, Warden and other staff) in the identification, design and implementation of the General Management Plan (GMP) and the monitoring and evaluation programme. This will include developing a role for local communities; scientific research; technical aspects related to the feasibility studies of the alternative income-generating projects; and the management and analysis of all data relevant to monitoring and evaluation.
- 16 Assist national personnel in the formulation of annual operation plans and budgets based on the GMP. Assist national personnel in park planning, administration and management as well as in the preparation of periodic and annual reports

¹⁴ The position of Warden replaces that of Project Coordinator at the end of the Set-Up Phase.

- 15 Advise national personnel on the priorities and merits of all proposed scientific research by external scientists to ensure that all research in the park is well coordinated with that of the park research programme.
- 14 Assist national personnel to develop and implement a permanent programme for monitoring and evaluation of resource use within the park.
- 13 Assist in the training of park staff and selected individuals from local communities in marine ecology and conservation issues, and in ecological monitoring techniques.
- 12 Assist in the design of education materials related to the marine and coastal environment.
- 11 Assist national personnel in establishing an effective system to ensure the protection of the park, including boundary demarcation and surveillance patrols.
- 10 Assist national personnel in establishing efficient management systems, providing support to individual staff, and promoting team-building activities.
- 9 Assist national personnel in the establishment of clear financial, administrative, and reporting procedures in conformity with Tanzanian and specific donor requirements. Help develop regular audit procedures for the park, including financial, management, administrative, and equipment control.
- 8 Assist national personnel in ensuring that equipment and materials belonging to Mnazi Bay Marine Park are well maintained.
- 7 Assist in identifying training opportunities for park staff.
- 6 Advise on technical issues related to general tourism development, the development of local recreational activities, the development and implementation of an equitable permit system, and the community use of marine resources.
- 5 Ensure the preparation and timely submission of quarterly work plans, quarterly progress reports, and monthly financial statements for approval by IUCN EARO, who will forward these to UNDP and to the appropriate authorities of the Government of Tanzania. Quarterly progress reports should be based on the previous work plan, and should include the work plan for the next quarter. Sufficient time should be allocated in the last week of every quarter to prepare the report and the next work plan, which must be submitted to IUCN EARO by the last day of each quarter.
- 4 Provides administrative responsibility for the use of all IUCN funds and equipment involved with the MIMP as defined in the ProDoc.
- 3 In collaboration with national personnel, ensure that the funds allocated by IUCN are used for the purposes for which they were intended.
- 2 Ensure that project administrative procedures are strictly adhered to, and that all project equipment is well maintained.

REQUIREMENTS.

The successful candidate will have strong technical skills and a successful track record in project management. The following attributes are essential:

- at least 10 years experience working in a field related to marine conservation;
- substantive experience with marine protected area establishment and management;
- solid experience in project management, including multi-disciplinary team management, financial management and procurement;
- a sound appreciation of Tanzanian culture and marine resource management issues;

- demonstrated ability to work effectively with local communities on resource issues, including an appreciation of gender and poverty issues;
- exceptional communication, negotiation and liaison skills;
- a university degree (or equivalent qualifications) in environmental management, fisheries management, marine ecology or a related discipline; and
- fluency in written and spoken English.
- Experience in the use of computer-based project management applications (e.g., Microsoft Project) and financial packages would be an advantage.

7B: Project Coordinator

Position: Project Coordinator (PC)
Reporting to: Board of Trustees for Marine Parks and Reserves
Duration: 24 – 30 months of set-up phase
Timing: Appointment as soon as possible after the date of Project commencement.
Location: Mnazi Bay, Mtwara District, Tanzania
Counterpart: Technical Adviser (TA)

BACKGROUND

The PC will represent the Government of Tanzania for the Set-Up Phase of the *Mnazi Bay Marine Park Project*. The PC will be contracted by the Board of Trustees for Marine Parks and Reserves in consultation with IUCN and UNDP. The role of the PC is to coordinate the Government of Tanzania's involvement in the Project during the Set-up Phase. This position will cease at the conclusion of the Set-Up Phase and its responsibilities will be incorporated within the functions of the Marine Park Warden.

The PC will work to maintain strong local community ownership and control of the Project, and to ensure that Project activities are closely coordinated with the programs of other Government agencies. The PC will be actively involved in field level activities and in facilitating the community-based management process.

DUTIES

1. Represent the Government of Tanzania in coordinating the community-based development of a management plan for the Mnazi Bay Marine Park (including monitoring, surveillance and enforcement systems);
2. Ensure that the local communities in the vicinity of Mnazi Bay are fully engaged in the Project and play their leading role in developing the MPAs. The PC will seek the advice from, and be responsible to, the Interim Advisory Committee (AC) for matters relevant to the development of the General Management Plan (GMP).
3. Facilitate the development of the MPA management plan, AIG projects and other activities to be undertaken in the Set-Up Phase.
4. Work closely with the AC & BOT in liaison with external agencies such as central and regional government bodies, and also with the international community (NGOs, bilateral and multilateral aid agencies). The PC will liaise with the district government and village councils, business communities, tourist industry and local NGO's within Mnazi Bay on matters as outlined in the GMP and legislation.
5. The PC in cooperation with local stakeholders will determine the feasibility of alternative income-generating activities and subsequently prepare proposals for their implementation.
6. The PC will be responsible to the BOT for all financial matters related to activities within the Marine Park and produce quarterly financial and physical reports as and when directed by BOT. The PC will be responsible to the BOT for the production of progress reports every six months.

7. The PC will also represent the Marine Park on all district initiatives pertaining to the conservation of natural resources.
8. The PC will be responsible for the planning of future management activities which may include staffing levels, operating costs, capital investments and changes in Regulations.

REQUIREMENTS

The successful candidate is expected to be a Tanzanian national and will have the following attributes:

- at least 5 years experience working in marine environmental management preferably in a field related to marine protected area establishment and management;
- demonstrated leadership and experience in managing multi-disciplinary teams;
- demonstrated experience and ability to work effectively with local communities in Tanzania on resource management issues (i.e., community-based management and organisation).
- tertiary qualifications in marine environmental management, fisheries management, marine ecology or a related discipline.
- high-level oral and written communication, negotiation and liaison skills.
- demonstrated experience in project management, including the ability to work to strict deadlines and with limited supervision.

7C. WARDEN

Position:	Warden
Reporting to:	Board of Trustees for Marine Parks and Reserves
Duration:	Permanent position (with contract subject to regular review)
Timing:	Appointment by the date of commencement of the Implementation Phase
Location:	Mnazi Bay, Mtwara District, Tanzania
Counterpart:	Technical Adviser (TA)

BACKGROUND

The Warden will represent the Government of Tanzania during the Implementation Phase of the *Mnazi Bay Marine Park Project*. The Warden will be appointed by the Board of Trustees for Marine Parks and Reserves in consultation with IUCN and UNDP. The position will be created and filled shortly after gazettal of the Mnazi Bay Marine Park, expected to occur at the end of the Set-Up Phase.

The Warden will be responsible for oversight of the implementation of the management plan for Mnazi Bay Marine Park. The Warden will at all times promote strong local community ownership and control of the Project, especially on the part of local communities living in the vicinity of Mnazi Bay. The Warden will ensure Project activities are closely coordinated with the programs of other Government agencies. The Warden will oversee all field level and management activities, reporting to the Board of Trustees (BOT) for Marine Parks and Reserves.

DUTIES

1. Represent the Government of Tanzania in coordinating the community-based management of the Mnazi Bay Marine Park (including monitoring, surveillance and enforcement systems);
2. Ensure that the local communities in the vicinity of Mnazi Bay are fully engaged in the Project and play their leading role in community-based management of the MPAs. The Warden will seek the advice from, and be responsible to, the Advisory Committee (AC) for matters relevant to the management and conservation of the Marine Park as stipulated in the legislation and General Management Plan (GMP).
3. Work closely with the AC & BOT in liaison with external agencies such as central and regional government bodies, and also with the international community (NGOs, bilateral and multilateral aid agencies). The Warden will liaise with the district government and village councils, business communities, tourist industry and local NGO's within the area on matters as outlined in the GMP and legislation.
4. Work with Marine Parks staff in the formulation and implementation of those activities, which are compatible with the management objectives. These will include the community awareness and development, enforcement and monitoring and evaluation of programs.
5. The Warden in cooperation with local stakeholders will determine the feasibility of alternative income-generating activities and subsequently prepare proposals for their implementation.
6. The Warden will be responsible to the BOT for all financial matters related to activities within the Marine Park and produce quarterly financial and physical reports as and when directed by BOT. The Warden will be responsible to the BOT for the production of progress reports every six months.
7. The Warden will also represent the Marine Park on all district initiatives pertaining to the conservation of natural resources.
8. The Warden will be responsible for the planning of future management activities which may include staffing levels, operating costs, capital investments and changes in Regulations.

REQUIREMENTS

The successful candidate is expected to be a Tanzanian national and will have the following attributes:

- at least 5 years experience working in marine environmental management preferably in a field related to marine protected area establishment and management;
- demonstrated leadership and experience in managing multi-disciplinary teams;
- demonstrated experience and ability to work effectively with local communities in Tanzania on resource management issues (i.e., community-based management and organisation).
- tertiary qualifications in marine environmental management, fisheries management, marine ecology or a related discipline.
- high-level oral and written communication, negotiation and liaison skills.
- demonstrated experience in project management, including the ability to work to strict deadlines and with limited supervision.

7d: TERMS OF REFERENCE : NATIONAL PROJECT STEERING COMMITTEE (NPSC)

A National Project Steering Committee will ensure adequate oversight and integration of project activity.

The National Project Coordinator (NPC) and Technical Adviser are full members of the Committee. The committee may invite other institutions as the need arises. The National Steering Committee will meet at least twice a year but could meet more frequently at the start of the project. The chairperson of the Steering Committee will call Steering Committee meetings. The National Project Coordinator, supported by the TA, will be the Secretary to the meeting.

The National Steering Committee will have eight major objectives:

- 1 To monitor project implementation in terms of effectiveness and timeliness of inputs and in terms of the success of project activities.
- 0 To oversee and provide guidance to project activities and ensure such activities address the project objectives.
- 1 To provide a forum for ensuring an integrated approach to project activities within Mtwara District.
- 2 Provide a forum for, and link to, the National Marine Parks processes.
- 3 Approve annual work-plans and budget for the project and consider changes as recommended.
- 4 In UNDP terminology: to perform the functions of the Tripartite Review (TPR) to consider and approve Annual Project Reports (APRS).
- 5 To review the TOR of project staff, and amend them as necessary.
- 6 To approve the proposed implementing agencies for the project.

Minutes of meetings will be kept. Decisions will be by consensus. The National Project Steering Committee may constitute sub-committees and or task forces on specialist topics, or to review individual project activities.

Composition of Steering Committee

The Chairperson will be the Permanent Secretary to the Ministry of Natural Resources and Tourism, or his / her representative.

The Chairman of the Board of Trustees Marine Parks.

The GEF Focal Point for Tanzania Manager of the Marine Parks and Reserves Unit.

The Regional Commissioner Mtwara

The District Commissioner Mtwara

The District Council Chairman Mtwara

The District Development Director

The District Natural Resources Officer

District Community Development Officer

UNDP Country Office Dar es Salaam

UNDP GEF Coordination Unit

MPAC Community Representative

MPAC NGO Representative

Member of Parliament

IUCN EARO

Other Project Representatives (eg RIPS, Mangroves, ICZM)

ANNEX H: PHASING DIAGRAM AND OUTLINE WORKPLAN: This summarises the three main parts of the project:

Distinct Preparation (6 months) and Planning periods (24 months) are within the setup phase, followed by the Implementation Phase.

Months	0	3	6	9	12	15	18	21	24	27	30	33	36	39	42	45	48	51	54	*
Phases and Sub-Phases	Set-Up Phase (up to 30 mos) Prepare (6)						Planning Phase (24 mos)						Implementation Phase							
Major Milestones																				
MOU signed	X																			
NPC in place		X																		
HQ set-up		X	X																	
Equipment on order		X																		
TA appointed and ends preparation phase			X																	
Planning Phase starts																				
Protected Area is Gazetted		X																		
Management Plan Process Underway											X									
General Mgmt Plan Complete with Approval											X									
Mid-Term Review, Change Implementation Pattern												X								
Implementation of General Plan Starts										X			X	X	X	X	X	X	X	
Sustainable Use Mgmt Plan underway													x	x	x	X	X	X	X	
Externalities under consideration																				
Terminal Review													x	x					X	

* It is expected that both the Preparation Phase and the Implementation Phase will be over within 54 months. This allows a six months preparatory period recruiting staff and setting up administrative structures. These time estimates are indicative – it could take less than six months to recruit the TA. Some issues may be delayed, and it may be possible or necessary to extend some activity on a “no-cost extension” basis.

ANNEX I

TEXT OF STATEMENT OF COMMITMENT FROM MARINE PARKS BOARD OF TRUSTEES

**THE UNITED REPUBLIC OF TANZANIA
MINISTRY OF NATURAL RESOURCES AND TOURISM
THE BOARD OF TRUSTEES FOR MARINE PARKS AND RESERVES IN TANZANIA**

**Marine Parks and Reserves Unit
P O Box 2462
Dar es Salaam.**

Reference BT/MPR/D.40/1/20/36

29 October 1999

**UNDP GEF Focal Point,
Tanzania**

**Re: DEVELOPMENT OF MARINE NATIONAL PARK AT MNAZI BAY, MTWARA
DISTRICT, TANZANIA**

The Board of Trustees for Marine Parks and Reserves is responsible for the oversight of the development of the Marine Protected Areas System in Tanzania, as provided for in the Marine Parks and Reserves Act - Number 29 of 1994.

The Board strongly supports and endorses the work that has been undertaken by IUCN and the Great Barrier Reef Marine Park Authority, and the World Bank GEF unit to develop a project proposal for the establishment of a Marine Park at Mnazi Bay. We understand that the proposal is now to be submitted by you to the Global Environment Facility for funding consideration. The site is of the highest national priority for marine conservation and the proposed Marine Park has the strong commitment of the Board and other National, Regional and District Authorities.

The Board is firmly committed to supporting the ongoing development and management of Marine Parks in Tanzania. Consistent with the requirements of the Act, we can confirm that the Board will:

- Be the National government focal point for implementation of the project.
- Ensure coordination with other Ministries, sectors and agencies at the national level, and provide guidance and advice to the project on national policy issues.
- Provide in kind assistance through the staff of the Marine Parks and Reserves Unit to ensure the project's conformity with the Requirements of the Act in developing and managing the Marine Park.
- Appoint and meet the salary and other expenses of the Marine Park staff including the warden, Enforcement Officer, Socio-economic Officer, Parks Awareness Officer and other supporting staff; and
- Assume full responsibility for meeting all the ongoing costs of managing the Marine Park at the conclusion of the Project.
- When the project is approved the Board undertakes to establish a steering Mechanism and would invite the GEF Implementing Agency and IUCN to participate in this mechanism.
- The Board will assist in arranging such exemptions from taxation and import duties as are normally afforded to development assistance projects in Tanzania.

Yours Sincerely,

C K Rumisha (signed)
Manager and Board Secretary.

ANNEX J

THE MTWARA RESOLUTION ON MNAZI BAY MARINE PARK

Preamble:

The proposal to establish Mnazi Bay – Ruvuma estuary area as marine park was discussed by representatives from government, community leaders, private sector and non-governmental organizations (NGOs) during a two-day workshop held at the Parish Hall in Mtwara between April 7 – 8, 1999. The workshop participants (listed below) resolved the following: -

That, the economy of the residents of Mnazi Bay – Ruvuma estuary largely depends on marine resources, with fishing being a major economic activity and source of livelihood.

That, the residents of the Mnazi Bay – Ruvuma estuary are also engaged in salt making, seaweed farming and extraction of coral stone for lime production. Mangroves cover a large area in and adjacent to the Ruvuma Estuary and these are a source for construction materials as well as firewood for households. Besides the Mnazi Bay – Ruvuma estuary is within easy reach from the Mtwara Township.

Economic Opportunities:

The Mnazi Bay – Ruvuma Estuary coastal area has resources, which are yet to be fully exploited which include stocks of pelagic fish, stocks of prawns, sea cucumber and other shellfish. The area has arable land for agriculture as well as livestock keeping. These resources provide great potential for economic development for the people in Mnazi Bay – Ruvuma Estuary through alternative livelihoods, employment and income generation. Resources such as the natural gas and the good quality fish as well as tourism can contribute to the national economy. The presence of white sandy beaches, crystal clear and unpolluted water is an asset for tourism development.

The area is also endowed with the presence of natural gas, and there are possibilities for the presence of other minerals. The good stand of mangrove trees are feeding and breeding sites for fish and other marine life. The Ruvuma area has a natural harbour with deep waters, which can easily be used for docking both small as well as large sea going vessels. The Mnazi Bay – Ruvuma estuary is located at the border with Mozambique creating an environment, which is conducive for the development of trans-border communication and trade between the two countries.

Threats:

In spite of the abundance of coastal and marine natural resources within the area, these resources are being threatened by unsustainable use practices. Such practices include: -

- Dynamite fishing – The practice however has been contained through people's participation.
- Use of inappropriate and destructive fishing gear like beach seine "Kavogo" and small mesh size fishnets.
- Use of poisons (pesticides like *thiodan*) during fishing activities.
- Destruction of live coral reefs.
- Extraction of lime from corals.
- Clear felling of mangrove

- The absence of market outlets for marine products as well as poor infrastructures continues to affect the welfare of the people in the area.
- Lack of alternative sources of livelihood contributes to environmental degradation.
- Lack of community participation in the management of coastal resources.

Resolution:

In order to address effectively these issues and have sustainable development, we the representatives of coastal communities residing within the Mnazi Bay – Ruvuma estuary area together with representatives from the government, private sector and non-governmental organizations (NGOs), who have participated in this workshop, resolve that the area from Mnazi Bay to Ruvuma estuary be declared as a marine park under the Marine Park and Reserve Act no. 29 of 1994.

The area to be declared as a marine park should include the following villages: Mahurunga, Kitunguri, Kihimika, Kilambo, Tangazo, Litembe, Hyuvi, Mngoji, Msimbati, Nalingu, Mnete, Mkubiru, Sinde, Msanga Mkuu, Ng'wale, Namela, and Namponda and the coastal sea adjoining these villages.

The following principles should be observed in the course of establishing the marine park: -

- Involvement of communities in the strategic planning, decision making and implementation of the management plan.
- The communities residing in the proposed area should not be relocated.
- The marine park will aim at maintaining sustainable utilization of natural resources as well as the conservation of biodiversity.
- The park management will ensure that income generated from the activities within the park will benefit the community in the area.
- Communities should be mandated to formulate by-laws for effective enforcement. These by-laws should be acknowledged and respected by all levels of the government authorities.

These principles will be achieved through the implementation of the following key activities: -

- The area be formally established as a marine park under the Marine Parks and Reserves Act No. 29 of 1994.
- A management plan and by-laws for the sustainable uses of marine and coastal resources be prepared and approved.
- The management of the marine park should promote community based economic activities including fishing and harvesting of other marine and coastal resources/products in a sustainable manner.
- Research and assessment should be undertaken at regular interval in order to monitor the state of the environmental and resources.
- The management plan should have preferential programs aimed at building capacity to enable women's involved in harvesting marine resources.
- The management of the marine park should prepare capacity building programs that will enhance the villagers participation in the preparation of development programs, trade/business management and appropriate technology.

**LIST OF PARTICIPANTS WHO ATTENDED THE STAKEHOLDER WORKSHOP ON THE
DEVELOPMENT OF MNAZI BAY/RUVUMA ESTUARY PROPOSED MARINE PARK**

NO	NAME	PARTICULARS	NO	NAME	PARTICULARS
1.	Fatma Mikidadi	DC, Mtwara	34	Ali salumu	Kilambo
2.	A.O Namkulala(MP)	Mtwara Vijijini	35	Fatu Saidi Kasanga	Mkubiru
3.	Esther Wakari	DED, Mtwara Vijijini	36	Fatu Ali Nassoro	Nalingu
4.	Ismaili Bwamkuu	Msimbati	37	Mwajuma Issa Pwicha	Nalingu
5.	Omari Likoni	Msimbati	38	Selemani M Mabruki	Tangazo
6.	Hassan Mohamed	Ruvula –Msimbati	39	Mohamed Selemani	Mkubiru
7.	Bimkubwa s Kondo	Msimbati	40	Mfaume Amri	Mkubiru
8.	Dadi A. Katumbo	Msimbati	41	Mohammed Amani	Mkubiru
9.	Alawi A Sadala	Msimbati	42	Somoye Omari	Tangazo
10.	Bakari Chato	Namponda	43	Mwanahamisi Msabaha	Liteembe
11.	Nanenda A Musa	Msimbati	44	Mwanahamisi Chimahi	Kilambo
12.	Vick Howe	FRONTIER	45	K.I Mnyalu	Ziwani
13.	Elizabeth Ndedya	RIPS	46	Saidi Kubali	Liteembe
14.	Ireneus Komba	Wanyamapori (M)	47	Saidi Napata	Mngoji
15.	Mohammed Mkandaa	Ziwani	48	Issa Selemani Juma	Mnete
16.	Y. H. C Ngaeje	Ag. DAS Mtwara	49	Selemani M Mmule	Mahurunga
17.	B. Nyenyembe	DPLO Mtwara	50	Yusufu Ali Mhukilo	Nalingu
18.	E. B Mwakalinga	D/S	51	Abdulahamani M Ghasia	Mtwara-SOZOCO
19.	H.M. Mnaule	Msangamkuu	52	Selemani S Utohi	Tangazo
20.	Ali Swedi Kasingo	Mtwara Swissaid	53	Mohammed H. Nassoro	Mtwara
21.	Mwandike Saidi	Madimba	54	John Mwaisaka	Mtwara
22.	Ndumbalo R. A	Mtwara MFO	55	Lameck D. Kinyunyu	Mtwara
23.	A. A. Luhunga	Mwenyekiti (W)	56	J. Msumba	Mtwara
24.	Musa Ali Lipalangwe	Mnazi	57	Captain Kasunguru	Bandari- Mtwara
25.	Mahmood Ali Fundi	Hyuvi	58	Zainab Ngazi	IMS Zanzibar
26.	Ahamad Ali Ngoji	Liteembe	59	Esther Makwaia	Idara ya Mazingira, DSM
27.	Mohamed Issa Shahame	Mngoji	60	Magnus Ngoile	NEMC, Dar es Salaam
28.	Issa Ali Dadi	Mngoji	61	Frank Kilimba	NEMC Dar es Salaam
29.	Abdala I Nsilo	Kilambo	62	Chikambi Rumisha	MPR, Dar es Salaam
30.	Fatu Sadi Hassan	Mnete			
31.	Ahmad Mussa	Nalingu			

NO	NAME	PARTICULARS	NO	NAME	PARTICULARS
32.	Seleman A. Chihalo	Nalingu			
33.	Somoye A. Mmbwana	Mngoji			

ANNEX K
MAP OF PROJECT SITE

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