UNDP-GEF Project 00015405 - URT/00G31/B/1G/99

Development of Mnazi Bay-Ruvuma Estuary Marine Park

Mid-term Evaluation

FINAL REPORT

Meg Gawler
Christopher Muhando

10 December 2004

ARTEMIS Services
For Nature Conservation and Human Development
590 route d'Ornex, 01280 Prévessin-Moëns, France
Tel: +33 4 5040 7870 Fax: +33 4 5040 7379
E-mail: meg@artemis-services.com
Website: http://www.artemis-services.com

University of Dar es Salaam
Institute of Marine Sciences
P.O. Box 668, Zanzibar
Tel : +255 24 2230741
Fax : +255 24 2233050
E-mail: muhando@ims.udsm.ac.tz
Website: http://www.ims.udsm.ac.tz

Cover photo: Pioneer mangrove, Ruvula Penninsula, Mnazi Bay - Ruvuma Estuary Marine Park

Executive Summary

The GEF, and later with the FFEM, provided funding for the development of a multi-purpose Marine Protected Area around the globally significant marine biodiversity values of the Mnazi Bay and Ruvuma River estuary areas in southern Tanzania. In keeping with the Tanzania Marine Parks and Reserves Act, both biodiversity conservation and the sustainable use of marine resources by local communities are emphasized. The project is designed to run for 54 months, in two phases. This mid-term evaluation comes near the end of the initial Set-Up Phase, and is intended to enable all parties to assess progress, and agree on specific administrative and implementation responsibilities for the second Implementation Phase. This GEF / UNDP project operates under the auspices of Tanzania's Marine Parks and Reserves Unit (MPRU), and is implemented in the first phase by the East Africa Regional Office (EARO) of IUCN.

This is an independent evaluation, and the views expressed herein do not necessarily reflect those of the government authorities, the MPRU, MBREMP, GEF, UNDP, FFEM, IUCN or other partners.

Specific objectives for this evaluation were to:

- Assess progress towards objectives.
- Describe the project's adaptive management strategy.
- Review the clarity of roles and responsibilities.
- Review the readiness of the national component to assume full operational responsibility for delivering project objectives.

The methodology included an extensive review of the documentation, field observations, key informant interviews, and meetings in the villages of Msimbati, Nalingu, and Kihimika.

The main findings of the review are:

- ✓ A good team is presently in place (although a new Technical Advisor is needed urgently).
- ✓ The project has had good success in establishing the knowledge base.
- ✓ There is a strong sense of ownership by Tanzanian government.
- ↘ The project and the park are in imminent danger of losing the goodwill in the villages.
- ↘ There have been serious implementation problems, including far too much interference from project partners in implementation. Delays in the availability of funding and excessive control have resulted in costly delays.

The evaluation makes three strategic recommendations and 99 specific recommendations. The strategic recommendations are:

- ➔ It is urgent to move quickly with concrete benefits to local people.
- ➔ All project partners should take a giant step back, and delegate responsibility more fully to the project team to implement the project.
- ➔ MPRU should assume operational responsibility for the Implementation Phase of the project, and be held accountable for project deliverables.

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

- ✓ supportive legislative and policy basis in Tanzania's Marine Parks and Reserves Act
- ✓ training needs assessment now completed and priorities identified setting the stage for a more strategic approach to building the capacity of park staff
- ✓ excellent support from the highest regional authorities
- ✓ park Advisory Committee and Project Steering Committee in place
- ✓ a well designed logical framework
- ✓ excellent knowledge base being established
- ✓ GIS component and database under development

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

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

- ↘ Expectations were raised, even before the start of the project, and communities in the park are losing patience. There is a wide perception of broken promises.
- ↘ Implementation has been constrained by interference and micro-management by the project partners.
- ↘ The timetables for implementation have proved far too ambitious for the very small project team.
- ↘ IUCN EARO has not always been able to provide the support to the project that was expected.
- ↘ Nalingu, a village of key resource users in the park, is hostile to the park and refuses to collaborate. Discontent is spreading to other villages.
- ↘ The knowledge base lacks information from Nalingu, and the GMP lacks input from Nalingu.
- ↘ The most strategically important assessments – on fisheries and on alternative livelihoods – which should have been done first, have still not produced usable results. The fisheries study should be completed soon, but the feasibility study for sustainable livelihoods has not yet started.
- ↘ Helping people to move towards improved and sustainable livelihoods – which should have been a centrepiece of the project – has not yet begun because the feasibility study has not been carried out.
- ↘ Results of the assessments have not yet been shared with the villagers, nor disseminated to other interested stakeholders.
- ↘ Collaboration with key departments in District government is weak.
- ↘ Early efforts by the park to enforce regulations without providing alternatives have created ill will. At the same time, it is difficult for the park to maintain credibility while destructive fishing gear is still in use.
- ↘ The MBREMP General Management Plan is not yet done, nor is the strategy for monitoring the park.
- ↘ The project does not have an M&E plan, which makes it difficult to practice adaptive management.
- ↘ Insufficient effort has been devoted to capacity building, both for the park staff, and for resource users.

The likelihood of the project achieving its objectives by the end of the Implementation Phase will depend on how well – and how quickly – it can address these issues. Two years is a very short time to accomplish the set of tasks within the project's planned phase two. Therefore the project should consider examining the budget to see if phase two can be extended within the available finances so as to increase the implementation phase to two and half years. In addition, a no-cost extension should be envisaged if not all the funds are spent at the end of the official lifetime of the project.

Conclusions:

- ➢ This is fundamentally a very worthwhile project.
- ➢ A solid framework for the marine park is being established.
- ➢ There is tremendous good will among most community members. However, this is fragile, and risks being lost if concrete benefits are not realised quickly.
- ➢ A number of corrective measures need to be taken in the second phase if the project is to succeed.
- ➢ The MBREMP team shows great promise of making a success of the park, if given the support that is needed.

TABLE OF CONTENTS

Executive Summary i
Acknowledgements v
Acronyms and Terms vi

Evaluation Context 1
Evaluation Objectives 1
Methodology 1
Project Concept and Design 4
- Biodiversity Justification 4
- International and Regional Policy Context 4
- National Context 5
- Local Context 5
- Project Document and Logical Framework 6

Project Implementation 7
- Expectations 7
- Start Up 8
- Roles and Responsibilities 9
- Adaptive Management Strategy 9

Project Results 10
- Knowledge Base 11
- Awareness 13
- Relations with Local Stakeholders 14
- Marine Park Planning and Monitoring 16
- Capacity of Stakeholders and Institutions 17
- Alternative Income Generation and Sustainable Use Activities 18
- Project Management and Monitoring 20
- Marine Park Management 22

Findings 23
- Impacts 23
- Strengths and Weaknesses 24
- Readiness of National Component to Assume Full Operational Responsibility 25
- Sustainability 25
- Conclusions 26

Recommendations 27
Lessons Learned 35

Annexes 36
1. Terms of Reference 36
2. Evaluation Schedule and Itinerary 40
3. Persons Contacted 41
4. Documents Consulted 44
5. Implementation Matrix 48
6. Cumulative Expenditures vs. Budget 58
7. MBREMP Expenditures by Result 63
8. Procedures for Outsourcing Consultants 64
9. Comments on the 2004 Annual Project Report for UNDP/GEF Projects 65
10. Short Profiles of the Evaluators 68

LIST OF FIGURES AND TABLES

Figure 1. Map of Mnazi Bay - Ruvuma Estuary Marine Park 2

Table 1. Respondent Groups for Key Informant Interviews 3
Table 2. Timing of the Development of Mnazi Bay - Ruvuma Estuary Marine Park Project 8
Table 3. Evaluators' Comments on Technical Reports Produced 12
Table 4. Differences of Cumulative Expenditures vs. Budget 21

Acknowledgements

The evaluators gratefully acknowledge all the efforts that were made to organise our mission. We received a warm and generous welcome from everyone we encountered: the donors, the other major partners, national, regional, and local government, the park staff, the communities, and other interested individuals.

Special thanks are due to Mr J. G. Msumba, District Fisheries Officer, without whom we would never have been able to talk with the community leaders in Nalingu.

Acronyms and Terms

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

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

Evaluation Context

The GEF, and later with the FFEM, provided funding for the development of a multi-purpose Marine Protected Area around the globally significant marine biodiversity values of the Mnazi Bay and Ruvuma River estuary areas in southern Tanzania. In keeping with the Tanzania Marine Parks and Reserves Act, both biodiversity conservation and the sustainable use of marine resources by local communities are emphasized. The project is designed to run for 54 months, in two phases. This independent mid-term evaluation comes near the end of the initial Set-Up Phase, and is intended to enable all parties to assess progress, and agree on specific administrative and implementation responsibilities for the second Implementation Phase. This GEF / UNDP project operates under the auspices of Tanzania's Marine Parks and Reserves Unit (MPRU), and is implemented in the first phase by the East Africa Regional Office (EARO) of IUCN.

Evaluation Objectives

The Monitoring and Evaluation (M&E) policy at the project level in UNDP/GEF has four objectives:

1. to monitor and evaluate results and impacts
2. to provide a basis for decision making on necessary amendments and improvements
3. to ensure accountability of resource use, and
4. to document, provide feedback on, and disseminate lessons learned.

Specific objectives for this evaluation were to:

- Assess progress towards objectives.
- Describe the project's adaptive management strategy.
- Review the clarity of roles and responsibilities.
- Review the readiness of the national component to assume full operational responsibility for delivering project objectives.

The full Terms of Reference (ToR) for this evaluation are available in Annex 1.

Methodology

The review was carried out by Meg Gawler (Team Leader) and Dr Christopher Muhando. Brief profiles of the evaluators are included in Annex 10. In addition to an extensive review of the documentation (Annex 4), the views of 82 people were solicited (Annex 3): 38 respondents through key informant interviews, 43 in meetings held in three villages in the park: Msimbati, Nalingu, and Kihimika, and one by email. The visits to the park included a boat trip through the mangroves and to a turtle nesting site, as well as stops in Litembe, Kilambo and Ruvula (Map 1). The evaluation timetable and itinerary are presented in Annex 2.

Altogether we had a total of 7½ days for interviews and meetings, exclusive of travel:

- ½ day in Nairobi
- 1½ days in Dar es Salaam
- 2 days in Mtwara
- 3½ days in the park.

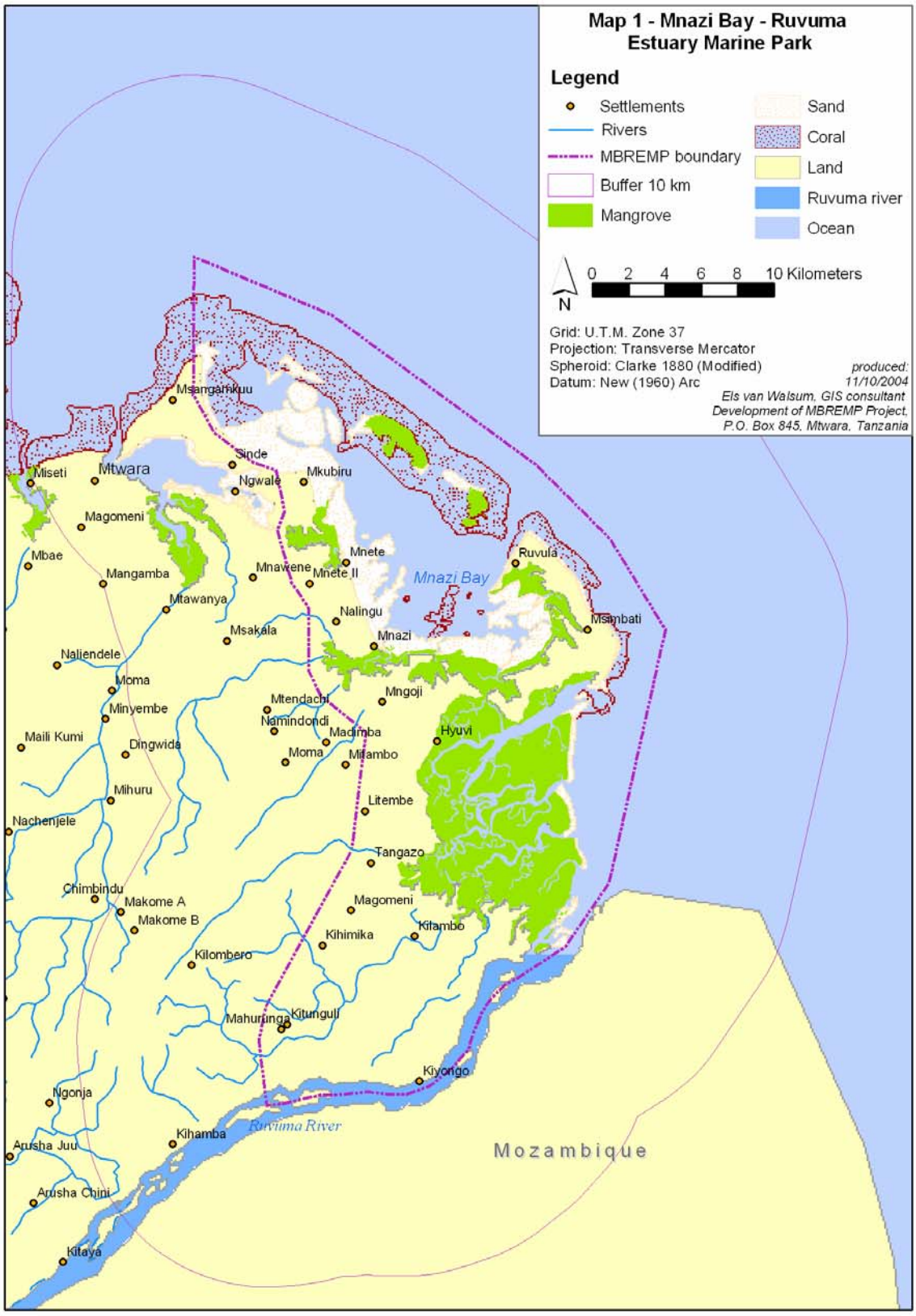

Figure 1. Mnazi Bay - Ruvuma Estuary Marine Park.

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

Table 1. Respondent Profile	
Respondent Group	**N° of persons**
Msimbati Village	20
Kihimika Village	20
Project Partners	12
Project / Park Staff	7
Local / Regional Stakeholders	6
Private Sector	4
Nalingu Village	3
Community Wardens / Officers	3
Project Consultants	3
National Stakeholders	2
International Stakeholders	2
Total	**82**

We faced a number of constraints making the evaluation more difficult than it might have been. First, the two major outputs of the Set-up Phase had not yet been completed and could not be evaluated: the General Management Plan (GMP) for the park, and the database for park management and monitoring. The review also suffered from a last-minute and rather rushed organisation, from the fact that one of our days in the park was an important holiday, *Eid El Fitr*, and from the difficulty we had in getting all the important documentation. Another important factor is the blurred distinction between the project and the park in the minds of most people. Since the *raison d'être* of the project is to support the establishment of the park, we found that it was important for us to review the ongoing park management as well.

We had to make special arrangements in order to talk with the leaders of the village of Nalingu. Since June 2003, Nalingu has been extremely antagonistic to the marine park, and negative attitudes seem to be spreading. We therefore considered it a priority to try to talk with them to find out more about what the issues and possible solutions might be from their point of view. Since they would have refused to see us, and may even have become hostile, had we gone there in one of the park vehicles, we arranged with the District Fisheries Officer to go there, accompanied by him in a government car, unannounced. We were thus able to interview three village leaders in Nalingu, on the condition that we did not let the other villagers know that they had communicated with us.

Despite these constraints, we feel that the mission was very successful, thanks to the support we received throughout. We were quite pleased with the data we were able to collect in such a short time.

We believe that an evaluation mission should also contribute to building the capacity of the project team who are at the heart of the evaluation exercise. To this end, we introduced a simple project monitoring tool based on the project logframe – the Implementation Matrix (Annex 5). This tool allows the project team to take stock – in a straightforward and reader-friendly format – of the status of each of the project's results and activities, and to provide comments as necessary. During our mission the project team filled out this matrix, which provides a detailed overview of progress since the inception of the project in relation to each of the activities anticipated in the logframe. This matrix by the project team has made a valuable contribution to the evaluation.

At the end of the mission, we "ground-truthed" our preliminary findings and recommendations with the Project Steering Committee (PSC), who responded with helpful feedback, clarification, and good questions.

Project Concept and Design

The Goal of the Project is to:

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

The Project Development Objective is to:

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

Biodiversity Justification

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

International and Regional Policy Context

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

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

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

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

National Context

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

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

- ✓ The project is established with legislative backing.
- ✓ There is a national institutional arrangement in place: the Board of Trustees (BoT), MPRU, Advisory Committee, the Warden in Charge.
- ✓ The MBREMP is Tanzania's second MPA, and thus constitutes an important step in the development of a marine protected area network.
- ✓ The MPRU has acquired valuable experience in MPA development and management through the country's first marine protected area, Mafia Island Marine Park.
- ✓ Government is providing core funding for salaries and some operating costs.
- ✓ The Tanzanian government took effective action to stop dynamite fishing in 1998.

Local Context

The regional and district authorities are fully supportive of the park, and have donated a building in Mtwara rent-free for the offices of the MBREMP.

Mtwara District is among the poorest in Tanzania. Approximately 28,000 people live within the boundaries of the marine park, in ten villages and seven sub-villages. According to the socio-economic study carried out this year, 35% of the MBREMP households exploit the marine resources, and of the seafront communities, 50-60% of the households are involved in marine resource activities. The villages most dependent on marine resources are Mkubiru, Mngoji, Msimbati, Tangazo, and probably Nalingu. Most resources are perceived to have declined in the last ten years. The most vulnerable households in the park are those who depend solely on marine resources for their livelihoods.

The main threats to MBREMP marine resources come from:

- the number of people involved in marine resource extraction
- the dependence of the communities in general on marine resources for their livelihoods, and a high number of households in particular
- poverty and lack of access to funds/capital
- the demand for marine products and the volume of trade of specific marine products, and
- destructive fishing methods (Malleret 2004).

People's economic opportunities are constrained by weak social organisation and the difficulty to access funds/capital.

One of the most difficult issues for the marine park will be to deal with *utando* fishing. This is a small/zero mesh size fishing method (mosquito net or cloth) used by women in shallow areas. Unlike to beach seines, *utando* is not perceived as a destructive gear by the communities. Its use is very widespread, and is often one of the only direct sources of income for women in the park (Malleret 2004).

Mining of live coral also remains a major threat to the MBREMP, and, according to a local expert, it is actively practiced in areas adjacent to the park. Although a ban on the use of live coral for lime was introduced in 2002 by the District Commissioner for Mtwara, it has been enforced only sporadically. The main driver for the demand is the inland building market, and the fact that lime is much cheaper than cement. There is less coral mining in the park because of poor access roads, so it is less economical. Nevertheless the threat remains, and it does not bode well for the park if coral mining is actively practiced just outside. According to a local expert, fossil coral would provide a good alternative, as the supply in Mtwara region is estimated to last 100 years at current rates of mining of live coral.

Another potential threat is the Artumas gas field development and energy generation project. According to an Artumas Vice President, the company is presently conducting public consultation on the findings of the Environmental Impact Statement (EIS), and will submit the draft EIS in December 2004. The project plans to build a small gas facility inside the park close to an existing well, on the south side of the Ruvula peninsula. This is close to the prime site in the park for ecotourism. The pipeline then snakes around the shallow areas of the bay, taking a "least impact" route to avoid coral reefs. The pipeline will be laid on the bottom, except in the intertidal area, where it will be buried one metre so that it does not show. The project is attempting a minimal footprint design, and has offered to provide electricity for the marine park office planned to be built on the peninsula. In addition, they have offered to share the results of their data collection, e.g., bathymetric surveys, with the park. We believe that burying the pipeline in the intertidal zone is likely to result in high levels of suspended sediments, which may further damage the coral reefs which are still recovering from past dynamite fishing and the massive coral bleaching and mortality from the El Niño of 1998.

Project Document and Logical Framework

The project philosophy, as spelled out in the project document and inception report, seems to be quite appropriate. These documents recognise the importance of good baseline information to judge the impact of the park and the effectiveness of its management. The project, in its Set-up Phase, was to collect baseline information on all habitats and resources. The baseline surveys were to provide the basis for the park's General Management Plan, and for long-term monitoring to assess the effectiveness of park management. In addition, the surveys and assessments were identified as an important mechanism of community involvement in the management of the park and in improving capacity for biodiversity conservation.

A number of hypotheses in the project document have yet to be shown to hold true, e.g.:

- Losses to communities from no fishing zones will be more than offset by increased productivity in other areas (p 17)
- Sustainability of voluntary contributions of local stakeholders in MPA management (p 16)
- Sufficient revenue to meet ongoing management costs of the MPA (p 16).

Nevertheless, we believe that the foundation of the project document is sound, and the logical framework is good. It identifies seven very appropriate broad results:

1. A knowledge base to support marine environmental planning and sustainable development established.
2. Local communities and key decision makers are aware of marine problems, benefits and responsibilities of an MPA and use information in decision making.
3. Marine park planning and monitoring processes established, and an initial marine park management plan developed.
4. Park Management Plan under implementation with externalities addressed (phase two only).
5. Improved capacity of key stakeholders and institutions for marine conservation and management.
6. Alternative income generation (AIG) and sustainable use activities are researched, developed, piloted and adopted.
7. Project effectively managed, monitored and evaluated.

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

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

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

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

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

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

- including communities in baseline assessments
- comprehensive feasibility studies on alternative income generation and sustainable resource use
- an operational base for park staff within the marine park
- monitoring marine park effectiveness
- study tours and exchange visits
- a financial feasibility study and sustainable financing strategy for the park
- development of a logframe and work plan for the implementation phase.

The greatest difficulty with the project design has been the ambitiousness of the plan and the timetable for execution, especially given the limited human resources available to carry out all the activities anticipated. It seems to us unrealistic to expect that a project of this size and complexity could be effectively implemented by essentially two people (the Project Coordinator (PC), who is also the Warden in Charge of the marine park, and the TA), with the support of a small team of park staff.

Project Implementation

Expectations

Together with the Tanzanian authorities, the World Bank (WB) began to develop the project concept in 1995. The idea of a marine park in Mnazi Bay - Ruvuma Estuary had already been identified, and the

project concept was enthusiastically received by the District authorities, who anticipated big economic gains from the development of ecotourism. According to several of our sources, it seems that in the early days, well meaning government officials sold the idea of the marine park to the local communities with a number of promises, including grants and loans. Project development was later taken over by GEF/UNDP, and the project document anticipated a total of $3.6 million for the project. When this became news, expectations soared. It is very difficult, perhaps impossible, to develop a project bringing substantial amounts of external funding to an area which is struggling to alleviate poverty, without raising expectations at all levels.

Furthermore, according to some respondents, there seems to be a climate of easy access to donor funding in Mtwara. It has been difficult for the MBREMP project to gain the collaboration of certain local officials without paying them.

UNDP/GEF funds cannot be used to pay sitting allowances or any other allowances to encourage participation in activities and attendance at meetings, beyond the actual costs of travel, lodging and food. This has made it difficult to build collaborations with many potentially important local partners.

According to the project team, much of the initial effort of the project had to be devoted to trying to bring people's expectations into line with the realities of what the project and the marine park could provide.

Start Up

Table 2. Timing of the Development of Mnazi Bay - Ruvuma Estuary Marine Park Project

	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Project										
Park										

Legend: = Development period = Implementation

After gazettement of the park in 2000, the MPRU began putting staff in place, but without the project funding, it did not have the means to meet the high expectations that had arisen in the local communities and local government during the project development period.

The cooperation agreement between the Marine Parks and Reserves Unit of the Tanzanian Ministry of Natural Resources and Tourism (MNRT) and IUCN to implement the Set-up Phase came into force on 15 February 2001. According to the workplan in the project document, work was to have started in July 2001. However, the project document was not signed until April 2002, and funds were first transferred from UNDP to IUCN in July 2002. The project started a year later than planned, and two and a half years after the gazettement of the park. The delayed start had serious implications for implementation, and is one of the root causes of the problems linked to high expectations encountered in this initial phase.

The preliminary approval of FFEM funds (€630,000) was given in late 2002. FFEM funds were particularly welcome as they aimed to cover many of the gaps identified in the original project document. FFEM funds were earmarked primarily for the knowledge base result area, and delays in their availability compromised the start of many of the baseline assessments planned. The agreement between FFEM and the Government of Tanzania was signed in January 2004. Subsequently, the Government gave UNDP authorisation to manage the FFEM funds in May 2004. The agreement for IUCN to use the funds was signed in August 2004, and the FFEM funds were made available to the project in September. The long delay in the availability of FFEM funds was very prejudicial to the accomplishment of the objectives of phase one.

Roles and Responsibilities

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

Among the objectives of Tanzania's Marine Parks and Reserves Unit is managing marine and coastal areas so as to promote sustainability of their use, and the recovery of areas and resources that have been over exploited or otherwise damaged, and ensuring that communities in the vicinity of marine protected areas are involved in all phases of their planning, development and management. During the project development phase, the first commitment for co-financing came from the Government of Tanzania, which gazetted the park even before the GEF financing became available. The MPRU administers the marine park, and provides government oversight and support to the project.

UNDP is responsible for administrative and general project oversight on behalf of the donor, GEF. Both MPRU and UNDP were criticised early in phase one for micro-managing the project, resulting in long and costly delays, but most respondents feel that this had improved.

IUCN EARO is responsible for project implementation during the Set-up Phase, specifically focusing on technical expertise, capacity building, project management and financial management. The project began at a difficult time for IUCN's East Africa Regional Office, as there were vacancies in the two main positions that were to provide support to the project: the Marine Programme Coordinator, and the overall Programme Manager. In addition, the responsible Programme Officer was new. These problems have been solved now, and IUCN EARO should be in a good position to provide technical and management support to the project in its second phase, given a clearer definition of roles and responsibilities, and adequate implementation arrangements.

FFEM agreed to contribute € 630,000 to co-finance the project with a focus on improving the knowledge base through the assessments and studies. The French Embassy requested that, whenever possible, French expertise be used for the consultancies, but through the same competitive bidding process.

A lack of clarity in the roles and responsibilities of the partners has hindered smooth project implementation, especially in the beginning. Although relations have improved, there still seems to be unnecessary overlap in responsibilities. Ideally the project partners should all be fulfilling **different** – and complementary – roles. Roles and responsibilities should be carefully re-examined and agreed before the beginning of the next phase.

The collaboration between the Project Coordinator and the Technical Advisor was not always easy, and the TA left the project when his contract expired on 31 October 2004. The project and the park seem to have been run as two separate entities, with little success in integrating the two, and this has been counter-productive. The ToR for the positions of PC and TA seem to have been well thought out, but tensions occurred in the actual day-to-day operations of the two individuals. Given the challenges the project is presently facing, recruiting a new TA is an urgent priority. All park staff assist with the delivery of the project, but only the PC and the TA have ToR defining their responsibilities in relation to the project.

Adaptive Management Strategy

Conservation projects often work within dynamic and unpredictable environments, which make a structured approach to M&E all the more necessary. An M&E system, including mechanisms for feedback, allows project staff to be in a position to learn from successes and failures, and to use this knowledge to adapt strategies to improve the project's effectiveness and impact.

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

> *The project has been wildly ambitious – we have been firefighting.*
>
> - Project Staff

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

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

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

In the case of this project, it would seem that project procedures have not always been conducive to adaptive management. We were told of budget reallocations that were approved by the Project Steering Committee, and yet approval for these reallocations was delayed over and over again. This has been prejudicial to the accomplishment of the project objectives. It is normal that the project implementer should not be able to reallocate budget lines without the approval of the donor and the government. However, a well founded request, especially one approved by the PSC, should be expedited by all the project partners.

The project is not yet using the logical framework and performance indicators as management tools. However, the Implementation Matrix filled out by the project team for this evaluation (Annex 5) is a step in this direction. This tool, used on a quarterly basis, could make a useful contribution to enhancing the project's adaptive management.

The GEF is using and promoting two excellent tools that will enhance adaptive management: the Annual Project Report (APR) (comments in Annex 9), and the WWF/WB Management Effectiveness Tracking Tool (Rodgers and King 2004). We have noticed that in 1) the project quarterly reports, 2) the park's assessment of management effectiveness (MBREMP 2003 and UNDP/GEF Project 2004h), and 3) the APR, the project team's self assessment has tended to be a bit rosier than our assessment would have been as outsiders. This is not helpful in promoting adaptive management. We suggest that the MPRU has a major role to play in providing leadership to create an atmosphere of openness and trust. Effective adaptive management means first of all being open about the park's or the project's shortcomings and mistakes, and then learning lessons from this, and sharing these lessons.

Project Results

For an overall summary of progress towards results, see the Implementation Matrix prepared by the project team in Annex 5.

Knowledge Base

Expected result:

> *A knowledge base to support marine environmental planning and sustainable development established.*

To date, technical reports on the following subjects have been produced by the project:

- management effectiveness of MBREMP (MBREMP 2003)
- coral mining (Guard 2004)*
- turtles, dugongs and cetaceans (Muir 2003)
- turtle conservation (Muir 2004)*
- training manual for the conservation of turtles and dugongs (Muir & Abdallah 2004)*
- case study in alternative sustainable livelihoods (Ireland 2004)*
- terrestrial plant diversity (Luke 2004)*
- occupational structure of MBREMP communities (Malleret & Simbua 2004)
- coral reefs (Obura 2004)
- training manual for GIS, GPS and maps, with exercises (Van Walsum & Verwimp 2004)*
- socio-economic baseline (Malleret 2004)
- strategic development framework (Hadingham 2004, unfinished)*
- mangrove forests (Wagner *et al*. 2004, draft).

Aside from the first of these reports, all still remain in draft form, waiting for editing by IUCN EARO, and/or approval by the project partners. It is regrettable that the final versions of these reports are not yet available. All but three of these draft reports date from July 2004 or earlier. Reports marked with an asterisk (*) lack an executive summary.

Reports on the following subjects are still expected:

- intertidal zone (M. Richmond)
- overall synthesis report on biodiversity (M. Richmond)
- fisheries study (P. Labrosse *et al*.)
- alternative livelihoods (ToR developed, but consultant not yet engaged)
- feasibility of alternative fishing gear (ToR developed, but consultant not yet engaged).

In addition, IUCN has used synergies within its regional network to produce technical reports that are highly relevant to the project, but that are carried out and funded through other sources, for example:

- workbook for assessing management effectiveness of MPAs in the Western Indian Ocean (Mangubhai & Wells 2003)
- assessment of management effectiveness of MPAs in the WIO (IUCN 2004)
- alternative sustainable livelihoods for coastal communities in the WIO (Ireland 2004).

In summary, the status of the reports produced/expected is as follows:

- 1 technical report in final form (MBREMP's own assessment of its management effectiveness)
- 12 technical reports in draft (9 of these have been finalised and are awaiting publication)
- 5 studies ongoing
- 2 key study planned, but not yet started (alternative livelihoods and fishing gear)
- 1 study postponed until the next phase (financial feasibility of the park).

The various consultancies to establish the knowledge base could have been better prioritised. In particular, it is regrettable that the fisheries study is not yet completed, and the comprehensive alternative livelihoods study has not yet started. These two studies are very important strategically, and yet the park's General Management Plan is currently being developed without this critical information.

It is logical that the park financial feasibility study has been postponed until the GMP is completed.

The studies have all taken much longer than originally planned. Reasons for the delays include:

- the long delay in the availability of FFEM funds
- the reversal of reallocating GEF funds which had been approved by the PSC
- disagreement among partners on the process for recruiting experts
- the lengthy and cumbersome process finally agreed for outsourcing consultants
- slow delivery of reports by some consultants
- delays by IUCN EARO in reviewing and finalising the draft reports for dissemination.

Consultants will still be needed in phase two, and these problems must tackled if the project is to achieve its objectives. The present procedure for hiring consultants is far too cumbersome and should be streamlined. We present suggestions for how this can be done in Annex 8.

The reports are generally of good quality. Our comments on the reports are summarised in the Table 3 below.

Table 3. Evaluators' Comments on Technical Reports Produced

Report	Comments
Management effectiveness of MBREMP (MBREMP 2003)	This is a first attempt by the park management to assess its management effectiveness according to WCPA worksheets adapted for the WIO. Many of the ratings in the worksheets seem optimistic compared to our observations.
Turtles, dugongs and cetaceans (Muir 2003)	A good and useful report.
Turtle conservation (Muir 2004)	The turtle conservation strategy developed has proved successful.
Training manual for the conservation of turtles and dugongs (Muir & Abdallah 2004)	This training manual in both English and Kiswahili takes into consideration the needs of the local communities, and should be taken as an example for others to follow. The information is well presented and understandable. Good results from this training can already be observed.
Case study in alternative sustainable livelihoods (Ireland 2004)	The Tanzania case study draws on useful lessons from a regional study on alternative livelihoods. However, there was only a rapid assessment in a single village in the park, and the study does not provide a basis for piloting alternative income generation / sustainable livelihood activities.
Terrestrial plant diversity (Luke 2004)	A good preliminary list of the plants in the area. Follow up studies should build capacity for MBREMP staff in plant identification.
Occupational structure of MBREMP communities (Malleret & Simbua 2004)	A useful description of the occupational structure of communities in the park. The information collected is being used in developing the GMP. Training in the methodology was given to the Community Conservation Warden and local communities.
Coral reefs (Obura 2004)	The report describes the status of reefs in the park in great detail, and gives valid recommendations for the GMP. A major contribution to the knowledge base. The species list includes many species not previously recorded in East Africa.
Training manual for GIS, GPS and maps, with exercises (Van Walsum & Verwimp 2004a & 2004b)	The manual is a good start. However, it concentrates on the GIS database, and does not cover the basic principles of data and information management. It may have been better to use cheaper and more user-friendly software than ArcGIS. The exercises are good.
Socio-economic baseline (Malleret 2004)	A thorough study and an excellent contribution to the knowledge base. The results have been useful in developing village environmental management plans. Helpful training materials in the annexes, and good recommendations for socio-economic monitoring. However, we would

	have liked to see recommendations for involving the community members not only as key informants, but also in setting indicators and in data collection and analysis.
Strategic development framework (Hadingham 2004)	An unfinished draft, which provides a profile of the park, followed by strategies for areas such as land use, infrastructure development, local economic development, institutional linkages, etc.
Mangrove forests (Wagner *et al*. 2004).	We agree with the comments from Melita Samoilys that the data provided are very useful, although the presentation of the results is lacking in terms of analysis and synthesis, and this needs to be improved. Species lists are lacking for flora, vertebrates and invertebrates.
A Rapid Assessment of Live Coral Mining and Lime Production in Mtwara (Guard 2004)	The report gives a fair assessment of coral mining and lime production in Mtwara district. Although economically profitable, shifting from live coral mining to fossil coral still represents a threat to forest ecosystems. Enforcement of existing regulation and more education and awareness is suggested. The possible alternatives proposed, e.g., the use of more efficient kilns and of alternative fuels (e.g., diesel or natural gas) and electricity need to be investigated further.

The ongoing village environmental management planning has benefited from the socio-economic study, but not from the biological assessments. All in all it would seem that a very good body of knowledge has been created, but it remains to be seen how this feeds into the process of developing the GMP.

One important gap is that, because of the village's decision to sever relations with the park, it has not been possible to generate any information about Nalingu, which is thought to be an important village in terms of impacts on marine resources.

Although the results of the studies have been provided to the GIS consultant, the park database is not yet functional in the MBREMP office. If the database work goes according to plan, there will be an up-and-running database by 31 January 2005 that can be used for park management or monitoring.

The project plan includes a provision for establishing a marine information centre. The project team reviewed this concept, and recommended that it would be more appropriate to wait until the MBREMP Field Base is constructed in the park, and to locate the information centre there.

The project did attempt to establish a technical library located in the park's Mtwara offices, but the library cataloguing system was lost with the departure of the first Office Management Secretary, and this tiny library has fallen into disrepair.

Awareness

Expected result:

> *Local communities and key decision makers are aware of marine problems, benefits and responsibilities of an MPA and use information in decision making.*

The villagers with whom we met in both Msimbati and Kihimika were very pleased with the educational work that has been carried out by the project in their villages, and they are hungry for more. They also appreciated that the project took note of the villagers' knowledge.

In general, villagers seem to be well aware of most marine and coastal conservation issues. However, the villagers we talked with in Msimbati were adamant that women practicing *utando* fishing using cloth or mosquito net were not catching juvenile fish, and that this method had no destructive impact. They insisted that this is the appropriate gear to catch the small fish they target, that a larger mesh size would be unacceptable, and that the women should be left alone. This will be a challenging issue for the park to resolve.

Unfortunately, although a great deal of knowledge has been extracted from the park and its residents, little of this knowledge has been returned to local stakeholders.

The level of awareness was mixed in District officials we encountered. Some were very aware of the issues the park is trying to address; others were surprisingly ignorant.

The project would benefit from additional expertise and a more strategic and structured approach to raising awareness. Awareness is a critical ingredient for building and maintaining good relations with local communities. Miscommunication and misinformation are often at the root of communities' negative attitudes towards the park. As mentioned above in the discussion of the logical framework, the project design could be improved by a sharper focus on relations with local stakeholders.

Relations with Local Stakeholders

We found a number of positive indicators of good relations with key stakeholders:

- ✓ The park enjoys excellent support from the highest regional authorities.
- ✓ Two villages outside the park have requested to join.
- ✓ There has been good involvement of villages in village environmental management planning.
- ✓ A villager in Msimbati gave land for the park gatehouse, and the village is ready to provide more land if required.
- ✓ Village Liaison Committees (VLCs) are functional in all villages except Nalingu.
- ✓ The study-tour to Mafia Island Marine Park seems to have been quite successful.

Local Communities

Our impression is that the park's relations with local communities are fragile at best.

Even in Msimbati, one of the most enthusiastic villages, support for the park is beginning to wane. Here we were told: "We come to agreement. But then they make changes, and they come here and execute the new ways without consultation. We would like to see involvement of the local community not just in planning, but also in execution."

We heard reports of negativity not only from Nalingu, but also from Mkubiru, Tangazo, Kilambo, and Ziwani. Villagers complain about the marine park giving false promises. They say the park took their fishing nets and promised to give them alternative gear, but this never came.

Our conversation with the leaders of Nalingu was very instructive. They explained that in the initial discussions before the advent of the park, the advantages and disadvantages of the park were not well explained.

They said that in the process leading up to the Mtwara Declaration, whereby all the communities

A good relationship between the MBREMP and communities within the Park is essential for the MBREMP to achieve its objectives, ensuring participation of the communities and the sustainability of management. By monitoring communities' attitudes and perception of the Park, MBREMP will be able to react to negative attitudes rapidly and take into consideration communities' concerns. Often negative attitudes are based on misunderstanding.

(Malleret 2004)

Things are taking too long. People are becoming resistant [to the park] because they have not seen benefits. It is spreading like cancer.

- Government official

The Nalingu thing is a Damocles sword. If the people don't get something quickly, then the whole thing might become a failure.

- Project partner

Villagers say they have not been respected – that they have been treated like children.

- Project consultant

Whatever comes from the park is like an order. What comes from us is like begging.

- Villager

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

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

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

The people of Nalingu depend on the resources of the marine park for their livelihoods, and they say they will not accept something that will undermine their life. At the same time, they felt that if in the initial discussions, the park had been explained properly, none of these problems would have happened. They concluded:

> *If it is explained properly, we will understand, and the project might be a success.*

Getting Nalingu on board will be essential to achieving sustainable resource use in the marine park. Our assessment is that the impasse with Nalingu is not irreparable. However, the park must take a more proactive role if the problems are to be solved. We suggest a two-pronged approach:

1. As a goodwill gesture, the MBREMP should request (and if necessary lobby for) the withdrawal of the court cases against the 17 defendants.
2. The project should demonstrate in neighbouring villages, as soon as possible, the positive benefits the park can provide.

Getting the court cases dropped will be an essential first step to re-establish a climate of trust. Once this is accomplished, the people of Nalingu will naturally come on board if they see benefits going to their neighbours.

We stress the urgency of ensuring that benefits begin flowing to the villages within the park. The problems that have surfaced in Nalingu are spreading to other villages because of perceptions of broken promises and the lack of concrete benefits.

At the same time, the village environmental management planning process seems to have generated enthusiasm. Villagers do want to zone their villages, to do patrolling, to improve their village governance, and to improve their farming.

Collaboration with District Government

According to several respondents, collaboration of the park with District officials – especially in fisheries and forestry – could be improved. Good collaboration with other institutions will be essential for effective management of the park and its buffer zone, and should be given priority.

> *In spite of the fact that the MBREMP has been established for two years, the linkages between itself and other institutions operating in the MBREMP area appear to be weak and undeveloped… Many departments at district level have not yet bought into the MBREMP or any notion of "co-operative governance".*
>
> (Hadingham 2004)

> *Fishing with small mesh size is not allowed in Tanzania, but the enforcement is done only in the park area. The people inside the park are being told by people outside the park that they will become poorer as a result of the marine park. We look stupid to the people outside the park.*
>
> - Villager

Marine Park Planning and Monitoring

Expected result:

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

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

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

The delays in carrying out the assessments have had a domino effect on achieving the other results expected in the Set-up Phase. None of the sub-results planned for marine park planning and monitoring have been accomplished, though the planning process is underway. Assuming the fisheries study is completed satisfactorily and on time, the baseline assessments should provide a very good foundation for the GMP. The major information gaps are the lack of the comprehensive studies on possibilities for sustainable livelihoods and on alternative fishing gear – unfortunately these two elements are probably what will make or break the success of the GMP in the long run.

Participatory village environmental management plans are being developed in each village in the park, and these will feed into the GMP. Likewise, the survey of coral reefs produced recommendations for zoning the marine park. It is regrettable that the fisheries study was not completed in time to feed into the village management plans.

> *We insist that what has been put in the village management plan should be strictly observed. We are very serious about this.*
>
> - Villager

A combination bottom-up / top-down process is being used to develop the GMP. A big meeting is planned for 16 December 2004 to bring together the results of the village environmental management planning and the scientific assessments, and hopefully to agree on the framework for the GMP.

It should be noted that the village environmental management planning has raised expectations, and it will be important for the project to meet these expectations in the next phase.

So much effort was put on first getting the scientific assessments done, that the communities were not brought into the planning process until only recently. We would have preferred to see an alternative strategy whereby the communities were involved in mapping the marine park resources in the very early days of the project. These community resource maps then could have been verified by the various scientific studies, which would have provided valuable information to the GMP process.

As mentioned previously, it is unfortunate that the GMP is being developed without the input of Nalingu.

Again, the late outputs of the baseline assessments have delayed the design of the environmental and socio-economic monitoring programme, and the development of the database. Most of the assessments make recommendations for monitoring, but few of these address participatory monitoring whereby community members are trained in, and participate in data collection and analysis. From what we have seen, more attention will need to be paid to involving the communities in marine park monitoring.

A start has already been made, however, in that 12 community members have been trained in taking data on fish catch, and are collecting these data voluntarily. It is too early to draw any lessons from this, as the data

are still being analysed by the fisheries consultants. In addition, eight community members were trained and involved in the mangrove assessment, and the monitoring recommendations in this report include community monitoring. Finally, the Community Turtle Officers are actively involved in monitoring turtle nesting.

An important park monitoring organ that has existed since before the project started is the MBREMP Advisory Committee. This committee has a legal mandate to ensure that the marine park is responsive to the needs of key stakeholders. According to the minutes, the average time of the meetings of the Advisory Committee is only 1.5 hours. This seems very short considering the important role the Committee should play, and the cost of bringing all the Committee members together. It would seem that the committee could take a more proactive role in helping the marine park to improve problematic relations, for example with disaffected villages, or with government departments where collaboration is not as effective as it should be.

There has been no progress yet on the sustainable financing strategy. One needs to have an idea of the costs of running the marine park before developing a strategy to finance these costs, and the costs will depend to a great extent on what is agreed in the General Management Plan. It will be important that the GMP clearly spell out how park revenues will be shared with the local communities and District government.

Because of its location and relative inaccessibility, especially during the rainy season, it may be difficult to develop tourism. Thus, it will likely be a challenge for the marine park to become sustainably self-financing.

Capacity of Stakeholders and Institutions

Expected result:

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

This result targets building capacity in: marine park staff, marine resource users, and local and national institutions to manage the park. Up until now, capacity building has been rather *ad hoc* – not based on training needs assessments, nor any capacity building strategy. Disappointment was expressed with IUCN and with the TA in terms of capacity built during phase one.

The training needs assessment for park staff was delayed until the last quarter of 2004 because of disagreements between the project partners. It was finally carried out by the human resources departments of MPRU and EARO. The report is not yet available. Nevertheless, park staff did attend a course in MPA management and MPA enforcement. Planned training in management skills for the PC was cancelled, again because of disagreement between the project partners – this is unfortunate as the training would have been timely and extremely pertinent. With the training needs assessment now completed, the project is well placed to take a more strategic approach to building the capacity of park staff.

Park staff capacity has not yet been built for marine resource monitoring. This is unfortunate since monitoring should begin at the start of the Implementation Phase. As a first step, all the staff who will be involved in marine resource monitoring should be trained as soon as possible in scuba diving: the Warden in Charge, the other Wardens and the Boatman. Once the monitoring strategy is finalised, other specific training needs for resource monitoring can be determined and prioritised.

Some of the assessments – particularly the socio-economic and mangrove studies – built the capacity of park staff to collect and analyse data. However, it is unfortunate that most of the consultancies do not seem to have resulted in a capacity building benefit for park staff. In addition, there has been no transfer yet to the communities of the results of the scientific studies.

No formal training needs assessment has yet been carried out for critical marine resource users, although this had been planned for 2003. On the positive side, the Community Turtle Officers were trained in turtle

conservation, and the park's Honorary Rangers attended a six-week community rangers' course. Further training in monitoring will be required in the next phase.

The village management planning is building the capacity of villagers in natural resources planning and management.

Village Liaison Committees and the Marine Park Advisory Committee have both been established. However, before the project, each of the villages in the park already had a natural resources committee. Now the park has created parallel VLCs. This has created imbalances, jealousy, and may disempower the village government. The villagers we talked with suggested that there should be one environmental committee in each village, dealing with all environmental issues.

The accountability of local governments could be strengthened by training communities in governance and auditing, giving them the tools to hold their local governments accountable.

Alternative Income Generation and Sustainable Use Activities

Expected result:

> *Alternative income generation (AIG) and sustainable use activities are researched, developed, piloted and adopted.*

The project team was very much influenced by a meeting of the different projects managed by EARO in November 2002, which focused on alternative income generation and the contribution of biodiversity conservation to reducing poverty. A clear lesson was that many initiatives have been carried out without comprehensive feasibility studies, and have consequently failed, or have collapsed after the end of project support. As a result, the project team made a point of not initiating alternative livelihood activities until proper feasibility studies were carried out.

No activities have been initiated in support of this result. Again, we see a snowball effect from the delays in carrying out the baseline assessments. Identifying and piloting sustainable resource use options (changes in gear and fishing effort) had been planned for 2003, but the late start of the fisheries assessment was the main cause of the delay in initiating this all-important activity. ToR have been developed for this, and hopefully this consultancy will begin soon.

Likewise, nothing has been started yet in terms of assessing the feasibility of and piloting alternative income generation activities.

As part of the Western Indian Ocean Marine Biodiversity Conservation Project, IUCN

Mkubiru, Msimbati, Tangazo and Mngoji are the most marine resource dependent MBREMP communities. It is suspected that Nalingu is as highly dependent. These communities represent the core threat areas to marine resources. Information on these communities' dependence on marine resources will thus be critical for the MBREMP to determine its success in reducing pressure on resources.

(Malleret 2004)

They have been told they would be given the gear, and now a year later, they still don't have it. People are sick and tired of hearing that talk. You have to deliver.

- Project partner

We think it was a weakness on our side to agree not to use small mesh size, because there were promises that better gear would be available. But the alternative gear is not there, and we cannot sustain our livelihood by respecting the marine park regulations. We agreed to something we should not have agreed to. It would have been better if the alternative gear had arrived before banning the current gear. Prohibiting traditional fisheries without alternatives is a serious issue, and we would like this to be noted strongly. As people continue to complain, it will have an impact on the progress of the marine park.

- Village Chairperson

commissioned a study on sustainable coastal livelihoods. This study produced a report for Tanzania (Ireland 2004) based on case studies in Mtwara and Tanga. According to this report, experience has shown that asking fishers to move out of fishing and to drastically change their lifestyle is not realistic. This study concludes that emerging evidence shows that AIGs will not provide the "big solution" that has been so commonly expected.

The consultant suggests that projects should steer away from introducing alternative income generation activities, and should rather support the creation of an "enabling environment" that supports people to achieve sustainable livelihoods. Ireland emphasises that understanding the incentives and disincentives for resource use is more likely to bring about positive changes than would the introduction of alternatives. Furthermore, people rarely give up one livelihood activity for another, but rather take on AIGs as additional activities.

Although this initial work seems quite instructive, the case study was a rapid assessment based on a survey of only one village in the park, and is by no means sufficient as a basis upon which to design a pilot programme on alternative livelihoods.

ToR have been developed for a comprehensive study to assess the feasibility of and pilot alternative income generation activities. Given the strategic importance and urgency of this, it is unfortunate that this consultancy has not yet started.

Two immediate possibilities for bringing benefits to the local communities that would be consistent with the emphasis on creating an enabling environment for sustainable livelihoods would be micro-credit and cashew nuts.

Micro-credit schemes could be introduced in all villages in the park. Especially when the initial credit is constituted by the members of the credit union themselves (rather than from a loan from outside), micro-credit schemes have demonstrated their value in strengthening the ability of poor communities to improve their livelihoods. Furthermore, in the case of the MBREMP, Malleret & Simbua (2004) found that in the park, lack of finance is often a cause for using destructive fishing gear that does not require capital investment.

Cashews are another obvious entry point. Cashew nuts are grown by over two thirds of the park's households who farm cash crops. Livelihoods could be improved by helping villagers improve the quality of their cashew nuts, process them locally, and obtain better prices – perhaps by linking up with a Fair Trade cooperative in Europe. Again, the socio-economic study found a direct link between the price of cashew nuts and fishing effort. In previous years, when cashew prices were higher, people in the park fished less.

Introducing AIGs rather than solving the failure in the current system which drives people to use resources unsustainably merely creates a diversion... Asking fishers to move out of fishing and to have a massive lifestyle change is not realistic and to date has not happened.

(Ireland 2004)

Creating an "enabling environment" is too academic. We should just try. Now the situation is becoming harder and harder.

- Park staff

The most important thing is to support the community in alternative livelihoods. If you want to reduce the pressure on fishing, you need to help people. This will help build trust.

- Park staff

We expected to get small loans or alternative income generation, but this has not been provided. The women were told they would be getting some assistance, and that has not come. This is a bad thing.

- Villagers

Project Management and Monitoring

Expected result:

Project effectively managed, monitored and evaluated.

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

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

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

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

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

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

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

In summary, effective project management has been compromised by:

- overlap and confusion in roles and responsibilities between the PC and the TA
- long delays in availability of funding
- interference (inadequate consultations, insufficient delegation) by project partners
- inadequate support and encouragement from partner agencies
- loss of staff (Office Management Secretary, Community Conservation Warden, Technical Advisor).

Project Steering Committee

The project reports to a Project Steering Committee, which oversees project activities under the auspices of the Board of Trustees for Marine Parks and Reserves in Tanzania. The PSC has met four times since the beginning of the project, plus another extraordinary meeting to review the preliminary findings and recommendations of this evaluation. The PSC included 23 members at its first meeting, but this was felt to be unwieldy and it was agreed that the membership would be streamlined to 13 members.

The role and authority of the PSC should perhaps be clarified. For example, an action point from the 3rd PSC meeting (March 2004) stipulated that there should be a clear budget for alternative income generation activities such as micro-credit and gear exchange. It also said to speed up the tangible benefits to local communities. We find it regrettable that the project did not heed this good advice, and that the feasibility studies for these two crucial activities have not yet commenced.

> *Now the PSC just does rubber stamping. Decisions made by the PSC get vetoed by the donor. A decision was made to reallocate the budget because of the delays in getting the FFEM funds. This was possible because the government took on salaries of park staff earlier than anticipated. So we proposed shifting it into the assessments. That, with other budget lines, was endorsed by the PSC in September 2003. We then integrated that into the workplan for 2004. Then in June UNDP said this was not ok – even though UNDP is in the PSC, and participated in the planning for 2004. This really set us back.*
>
> - Project staff

Analysis of Cumulative Expenditures

A report of cumulative project expenditures vs. the project budget through 30 September 2004 is presented in Annex 6. The project has spent 76% of its budget since inception. Table 4 below shows the budget lines that had substantial differences between what was planned, and what was actually spent.

According to the recent project budget reallocation proposal, the biodiversity assessments required almost three times the amount that had been budgeted. This shortfall was known early on, and planned to be compensated for by FFEM support. On the other hand, some important equipment was not purchased, and money budgeted for social scientists, alternative income generation, sustainable resource use, and capacity building was either underspent or not spent at all.

Table 4. Differences of Cumulative Expenditures vs. Budget

Budget Lines Overspent	Budget Lines Underspent	Budget Lines Not Used at All
Misc. international consultancies	Park salaries (taken over early by GoT)	Monitoring equipment (depth sounder, underwater camera, scuba and snorkelling gear, etc.)
Marine biodiversity assessments	Field / safety items (markers, binoculars, ropes, signalling, first aid, life jackets, etc.)	Marine parks training / awareness specialist (reallocated)
International travel	Moorings	Social scientist
EARO travel	Socio-economist	AIG, sustainable use training
Incidentals	AIG, sustainable use project development costs	Community development specialist
Office operating costs	Natural resources economist	Gender specialist
Communications	Misc. training	Staff housing and furniture (not applicable)
External audit	In-country training	
	Training reference material	
	Misc. office equipment	
	Accounting and reporting	
	Insurance	
	Local travel	
	Equipment operating costs	

Annex 7 presents an analysis of project expenditures by results for January 2003 through September 2004. For this period, administration, support and equipment account for 68% of the total project costs.

The remaining 32% can be broken down in the following order according to the results of the project logframe:

Result 1: Knowledge base	55%
Result 2: Awareness	17%
Result 7: Project management, M&E	11%
Result 3: Marine park planning and monitoring	11%
Result 5: Capacity building	4%
Result 6: AIGs and sustainable use	2%

The effort that the project made to establish a good scientific knowledge base as a basis for park planning and management is laudable. However, there was an imbalance in the resources and effort devoted to the social sciences, to improving livelihoods, and to capacity building. The balance should be redressed in the Implementation Phase.

Marine Park Management

Expected result for the Implementation Phase:

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

This result is to be undertaken during the Implementation Phase, and the activities of logical framework are to be finalised after the Set-up Phase. Two sub-results are planned:

1. *Management plan implemented*
2. *Externalities addressed (e.g. integrating EIA and mitigation, cross border and up-stream issues).*

Given the difficulty of disassociating the project and the park, we felt it would be useful to include in this report our observations on the management of the MBREMP.

The park and the project are housed in a building in the Mtwara Regional Block compound, given to the MPRU by the Regional Commissioner, and renovated by the MPRU and the project. It was planned that a field station would be built at Ruvula in the heart of the marine park, but this has not yet been initiated. A functional field station closer to the communities is recognised by all the park staff as a priority.

A gate to the park has been constructed in Msimbati, and an Honorary Warden and Nightwatchman employed from the community to collect entry fees, which are fixed at TSH 10,000 for foreigners and TSH 1,000 for Tanzanians. There are few tourists, and only one small hotel with five African-style bungalows. The collection of park entry fees at this one spot on the road to the hotel has generated considerable controversy. The fees are thought to be dissuasive for the very small number of tourists who may be likely to come. During our visit there were no MBREMP brochures available to give to paying visitors. The fees are especially controversial in the eyes of divers and sport fishers, because they observe that the establishment of the marine park has not yet made any improvements to the health of the coral reef ecosystems, which continue to be over-fished. In addition, the park entry fees have not yet been shared with the local communities.

Fortunately, the BoT for Marine Parks and Reserves donated TSH 15 million to the MBREMP, and TSH 5 million is being use to help furnish the secondary school presently under construction in Msimbati. The remaining funds have been set aside to initiate a gear exchange programme.

The park went in too early with enforcement, and had not thought through their approach. They did not have alternative gear available to replace the gear they confiscated.

- Project consultant

You need to offer people alternatives. But this has not been respected. In starting off with enforcement, the park has put the cart before the horse.

- Private sector

Enforcement has been another contentious issue. Many people feel that the park's efforts to enforce marine park regulations were premature. However, it was difficult for the MPRU to close their eyes while the marine resources were being destroyed.

At the same time, given the poverty of the local fishers, most people feel that if inappropriate fishing gear is to be confiscated, the park should be ready to offer alternatives, and this has not been the case.

The function of law enforcement is also hampered by the fact that the park staff do not operate from a base within the park. The lack of a continuous presence makes enforcement more difficult, and also makes the park staff seem like outsiders to the communities.

Involving the enforcement officers in community conservation should continue and be reinforced. In a park with 28,000 people, a handful of park wardens and rangers will not be able to keep order without the voluntary collaboration of the communities.

Another problem is the insufficient number of computers for the park staff. At present, two computers are shared by seven staff members. There are often long waits for a computer to become available, which makes it difficult for the park staff to do their jobs efficiently.

In the staffing of the MBREMP there are three departments: administration/accounts, licensing/ enforcement, and community conservation. The enforcement wardens and rangers all have backgrounds in marine biology, and at present it is they who are responsible for the marine biological resources in the park. None of them have legal qualifications or training in law enforcement.

Given the fact that the park needs to prepare and implement a plan for monitoring marine resources, it would seem logical to have an additional department in the MBREMP for Natural Resources Management, which would be responsible for this.

Findings

Impacts

The UNDP/GEF Annual Project Report format provides an excellent tool for reviewing progress towards impact indicators. In Annex 9 we provide comments on the indicators developed for the Development of Mnazi Bay - Ruvuma Estuary Marine Park Project, and on the project's report from July 2004.

The most positive biodiversity impact has been through the project's turtle conservation programme, which has been a tremendous success. The consultant (C. Muir) identified four main nesting areas, and prepared a strategy based on community conservation, together with a training manual. Two Community Turtle Officers were elected in each of the two villages with nesting sites. They have now monitored and guarded over 30 turtle nests until the eggs hatch and the hatchlings get safely to the sea. Before the start of the programme, the mortality of turtles nesting in the park was estimated at 100%, and virtually all the eggs were taken as well. To date, the nesting turtles are effectively protected and 1,953 hatchlings have been released under the turtle conservation programme.

Unfortunately, there continue to be negative impacts as well. The establishment of the marine park has not yet made improvements to the health of the coral reef ecosystems, which continue to be over-fished. Divers report the complete disappearance of several large fish, including the Potato Grouper (*Epinephelus tukula*) and the Barred Rubberlip (*Plectorhincus plagiodesmus*), and the increasing rarity of others (Pufferfish, *Platax*, etc.).

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

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

Strengths and Weaknesses

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

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

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

- ➘ The project and park are in imminent danger of losing the goodwill of the villagers. Expectations were raised, even before the start of the project, and communities in the park are losing patience. There is a wide perception of broken promises.
- ➘ Implementation has been constrained by interference and micro-management by the project partners, resulting in costly delays.
- ➘ The timetables for implementation have proved far too ambitious for the very small project team.
- ➘ IUCN EARO has not always been able to provide the support to the project that was expected.
- ➘ Nalingu, a village of key resource users in the park, is hostile to the park and refuses to collaborate. Discontent is spreading to other villages.
- ➘ The knowledge base lacks information from Nalingu, and the GMP lacks input from Nalingu.
- ➘ The most strategically important assessments – on fisheries and on alternative livelihoods – which should have been done first, have still not produced usable results. The fisheries study should be completed soon, but the feasibility study for sustainable livelihoods has not yet started.
- ➘ Helping people to move towards improved and sustainable livelihoods – which should have been a centrepiece of the project – has not yet begun because the feasibility study has not been carried out.
- ➘ Results of the assessments have not yet been shared with the villagers, nor disseminated to other interested stakeholders.
- ➘ Collaboration with key departments in District government is weak.
- ➘ Early efforts by the park to enforce regulations without providing alternatives have created ill will. At the same time, it is difficult for the park to maintain credibility while destructive fishing gear is still in use.

- The MBREMP General Management Plan is not yet done, nor is the strategy for monitoring the park.
- The project does not have an M&E plan, which makes it difficult to practice adaptive management.
- Insufficient effort has been devoted to capacity building, both for the park staff, and for resource users.

The likelihood of the project achieving its objectives by the end of the Implementation Phase will depend on how well – and how quickly – it can address these issues.

Two years is a very short time to accomplish the set of tasks within the project's planned phase two. Therefore the project should consider examining the budget to see if phase two can be extended within the available finances so as to increase the implementation phase to two and half years. In addition, a no-cost extension should be envisaged if not all the funds are spent at the end of the official lifetime of the project.

We are concerned about the size of the project team in relation to the ambitions of the project. A new TA is urgently needed, and in addition efforts should begin now to raise funds for a second TA or short term help for the project.

Readiness of National Component to Assume Full Operational Responsibility

During the Set-up Phase, all of the project funding went through IUCN, who was mandated to implement the project. The project document, however, calls for a transfer to the government to execute the Implementation Phase. One of the assignments of this mid-term evaluation was to assess the readiness of the national component to assume full operational responsibility for the project.

We endorse this plan as articulated in the project document, for a number of reasons:

- ✓ An institutional framework is in place.
- ✓ The park Advisory Committee has been in place since before the beginning of the project.
- ✓ The government took over paying the salaries of MBREMP staff earlier than expected.
- ✓ The national component is willing to assume operational responsibility for the second phase.
- ✓ Experience gained by the MPRU in Mafia Island Marine Park will be valuable to MBREMP, and secondments of experienced personnel may be possible.

For this transfer to be a success:

- ➔ Increased support will be required from the MPRU and key decision makers.
- ➔ Increased support will be needed from UNDP.
- ➔ Increased support and capacity building will be required from IUCN and other partners.

It is envisaged that the project team in Mtwara will take responsibility for implementing all of the operational aspects of the project. Funds for this would be transferred directly from UNDP to the project bank account. The role of IUCN will no longer be that of implementation, and its focus will be on the provision of technical support and capacity building. IUCN will be responsible for hiring the TA and external experts.

The primary responsibility for technical and financial reporting will shift from IUCN to the project team. The project team will now integrate project expenditures from different locations, and will submit technical and financial reports directly to UNDP, while IUCN will provide support.

Sustainability

Ultimately, sustainability will depend on stakeholder buy-in. The Marine Parks and Reserves Act enshrines a strong commitment to community participation, but practical, operational guidelines for this are lacking.

The park has already learned valuable lessons on this through the successful community turtle conservation programme. It is hoped that the GMP will build on this, and will develop clear objectives for community participation in the management of the park, as well as workable guidelines on how to operationalise collaborative park management, shared by the MBREMP staff and the communities.

What is the likelihood that project benefits will continue beyond the period of GEF funding? The long-term success of the Mnazi Bay project is in the hands not only of the project team and its partners. The viability of the park will also depend on regional policies and macro-economic factors such as investment and tourism, and it will depend on being integrated into a system of mutually supportive marine protected areas in East Africa. It will be important to understand and address the root causes of what threatens the sustainability of MPAs in the region.

Project proponents should begin now to think about a GEF follow-on project, which would support an MPA network in Tanzania, and address the fundamental barriers to the sustainability of marine protected areas. One possibility would be to develop links with the new World Bank Marine And Coastal Environmental Management Project for Tanzania (MACEMP), which focuses on deep sea and inshore fishing, and on MPA networks. MACEMP will be an important avenue for the Mnazi Bay project to investigate, as it will deal with: building capacity within the MPRU, transboundary initiatives with Mozambique, and sustainable financing via a Marine Legacy Fund.

If there is follow-up support from GEF for the MBREMP, this likely will be in the context of a broader protected area network project, and the MACEMP will be building such a network. The MPRU, supported by the project, by UNDP, and by IUCN, should seek to integrate the needs of MBREMP into this new WB project.

Conclusions

- This is fundamentally a very worthwhile project.
- A solid framework for the marine park is being established.
- There is tremendous good will among most community members. However, this is fragile, and risks being lost if concrete benefits are not realised quickly.
- A number of corrective measures need to be taken in the second phase if the project is to succeed.
- The MBREMP team shows great promise of making a success of the park, if given the support that is needed.

Recommendations

1. Strategic Recommendations		
1.1.	Project focus	A stronger focus is needed on creating and maintaining good relations with the communities. To this end, priority should be given to helping to improve people's livelihoods.
1.2.	Implementation	All project partners should take a giant step back, and delegate greater responsibility to the project team to implement the project. The partners should work together with a greater degree of trust.
1.3.	Operational responsibility	The MPRU should assume operational responsibility for the implementation phase of the project, and be held accountable for project deliverables. To ensure that this is a success, capacity building should be given a higher priority.
2. Project Design		
2.1.	Logical framework	The logframe could be strengthened for the second phase by adding a broad result on creating/maintaining good relations with the communities, and defining specific objectives (sub-results) for this, and setting indicators to monitor progress.
3. Implementation Arrangements		
3.1.	Roles and responsibilities	The roles and responsibilities of the major project partners – MPRU, UNDP, FFEM, IUCN, and the project team in Mtwara – should be carefully re-examined before the start of the next phase in order to minimise overlap, and support the shift in operational responsibility to the park staff in Mtwara. Further clarification of roles and responsibilities will be critical to the success of phase two.
3.2.	IUCN	IUCN's role should be specifically for enhancing MPRU capacity: marine science, managerial support, M&E. IUCN's time should be adequately budgeted, and IUCN should be held accountable for providing advice and capacity building.
3.3.	Separate budgets	It will be important to have entirely separate budgets for the aspects of the project that IUCN is responsible for, and those the MPRU is responsible for.
3.4.	PC	The Project Coordinator / Warden in Charge has a very demanding workload. The PC/Warden's workload should be reviewed, and adjusted to the extent feasible.
3.5.	TA	A new Technical Advisor is urgently needed in Mtwara. IUCN and MPRU should give high priority to fulfilling this vacancy as soon as possible.
3.6.	Additional human resources	The project and its partners should actively seek funding to support a second Technical Advisor, with the objectives of complementing the skills of the PC and the TA, and of moving forward with critical activities that would be difficult to undertake with the present limited staff complement.
3.7.	Integration of the project and the park:	Effort will need to be made in phase two to improve the teamwork between the PC and the TA. A short training in team building may be worthwhile. The responsibilities of all the park staff in relation to the project should be clarified in phase two.
3.8.	Budget reallocations	For a project to really practice adaptive management, budget reallocation procedures should be simple, straightforward, and rapid. The project needs a transparent and streamlined mechanism for budget reallocations. Well founded budget allocations should occur on a quarterly basis. For a project striving for adaptive management, appropriate budget reallocations, when well justified, should not be the exception – they should be the rule.
3.9.	Outsourcing consultants	In phase two, the hiring of consultants should essentially be the responsibility of the PC and the TA. They should be supported in this (not micro-managed) by the project partners. This is in line with devolving more operational responsibility to the project team in phase two. A simplified procedure for outsourcing consultants

		is proposed in Annex 8.
3.10.	French expertise	In the interest of reducing costs and and especially of supporting local expertise, we strongly recommend that studies funded by FFEM follow the same guidelines for selecting consultants as those used for studies funded by GEF/UNDP, i.e., that whenever possible, priority be given first to experts from Tanzania, second to experts from East Africa, and third to international experts.
3.11.	Consul-tancy contracts	Consultancy contracts should be negotiated with a realistic number of days for the work to be done, and a realistic and firmly agreed deadline for a polished draft report. Contracts should include a financial penalty for late submission of the draft report.
3.12.	Finalising consultants' reports	The TA, PC, EARO and MPRU should provide comments to the consultant on their draft report within two weeks of its reception. Once the final draft is submitted, IUCN EARO should edit and publish the report as soon as possible, but no later than one month after submission.
3.13.	Project timeframe and no-cost extension	Two years is a very short time to accomplish the set of tasks within the project's planned phase two. Therefore the project should consider examining the budget to see if phase two can be extended within the available finances so as to increase the implementation phase to two and half years. In addition, a no-cost extension should be envisaged if not all the funds are spent at the end of the official lifetime of the project. FFEM funds, on the other hand, have a non-negotiable spending perioid, and should be spent first.
4. Knowledge Base		
4.1.	Sustainable livelihoods	The comprehensive feasibility study to pilot alternative income generation and sustainable livelihoods is critically important and should be initiated without further delay.
4.2.	Fisheries	Every effort should be made to ensure that the results of the fisheries study are available for the consultation in early December on the GMP. (The report was due on 30 November 2004).
4.3.	Fisheries	According to Malleret & Simbua (2004), information on the sustainability of fisheries and shell collection is needed, together with an indication of how users themselves see how the status of the resources has evolved over time.
4.4.	Fisheries	According to Obura (2004), lobster, octopus and sea cucumbers urgently need improved surveys for proper management.
4.5	Coral Mining	According to Guard (2004), a comprehensive study of the potential, needs and limitations of alternative lime production using fossilised coral and improved fuel technologies should be initiatied by the project together with government and private sector partners as a matter of priority.
4.6.	Tourism	Encourage tourism through the development of a tourism master plan.
4.7.	Reports	Standard requirements for reports should be specified in all consultancy contracts. The ToR should require: • An executive summary for all reports • A village-friendly summary, including illustrations, that can be translated into Kiswahili • An appendix with a complete species list for all biodiversity assessments.
4.8.	Library	It would be good to reorganise and replenish the park technical library, and provide security so that documents do not disappear. It may be advisable to place the technical library under the supervision of the Office Management Secretary rather than the Warden in Charge.
5. Awareness		
5.1.	Outreach	Far more attention must be paid – and urgently so – to providing information to local communities on the purpose of the park, its management targets, and proposed regulations. The rationale of including certain villages and not others

		must be clearly explained. This should be continued during and following the development of the GMP.
5.2.	Awareness raising strategy	It would be good to bring in expertise to help develop a more strategic and structured approach to raising awareness, and to build the capacity of park staff in outreach, communications and education.
5.3.	Monitoring	It would be good to include levels of awareness in both the project and the park monitoring plans. For example, awareness testing could be carried out before and after the Implementation Phase in order to detect changes in the knowledge and awareness of key target groups.
5.4.	Returning knowledge	The project should produce village-friendly Swahili summaries of all the technical reports to give back to the people from whom the information has been extracted.
5.5.	Study tours	Study tours are a very effective means of raising awareness on solving environmental problems and on the potential benefits of a marine park. They should be continued in the next phase, and should target influential stakeholders and decision makers who will be able to share their experiences with other stakeholders.
5.6.	Curriculum develop-ment	Science programmes in schools in the area of the park should ensure that a substantial portion of the lessons relate to the specific context of the Mnazi Bay - Ruvuma Estuary.
6. Strengthening Relations with Local Stakeholders and Country Ownership		
6.1.	Benefits	It is urgent to ensure that benefits begin flowing to the villages within the park as soon as possible.
6.2.	District	The role of the District in the management of the park must be fully clarified, since under decentralisation they are technically responsible for managing natural resources.
6.3.	District	Co-operation between the MBREMP and other government agencies is critical if it is to achieve its objectives. According to Hadingham (2004), a more proactive approach needs to be undertaken by both the MBREMP and the government agencies it needs to work with. We endorse Hadingham's recommendation that the MBREMP and the District Planning Office jointly establish a MBREMP Forum, which would meet monthly to exchange information.
6.4.	Nalingu	A two-pronged approach is recommended to solve the impasse with Nalingu. First, as a goodwill gesture, the MBREMP should request (and if necessary lobby for) the withdrawal of the court cases against the 17 defendants. Then the project should demonstrate in neighbouring villages, as soon as possible, the positive benefits the park can provide.
6.5.	Village manage-ment plans	The village environmental management planning process seems to have gone well. It is critically important that the project not drop the ball on the village management plans. Even though most of the implementation of these plans will be done by the communities, the park must ensure that it plays its role in helping them.
6.6.	VLCs	The park should look into the advisability of fusing the Village Liaison Committees with the existing natural resources committee in each village, so that there is one committee in each village responsible for environmental issues.
6.7.	Mid-term evaluation	As requested during our meetings with the communities, a summary of this evaluation report should be made available in Kiswahili to all the VLCs.
7. Marine Park Planning		
7.1.	Strategic develop-ment	There is a distinct chance that development around what is perceived as a wealth generating industry will attract people without jobs from nearby provinces. As suggested by Clive Wilkinson, consideration should be given to bringing the whole Mtwara Development Corridor under management through a series of linked projects.

7.2.	Coral reefs	According to Obura (2004), the resilience of coral reefs in the MBREMP seems to be high, which would provide a strong foundation for zoning and management of the park. The critical need is to identify and adequately protect key sites and sufficient area to restore ecosystem health and support sustainable use. Fish populations in the more exposed outer reef areas may be critical larval sources for local and downstream reef systems.
7.3.	No-fishing zones	It is widely agreed that no-take zones should cover 30% of the marine park. According to Wilkinson, the declaration of no fishing zones will result in income losses for periods of five 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.
7.4.	Collaborative management	It is hoped that the GMP will develop clear objectives for community participation in the management of the park, as well as workable guidelines on how to operationalise collaborative park management, shared by the MBREMP and the communities.
7.5.	Revenue sharing with communities	We hope that the mechanism for sharing revenues with the communities will be clearly spelled out in the park's GMP, which is currently under development.
7.6.	In-migration	Outsiders may "invade" the marine park area and exploit resources that the locals have agreed are protected. A mechanism is needed to provide the park and community wardens with the power and authority they need to exclude outsiders. National and state governments must back this authority.
8. Marine Park Management		
8.1.	Administrative structure	The MBREMP should consider adding a Natural Resources Management department, which would be responsible for preparing and implementing the plan for monitoring marine resources, and for supporting the link between research and park management..
8.2.	Enforcement	The staff of the licensing and enforcement unit would benefit from training in relevant legal matters, law enforcement, conflict resolution, and community conservation.
8.3.	Destructive fishing gear	The project should give top priority to the feasibility study planned to develop and pilot alternative gear and sustainable fishing methods. Given the poverty of the local fishers, if inappropriate fishing gear is to be confiscated, the park needs to be ready to offer alternatives.
8.4.	Coral mining	It will be important that the park work together with the District authorities to stop coral mining in the areas adjacent to the park.
8.5.	Entry fees	A strategic approach should be taken during the preparation of the GMP as to how best to develop the struggling tourism industry in the park, and the question of entry fees should perhaps be reviewed together with local stakeholders (hoteliers and other potential tourism partners). An intermediate category should be added in the fee structure to better accommodate visitors who are resident expatriates with valid work permits. A willingness-to-pay survey would no doubt be helpful in determining the most appropriate entry fees
8.6.	Park brochures	All paying visitors should be given a brochure describing the park and what it has to offer, as well as the rules, and guidelines for appropriate behaviour.
8.7.	Artumas gas development and energy	The park should insist that the Artumas project include credible plans for mitigating potentially harmful impacts of suspended sediments during the construction phase, as well as provisions for ecological monitoring throughout the lifetime of the project in order to demonstrate the minimal level of environmental impacts anticipated by the EIS, and to provide early warning for any impacts that

	generation project	will need to be mitigated. The project should follow up with Artumas on their offer to share data collected from bathymetric and other surveys.
9. Marine Park Monitoring		
9.1.	Monitoring system	A comprehensive marine park monitoring system needs to be developed as a priority to provide the critical information that is needed for effective park management. It should be designed to involve both park staff and local communities.
9.2.	Participa-tory monitoring	Attention must be paid to developing participatory monitoring techniques whereby communities collect and analyse environmental and socio-economic data.
9.3.	Socio-economic monitoring	Monitoring should include data on key socio-economic parameters to demonstrate changes in people's livelihoods associated with park management. Especially for socio-economic data, local communities should be intimately involved in collecting and interpreting the information collected, as well serving as key informants. Socio-economic indicators should be developed in collaboration with the communities, and the design of the socio-economic monitoring scheme should be presented to the communities for their approval.
9.4.	Socio-economic monitoring	Malleret (2004) recommends that the following indicators be monitored: • community occupational structure (in the most marine dependent villages) • resource use patterns (in the most marine dependent villages) • the trade of seashells, sea cucumbers and octopus (in all relevant villages) • marine product prices (in all relevant villages) • relative socio-economic status of marine resource users (in selected villages).
9.5.	Artumas gas develop-ment project	The park should include in its own monitoring the effects of the construction and operation of the Artumas energy generation facility and pipeline. Burying the pipeline in the intertidal area is sure to result in increased sediment loads to the nearby coral ecosystems. The park should take baseline assessments of sediment loads and turbidity at key locations along the proposed pipeline route before construction begins. These sites should then be monitored for sediment loads / turbidity during the construction phase and every six months during the operation of the pipeline.
9.6.	Artumas	As part of the approval process, the park should insist that Artumas conduct ecological monitoring (not presently foreseen) so as to demonstrate that the gas project is not harmful to the park and its ecosystems, and to provide early warning when corrective actions are necessary. It can be argued that ecological monitoring is not only good environmental practice, but also good business practice.
9.7.	Artumas	The park should obtain written agreement from Artumas that data collected on bathymetry, currents, etc. will be made freely available to the marine park.
9.8.	Advisory Committee	The effectiveness of the MBREMP Advisory Committee could be improved. For example, the committee could take a more proactive role in helping the marine park to improve problematic relations with disaffected villages, or with government departments where collaboration is not as effective as it should be.
10. Building Capacity		
10.1.	Capacity building strategy	Effective capacity building will require a strategic, and far more structured approach. Two capacity building strategies should be developed with agreed target audiences, objectives, performance indicators: one for the park staff, and one for resource users. The strategies should include provisions for regular monitoring and reporting.
10.2.	Sustaina-bility	MPRU should make every effort to ensure that the effort to build the capacity of the Warden and the senior management staff of the park continues to benefit the park. This may require the development of special incentives to retain staff in the

		park whose capacity has been built.
10.3.	Role of consultants	ToR for <u>all</u> external consultants should systematically spell out capacity building requirements such as: • the individuals or groups targeted • specific objectives for building capacity, for example that the person be able to repeat the study on their own including not only data collection, but also data analysis • tasks to be performed to build capacity • specific provisions for knowledge sharing, including: - presenting a seminar to all park staff and interested partners from the district on the draft results of the study and - preparing, in addition to the technical report, a village-friendly summary that can be translated into Kiswahili, and shared with all the villages in the park and with other interested stakeholders.
10.4.	PC	The PC would benefit from training in project management, time management, human resources management, project planning, and monitoring and evaluation.
10.5.	Park staff	Training for park staff is needed in conflict resolution, data analysis, park interpretation, report writing, time management, and monitoring and evaluation.
10.6.	Marine resource monitoring	All the staff who will be involved in marine resource monitoring should be trained as soon as possible in scuba diving: the Warden in Charge, the other Wardens and the Boatman. Once the monitoring strategy is finalised, other specific training needs for resource monitoring can be determined and prioritised.
11. Sustainable Livelihoods		
11.1.	Promises	There is a wide perception among the communities of broken promises, and this urgently needs to be addressed.
11.2.	Sustainable resource use	The consultancy to assess the feasibility of and pilot changes in fishing gear and fishing effort should be carried out as soon as possible, with a special focus on the most vulnerable marine resource dependent communities: Mkubiru, Msimbati, Tangazo and Mngoji, and eventually Nalingu.
11.3.	*Utando* fishing	According to Malleret (2004), further information on the cultural, social, religious, and economic factors that affect women's economic opportunities in the MBREMP will be necessary for the park to work with the many women who practice *utando* fishing in order to identify appropriate alternative sources of livelihood.
11.4.	Other AIGs	The consultancy to assess the feasibility of and pilot alternative income generation activities should be considered an urgent priority. This should investigate the conditions for success of alternative income generation activities, and answer the question: "What are the conditions that allow marine dependent households to switch from marine resource exploitation to other activities in a long-lasting way and become better off?"
11.5.	Micro-credit	Micro-credit schemes for the marine resource user groups would help to create an enabling environment for alternative livelihoods, and should be implemented as soon as possible. Special consideration should be given to sustainable micro-credit schemes where the initial capital is constituted from the members' own resources, rather than from loans.
11.6.	Cashew nuts	Since they are farmed by most households growing cash crops, cashews are a good entry point for improving livelihoods in the park. Efforts should be made to find ways to increase the value of cashew nuts produced, for example by sourcing more profitable markets, improving quality, diversifying processing, etc.
12. Project Management and Monitoring		
12.1.	Project manage-	The key issues that need to be addressed to improve project management include: further clarifying the roles and responsibilities between the PC and the TA; better

	ment	delegation to the project team by partner agencies (UNDP, MPRU, IUCN); more support and encouragement to the project team from partner agencies; and more supportive human resources management on site.
12.2.	Work prioriti-sation	The project needs a better balance in its use of resources between improving the biodiversity knowledge base on the one hand and three critical areas on the other: the social sciences, improving livelihoods, and capacity building.
12.3.	Project planning	Broad objectives in the GMP should be broken down into specific measurable management targets, some of which may be site-specific, and some resource-specific.
12.4.	Project planning	A revised logframe will be required for phase two, and the activities identified for the various results and sub-results should realistically plan for the number of person-months necessary to achieve each activity in the workplan. Given the extraordinary difficulty that the project team has had in implementing the project workplan, together with the fact that a new TA will need to be recruited and learn about his/her job, every effort should be made when planning the logframe for phase two, to carefully prioritise the activities to be carried out, and to bring the workload in line with the available human resources.
12.5.	M&E strategy	The project should give priority to developing an M&E strategy. For the strategy to be realistic, feasible and sustainable, it is important that partners and stakeholders are involved in its design. In the case of the MBREMP project, the process should include relevant District and Regional personnel, community representatives such as selected members of the VLCs, as well as the project team.
12.6.	Adaptive manage-ment	Project progress reports, the APR, and the WWF/WB Management Effectiveness Tracking Tool could be better used as tools for adaptive management by making them more analytical, and by discussing difficulties more openly. To encourage this, it is important that the project partners – especially the MPRU – create a climate of confidence for the project team, whereby shortcomings can be acknowledged, and mistakes can be welcomed as learning experiences.
12.7.	Team building & adaptive manage-ment	The PC should ensure that the monthly staff meetings and weekly management meetings are held as scheduled. The meetings should be designed to reinforce team spirit and to provide encouragement and a well understood framework for adaptive management.
12.8.	Risk of burn-out	All of the staff are regularly working many hours of overtime. This should be minimised by: more realistic work planning, streamlining the implementation bureaucracy wherever possible, and better prioritisation and time management
12.9	Equipment	The following equipment should be purchased before the end of the Set-up phase, for use in patrols, and in preparation for marine resource monitoring, which should start at the beginning of the Implementation Phase: moorings, depth sounder, boat compass, underwater camera, scuba and snorkelling gear, markers, binoculars, ropes, signalling, first aid kits, life jackets, etc
12.10	Computers	The present system of sharing computers is inefficient. Each Warden should have his/her own computer, together with further training in computer use and the GIS database.
12.11	Office organisation	Improving the use of space and the organisation of everyone's workstations will improve the efficiency of the park/project staff. Creating and maintaining simple systems for organising one's work pays off in long run in time saved.
12.12	Implementa tion matrix	An implementation matrix (see example in Annex 5) should be used on a quarterly basis to assess progress according to the results, sub-results and activities in the project logframe for phase two. In the interest of promoting adaptive management, the "Comments" column can be used to record explanations for deviations from the original plan, proposed changes in the implementation strategy, and proposed shifts in budget allocations. This

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

Lessons Learned

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

> *a. Although no changes in terms of timing have been made to the log frame, the current rate of implementation suggests that the project is overambitious within the planned time frame and would benefit from a longer set-up phase. A lesson from this would be for more time for set-up within the same budget. This would allow for the usual challenges associated with sourcing co-funding for key activities and other normal constraints associated with a new protected area with newly recruited staff with limited experience etc.*
>
> *b. The process to identify and support livelihood activities that will seek to reduce pressure on marine (natural) resources is a potential lesson and case study, although still in process .The different approach being taken by this project is to better understand the livelihood context of local communities before embarking on AIG activities. The aim is to avoid the usual failures associated with this component of marine conservation projects usually as a result of not understanding the local livelihood situation fully and not tackling the principle constraints for enterprise development. This work has been carried out with the Jakarta Mandate Project – although too early to see results, it would be a good case study being the first time this approach has been taken in the Western Indian Ocean.*
>
> *c. The means of achieving local community input into the General Management Plan is another possible lesson and case study. Again this is too early to tell, but a specific method has been selected to provide in-depth information and identify local community visions of their local environments. It draws on Community Based Resource Management philosophy, and uses visual methods (images and posters) and a simple workbook for community representatives to develop, for their village areas, state of the environment reports, environmental action plans (including visioning), and to identify environmental micro-projects. This work is still being developed but will be implemented this year for the development of the Integrated Development Plan of the terrestrial component of the marine park and the overall GMP.*

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

Annexes

1. Terms of Reference

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

PROJECT SUMMARY

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

INTRODUCTION

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

A mix of tools is used to ensure effective project M&E. These might be applied continuously throughout the lifetime of the project – e.g. periodic monitoring of indicators or as specific time-bound exercises such as mid-term reviews, audit reports and independent evaluations. All projects with long implementation periods (e.g. over 5 or 6 years) are required to conduct mid-term evaluations. In addition to providing an independent in-depth review of implementation progress, these evaluations provide a means for fine-tuning implementation arrangements. Specifically, mid-term evaluations are intended to identify potential project design problems, assess progress towards the achievement of objectives, identify and document lessons learned (including lessons that might improve design and implementation of other UNDP/GEF projects), and to make recommendations regarding specific actions that might be taken to improve the project. It is expected to serve as a means of validating or filling the gaps in the initial assessment of relevance, effectiveness and efficiency obtained from monitoring. The mid-term evaluation provides the opportunity to assess early signs of project success or failure and prompt adjustments.

2. This UNDP-GEF project reached effectiveness in 2000, after being approved as part of the GEF Work Programme in March 2000. The project was mandated with the following objectives:

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

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

OBJECTIVES OF THE EVALUATION

- As per the general introduction, the overall objective of the MTR is to review progress towards the project's objectives and outputs, identify strengths and weaknesses in implementation, assess the likelihood of the project achieving its objectives and delivering its intended outputs, and provide recommendations on modifications to increase the likelihood of success (if necessary). The international and regional policy context in which the project operates has seen significant evolvement in recent years. This includes the approval of the Millennium Development Goals (MDGs), Water, Energy, Health, Agriculture and Biodiversity Framework (WEHAB), following the Johannesburg World Summit on Sustainable Development, and articulation of the New Plan for African Development (NEPAD). One emphasis of the evaluation will be to provide recommendations for modifications required to ensure that project activities are aligned with these commitments. More specifically, the Mid Term Evaluation will undertake the following tasks:
- Assess progress towards attaining the project's national, regional and global environmental objectives. Assess progress towards achievement of project outcomes; in particular, the balance between conservation and livelihood actions spearheaded through the project will be evaluated. The effectiveness of these actions given the available funding will be considered.
- Describe the project's adaptive management strategy – how have project activities changed in response to new conditions, and have the changes been appropriate;
- Review of the clarity of roles and responsibilities of the various agencies and institutions and the level of coordination between relevant players.
- Review the capacity building component of the first phase of this project, and the readiness of the national component to assume full operational responsibility for delivering project objectives
- Review the balance between "technical product" and "mainstreaming process" in the project.
- Assess the level of public involvement in the project and recommend on whether public involvement has been appropriate to the goals of the project.
- Describe and assess efforts of UNDP in support of the implementing agencies and national institutions.
- Review donor partnership processes, and the contribution of co-finance.
- Review and evaluate the extent to which project impacts have reached the intended beneficiaries.
- Describe key factors that will require attention in order to improve prospects for sustainability of project outcomes. Assess the likelihood of continuation of project outcomes/benefits after completion of GEF funding.
  Assess whether the Logical Framework Approach (LFA) and performance indicators have been used as project management tools; and review the implementation of the project's M and E plans.
- Assess the new impact indicator framework and how this is integrated into project management.
- Make recommendations as to how overall project implementation can increase impact and sustainability in a cost effective manner.
- Describe the main lessons that have emerged in terms of:
  - strengthening country ownership / drivenness;
  - strengthening stakeholder participation;
  - application of adaptive management strategies;
  - efforts to secure sustainability;

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

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

IMPLEMENTATION ARRANGEMENTS

The evaluation will be conducted by an international consultant team of two, recruited for a period of 14 days. UNDP will finalize the TOR, recruit the international consultants, approve the agenda for the evaluation, and coordinate the evaluation. The project will be responsible for logistical arrangements (setting up meetings, organizing travel). The evaluation will commence on 1st November and will present key findings to the Project TPR in Dar-es-salaam on the 10th of November. A final Mid Term Evaluation Report will be submitted to UNDP, no later than 19th November; incorporating a response to comments on the first draft, provided by 26th November by UNDP, participating agencies and the project.

The evaluation will be conducted in a participatory fashion. The primary purpose of the evaluation is to improve the project; for this to happen all stakeholders must fully understand and identify with the evaluation report, even if they might disagree with some of the contents. The evaluation will start with a review of the key project documentation including key reports and correspondence. It will include visits to executing and implementing agency offices, selected national project offices, interviews (by phone if necessary) with key individuals both within the project, the government, and independent observers of the project and its activities, as well as project personnel. Field visits to project sites will be conducted to view activities first hand and to meet with site contractors, local leaders, and local government officials.

QUALIFICATIONS

The consultants (Two persons - one team leader and one other) selected for the Evaluation will have the following qualifications between them:

1. Academic and/or professional background in natural resource/protected area management or related fields with experience in biodiversity conservation, preferably marine biodiversity, and an understanding of institutional processes. A minimum of 10 years relevant working experience is required for the team leader.
2. Experience in the evaluation of technical assistance projects, if possible with UNDP or other United Nations development agencies and major donors. A demonstrated understanding of GEF principles and expected impacts in terms of global benefits is essential.
3. Excellent English writing and communication skills (including word-processing). Demonstrated ability to assess complex situations in order to succinctly and clearly distill critical issues and draw forward looking conclusions.
4. Experience leading multi-disciplinary, multi-national teams to deliver quality products in high stress, short deadline situations. (For the Team leader)
5. Experience of capacity building and institutional arrangements.
6. Experience of conservation – livelihood processes and interactions.

Facilitation. A facilitator from Mtwara will be engaged to support the team in interpretation, and understanding local institutional / village issues etc for the field team.

Annex 1 Evaluation Products

A Mid-term Evaluation Report (no more than 30 pages, excluding Executive Summary and Annexes) will be structured as follows:

(i) *Acronyms and Terms*

(ii) *Executive Summary (no more than 4 pages)*

The Executive Summary should briefly explain how the evaluation was conducted and provide the summary of contents of the report and its findings.

(iii) *Project Concept and Design*

This section should begin with the context of the problem that the project is addressing. It should describe how effectively the project concept and design can deal with the situation, with a focus on the consistency and logic of the project strategy and the log-frame. Planning documents, i.e., the prodoc (especially the logical framework matrix) and workplans should be reviewed.

(iv) *Project Implementation*

If the project has been well-designed, the next question to ask is has the project been well-implemented? Here, the main thing to look for is whether the activities and outputs have been completed within budget and on schedule. The indicators at the output level will help to determine implementation progress.

(v) *Project Results*

This section should be an assessment of how successful the project has been in terms of achieving its immediate and development objectives. It should also try to answer the question: What has happened and why? The performance indicators in the log-frame matrix are crucial to completing this section.

(vi) *Findings*

The section on findings is a list of the main points or conclusions of the evaluation. Typically, it is quite short, maybe just one or two pages.

(vii) *Recommendations*

Here, the evaluators should be as specific as possible. To whom are the recommendations addressed, and what exactly should that party do? Recommendations might include sets of options and alternatives.

(viii) *Lessons Learned*

This is a discussion of lessons that may be useful to other projects.

(ix) *List of Annexes* (Terms of Reference, Itinerary, Persons Interviewed).

2. Evaluation Schedule and Itinerary

Date		Place	Purpose
Sat	06.11		Mission preparation, methodology
Sun	07.11		Document review
Mon	08.11		Document review
Tue	09.11		Travel Geneva - Nairobi
Wed	10.11	Nairobi To DSM	Interviews IUCN. Team to meet, discuss and agree on methodology; meet with National Environment Management Council
Thu	11.11	DSM	Interviews: Ministry, French Embassy, IUCN, UNDP
Fri	12.11	To Mtwara	Interviews: Region, District, Project Team
Sat	13.11	Litembe, Kilambo, Ruvula	Field: mangroves, Ruvuma Estuary, turtle nesting site; interviews with honorary wardens and rangers
Sun	14.11	Ruvula	*Eid El Fitr.* Document review; interviews with tourism operators
Mon	15.11	Msimbati, Nalingu	Meetings with villagers
Tue	16.11	Mtwara	Interviews with park staff
Wed	17.11	Mtwara, Kihimika	Interviews: project team; meetings with villagers
Thu	18.11	Return to DSM	Consultation UNDP
Fri	19.11	DSM	Discussions, data analysis
Sat	20.11		Discussions, data analysis and triangulation
Sun	21.11		Interview, data analysis
Mon	22.11		Presentation to Steering Committee
Tue	23.11	Fly out	Travel DSM - Geneva
Wed	01.12		Team Leader to write up report (3 days) and circulate to Team member for comments (1day)
Fri	03.12		Team Leader to submit report to UNDP
Wed	8.12		UNDP, participating agencies and project to submit comments to Team Leader
Fri	10.12		Final Report to be submitted to UNDP (1 day)

3. Persons Contacted

Surname	First Name	Position	Organisation
Abdall	Isa	Village Elder	Kihimika village
Alfani	Juma A.	Village Committee Member	Kihimika village
Aliti	Gemma	Programme Associate	UNDP
Apite	Saidi Issa	Local Community Turtle Officer	Litembe village
Bakari	Jawali	Member, Village Committee	Msimbati village
Bashagi	Winnie	Village management plan consultant	Independent
Changanola	Hamisi A.	Environmentalist	Kihimika village
Chipula	Salum Ally	Member	Nalingu Village Council
Chiyenga	Selemanim	Environmenalist	Kihimika village
Dadi	Hassani Mzee	Member, Village Committee	Msimbati village
Doetinchem	Nina	Consultant	World Bank Tanzania MACEMP
Dornon	Arnaud	First Secretary	French Embassy
Gombe	Diana	Head, Human Resources	IUCN EARO
Guard	Martin	Manager	Ten Degrees South
Hewawasam	Indu	Environmental Specialist, Environment Group, Africa	The World Bank
Hogan	Rose	Community and Environment Specialist	Independent consultant
Horswill	Ian C.	Vice President, Engineering	Artumas Group Inc.
Ibrahim	Asimai	Chairperson of the Parents' Union	Msimbati village
Issa	Abdulrahman	Head	IUCN Tanzania Country Office
Jowi	Charles	Programme Officer	IUCN EARO
Kampambe	Rashid	Local Community Turtle Officer	Litembe village
King	Anthony	Technical Advisor	IUCN
Kiyunyu	Lameck D.	District Natural Resources Officer	Mtwara District Council
Komba	I. G.	Wildlife Officer	Wildlife Division
Kumyaka	Fatu A.	Member, VLC	Kihimika village
Le Clément	Jean-Marie	Retired	Ruvula Sea Safari
Lenga	S. A.	Teacher / Sociologist	Regional Academic Education Office, Mtwara
Lipulika	Maimuna M.	Member, Village Committee	Kihimika village
Luhunga	Hasani M.	Chairman, VLC	Kihimika village
Lyatuu	Gertrude	Team Leader, Energy and Environment	UNDP
Maarufu	Fadhili	Member, Village Committee	Msimbati village
Machumu	Milali	Warden in Charge, Project Coordinator	Mnazi Bay - Ruvuma Estuary Marine Park; UNDP/GEF project
Mahenge	Jairos	Park Ranger	Mnazi Bay - Ruvuma Estuary Marine Park
Makame	Selemani F.	Secretary	Nalingu Village Council
Makwaia	Esther	Senior Fisheries Officer	Vice President's Office

Malocho	Hasani B.	Member, VLC	Kihimika village
Maulidi	Asha		Msimbati village
Mbila	Alhj Yahya F.	Regional Administrative Secretary	President's Office, Regional Administration
Mipango	Issa A.	Member, VLC	Kihimika village
Mkuti	Mohamed Bahari	Turtle Conservation Officer	Msimbati village
Mohamedi	Saidi	Member, Village Committee	Msimbati village
Mshuti	Abdulrahman	Honorary Ranger	Msimbati village
Msumba	J. G.	District Fisheries Officer	Mtwara District Council
Mtetemo	Yusuf Mohamedi	Chairman	Nalingu Village Council
Mtondo	Salumu A.	Member, VLC	Kihimika village
Muhamedi	Salumu Seph	Member, Village Committee	Msimbati village
Mwaisaka	John	Park Ranger	Mnazi Bay - Ruvuma Estuary Marine Park
Mzuri	Hasani I.	Honorary Ranger	Kihimika village
Naliteta	Saidi H.	Member, VLC	Kihimika village
Nemedeka	Issa A.	Village Elder	Kihimika village
Namongo	Ismaili S.	Member, Village Committee	Kihimika village
Nanginga	Mrs	Head Teacher	Kihimika village
Nasso	Jabiri	Chairman of Sub-village	Kihimika village
Ndende	Athanati A.	Member, VLC	Kihimika village
Ngoile	Magnus	Director General	NEMC
Ngowo	Redfred	Licensing and Enforcement Warden	Mnazi Bay - Ruvuma Estuary Marine Park
Ottaru	Lucy	Accountant cum administrative officer	Mnazi Bay - Ruvuma Estuary Marine Park
Owusu	Eugene	Deputy Resident Representative, Programme	UNDP
Pabari	Mine	Regional Programme Manager	IUCN EARO
Pangisa	S. E.	Economist	Regional Commission's Office, Mtwara
Rikoni	Omari Salumu	Member, Village Committee	Msimbati village
Rodgers	Alan	Regional Coordinator	UNDP/GEF Biodiversity Programmes, Eastern Africa
Rumisha	Chikambi	Manager	MPRU
Sadala	Alawi H.	Village Chairperson	Msimbati village
Sadalah	Musa A	Member, Village Committee	Msimbati village
Said	Said Msham	Chairman of Sub-village	Kitonguji sub-village
Saidi	Ally Mshamu	Member, Village Committee	Msimbati village
Salumu	Bimkubwa	Turtle Conservation Officer	Msimbati village
Samoilys	Melita	Regional Coordinator Marine & Coastal Ecosystems	IUCN EARO
Seifu	Fatu	Member, Village Committee	Msimbati village
Seleman	Hamissi Ali	Member, Village Committee	Msimbati village
Shante	Mohamedi	Village Chairman	Kihimika village
Sheke	Mohamedi S.	Village Elder	Kihimika village
Simbua	Jennifer	Community Conservation Warden	Mnazi Bay - Ruvuma Estuary Marine Park

Tukahirwa	Eldad	Regional Representative, Eastern Africa	IUCN EARO
Turland	Rob	EIA Specialist	Dillon Consulting
Waziri	Amina		Msimbati village
Waziri	Juma Hassan	Member, Village Committee	Msimbati village
Yusufu	Fatu	Member, Village Committee	Msimbati village
Yusufu	Makame Salumu	Member, Village Committee	Msimbati village
Yusufu	Salimu Saidi	Member, Village Committee	Msimbati village
Zamaldi	Anifa	Director	Ruvula Sea Safari

4. Documents Consulted

Anon. (no date)a. M&E workbook. 51pp.

Anon. (no date)b. Linking integrated planning and tourism investment to biodiversity conservation and community development in marine protected areas. Project proposal. 23+pp.

Board of Trustees for Marine Parks and Reserves Tanzania. 2003a. Minutes of the 1st UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Steering Committee meeting. 8pp.

Board of Trustees for Marine Parks and Reserves Tanzania. 2003b. Minutes of the 2nd UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Steering Committee meeting. 8pp.

Board of Trustees for Marine Parks and Reserves Tanzania. 2004. Minutes of the 3rd UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Steering Committee meeting. 9pp.

Francis, J. & Bryceson, I. (no date). Tanzanian coastal and marine resources: Some examples illustrating questions of sustainable use. Chapter 4 in: *Lessons Learned: Case Studies in Sustainable Use*: 76-102.

Government of Tanzania. 2000. Government notice No. 285 published on 4/8/2000: Declaration of Mnazi Bay - Ruvuma Estuary Marine Park. 2pp.

Guard, M. 2004 (draft). A Rapid Assessment of Live Coral Mining and Lime Production in Mtwara: Description and socio-economics in the buffer zone of Mnazi Bay - Ruvuma Estuary Marine Park. 21+pp.

Hadingham, T. 2004 (incomplete draft). A Strategic Development Framework for the Mnazi Bay - Ruvuma Estuary Marine Park. IUCN EARO, Nairobi. 79+pp.

Hamilton, H.G.H. & Brakel, W.H. 1984. Structure and coral fauna of East Africa coral reefs. *Bull. Mar. Sci.,* 34: 248-266.

Ireland, C. 2004. Alternative Sustainable Livelihoods for Coastal Communities: Appendix 7 – Tanzania Country Report. IUCN. 45pp.

IUCN EARO. 2004. Assessment of Management Effectiveness in Selected Marine Protected Areas in the Western Indian Ocean. ICRAN/UNEP/IUCN. 29pp.

Johnstone, R., Muhando, C. & Francis, J. 1998. The status of coral reefs of Zanzibar: One example of a regional predicament. *Ambio,* 27: 700-707.

Luke, W.R.Q. 2004 (draft). Rapid Assessment of Terrestrial Plant Diversity of Mnazi Bay - Ruvuma Estuary Marine Park, Tanzania. IUCN EARO, Nairobi. 21+pp.

Malleret, D. 2004. A Socio-economic Baseline Assessment of the Mnazi Bay - Ruvuma Estuary Marine Park. Submitted to IUCN. 102+46pp.

Malleret, D. & Simbua, J. 2004 (draft). The Occupational Structure of the Mnazi Bay Ruvuma Estuary Marine Park Communities. IUCN EARO, Nairobi. 55+pp.

Mangubhai, S. & Wells, S. 2003. Assessing Management Effectiveness of Marine Protected Areas: A Workbook for the Western Indian Ocean. IUCN EARO, Nairobi. 51pp.

MBREMP. (no date). Draft terms of reference for a team leader to develop sustainable livelihood regimes in Mnazi Bay - Ruvuma Estuary Marine Park. 3pp.

MBREMP. 2003. Report on the Management Effectiveness Assessment. Mnazi Bay – Ruvuma Estuary Marine Park, Mtwara, Tanzania. 38pp.

MBREMP: park brochure, newsletters.

Muir, C. 2003 (draft). An Assessment of the Status of Turtles, Dugongs and Cetaceans in Mnazi Bay Ruvuma Estuary Marine Park & Recommendations for a Conservation Strategy. IUCN EARO, Nairobi. 69pp.

Muir, C. 2004 (draft). Implementation of a Turtle Conservation Strategy: Mnazi Bay Ruvuma Estuary Marine Park, Tanzania. IUCN EARO, Nairobi. 21pp.

Muir, C. & Abdallah, O. 2004 (draft). Maelezo yo Mafunzo: Hifadhi ya Kasa na Nguva. Training Manual: The Conservation of Turtles and Dugongs. IUCN EARO, Nairobi. 32pp.

Muhando, C. (no date). Mnazi Bay Marine Park Project: Environmental assessment report. Institute of Marine Sciences, Zanzibar. 7pp.

Muhando, C.A., Mndeme, Y.E, and Kamukuru, A.T. 1998. Mnazi Bay-Ruvuma Estuary proposed marine park: Environmental Assessment Report. Prepared for IUCN and World Bank. 29pp.

Muhando, C. Mwaipopo, R, Mndeme, Y.E, and Ngazy, Z. 1998. The establishment of marine protected areas along the southern Tanzania coastal zone: A preliminary survey report. Prepared for IUCN and World Bank. 25 pp.

Mwaipopo R. and Ngazy Z. 1998. Mnazi Bay Ruvuma Estuary Marine Park: Social And Economic Assessment Report. Prepared for IUCN and World Bank. 26 pp.

Obura, D. 2004 (draft). Biodiversity Surveys of the Coral Reefs of Mnazi Bay Ruvuma Estuary Marine Park, Tanzania. IUCN EARO, Nairobi. 77+pp.

Pabari, M. (no date). Development of the Mnazi Bay - Ruvuma Estuary Marine Park: Introducing monitoring and evaluation. IUCN EARO, Nairobi. 11pp.

Rodgers, A. & King, A. 2004. WWF/WB Management Effectiveness Tracking Tool: Data Sheet for MBREMP (draft). 13pp.

Sherwood, K. (no date). Global Coral Reef Portfolio. IUCN, Gland, Switzerland. 21pp.

UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Project. (no date). UNDP project document: Development of Mnazi Bay - Ruvuma Estuary Marine Park. 83pp.

UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Project. (no date). Cover note to resubmission of project document: Tanzania: Development of Mnazi Bay - Ruvuma Estuary Marine Park. 6pp.

UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Project. (no date). Aménagement de le parc marin de la baie de Mnazi - l'estuaire de Ruvuma. Proposal to FEM. 17pp.

UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Project. (no date). Linking integrated planning and tourism investment to biodiversity conservation and community development in marine protected areas in Mnazi Bay - Ruvuma Estuary Marine Park. 24pp.

UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Project. (no date). Terms of reference for the preparation of an integrated development plan (IDP) for the terrestrial component of MBREMP. 6pp.

UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Project. 2003a. Inception report. 65pp.

UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Project. 2003b. Report on the management effectiveness assessment. 38pp.

UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Project. 2003c. Quarterly report: January – March 2003. 9pp.

UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Project. 2003d. Quarterly report: April – June 2003. 12pp.

UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Project. 2003e. Quarterly report: July – September 2003. 13pp.

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

UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Project. 2004b. Annual report for 2003. 12+pp.

UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Project. 2004c. Quarterly report: January – March 2004. 18pp.

UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Project. 2004d. Quarterly report: April – June 2004. 14pp.

UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Project. 2004e. Annual project report: (APR) for UNDP/GEF projects 2004. 19pp.

UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Project. 2004f. Quarterly report: July – September 2004. 13pp.

UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Project. 2004g (draft). Retrofitting indicators to monitor the project objective and outcomes to assess project impact. Mnazi Bay - Ruvuma Estuary Marine Park Project. 6pp.

UNDP/GEF Development of Mnazi Bay - Ruvuma Estuary Marine Park Project. 2004h. Assessment of Management Effectiveness in Selected Marine Protected Areas in the Western Indian Ocean. ICRAN / UNEP / IUCN. 29 pp.

van Walsum, E. & Verwimp, R. 2004a (draft). Geographic Skills, Vol. 1: Introduction to GIS, GPS and Maps. A Training Manual for Mnazi Bay Ruvuma Estuary Marine Park. IUCN EARO, Nairobi. 58+pp.

van Walsum, E. & Verwimp, R. 2004b (draft). Geographic Skills, Vol. 2: Exercises. IUCN EARO, Nairobi. 73+pp.

Wagner, G.M., Akwilapo, F.D., Mrosso, S., Ulomi, S. & Masinde, R. 2004. Assessment of Marine Biodiversity, Ecosystem Health, and Resource Status in Mangrove Forests in Mnazi Bay - Ruvuma Estuary Marine Park. Draft report submitted to IUCN. 134 pp.

Wilkinson, C. (no date). Review of Development of Mnazi Bay Marine Park, Tanzania Project. Australian Institute of Marine Science. 6pp.

5. Implementation Matrix

Prepared by Anthony King and Milali Machumu
19 November 2004

PROJECT: DEVELOPMENT OF MNAZI BAY - RUVUMA ESTUARY MARINE PARK - IMPLEMENTATION MATRIX			
Activities	**Planned timeframe**	**Status as of 31 October 2004**	**Comment**
PARTICIPATORY PLANNING AND CONSERVATION MECHANISMS ARE ESTABLISHED			**NB: Project started mid 2002. Park staff recruited end 2002.**
RESULT 1: 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	2002/3	Done, although the physical area has tended to be determined on an issue basis (TFCA, buffer zone, Ruvuma basin…)	Reflection of misalignment of Project start and creation of Park. Project to develop the Park, but Park in place two years before Project start. Project area defined by marine park area, however linkages with natural systems outside the park were identified and considered in the wider context of park management and effective conservation. The 'buffer zone' loosely identified to include the bay system.
Activity 1.1.2: Define Marine Park area/boundaries	2002/3	Gazettement order passed before Project start. Sign boards strategically placed. Map produced.	No physical signs/on the ground demarcation of park boundary - beacons, marker buoys. No budget in Project identified, was identified as GoT responsibility in workplans.
Activity 1.1.3: Review existing information	2003	Internal reports by Project staff included review of literature, but not comprehensive. Literature reviews required by consultants covered most areas by late 2004.	Reviews of the existing information helped to identify information gaps and drawing up ToR for consultants carried out various studies i.e. biodiversity and socio-economic assessments.

Activity 1.1.4: Establish information needs/priorities	2003	Preliminary needs & priorities for marine resources and biodiversity assessments identified based on the lack of comprehensive baseline information on any of the habitats and resources. Brought about the baseline assessments which also identify further needs & priorities where needed.	Coral reefs, mangrove forests, seagrass and intertidal areas, turtles
Activity 1.1.5: Develop survey/assessment methods	2003	ToRs set out needs, prospective consultants were required to submit proposed methods as part of the selection criteria.	All consultants engaged in the assessments presented/submitted their methods prior commencement of the work. This helped the project team to validate if the methods were in line with the ToR.
Activity 1.1.6: Implement assessments	2003	Still underway late 2004	Implementation delayed due to lack of FFEM funds; reallocation of GEF funds agreed by Project Steering Committee but UNDP veto many months later; disagreement on process for recruitment of expertise between Project partners; slow process for recruitment
Activity 1.1.7: Analyze, interpret, document results	2003	Still underway late 2004	Delayed start of assessments, consultants slow in delivery of reports, IUCN slow to review and finalise reports for dissemination.
Sub result 1.2. Key socio-economic and cultural factors assessed			
Activity 1.2.1: Define project area	2003	Done	Focus was on villages with Village Liaison Committees.
Activity 1.2.2: Define stakeholders	2003	Preliminary list done in 2003, comprehensive list finalised in 2004.	
Activity 1.2.3: Review existing information	2003	Late 2004 submitted in final report by consultant	
Activity 1.2.4: Establish information needs/priorities	2003	Done as basis for baseline assessment. Further needs identified in baseline assessment.	Cultural component never done. Identified as needed, was initially tied to the TORs for fisheries assessment to maintain a focus, but that component taken out to reduce the size of the fisheries assessment due to limited time of the consultants.
Activity 1.2.5: Develop survey/assessment methods	2003	Done by prospective consultant	

Activity 1.2.6: Implement assessments	2003	Done but delayed	Delays due misunderstanding between implementing Project partners and long process of outsourcing consultants.
Activity 1.2.7: Analyze, interpret document results	2003	Late 2004 final report submitted	Delayed start of assessments, consultant requested extension.
Sub result 1.3. Marine and land use environmental issues assessed			
Activity 1.3.1: Define project area	2003	Done, issue based	Focused on coral mining, fishing, turtle hunting, gas extraction, tourism development, port development, terrestrial forests etc.
Activity 1.3.2: Review existing information	2003	No reviews done separately	Much overlap with biodiversity and socio-economic assessments which required an assessment of issues within their TORs. Fisheries assessment underway late 2004.
Activity 1.3.3: Establish information needs/priorities	2003	Done	Ongoing
Activity 1.3.4: Develop survey/assessment methods	2003	2003 - Methods submitted for coral mining and terrestrial forest by consultants. 2004 - Fisheries assessment methods submitted	
Activity 1.3.5: Implement assessments	2003	2003/4	Fisheries Assessment very delayed due to delayed funding and changes in procedures for recruiting consultants at the time when expertise was being sought.
Activity 1.3.6: Analyze, interpret, document results	2003	2003/4	Coral mining and terrestrial forests done. Production of final reports for wider dissemination delayed due to slow reviewing by IUCN. Fisheries assessment still underway late 2004. Preliminary findings expected end November 2004.
Sub result 1.4. A marine information center established and being effectively used			The resource centre concept needs to be reviewed. Target audience, location, means of information dissemination etc.
Activity 1.4.1: Acquire information & references	On going		
Activity 1.4.2: Develop cataloguing/data systems	2003	Done, but no-longer functioning	Office Management Secretary trained but left the job prior to training other staff.

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

Activity 2.2.2: Design methods of disseminating marine and environmental information to key stakeholders and decision makers	2003	Done based on the strategies developed by staff such as; meetings, briefing papers, exchange visits. No formal process undertaken.	The need for a strategy and a more formal process needed, although links with key decision makers on the whole good, poor links with some District officials (Fisheries, Lands) might be a weakness in the approach taken
Activity 2.2.3: Disseminate key marine information to decision makers & concerned stakeholders	On going	As above	As above
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	On going depending on events	Staff have attended a number of WIOMSA events (posters/presentations made),	
Activity 2.3.2. Project staff attend meetings to learn and share with others inside and outside Africa	On going depending on events	Staff have had a number of opportunities to attend regional and international meetings.	ITMEMS, WPC, WIOMSA meetings and events, MPA Managers event etc.
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: Design participatory planning process	2004	Done	Based on creating Village Marine Park Environmental Management Plans and stakeholder workshops
Activity 3.1.2: Agree on planning objectives	2004	Done	Planning group formed and process agreed.
Activity 3.1.3: Train community members in plans	2004	Process underway late 2004	Village level planning underway
Activity 3.1.4: Conduct participatory planning process	2004	As above	As above

Activity 3.1.5:Develop management plan including zoning	2004	Expected Jan 2005	Process underway
Activity 3.1.6: Revise plan as appropriate	2005/6	Part of implementation phase	Review of GMP and operational plans during implementation. Review period to be defined in GMP.
Sub Result 3.2: Participatory environmental and socio-economic monitoring system established			
Activity 3.2.1:Identify information and monitoring requirements	2003	Done for most in 2004	Recommendations made in baseline assessments.
Activity 3.2.2:Establish indicators and means of verification	2003	As above	
Activity 3.2.3: Design participatory monitoring and evaluation system	2003	No overall system designed.	Recommendations made in baseline assessments.
Activity 3.2.4: Train communities in monitoring and evaluation techniques	2003	No training done	Monitoring programme not defined
Activity 3.2.5: Implement monitoring and evaluation		Not implemented	Delayed outputs of baseline assessments have delayed the start of a monitoring programme
Sub Result 3.3: Sustainable marine park financing strategy formulated and implemented			
Activity 3.3.1: Identify and assess existing marine park sustainable financing innovations and options	2004	Not done	Proposed for 2004, some input from the Tourism Investment Strategy expected by end 2004. Unlikely to happen this phase. GMP process will likely touch on the issue.
Activity 3.3.2: Assess feasibility of options	2004	Not done	As above
Activity 3.3.3: Design a marine park sustainable financing strategy	2004	Not done	As above
Activity 3.3.4 Implement sustainable financing strategy			Moved to implementation phase
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	2004	As above	Duplicated activity with 3.3.2
Activity 3.4.2: Identify constraints and potential solutions	2004	As above	
Sub Result 3.5: Legislation and policies in place that support the implementation of sustainable financing mechanisms.			

Activity 3.5.1: Identify limitations in current legislation and policy	2004	Part of GMP Process	Part of GMP Process
Activity 3.5.2: Support stakeholders to improve legislation / policy e.g. bylaws	2004	As above	As above
Sub Result 4.1 Implementation	Next Phase		
Sub Result 4.2 Externalities	Next Phase		
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: Park staff with improved marine conservation skills and knowledge.			
Activity 5.1.2:Undertake human resource inventory	2002	Not done in any formal manner	
Activity 5.1.3:Training needs assessment	2003	Done informally 2002, formally 2004 - results not yet available	Delays due to disagreement between implementing Project partners on who should do this, numerous changes and delays. Finally done by Human resources personnel of MPRU and IUCN.
Activity 5.1.4:Develop/ implement training program	2003	TNA delayed to 2004	Training carried out for park staff prior to TNA based on agreed needs (MPA managers course, USAID MPA enforcement course). Proposed training on Management Skills for PC and TA not supported by all partners based on the lack of TNA results.
Sub Result 5.2. Critical marine resource users have knowledge and skills for improved marine conservation and management.			
Activity 5.2.1: Identify critical marine resources and user groups	2003	Done	
Activity 5.2.2: Identify training needs for marine resource user groups	2003	No formal TNA done	Training needs identified on a task basis - such as for Community Turtle Officers and Honorary Rangers.
Activity 5.2.3:Develop/ implement training program	2003	No formal TNA done, training needs	Training for Community Turtle Officers given, Honorary Rangers attended a six week community rangers course at the Wildlife Division's training centre. Training for monitoring will

			be required.
Sub Result 5.3: Local and National institutions to manage the Marine Park developed			
Activity 5.3.1: Establish village level Marine Park Management committees	2003	Done	The process of forming village liaison committees was transparent and democratic. Issues related to other Environment Committees in each village remain however. Need to work with Mangrove Management Project to sort this out for some villages.
Activity 5.3.2: Establish Marine Park Advisory Committee	2001	Done prior to project when Warden in Charge took up his post.	Committee established according to Marine Parks and Reserves Act No.29, 1994.
COMMUNITIES AROUND MPA HAVE SUSTAINABLE LIVELIHOODS			
RESULT 6: AIG and sustainable use activities are researched, developed, piloted and adopted			Activities to be initiated in the first quarter of 2003
Sub Result 6.1 Sustainable resource use regimes are established			
Activity 6.1.1: Identify key resources	2003	ToRs developed late 2004 for Gear and fishing effort change.	Late start of Fisheries assessment has been the main cause of delay
Activity 6.1.2: Identify feasibility of sustainable resource use options.	2003	To start late 2004	As above
Activity 6.1.3: Pilot identified sustainable use options	2003	As above	As above
Activity 6.1.4: Empower communities to implement	2004	Likely to start in 2005	As above
Sub Result 6.2: Pilot AIG activities identified, designed and tested			
Activity 6.2.1: Select pilot villages	2003	Not initiated	Lack of information and work load of other activities delayed this process. Lesson learned study with Jakarta Mandate project done in 2004 (see below). TORs for AIG work developed late 2004.
Activity 6.2.2: Identify and assess existing AIG innovations and options	2003	Not initiated	As above

6.2.3 Pilot a sample of AIG options	2003	Not initiated	As above
6.2.4 Select suitable options for adoption	2004	Not initiated	As above
Sub Result 6.3: Enabling environment for AIG activities established			
Activity 6.3.1: Assess factors critical to successful adoption of AIG activities	2003	Regional study done in 2004	Need for this information prior to initiating micro-projects in MBREMP. This Project contributed to the regional study.
Activity 6.3.2: Identify constraints and potential solutions	2003	As above, but needs to be done in all MBREMP communities. TORs developed late 2004.	Method to identify constraints at the local level provided in Regional study on Sustainable livelihoods for coastal communities.
PROJECT ADEQUATELY MONITORED / EVALUATED FOR SUCCESS & IMPACT.			
RESULT 7: Project effectively managed, monitored and evaluated			
Sub Result 7.1: Project finance and management systems established and maintained.			
Activity 7.1.1 Donor transfers cash		Done	
Activity 7.1.2 Bank accounts opened		Done	
Activity 7.1.3 Accountant recruited		Done	
Activity 7.1.4 Training on financial management provided		Not done in any formal manner	
Sub Result 7.2: Project strategic plans and annual work plans are completed.			
Activity 7.2.1 Activities for next year planned		Workplan produced	
Activity 7.2.2 Project Monitoring and evaluation planning undertaken	2003	M&E plan not produced	Problems for stakeholders to understand the difference between the Project and the Park caused difficulties in developing the M&E plan with stakeholders. GEF impact indicators developed and evaluation carried out in-house. Monitoring programme of biodiversity, resources and socio-economics will help.
Activity 7.2.3 Project Inception Report developed		Inception report finalized	
Sub Result 7.3: Project objectives and activities are monitored and evaluated.			

Activity 7.3.1: Progress reviewed quarterly		Quarterly reports	
Activity 7.3.2: Progress reports are written		Quarterly reports	
Activity 7.3.3: Progress and workplans reviewed and approved		Project Steering Committee meeting held. Small Technical Meeting held.	PSC meeting to be held 21st Jan. Small technical meeting to be held 13th January. Tripartite review in June 2003.
Sub Result 7.4: Project equipment and facilities are acquired and maintained.			
Activity 7.4.1: Project equipment procurement facilitated		Done	On going activity, depending on the needs
Activity 7.4.2: Office Renovation supported		Done	
Activity 7.4.3 Office operating costs		Done	
Activity 7.4.4 Incidentals		Done	
Activity 7.4.5 Equipment Running and Maintenance Costs		Done	
7.5 Administration and support costs consolidated			
Activity 7.5.1 Staff Salaries		Staff Salaries were taken up by the Government, with exception of Administrative Budget line (Code 23111-0016) that is currently being charged for Office Cleaner cum Messenger wages.	
Activity 7.5.2 IUCN backstopping cost			
Activity 7.5.3 Mission costs-IUCN			
Activity 7.5.4 National travel by project staff		Done	
Activity 7.5.5 local travel		Done	
Communications		Done	
Insurance		Done	
Accounting and Reporting Costs		Done	
IUCN EARO/DSM Mgt overheads		Done	

6. Cumulative Expenditures vs. Budget

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

Development of Mnazi Bay - Ruvuma Estuary Marine Park - Cumulative Expenditures vs. Budget						
Descriptions	**Original Budget (USD)**	**Cumulative Expendit (01.06.02 to 30.09.04)**	**Expenditure vs. Budget**	**% Expenditure vs. Budget**	**Projected Expendit (01.10.04 to 31.01.05)**	**Reallocation Comments**
OVERSPENT						
UNDERSPENT						
NOT ORIGINALLY BUDGETED						
(Salaries included, but invisible)						
Technical Advisor				89		Proposed salary for Interim TA (Project Manager) at US $ 3000 per month.
Project Coordinator				62		Salaries taken over by GoT
Night Watchman				73	1'000	Privately hired watchman
IUCN EARO Staff Time	30'000	30'000	0	100	0	Staff pegged specific outputs in the workplan.
IUCN EARO/DSM Management Overheads	36'000	36'000	0	100	4'800	Charged at 3600 per quarter. An additional amount of 1,200 charged for January
Accountant/Administrative				24		Wages for office cleaner cum messenger for 4 months
Office attendant				34	0	Salaries taken over by GoT
Coxswain/Boat Driver				33	0	Salaries taken over by GoT
Drivers x2				22	0	Salaries taken over by GoT
Rangers x3				39	0	Salaries taken over by GoT
TA/Project Officer Recruitment Costs	10'000	11'977	1'977	120	2'000	Covers cost to recruit a new Program Manager
Miscellaneous Consultancies (int'l).GEF	8'000	31'095	23'095	389	11'500	Requirement for miscellaneous consultancies is more than was anticipated. Projected expenditure to cover ongoing consultancies in Q 4. Technical input by T.C to review ongoing contract report/ToRs pegged at three days.
Miscellaneous Consultancies (local)	5'000	1'242	-3'758	25	2'400	Local consultant to undertake study on crown of thorns in

GEF						MBREMP.
Marine Biodiversity Assessment team	22'400	40'067	17'667	179	0	The assessment requires almost three times what was budgeted for because the four major ecosystem types identified in the park require teams of experts to spend significant periods of time for comprehensive biodiversity assessments. Additional funds will be needed in Q 4 to pay on going consultancies and amount not paid as at Sept 30,2004.These to be charged to FFEM.
Monitoring Equipment-Tapes	400	0	-400	0	0	
Monitoring Equipment-GPS	250	154	-96	61	0	
Monitoring Equipment-Temperature Loggers	200	486	286	243	0	
Monitoring Equipment-Depth Sounder	125	0	-125	0	0	
Monitoring Equipment-Underwater Camera	5'000	0	-5'000	0	0	
Monitoring Equipment-Miscellaneous	500	0	-500	0	0	
Monitoring Equipment-Scuba Set	1'500	0	-1'500	0	0	
Monitoring Equipment-Snorkelling Gear	1'000	0	-1'000	0	0	
Honorary Wardens and Rangers	0	1'305	1'305	N/A	1'500	To improve the effectiveness of marine park management activities and strengthen linkages with communities and other key stakeholders.
MBREMP staff time compensation	0	4'700	4'700	N/A	3'000	This budget line compensates for the extra time incurred by staff in field activities.
Field Post	0	5'052	5'052	N/A	1'000	
Database GIS	0	12'000	12'000	N/A	5'200	New BL. Original reallocation was 15,000 $. For D/base and GIS consultancies and purchase of GIS software as essential tools for effective marine park management (Activity 14.5).Additional support for GIS Database Phase II over and above the proposed budget to be drawn from FFEM. Technical input by IUCN T.C factored in.
Misc. Training Expenses	6'000	3'850	-2'150	64	750	BL to cover training in Q4.

In-country Training Course	8'000	2'463	-5'537	31	3'500	Cost for in-country training in Q 4. This BL will also cater for training of other stakeholders, besides the MBREMP staff. Sending local community representatives to Tanga.
Marine Parks Training/Awareness Specialist	18'000	0	-18'000	0	0	This budget line was re-allocated.
International Travel (by MBREMP staff and TA)	8'000	11'288	3'288	141	4'200	This BL was underbudgeted. Besides, it was originally earmarked for only the TA and PC, It is now shared by other MBREMP staff to share experiences and learn from others at international forums (such as WIOMSA Symposiums etc.).
IUCN EARO Travel	9'000	17'674	8'674	196	3'000	The original budget is insufficient for the trips required by the EARO staff for the project activities and the cost of travel from Nairobi to Mtwara is higher than originally estimated.4 trips will be made in Q4.A budget reallocation of US $ 9,000 was previously requested.
Local travel	8'100	5'254	-2'846	65	3'550	These are costs related to local transport at Mtwara
Local community facilitation	10'400	10'863	463	104	3'500	There have been more community meetings than earlier anticipated.
National Travel	18'900	19'106	206	101	6'500	The original budget for national travel has been exceeded. In Q 4 extra funds will be required.
Office Equipment-Radio	5'000	5'881	881	118	700	Service and maintenance
Office Equipment-Fax machine	350	369	19	105	100	For maintenance
Office Equipment-Photocopier	2'500	1'150	-1'350	46	50	For service
Office Equipment-Air conditioners	3'000	2'877	-123	96	100	For service
Office Equipment-Refrigerator	1'000	416	-584	42	0	
Office Equipment-furniture	2'000	2'296	296	115	0	
Misc. Office Equipment	5'200	2'440	-2'760	47	600	For purchase and maintenance of equipment.
Office-Computer and ancillary	7'000	8'257	1'257	118	1'500	A new computer needed. This will be shared by rangers who do not have computers.
Office Equipment-Laptop computer and printer	4'500	4'311	-189	96	0	
Staff Housing-furniture	10'000	0	-10'000	0	0	This budget line is redundant, not applicable for MBREMP staff according to GOT schemes of service
Moorings	1'000	53	-947	5	1'000	New moorings needed for the demarcation of the park boundaries.

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

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

7. MBREMP Expenditures by Result

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

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

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

MBREMP Expenditures by Result		
	USD	**% of Total**
A. Overall Expenditures 2002-2004		
Total Costs 2002	194'623	
Total Project Costs 01/03 - 09/04	487'557	
Total Project Expenditure as at 30.09.04	**682'180**	
B. Total 2003-2004		
Administration and Support Costs	283'638	58%
Equipment	49'662	10%
Project Costs by Result	154'257	32%
Total Project Costs 01/03 - 09/04	**487'557**	100%
C. Project Costs by Result 2003-2004		
Result 1: Knowledge Base	84'990	55%
Result 2: Awareness	26'009	17%
Result 3: Marine Park Planning and Monitoring	17'424	11%
Result 4: Implementation of Management Plan	N/A	
Result 5: Capacity Building	6'128	4%
Result 6: AIGs and Sustainable Use	3'283	2%
Result 7: Project Management, M&E*	16'424	11%
Project Costs by Result	**154'257**	100%
*(exclusive of administration, support and equipment above)		

8. Procedures for Outsourcing Consultants

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

Current Procedure for Hiring Consultants		
Step	**Activity**	**Person responsible**
1	Identify need	Usually TA or PC (could also be EARO or MPRU)
2	Rough outline of ToR	TA or PC
3	Circulate rough ToR to EARO, MPRU, UNDP & FFEM	TA or PC
4	Sourcing consultants – process shared with project partners	TA/PC/EARO input from MPRU, UNDP & FFEM required
5	Circulate draft ToR and possible consultants to MPRU, EARO, UNDP, FFEM	TA or PC
6	Comments/feedback on ToR and consultants and their proposals within 14 days	MPRU & EARO (& UNDP, FFEM)
7	Select consultant(s), finalise ToR & circulate to MPRU for endorsement	EARO
8	ToR and selection of consultant endorsed	MPRU
9	Contract finalised and all partners informed	EARO (if <$2000, MBREMP shared with MPRU & EARO)
10	All reports circulated to all project partners	

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

We recommend that the hiring of consultants should essentially be the responsibility of the PC and the TA. They should be supported in this – not controlled – by the project partners. This is in line with devolving more operational responsibility to the project team in phase two. We suggest – in the absence of problems – the following simplified procedure for outsourcing consultants.

Proposed Procedure for Hiring Consultants in Phase Two		
Step	**Activity**	**Responsible**
1	Identify need	Usually TA or PC (could also be EARO or MPRU)
2	Circulate draft ToR to EARO, MPRU, UNDP, FFEM	TA or PC
3	Provide comments on ToR and suggestions of suitable consultants to TA and PC within two weeks	EARO, MPRU, UNDP, FFEM
4	Finalise ToR and solicit proposals from prospective consultants	TA or PC
5	Select consultant, agree conditions of contract, and inform EARO, MPRU, UNDP, FFEM	TA or PC
6	Issue consultancy contract	EARO or MPRU

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

The UNDP/GEF Annual Project Report format provides an excellent tool for reviewing progress towards impact indicators. Completing this report every year should be a very useful exercise for the project. We provide comments on the indicators, and on the project's report from July 2004 in the spirit of helping to improve the project's capacity to use this worthwhile tool effectively.

Indicator	Comments on the Indicator and/or the Report
GEF Strategic Priorities	
Expanding protected areas	The assertion of the cessation of coral mining outside the park no longer seems to correspond to the situation today. The strategy with local government to reduce destructive fishing practices has not yet been developed or implemented.
Improving management effectiveness of protected areas	
Improving practices of sustainable use of biodiversity resources.	The reduction in coral mining in the buffer zone from 4500 to less than 12 tonnes per annum does not correspond the observations of local experts today. The development of gear exchange programmes has not started yet.
Changes in sectoral policies, laws and regulations to improve biodiversity conservation and sustainable use.	
Sharing of benefits between and/or in countries, arising from the use of genetic resources	
Project Objective	
The (health) status of marine biodiversity and marine resources show significant improvement by the end of the project compared with 2004 baseline levels	It may be hard to show improvement in the health of marine biodiversity in only two years, especially since the baseline reports are not yet finalised, and the monitoring strategy not yet developed.
All marine resource use regimes within the protected area are shown to be ecologically sustainable by the end of the project	We question the realism of this indicator.
At least 30% if all key marine habitats are shown to have complete protection from extractive use by the end of the project.	"Complete protection" needs to be defined. Does this mean completely protected on paper, or completely protected in reality?
Knowledge Base	
Baseline of comprehensive and detailed biological (including biodiversity) and socioeconomic data from MBREMP available	
Baseline biological and socioeconomic data used to develop the General Management Plan	
Baseline biological and socioeconomic survey data used to assess sustainable use levels of key current and potential marine resources	
Patrol reports, licensing & user fee data is entered into the database and used for reporting and management decision making	The database is still not fully developed or installed. Weekly management meetings are now rarely held.

Awareness	
Mtwara District & Urban Councils & Marine Park integrate work plans and activities	
High level of awareness of marine park boundaries, zones and regulations in residents of MBREMP and marine resource user groups adjacent to the Park.	
Key local decision makers support MBREMP staff in sustainable fisheries management and biodiversity conservation	
Marine Park Planning and Monitoring	
Draft General Management Plan produced	
Long term monitoring programme of environmental and socioeconomic parameters designed and implemented	Long-term monitoring and data collection will not be initiated by the end of 2004. The monitoring strategy is not yet developed, and the park staff are not yet trained.
Management Plan under Implementation with Externalities Addressed	
Resource users (fishers, mangrove harvesters, tourism and other developers) observe the GMP zoning plan	The target for the end of the project that 50% of the resource users observe the zoning is inconsistent with the objective level indicators above that all marine resource use will be ecologically sustainable, and that 30% of all key marine habitats will be completely protected by the end of the project.
Marine resource status improved	The target fish species need to be identified in the indicator.
Socio-economic status of key stakeholder groups within MBREMP improved.	We question the target for the end of the project that socio-economic status improves due to improved fish catches. All of the baseline studies to date recognise that there will be a need to reduce fishing effort.
Capacity	
Effective conservation and coastal resource management institutions operating in MBREMP, led by MP staff and key stakeholders	The Warden in Charge had been hired and had taken up his duties before the start of the project.
Resident stakeholders complying with MP regulations	
AIG and Sustainable Use	
A decrease in the number of marine resource dependent households and the well being of marine resource improved	
Suitable AIGs for MBREMP resident stakeholders identified	
Risks	
Stakeholder support for and participation in management activities may decline after Project completion.	Externalities are crucial for the success or failure of the project, and should be monitored and reported on just as carefully as results and indicators. It will be important to include risks in the park monitoring strategy.
Co-operative arrangements between communities and the Marine Parks and	Idem.

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

10. Short Profiles of the Evaluators

Meg Gawler

Meg Gawler has over twenty years experience in conservation, including ten years in the Africa & Madagascar Programme of WWF International, and over five years as the Founding Director of *ARTEMIS Services*. Originally a plankton ecologist, Meg has published refereed scientific papers on plankton dynamics and ecosystem functioning. During her tenure at WWF, Meg produced two ten-year conservation strategies for WWF's work in marine ecosystems and freshwater ecosystems in the Africa region, and supervised important marine conservation projects in Tanzania, Mozambique, and Mauritania.

Meg has long experience in the design of conservation projects and programmes. She is trained in strategic planning, project cycle management, goal oriented project planning, logical frameworks, and workshop facilitation. She also delivers training courses in project design and project cycle management for the conservation and development sector, and in participatory monitoring and evaluation.

In carrying out evaluations, Meg's focus is on a humanistic and analytical process that both enhances institutional learning, and builds capacity for the project team who are at the heart of the evaluation. Meg has participated in 39 evaluation missions, mostly in developing countries, in both English and French, serving as team leader, sole author, or trainer for 29 of those. To date, she has worked on short- and long-term assignments in 54 countries, and has good multi-cultural and interpersonal abilities, whether with peers, Ministers, or villagers.

Dr Christopher Muhando

Dr Christopher A. Muhando is a researcher and a lecturer in Coral Reef Ecology and Coastal Resource Management at the Institute of Marine Sciences, which is part of the University of Dar es Salaam. He holds a PhD. in coral restoration from the University of Dar es salaam, and MSc. in Fundamentals of Applied Marine Ecology from Free University of Brussels. He was previously trained as fisheries manager at Kunduchi Fisheries Institute in Tanzania, and later as a Fisheries Ecologist at Bergen University, Norway.

Dr. Muhando has been involved in coastal and marine environment and resource surveys and monitoring, as well as in mapping using GIS techniques, e.g., in several MPAs such as Mafia Island Marine Park, Dar es salaam Marine reserves and MBREMP, as well as in Marine Management Areas such as Menai Bay Conservation area, Chumbe Coral Sanctuary, and Misali Island Conservation Area. He is currently the Team Leader for Tanzania Coral Reef Task Force.