



U.S. AGENCY FOR  
INTERNATIONAL  
DEVELOPMENT

MAY - 8 2000

Assistant  
Administrator

**ACTION MEMORANDUM**

**TO:** AA/AFR, Vivian Lowery Derryck  
**THROUGH:** AFR/EA, James Anderson *pubs x*  
**FROM:** USAID/Tanzania, Lucretia Taylor, Director *w*  
**SUBJECT:** Approval of a Revised SO2, "Improved Conservation of Coastal Resources and Wildlife in Targeted Areas" for USAID/Tanzania

**ISSUE FOR DECISION**

Your approval of a revision to USAID/Tanzania's current Strategic Objective 2 (SO2), "Foundation Established for Adoption of Environmentally Sustainable Natural Resource Management (NRM) Practices in Tanzania" is requested. The revision includes a recrafting of the SO to, "Improved Conservation of Coastal Resources and Wildlife in Targeted Areas," and an adjustment of the results framework (RF), indicators, benchmarks and targets.

**ESSENTIAL FACTORS**

USAID/Tanzania's Country Strategic Plan was approved in June 1996. Based on over three years of implementation, the Mission proposes to adjust the SO and the RF to achieve a higher level of impact. The new focus reflects a shift from developing pilot activities in a number of different geographical areas to an emphasis on applying those successful approaches in areas that have been targeted for measurable conservation impact. It is not a semantic shift from "pilot areas" to "target areas" but a shift in programmatic emphasis.

All of the proposed changes have been discussed with partners at two SO team meetings, one from September 23-24, 1999 in Zanzibar and the other from February 21-23, 2000 at Lake Manyara. Each meeting was followed by retreats where all partners in Tanzania were invited to participate in discussions on the revisions. The changes have the full support of partners in Tanzania and have

been submitted for Agency-wide review in Washington. The proposed revision will not require any changes in funding or in staffing.

**AUTHORITY**

The AA/AFR, under ADS Section 103.5.8a, is authorized to approve substantive amendments to Country Strategic Plans, including substantive revisions to strategic objectives.

**RECOMMENDATION**

That you approve the proposed revisions to USAID/Tanzania's Strategic Objective 2, which will become "Improved Conservation of Coastal Resources and Wildlife in Targeted Areas."

Approve *V. L. Deryak*

Disapprove \_\_\_\_\_

Date 5/8/00

**Attachment:**

USAID/Tanzania SO2 Strategic Plan Amendment

Clearances: -  
 AFR/DAA, KBrown Krey Date 5.3.00  
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*Krey*

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# USAID/Tanzania SO2 Strategic Plan Amendment

## I. SUMMARY

The proposed revised Strategic Objective in environment is **Improved conservation of coastal resources and wildlife in targeted areas**. This objective and proposed results framework builds on lessons learned in Tanzania since 1996, as well as other environmental experience in USAID and other agencies. The revised strategy moves the program from the current emphasis on establishing a foundation for environmental work to a more applied approach aiming for results on the ground from improved technologies and management. In this revised approach, there is a shift in focus from government policy to decentralized decision-making based on economic sustainability.

Devolution of decision-making to community groups is essential for the program to be successful. The amended strategy allows for participatory planning, training and study tours at several levels. It will also introduce resources-friendly harvesting techniques and technologies, and seek to eliminate current destructive practices by providing training in more environmentally friendly income-generating activities.

There is a perilous balance between economic development and conservation. Over emphasis on one, stymies the other. It will be difficult to create synergies between the two and the SO2 program can only begin the process in the three years remaining in the USAID strategy. In the context of Tanzania, the mutual reinforcement of poverty and environmental degradation is a difficult spiral to reverse. Partners and stakeholders believe that the best way is to work with the Tanzanians, who in pursuing their livelihood, destroy the natural resources on which their long-term wellbeing depends. If the destructive practices continue unabated, the resulting environmental degradation will eventually reach a point where reversal -- and economic opportunity -- become impossible.

Since the inception of the USAID Strategy in 1996, the GOT and other partners and stakeholders have become more aware of environmental issues and more committed to better policy and management. The GOT has made important progress, particularly in enacting key policies. However, there remain severe management, capacity and implementation constraints that will undermine further advances in conservation if they are not addressed.

The area of greatest success for the USAID/T environmental program so far has been the growth of a strong, formal network of partners and stakeholders who

have taken ownership of conservation and wildlife management. This revised SO is a direct result of focussed, intensive discussions and consensus building among members of this network. There is now a shared vision for future activities and approaches to environmental conservation in Tanzania.

Although the overarching goal of this SO is to improve the conservation of select elements of Tanzania's biodiversity and natural resources, it will be impossible to document biological impacts resulting from a three year investment. Instead, the accomplishments of this strategic amendment will be measured primarily by indicators that show changes in management of these resources by the government, communities and other stakeholders. With better conservation practices in place, the efforts will be self-sustaining, and species diversity and ecosystem health will benefit over the long term.

## **II. BACKGROUND**

### ***A. Context***

Tanzania includes some of the most diverse ecosystems in the world and is internationally recognized as a key country for the conservation of African biological diversity. This diversity is found inland as well as in coastal areas. In response to this diversity, the tourist industry in Tanzania has grown in importance in recent years, contributing 18 percent of the country's GDP in 1998, up from only three percent of GDP in 1996; a record number of tourists visited the country in 1998 (400,000).

Agriculture is the mainstay of the Tanzanian economy, accounting for about 50 percent of Gross Domestic Product and 60 percent of foreign exchange earnings. Rural communities in Tanzania are among the poorest in the world. They depend on natural resources for their economic livelihood, yet have poor or undefined access to the resources, particularly the arid and semi-arid woodlands of the steppes and lowlands, and Tanzania's coastal areas. Local tenure rights over uncultivated land, grazing, forest products, wildlife resources, mineral wealth, and fisheries are elusive at best. In the more prosperous highlands, traditional tenure rights apply and dwellers count on domestic livestock production, and coffee and other crop production as their main sources of income.

Tanzania's coastline encompasses a diversity of ecosystems, including sandy beaches, rocky outcrops, coral reefs, sea grass beds and extensive mangrove stands. Much of the coastline is relatively undeveloped, but the resource base is degrading as unplanned coastal development increases. The coastal region accounts for 32 percent of the national income with significant growth potential. The challenge is to maintain and improve the resource base on which the rural

coastal economy depends, while developing new economic opportunities that benefit the local people and the nation as a whole.

The current (June 1999) rate of inflation of 8.8 percent, down from 37 percent in 1994, strongly suggests that macroeconomic stability is being achieved as prudent fiscal and monetary policies encouraging the emergence of an increasingly vibrant private sector are applied. All indications are that the economy should grow faster in the coming years than the four-percent rate realized between 1986 and 1999.

Tanzania's relative abundance of biodiversity and natural resources requires improved management and conservation. Sustainable development can only be achieved if a number of constraints are addressed: human and institutional capacity, knowledge and access to sustainable resource management practices, security of tenure, a consistent policy and legal environment, intersectoral coordination, commitment to long-term sustainable use of the natural resource base, and access to markets. The GOT is increasingly recognizing this and is experimenting with new management approaches.

### ***B. Achievements under SO2***

The USAID/T environment and natural resource management program (SO2) has been in operation since August, 1996. Since then, work has been carried out to better define indicators, baselines and targets and to build ownership of the program with Tanzanian partners. The new proposed strategic objective is more focused and builds on the accomplishments made previously in a number of strategic areas.

**Policy:** With SO2 support, progress has been made on strengthening the National Environment Management Council's (NEMC) ability to champion development and institutionalization of the national environmental review guidelines. Environmental aspects of development projects are now being assessed with economic and political aspects. The process was tested when NEMC led the EIA review (sponsored by USAID, The Netherlands, and Irish AID) of the politically charged shrimp Mariculture Project in the Rufiji River delta, an important ecological area. It was the first time a public forum was held on a proposed economic activity and was widely covered by the press leading to an unprecedented level of environmental awareness. Currently, due this heightened awareness of the possible negative consequences, the Rufiji project has been put on hold.

As early as 1991, the Ministry of Natural Resources and Tourism (MNRT) collaborated with USAID to reform the legal and institutional framework for the wildlife sector under the Planning and Assessment for Wildlife Management

(PAWM) project. The result was the enactment of the Wildlife Policy that promotes community management.

**University Linkages:** One of the first projects undertaken by SO2 was the development of the linkage program between Tuskegee University (TU) and Sokoine University of Agriculture (SUA). The most recent mid-term evaluation of the Cooperative Agreement concluded that the institutional strengthening at SUA is a USAID success story and should serve as a model for other university linkage projects. SUA is clearly performing its designated role as a national agricultural university. Through a farming systems approach, researchers and farmers have collaborated to apply environmentally friendly production techniques in 17 communities in the Morogoro region. SUA has also designed innovative activities to reduce the conflict between the economic viability of communities and sustaining wildlife in protected area buffer zones.

**Protected Areas:** To date, the Government of Tanzania (GOT) has demonstrated its commitment to conservation by gazetting a large network of protected areas. These include 12 National Parks, more than 20 Game Reserves, the Ngorongoro Conservation Area, Forest Reserves, and a Marine Reserve comprising some 15 percent of the total surface area (versus three percent in the United States). Another 10 percent of Tanzania's surface area is maintained in a semi-protected status where wildlife and people co-exist.

In 1998, the GOT's National Parks Agency (TANAPA) and the Wildlife Division, of Ministry of Natural Resources and Tourism invited the U. S. Department of Interior to review law enforcement programs and to develop an enforcement assistance program. This is the first law enforcement assessment commissioned by the GOT, indicating a new level of trust between the two governments and solidifying African ownership of the SO2 program.

GOT institutions have consistently maintained the necessary financial and human resources to support USAID's SO2 program. In addition, the GOT has officially recognized the expanded Strategic Objective Team (SOT, see below). The government constituted a formal Oversight Committee comprised of Principal Secretaries from the Vice President's Office, Ministry of Land and Local Governance, and Ministry of Natural Resources and Tourism which holds the SOT accountable for results.

**Coastal Zone Management:** GOT agencies responsible for coastal resources management met and drafted the Mariculture Guidelines that specify requirements for siting, construction, and improved monitoring especially for large projects. This laid the foundation for the Integrated Coastal Policy that was written and approved by the line ministries in record time (less than a year) with SO2 assistance. Once the final policy has been approved by the Cabinet (expected early 2000), Tanzania will be the first country in the Western Indian Ocean to put into place a coastal governance system and comply with the

Nairobi Convention and Arusha Resolution that call for national coastal management programs.

**Enhanced Participation/Evolution of Analysis:** The original SO2: "Foundation Established for Adoption of Environmentally Sustainable Natural Resource Management Practices in Tanzania," was developed early in the Strategic Plan period when USAID/Tanzania had just begun working on sustainable NRM. At that time, USAID promoted program learning to provide the groundwork for later investments in the sector. GOT partners had not been identified, there were no implementation mechanisms in place, no baseline data had been collected, and no one had taken responsibility for future data collection. In addition, there was reluctance on the part of the GOT to take ownership; USAID/Tanzania environment and natural resources activities eventually found a foothold in the Vice President's Office.

To address this situation, in 1996, the USAID Core SO2 Team began to expand the Strategic Objective Team (SOT) and to create a framework for improved integration, ownership and management among partners and stakeholders. After 18 months of intensive strategy development with these partners, a common vision has been forged among a large number of participants. These participants have created an expanded SOT with a formal Charter and membership that includes carefully selected government and NGO representatives that are committed to program performance.

### ***C. Challenges and Opportunities***

**GOT Management Capacity:** There has been a substantial effort on the part of the GOT to create and maintain protected areas for wildlife. However, these efforts have not been adequate. Weak management heads the list of challenges to SO2 implementation. Weak management has limited the growth rate in the sector, far below its potential of five to six percent per year. It has also led to inadequate resources for core conservation functions and loss of species and habitat. At present, there are few incentives to improve local management of parks and reserves, which would attract more tourists. There is a need for the GOT to streamline the budgetary process to reduce the number of institutions, which are charged with managing the sector. Although it is beyond the capacity of USAID/T to revise the GOT's operating mechanisms, SO2 has implemented a streamlined budgetary process and a collaborative mechanism for work that USAID supports within Tarangire and Lake Manyara National Parks. Through the development of a National Parks Management Regime Working Group, representative government agencies and NGO partners working with surrounding communities participate together in devising work plans and budgets for joint implementation in the parks.

There is also a lack of coordination in unprotected areas both terrestrially and in coastal areas. This lack of management has impacts on areas outside the parks

and game reserves to which wildlife migrate. The several agencies and institutions in charge of allocating unprotected land and land use do not have a coordinated and systematic approach to conservation. Tanzania National Parks (TANAPA), for example, is well aware of this weakness and recognizes that the national parks are becoming ecologically isolated as wildlife migration becomes increasingly restricted. This problem cannot be adequately addressed until the GOT approves and applies the policy initiative in favor of the locally controlled Wildlife Management Areas (WMAs). SO2 is working to address this situation through support of the Wildlife Policy of Tanzania and its implementation in communities in targeted areas. Such implementation will both strengthen the economic benefits that communities receive from their wildlife, and also help to maintain large ecosystem tracks with positive conservation benefits.

**GOT Policies/Legal Framework:** Tanzania has an abundance of policies, plans, laws and regulations that affect different aspects of the environment and natural resources but they are unevenly applied and not always effective. Too often the policies and laws are outdated or contradictory in intent. For instance, the National Environment Action Plan (NEAP) was signed in June 1994, to provide a framework for tackling NRM in an integrated manner, yet implementation has been slow. The Environmental Policy passed in 1997 establishes the overarching policy framework for the environmental sector, but the subsectoral policies are weak and the responsible institutions have been ineffective. In the coastal areas, resource allocation decisions are made unilaterally with no policy linking the different sectors. SO2 is focusing attention on this situation in a number of areas. In addition to the Wildlife Policy work described above, SO2 is also supporting policy work to unite government and NGO partners in the design, development and implementation of a proposed Integrated Coastal Management Policy. Further work with the Environmental Policy may also be undertaken.

**Land Tenure:** Underlying many of the problems in the conservation of wildlife and natural resources in Tanzania are the difficulties in establishing appropriate ownership over these resources and the land they occupy. Proposed WMAs, for instance, will include land already occupied by communities who have no tenure rights. Key wildlife corridors for animals migrating between protected areas include land that is in most cases unmapped, and managed by no one. In the worst cases, key parcels with significant conservation importance have been given by the GOT to various private sector interests, even though this land historically falls under the jurisdiction of communities. Sorting out land tenure issues such as these, mapping boundaries, and determining compromises are steps that have not been accomplished in much of the country. SO2 activities in and around Tarangire and Lake Manyara National Parks and Ugalla Game Reserve are directly focused on accomplishing these tasks, and will eventually provide a model for similar activities in other areas of Tanzania.

**Technical capacity and practices:** Community organizations have limited management and technical skills and inadequate access to necessary equipment/tools. There is an urgent need to upgrade these capacities in the local communities (the CBOs, NGOs, village councils, and local government authorities) to help them become more knowledgeable and effective in preserving natural resources. SO2, through its partners, is working to strengthen community based natural resource management programs in targeted areas as one way to increase this capacity at the local level.

#### ***D. Problems Addressed/Not Addressed***

The GOT, donors and other stakeholders agree that the current state of the environment in Tanzania is a matter for concern. Reflecting this concern, the National Environmental Policy approved in 1997 focuses on six major problem areas requiring urgent attention:

- loss of wildlife habitats and biodiversity;
- deterioration of coastal systems;
- deforestation;
- land degradation;
- lack of accessible, good quality water; and
- environmental pollution.

Of these, the amended SO2 will address the first four at different levels. The loss of wildlife habitats and biodiversity and deterioration of coastal systems are the two major umbrella concerns. The deforestation and land degradation problems will be addressed in the context of the first two, i.e., in the forms of alternative income-generation opportunities.

SO2 does not address emerging issues in urban pollution and energy efficiency in accordance with SOT recommendations. These areas are covered by other donor agencies. DANIDA is financing programs to measure wind speed to determine its potential as a viable energy source. Local NGOs are working on biogas energy technologies for use by the small-scale farmers. The European Union (EU), DANIDA, Irish Aid, the Netherlands, SIDA, and UNDP are all actively involved in urban pollution control. For example, the EU is financing a program to improve water delivery and sewage treatment. Donor support in urban development is well-covered and USAID/T does not have any comparative advantage to invest in this sector.

#### ***E. Fine-tuning the Focus***

As the focus of this proposed strategic objective amendment was being sharpened, input was incorporated from the GOT and other partners, and from the other donors working in the environmental sector in Tanzania. Even within

somewhat narrowly defined sectors of “coastal resources and wildlife in targeted areas” there is still a considerable amount of work to be done, and room for many other players. A major goal in formulating the new SO2 was to coordinate work among the donors and government agencies and NGO’s involved.

There are at least 14 donor agencies providing assistance to Tanzania in the broadly defined areas of environment and natural resources: DANIDA (Denmark), European Union, FAO, Finland, GTZ, Irish Aid, JICA (Japan), Netherlands, NORAD (Norway), SIDA (Sweden), ODA (United Kingdom), UNDP, World Bank and USAID. Assistance is provided to field activities for forestry, irrigation, and soil conservation; water resources management; community-based natural resource management in protected areas or buffer zones; cash cropping; research on select biodiversity issues; mineral resources development; urban pollution, policy dialogue and assistance in legislative drafting. Representatives from these groups, along with some large NGOs and relevant GOT agencies meet monthly as the Informal Donor Group on Environment. USAID’s proposed SO2 has been fine-tuned based on deliberations at these meetings, to ensure its appropriate niche within the wider natural resources portfolio in Tanzania. Annex B provides details of each donor’s niche in a report compiled by DANIDA in July, 1999.

Coordination among donors working in protected areas within Tanzania has also been accomplished by the GOT’s policy of assigning donors to selected protected areas to minimize duplication of effort. Thus, in consultation with the GOT, USAID was assigned two related national parks, Tarangire and Lake Manyara, and one Game Reserve, Ugalla, on which to focus its efforts. Other donors were similarly assigned to other areas.

#### ***F. Comparison of Amended Strategy with Existing Strategy***

A comparison of this amended strategy with the existing SO2 strategy is presented in Table 1. As can be seen in Table 1, the amended strategy and new Intermediate Results (IRs) provide a sharper focus and greater coherence for work already begun under the existing strategy.

This proposed amended SO2 strategy has full buy-in from the partners represented in the Strategic Objective Team SOT; indeed this expanded team was instrumental in shaping the revision. During the revision process, members successfully argued for a dual approach which still maintains the original elements of policy formulation and adoption, institutional capacity strengthening, and the testing of new NRM practices but also adds other on-the-ground activities in and around protected areas in targeted geographical areas. They also pushed for IRs which clearly articulate the link to achievement of the Strategic Objective and which could be measured to determine progress. The success of this amended SO will be demonstrated by progress in conservation in target areas. The focus reflects a shift from developing pilot activities in a

number of different geographical areas to an emphasis on applying those successful approaches in areas which have been targeted for measurable conservation impact. It is not only a semantic shift from "pilot areas" to "target areas" but also a shift in programmatic emphasis.

*Table 1: Comparison of Current and Draft Proposed IRs for USAID/T SO2*

<b>Current RF</b>	<b>Proposed RF</b>	<b>Comparison</b>
2.0 Foundation established for adoption of environmentally sustainable natural resource management (NRM) practices in Tanzania	2.0 <i>Improved conservation of coastal resources and wildlife in targeted areas</i>	<ul style="list-style-type: none"> <li>➔ Decision for a major program focus on improved conservation management both in protected areas and surrounding areas with the unifying interest being biological diversity</li> <li>➔ Shift from preparation for adoption of improved behaviors to actual impact</li> <li>➔ Shift from pilot program approach to making impact in target areas</li> </ul>
2.1 Policy framework for sustainable NRM established	2.1 <i>Key natural resources policies applied</i>	<ul style="list-style-type: none"> <li>➔ Clear focus on a small set of specific policies, i.e., Coastal and Wildlife</li> <li>➔ Greater emphasis on impact and implementation (<i>applied vs. established</i>)</li> </ul>
2.2 Institutional and technical capacity for analysis built	2.2 <i>Increased effectiveness of institutions that support natural resources conservation</i>	<ul style="list-style-type: none"> <li>➔ Shift from analytic capacity to broader range of institutional effectiveness</li> <li>➔ Narrower focus on institutions that support natural resources conservation</li> </ul>
2.3 Appropriate NRM approaches and technologies identified, tested, and implemented in the field	2.3 <i>Improved management of targeted protected areas</i>  2.4 <i>Community based conservation regimes functioning in target areas</i>	<ul style="list-style-type: none"> <li>➔ Shift in approach from "pilot" areas to "target" areas, seeking local impact instead of national replication in the distant future</li> <li>➔ Clear focus on management impacts in protected areas</li> <li>➔ Decision to focus on Community Based Conservation to involve all stakeholders for improved conservation strategies and to expand the program's impact outside of protected areas.</li> </ul>

The amended strategy reflects the following recommendations of the SOT:

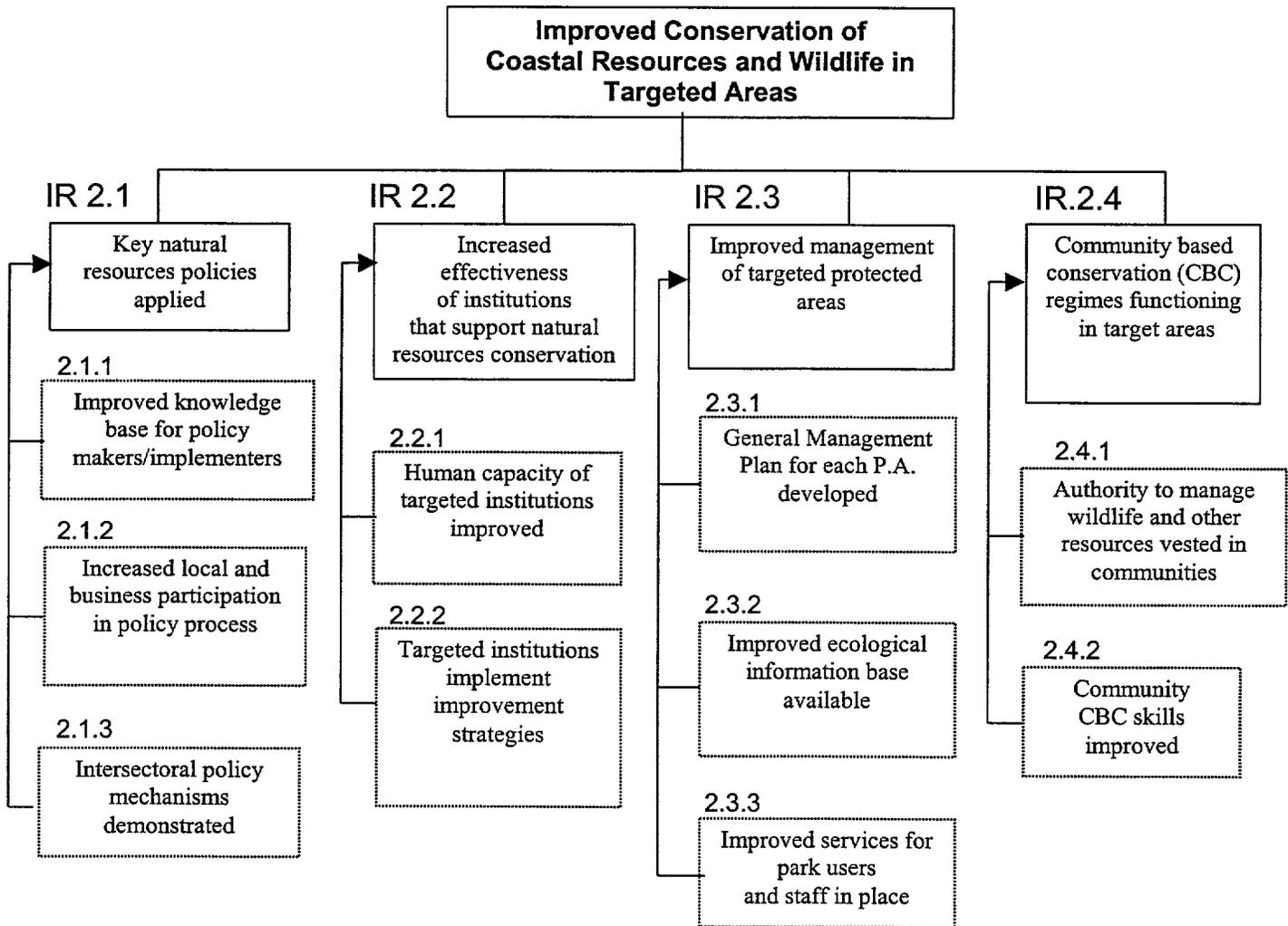
- Focus program impact specifically on wildlife and coastal resources, with complementary efforts in NRM in and around targeted protected areas;
- Be transparent about targeted geographic areas. The program focuses on specific geographical areas: the Tarangire/Lake Manyara complex, the Ugalla ecosystem, 17 villages in the Morogoro region and along the Tanzania coast;
- Be more specific and targeted in terms of which institutions should be strengthened; and
- Demonstrate how coordinated implementation of program activities in each of the management regimes: national parks, game reserves, coastal zone, and key communities adjacent to protected areas will lead to combined gains in the conservation of Tanzania's biodiversity.

### III. The Revised SO2 Strategy

#### A. Strategic Objective

The proposed new SO2 statement is **improved conservation of coastal resources and wildlife in targeted areas**. The Amended SO2 Results Framework, including details on all IRs is depicted in Figure 1. In this SO statement, “conservation of coastal resources” refers to integrated coastal management programs involving marine and estuarine ecosystems of Tanzania. “Wildlife,” is defined in the Wildlife Policy of Tanzania (March 1998) as “those species of wild and indigenous animals and plants, and their constituent habitats and ecosystems.” For the purpose of SO2, however, most of the targeted wildlife will include primarily those plant and animal species and habitats with potential income generating value (through tourism, community based natural resource management programs and other forms of sustainable use) in various targeted geographical areas.

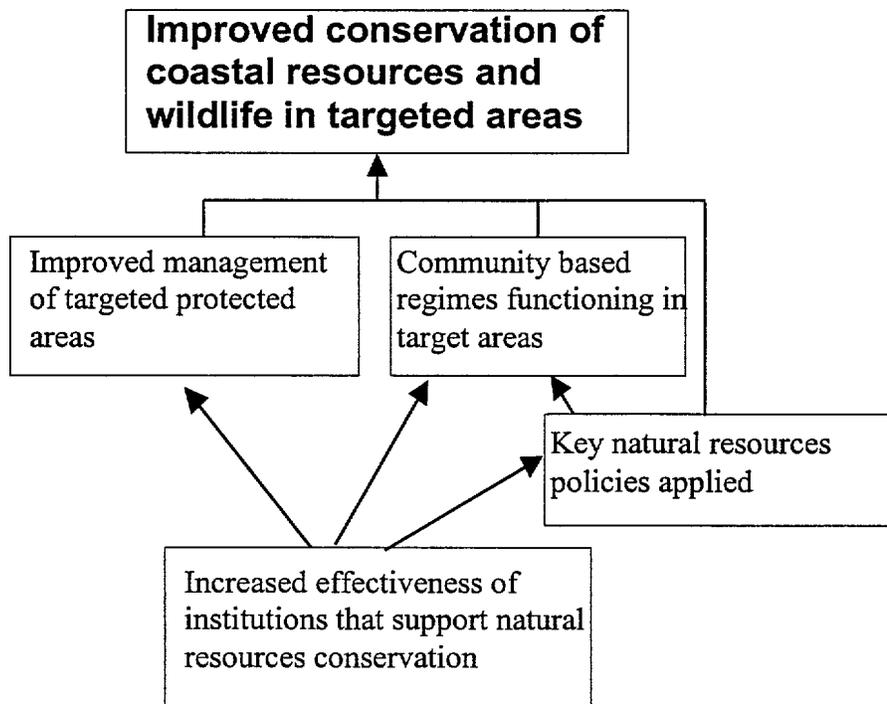
Figure 1: Amended Results Framework



The amended SO statement represents a significant interim step toward conservation of some elements of biodiversity (coastal resources and wildlife) in selected areas. Improved conservation will be measured against the current rate of resource degradation in the target areas. At the end of the strategy period, success will be measured in terms of the extent to which the rate of degradation has **slowed**, has been **eliminated**, or been **reversed** as a result of the SO2 interventions. Moving from *slowed* to *reversed* has funding implications. With the current level of funding support for SO2, it should be possible to, at least, significantly slow down the process of degradation in the target areas.

Figure 2 represents the development hypothesis for this amended strategic objective and the causal logic relating the activities conducted under the four IRs. The situation of various IRs at different levels does not reflect that some are less important or less worthy of program emphasis, but only that a feedback loop exists among them all.

*Figure 2: Development Hypothesis Logic*



Significant behavior change by key actors within the targeted protected areas (Tarangire and Lake Manyara National Parks, Ugalla Game Reserve, and

coastal areas) and in communities surrounding these protected areas will occur as a result of the activities supported by SO2. The combined effect of the behavior change inside and outside the protected and coastal areas can be counted as gains in biodiversity conservation. These changes are complementary, yet significantly different in terms of the targeted implementers and intermediate customers. Inside the protected areas, emphasis will be placed on reducing encroachment pressures by identifying, analyzing and promoting alternative income-generating opportunities (agricultural intensification, improved charcoal production, beekeeping, and the like). Outside the protected parks and reserves, emphasis will be placed on identifying, analyzing and promoting new income-generating activities that capitalize on the presence of wildlife as a non-consumptive resource, i.e., tourism.

Indicators for the revised SO2 Results Framework are presented in a new Performance Monitoring Plan (PMP) in Annex A. The SOT will report to USAID Washington on a small subset of these results as required by current R4 guidance. Brief comments on each IR are provided below. These IRs do not represent significant changes in the SO customers, nor in the current set of activities but instead provide more focus and clarity. Performance indicators for each of these IRs are presented in the revised PMP.

The main indicator for the achievement at the SO level will be the area or number of targeted ecosystems where conservation management practices (both terrestrial and coastal) have been adopted. Conservation management is defined as “management of wildlife and natural resources that ensures that resources are used sustainably and biodiversity and ecosystem integrity is maintained for future generations.”

<b>SO Performance Indicators:</b>	Unit of measure
# of hectares under conservation management in targeted areas	Cumulative # (hectares)
coastal area under improved and effective management	Cumulative # (hectares)

External reviewers have asked why the SOT chose indicators that measure behavioral impacts (i.e., adoption of improved management practices measured in hectares “treated”), instead of the biophysical impacts (indicator species and the like). The response here is that the behavioral indicators are much more visible—how people and institutions manage the resource base before and after the interventions—over the relatively short time period defined by the SO2 time horizon. Biophysical impacts, such as water quality, soil fertility, erosion, wildlife numbers, and more complex measures of biodiversity status, will indeed occur as improved conservation management schemes are implemented, but these physical changes will become clearly visible only after a longer period of time, perhaps 20 years or longer.

**Targets:** The SO level indicators involve behavioral changes of people in targeted areas and these changes are measured both in stages of behavior change and in number of hectares in which these changes are accomplished. For instance, Tarangire and Lake Manyara National Parks together include 30,000 hectares, all of which are, by definition, under conservation management. Although the hectares will not change, the conservation management will advance to different stages by 2003. By 2003, however, an additional 90,000 hectares are targeted for the development of community Wildlife Management Areas, representing an earlier stage of conservation management. Similarly, the potential area of impact surrounding Ugalla Wildlife Management Area encompasses 3,620,000 hectares, none of which is presently under any stage of conservation management. By 2003 the target is that 75% of this isolated area will be under at least the early stages of conservation management. The coastal program SO level indicator likewise targets changes in hectares under improved and effective management. In 1999, 142,000 hectares have been targeted, and by 2003 the coastal areas of Kilwa and Kunduchi Districts with an additional 200,000 hectares will also be added.

The SO level targets are complex since they record different levels of conservation management on various types of land including protected areas, community-managed land, and coastal areas. The intermediate results (IRs) targets are in most cases much simpler. These include benchmark years when particular policies are established and implemented, number of institutions that implement particular activities and other more straightforward and easily tracked targets. The following descriptions of the IR activities give an indication of some of these targets.

### ***B. IR 2.1 Key Policies Applied***

This directly supports the promotion and access to incentives necessary to achieve fundamental behavior change embodied in IR2.4, "Community Natural Resource Management Regimes Functioning in Target Areas." Within this R4, SO2 will work on both coastal and terrestrial issues, emphasizing implementation of currently targeted policies on the terrestrial side, while also formulating policies on the coastal side. At the same time, we will be assisting the Tanzanian environment sector to develop a sound policy process for identifying and solving environmental issues.

On the terrestrial side, SO2 is currently engaged in assisting the GOT to implement the Wildlife Policy of Tanzania (WPT), including supporting the drafting of legislation, regulations, and procedures, as well as ensuring transparency by involving civil society throughout the process. Among other things, the WPT calls for devolution of authority to manage wildlife from the GOT to communities through the mechanism of community-level Wildlife Management Areas. The passing of the amended Wildlife Conservation Act, which contains

the enabling Wildlife Management Area legislation, is targeted for October 2001. This legislation will directly enable our work under IR 2.4. We are also in ongoing discussions with the DOE. The SOT expects to assist the DOE on implementation of the Environmental Policy.

On the coastal side, SO2 will continue to develop an Integrated Coastal Management Policy (ICMP) to safeguard Tanzania's coastline. As in many countries, policies affecting the environment and residents of Tanzania's 1400 kilometer long coastline are elaborated ad hoc and unilaterally by sector, often resulting in conflicts, overpopulation and direct disincentives to conservation. The objective of the SO is to ensure that the ICMP is adopted. Workshops and meetings to develop consensus about this policy have been supported by SO2. The target for adoption of this ICMP policy is in 2000. The program will also focus on engaging the GOT and private sector to address highly charged issues of vital economic and ecological importance to conserve the wealth of biological diversity along the coast. The SO2 program hopes to demonstrate the utility of multi-sector approaches to such complex issues.

Successful implementation of IR2.1 requires: a) the right mix (IR2.1.2) of competent people (IR 2.2.1), b) a transparent decision-making process using quality information (IR 2.1.1), and, c) people working together (IR 2.1.3) to advance specific policies.

An important outcome of the work in policy reform is the institutional strengthening included under IR 2.2. It will improve the policy capacity of the GOT, and the ability of NGO, CBO, and business institutions to influence policy formulation and implementation and to take advantage of policies as they affect conservation incentives on the ground.

**IR2.1.1 Improved knowledge base for policy makers/implementers:**

To ensure that the decisions emanating from the policy process are of high quality, all stakeholders will need reliable information. Accordingly, the SO2 program will fund analyses, technical assistance, and monitoring activities to support those that formulate and implement policy. All analyses will strive to help decision-makers become more effective by taking informed decisions, based on reliable data. SO2 will work to provide information to the GOT, district governments, business, NGO, and community sectors, thus equalizing somewhat the capacity of these different levels to participate in the policy process.

**IR 2.1.2 Increased local and business participation in the policy process:** Tanzania has a history of State dominance over decision-making dating back to the Socialist era and colonialism before that. The notion of involving stakeholders in policy formulation and especially implementation has found its way into policy documents, but still has yet to be fully instituted. SO2 activities will support the GOT in its efforts to allow

a more participatory process to evolve. This will be important in shaping policy, but even more so in making sure that implementation mechanisms and approaches include "customers" in decision-making. Workshops, conferences, and discussions will be held at the local and national levels to facilitate interaction among all stakeholders. These will include district governments, business, NGOs and communities.

**IR 2.1.3 Intersectoral policy mechanisms demonstrated:** Practical exercises will be used to test the effectiveness of intersectoral policy mechanisms. The tests will evaluate new approaches and mechanisms that cut across sectors. They will be issue-based, rather than sectoral because all development activities affect multiple sectors. IR 2.1.3 will also test our partnership approach, meaning government working directly with both the private sector and communities to define and develop guidelines and implementation mechanisms. In the coastal areas, the practical exercises will inform the ICM policy process on how to address a specific issue and how sectors can collaborate to formulate and implement policy. A case in point for the coastal areas, mariculture was selected as the initial area of focus because of its rapid emergence as a coastal issue and economic opportunity and the recognized need to consider mariculture development within a broader ICM context. Mariculture was consistently raised as an important coastal activity that could be economically significant if managed well. It was also clear that Tanzania does not yet have the mechanisms in place to properly guide mariculture development and there was considerable concern that the negative impacts of development might outweigh the positive. The mariculture working group is the first ICM working group established. A second ICM working group is targeted in 2000 and a third by 2001.

***C. IR 2.2: Increased effectiveness of institutions that support natural resources conservation***

The SO2 program will work with selected GOT institutions and Tanzanian CBOs and NGOs to achieve the results presented in the amended RF. At the end of the period, these organizations will continue the work without any additional USAID support. This will happen because of the emphasis we will have placed on building needed technical and financial capacity (i.e., the institutions will be conscious of and prepared to cover all recurrent costs). One CBO has been identified for improvement (Maasai Advancement Association), others will be identified during implementation. On the GOT side, we will strengthen the institutional capacity of our partners responsible for policy development in the NRM sector including the TANAPA and the Wildlife Division of the Ministry of Natural Resources and Tourism, the Division of Environment and the National Environmental Management Council of the Vice President's Office and some others. An Integrated Coastal Management unit will also be established by the GOT with a target date of early 2001.

Our approach will be to increase the skill base of individuals at targeted institutions (IR 2.2.1) and improve the organizational management of the institutions themselves (IR 2.2.2). US-funded partners will assist their Tanzanian counterpart organizations to identify strengths and weaknesses, plot a plan for their resolution, and then implement the plan. With the level of commitment already demonstrated on both sides, we are optimistic about the chances of success.

Note that the indicators in the PMP for this IR refer only to CBOs/NGOs and the ICM unit. We anticipate that considerable assistance will also be provided to at least one GOT unit as well. Once the scope of that that assistance has been finalized an additional indicator will be considered.

**IR 2.2.1 Human capacity of targeted institutions improved.** Skill development and training will be provided to increase both institutional and individual capacity throughout the program. This will involve a combination of workshops, short-term training, long-term training and on the job training.

**IR 2.2.2 Targeted institutions implement improvement strategies.** Many institutions do not succeed because they do not think and act strategically. Opportunities are lost as a result. We will work with our Partners through different means (training, workshops, TA) to instill strategic planning and acting into the culture of the institutions.

#### ***D. IR 2.3 Improved management of target protected areas***

IRs 2.3 and 2.4 focus on fundamental behavior changes. IR 2.3 will improve the management of protected areas, both parks and game reserves, particularly in the Tarangire and Lake Manyara National Parks and surrounding areas. While management improvements will focus on the two parks, they will be comprehensive in addressing the needs of the adjacent local communities, the wildlife corridors, and the dispersal areas contained between the two parks. This is commonly referred to as the Tarangire/Lake Manyara Complex. Later, USAID may also work with the Wildlife Division in Ugalla Game Reserve.

We fully expect that USAID's assistance will result in improved and more efficient park management and protection, which, in turn, will improve the visitor experience. As tourism grows in economic importance (three percent of GNP in 1996 to 18 percent in 1998), we expect our efforts to increase growth even further as the revenues from the tourism-related micro-enterprises established in the adjacent communities are added to the increasing tourism revenues. Success in achieving IR 2.3 will also boost the probability of success in achieving IR 2.4 "Community NRM regimes functioning in target areas." Our aim is to empower communities to manage their own resources per the new Wildlife Policy

(an element of IR 2.1) which devolves legal authority for NRM to the communities.

**IR 2.3.1 General Management Plan for each protected area developed.** Assistance will be provided for the finalization and implementation of a General Management Plan (GMP) for each targeted protected area. GMPs provide the broad, long-term ecological, utilization, and economic strategies for a protected area. The Annual Operating Plans (AOPs) are the yearly implementation plans. The GMPs for both Tarangire National Park and Lake Manyara National Park are targeted for completion in late 2000.

**IR 2.3.2 Improved ecological information available.** Reliable ecological data is required to ensure effective management of the protected areas, and to tell us if biological diversity is being conserved. SO2 will assist in developing ecological monitoring systems and the dissemination and use of that information for protected area staff and other key stakeholders. Some of the key activities include the conduct of various types of surveys, the initiation of a Participatory Land Use Mapping exercise which includes a variety of stakeholders, and the development of a GIS center. The GIS center will house the various ecological databases. Park staff will be trained to collect data, enter it into the database, and conduct analyses. The analysis of these data will be used in the GMPs and AOPs. The ecological data will also be essential inputs into economic analyses of the parks and protected areas and WMAs.

**IR 2.3.3 Facilities conforming to standards and services for park users and staff in place.** SO2 funds will be used to improve park roads, waste disposal systems, visitor facilities, water systems, ranger housing, and the development of interpretive and educational materials. These facilities and services are key to both the management of protected areas and the enjoyment of visitors.

Standards have been developed for each type of facility. Visitor surveys will be developed and conducted to determine the quality of the experiences gained while visiting the parks and protected areas.

#### ***E. IR 2.4 Community Based Conservation (CBC) Regimes Functioning in Target Areas***

Wildlife living outside the protected areas is at the greatest risk. SO2 will assist communities in gaining legal authority to manage the wildlife resources in their areas (IR 2.4.1) and with the development and implementation of collaborative district and community level plans for the use and management of natural resources in communities adjacent to protected areas. In addition to planning,

SO2 partners will provide community residents with the skills to implement plans and CBC enterprises (IR 2.4.2). Combined with the results of IR 2.3 "Improved management of target protected areas," conservation management in targeted areas will be ensured, expanded and achieved, which will lead in the long term to measurable biophysical impacts.

This community-NRM result could profoundly change the status of local governance in target areas. Through SO2 activities we are effectively promoting the transfer of wealth, in the form of wildlife resources and related economic opportunities, from the GOT to communities. This is likely to lead to a growth in microenterprise and larger-scale tourism-based business.

**IR 2.4.1 Authority to Manage Wildlife and other Natural Resources Vested in the Communities.** Presently, all wildlife in Tanzania is the sole property of the State. The amended Wildlife Policy will change this by empowering local communities to establish WMAs in their areas for the purpose of gaining access to the use and income-generating opportunities of the animals. Prior to adoption of this amended policy, pilot WMAs have been established and work is underway to formulate agreed upon guidelines for WMA management. These guidelines are targeted to be in place by April 2000. Then once the enabling legislation is passed the first WMA will be officially established, with a target date of late 2001. To assist in these endeavors, support will be provided to promote the development of this enabling legislation—the necessary final step in the process of implementing this important policy (IR 2.1). This IR will focus on preparing communities to take advantage of the improved policy environment. The communities will be assisted to obtain WMA designations and/or Community Forest Reserves (CFRs), and to develop WMA plans and NRM Plans.

**IR 2.4.2 Improved technical and CBC enterprise management skills of community residents.** Training and skill development will be provided for NRM approaches (improved beehives and beekeeping), the development and management of natural resource-based enterprises utilizing sustainable practices (fishponds etc.) and resource-friendly income-generating opportunities such as photographic tourism, handicrafts and the like.

#### **IV. Linkages**

##### ***A. Linkages to Agency Goals and Objectives***

This amended SO2 is directly supportive of the **USAID Agency Goal 4: environment managed for long-term sustainability** and sub-objectives 4.1: Biological Diversity Conserved and 4.5: Sustainable Natural Resource Management, in particular. It is also consistent with USAID's "Strategies for

Sustainable Development,” which states that USAID will pursue an integrated approach to environmental issues using local level solutions to solve environmental problems that have global implications. The Agency recognizes that environmental damage is often driven by poverty and food insecurity and that citizens using resources must be involved actively in finding solutions to minimize degradation. The amended strategy allows for USAID/Tanzania and its partners to design, test, and validate various conservation strategies to find solutions with local communities and local government around our selected geographic areas.

USAID’s “Strategy for Biodiversity Conservation” (Hourigan 1995) designated Tanzania as one of the key biodiversity countries in the world. This strategy lays out a two-track approach for Missions undertaking biodiversity conservation: USAID will support conservation and sustainable use of biological resources, which will contribute at the same time to the conservation of globally important ecosystems. By working to conserve natural resources in selected biodiverse ecosystems, the approach taken by SO2 is consistent with this approach. Although enhanced biodiversity conservation is the ultimate goal of this SO, the strategic objective statement is aimed at a more manageable subset of biodiversity, namely “coastal resources and wildlife in targeted areas.” This is in recognition that the term biodiversity covers all slices of life from the genetic variations within individual species on up to complex ecosystems and during this strategy period the attempt is to refine the focus.

Finally, SO2 has been influenced by the considerable experience in USAID’s Africa Bureau and in the Regional Center for Southern Africa with programs to improve natural resource management throughout the region. Activities in this SO build on lessons learned in community based natural resource management programs such as CAMPFIRE in Zimbabwe, LIFE in Namibia, ADMADE in Zambia, the Botswana NRMP and related programs in Kenya, Madagascar, and Uganda.

### ***B. Linkages and synergies with other SOs***

**SO1: Increased use of Family Planning, Maternal Child Health and HIV/AIDs Preventive Measures.** SO1 and SO2 are closely linked at a conceptual level. As human populations grow at a rapid rate, the pressures on ecosystems and biodiversity increase as well. The productivity gains made through improved NRM interventions will quickly erode if population growth rates remain high. Successful implementation of SO1, therefore, is essential to the long-term success of SO2. On a programmatic basis there is also some overlap between the activities of SO1 and SO2 particularly in the area of NGO strengthening at the district and village level. Both SOs engage in such endeavors, and efforts should be made to insure complementarity and synergy between these two programs.

**SO3: Civil Society and Government are More Effective Partners in Governance.** SO2 will provide assistance in capacity building for local groups (CBOs and NGOs) to become better lobbyists for their members regarding tenure problems and access to natural resources. SO2's RF will enhance the quality and sustainability of the policy initiatives debated and will expand participation in government decision-making at all levels. This agenda closely parallels the work planned under SO3, and many synergies are expected between these two SOs.

**SO4: Increase Micro and Small Enterprise Participation in the Economy.** The Economic Growth SO4 will be supported by SO2's efforts to identify emerging environmentally friendly economic opportunities for all resource users (inland and coastal resources). Representative activities undertaken under SO4 may link with the aims of SO2. For instance, SO4 supported seaweed farming enterprises provide an environmentally friendly method of income generation for coastal communities. SO2 is working to insure that a national integrated coastal management policy will become adopted and will encourage such non-destructive community based approaches. SO2 is promoting the decentralization of ownership of wildlife resources and related economic opportunities from the GOT to communities (IR 2.4). This is likely to lead to increased numbers of both micro-enterprises as well as of larger-scale tourism-based businesses. Some of these businesses could benefit from micro-enterprise training activities supported under SO4.

**SO5: Rural Roads Improved in a Sustainable Manner.** The experience and capacity built under SO5 has direct application to the design and maintenance of roads within targeted protected areas. For instance, during the development of a plan for roads improvement within Tarangire National Park the team leaders for SO2 and SO5 joined forces to visit the site and make recommendations. The SO2 and SO5 teams are also collaborating on environmental impact assessment of roads in the "Big Four" regions of Mbeya, Iringa, Ruvuma and Rukwa. The improvement of roads in areas outside parks and protected areas can also provide easier tourist access providing better income-generating opportunities in the surrounding communities. As both programs develop further synergies between SO2 and SO5 are expected.

**SOS: Strategic Objectives Support Team.** A number of SO2 programmatic areas directly interlink with the activities that SOS supports. The SO2 policy initiatives in the fields of integrated coastal resource management and community based wildlife management are among those that form part of the mainstreaming of conflict avoidance and mitigation principles that SOS is concerned with. Food security issues also come into play when communities are empowered to find other ways to financially benefit from their wildlife resources that do not rely on unsustainable agricultural practices in

marginal habitats. Moreover, some of the regional networks and linkages that SOS works with, such as the Greater Horn of Africa Initiative, can also help expand linkages between SO2 customers and partners, and others throughout the rest of the region.

### ***C. Linkages With Other Donors***

The SO2 team has established the Stakeholders' Forum consisting of all major donors working in the wildlife and coastal sectors. Representatives from these key donors meet regularly for the purpose of exchanging views and concerns on environmental matters and identifying solutions. As a result of this consultation, consensus has been reached on key policy issues. These include: a) devolving management authority and responsibility of natural resources to local communities, b) encouraging the private sector to provide tourist services in national parks to a much larger extent, and c) adopting a participatory planning approach within the local communities and parks. USAID's support for general policy reform has had positive benefits for other donor work in other protected areas.

The SO2 team has met frequently with the German aid agency (GTZ) to learn from their innovative and successful community based natural resource management program around the Selous Game Reserve. This activity has provided user rights for wildlife to several communities, and has demonstrated that communities are willing to change their behavior from "resource mining" to sustainable use when provided with the right economic incentives. Revenues generated also provide added budgetary support for improved management of the Selous Game Reserve. Lessons learned from DFID's community-based NRM program around Ruaha National Park have also helped to inform USAID CBNRM program implementation strategies.

Similarly, SO2 has been working closely with the EU to better coordinate joint policy dialogue with TANAPA. The EU and SOT have reached consensus on key themes such as reduced "forced account" for construction activities within National Parks, concessionaire services to be provided by the private sector, and improved park planning to better predict impacts resulting from increased tourism.

The SO2's Tanzanian Coastal Management Partnership (TCMP) meets regularly with Sweden Development AID, Irish AID, and Dutch Aid to ensure that these field-based coastal management programs are providing data and information into the formulation of the ICM Policy. USAID/Tanzania received supplementary funding from other donors to host a national workshop to reduce dynamite fishing.

## ***D. Regional Linkages***

**SADC and the East African Community.** Improved NRM is a precondition for sustainable economic development and long-term food security in Tanzania. Moreover, Tanzania's geographic location, reputation for political and civil stability, and excellent agricultural potential provides untapped regional opportunities as well, particularly with respect to food production and export to deficit countries. The amended SO2 fits well with regional cooperation efforts under SADC and the East African Community because it can provide baseline and impact information on region-wide issues and problems, such as environmental degradation around the Lake Victoria Basin or transboundary wildlife management.

## **V. Implementation**

### ***A. Mission Management***

Human Resources: A USDH Natural Resources Officer (BS-40) will serve as team leader for SO2. The SO2 core team based at the USAID/T mission will additionally comprise two Professional FSNs (Environmental Management Specialist and Development Assistance Specialist), a Biodiversity Specialist (AAAS Fellow or someone with equivalent training and experience) and an FSN Administrative Assistant/Resource Expert to perform secretarial and general resource management support functions to the core team. In addition, the SO2 core team anticipates enlisting the services of local and expatriate consultants to fill short-term gaps/deficits as appropriate through purchase orders, task orders and other contracting mechanisms.

Finances: It is anticipated that the SO authorized level of \$40 million dollars during the strategy period is sufficient to attain the SO. Annex G provides additional detail on the overall SO2 Program financial plan.

### ***B. Partner Involvement***

As a result of the intense consultative process over the past three years, partnership in implementation of the SO2 program is strong. Partners include a mix of Tanzanian and U.S. based NGOs and government agencies who collaborate on elements of the SO2 program.

The GOT partners include Division of the Environment (DOE, in the Vice President's Office, VPO); National Environment Management Council (NEMC, also in the VPO); Wildlife Division (WD; in the Ministry of Natural Resources and Tourism); TANAPA (Tanzania National Parks); and Local Government. Though there has been some rivalry among different agencies, the strategy development process has facilitated the development of a joint vision and better definition of roles and responsibilities.

The GOT partners are the stewards of the policies which support SO2: e.g., the Wildlife Policy, the National Beekeeping Policy, the National Forest Policy, the National Fisheries Policy, and the Integrated Coastal Policy. Of these, the wildlife and coastal policies on the creation of Wildlife Management Areas are the most important.

Another important joint effort with the GOT (MNRT) will be to build on the 1991 restructuring of the Wildlife Division (WD) and translate the Wildlife Policy into legislation. USAID is working with the Wildlife Division to stem illegal use of natural resources and to provide strategic planning assistance to ongoing civil service reform. To improve protected area management in the national parks, USAID is also working with TANAPA on tourism, park planning, law enforcement, and infrastructure.

These GOT institutions are showing commitment to the SO2 program by continuing to provide the necessary financial and human resources. In addition, standing steering committees will help to implement this amended strategy within SO2's geographic areas. For example, the Management Working group for the Ugalla Game Reserve, which includes a Minister, Members of Parliament, local government officials and community groups, meets quarterly to discuss progress of the approved annual work plans. Similarly, the Simanjiro and Monduli District Governments have entered into Memoranda of Understanding with SO2 Partners to improve results for targeted communities living in the Lake Manyara-Tarangire complex.

Other Partners who have signed Cooperative Agreements or contracts with USAID/T all bring a particular expertise to assist in the implementation of this amended strategy. These partners include: Tuskegee University, Sokoine University of Agriculture, African Wildlife Foundation (AWF); Africare; EPIQ (Environmental Policy and Institutional Strengthening IQC); GreenCOM; University of Rhode Island/Coastal Resources Center (URI) to form Tanzania Coastal Management Partnership (TCMP); U.S. Department of the Interior (DOI); U.S. Peace Corps; World Resources Institute (WRI); and World Wildlife Fund (WWF).

The Strategic Objective Team (SOT) encompasses selected representatives from all these partners and has been fully operational since the signing of the Charter (see annex). The team meets every quarter and deliberates on program issues and coordination. The SOT workshop in October 1998 provided the opportunity to revise the existing SO and RF. Team discussions fostered a much greater understanding and consensus of what could actually be achieved within the next five years. The workshop was the catalyst for a shared understanding of what each of the management regimes could accomplish and how the working groups supporting the management regimes should work together strategically and more effectively to achieve the new SO.

With support from the expanded SOT team, each of the Management Regime Working Groups (MRWGs) held individual workshops with its members, developed strategies to guide implementation to achieve planned results, and designed performance monitoring systems to measure impact to make better informed decisions during implementation.

The cohesiveness of the expanded SO2 partnership is, in itself, a remarkable success given the convoluted institutional and legal arrangements for environmental management that presently exist in Tanzania. A common vision and work plan now exist for the more than 14 SO2 organizations created in the public and private sectors (including NGOs, PVOs and universities) working under the four management regimes to achieve agreed-upon results under this amended strategy. The expanded SOT team-building accomplishments are noteworthy, indeed, and they could serve as a model for future efforts to bring diverse stakeholders together for the purpose of generating a common vision in support of improved conservation and natural resource management.

### ***C. Management Regimes***

A key element in improving program partnership and management was identification of four natural resource management regimes and formation of SO sub-teams to advance program coordination among partners closer to the activity-level. All four of these regimes center on different ecosystem approaches to biodiversity conservation. These four regimes are:

- The management and promotion of a network of **National Parks** as the highest category of protected areas in the country with no consumptive use of resources, and as the basis of Tanzania's photographic tourism industry.
- The management of a national system of **Game Reserves** as a second and more widespread network of protected areas that are managed for sustainable use.
- The devolution and promotion of **community-based conservation (CBC)** outside protected areas on lands owned by communities, and supported by local districts.
- The conservation of biodiversity in **coastal and marine ecosystems** (integrated coastal management or ICM).

These regimes are strongly endorsed by the SOT as together they form a strong national program addressing discrete elements of biodiversity conservation. The third regime: "devolution and promotion of community-based conservation outside protected areas on lands owned by communities, and supported by local districts" is particularly important as the community-based management areas

are key to the successful achievement of the amended SO2, both in economic and ecological terms.

With the formation of four Management Regime Working Groups (MRWGs) or Results package Teams, the SOT initiated a bottom-up strategy development process intended to advance the ownership, internal coordination of the program, and ability to identify and measure results. The MRWGs are under the leadership of GOT institutions with representatives from GOT, USAID, NGOs, and CBOs as members. The amended strategy described here builds on the substantive contributions of each of these working groups.

#### ***D. Activities***

SO2 will be implemented by USAID/T through the services provided by the existing private and public sector partners in the form of Technical Assistance, training, and other services as needed. Annex H provides information on ongoing activities as well as discussion of criteria for selecting new and/or follow on activities.

**IR2.1: Key natural resources policies applied.** The SO2 core team will continue ongoing policy dialogue with the government of Tanzania to encourage application of environmental policies already formalized and forward movement on newer policies. Grantees and other partners will provide technical assistance and short-term training to GOT staff in the Wildlife Division to plan, write and review policy documents. Grantees will also provide analytical support to the Division of Environment within the Vice President's Office to assist in the implementation of the National Environmental Policy, and to the National Environment Management Council for development of the ICMP. Selected NGOs will receive environment education to strengthen their capacity to lobby for and assist in legislative reform of the Wildlife Policy. The HRDA and ATLAS activities will provide resources for training, both local and overseas. The contract with EPIQ has been extended for one year in order to spearhead the development and implementation of the wildlife policy and the implementation of the Wildlife Management Areas (WMAs). The Tanzania Coastal Management Partnership will work on the continued development of appropriate coastal management policies.

**IR2.2: Increased effectiveness of institutions that support natural resources conservation.** In working with conservation groups among partners and stakeholders, there is a need for increased understanding of the economic issues involved in changing policies and practices and decisions on resource allocations at all levels. The revised SO2 program, therefore, will place a stronger emphasis on economic issues than before.

Effectiveness can also be increased through application of best practices from ongoing programs with demonstrated capacity. Experience has shown that a multi-disciplinary approach is critical for adoption of improved NRM strategies and conservation management in the target areas. Institutional Development

Profiles have been completed on selected CBOs and technical assistance in strategic planning has already been provided to the GOT institutions.

**IR2.3: Improved management of targeted protected areas** will increase the institutional capacity in tourism, ecological monitoring, community conservation, and planning for both TANAPA and the Wildlife Department. SO2 partners will work to train staff in innovative methodologies for planning, visitor services, and park outreach to improve park/reserve management. Work will focus on Tarangire and Lake Manyara National Parks, which together are home to a biodiverse ecosystem heavily utilized by key wildlife species. In addition, work will be done in the Ugalla Wildlife Management Area and elsewhere as needed.

**IR2.4: Community based conservation regimes functioning in target areas** will be achieved through promotion of environmentally friendly NRM technologies (Peace Corp volunteers in Handeni, Hanang, and Babati Districts). Around Tarangire National Park, SO2 will support formation of Natural Resource Committees to plan and implement sustainable use of wildlife, trees, fish, honey, and other income-generating opportunities as a prelude to the creation of WMAs.

In addition, the management plan for the Ugalla Game Reserve prepared under PAWM will be implemented to demonstrate how sustainable ecological and economic use of resources in that reserve can be achieved. Technical assistance and limited commodity procurement will support this IR.

### ***E. Gender Issues***

The SO2 program completed a gender assessment in April 1998. The report provided concrete recommendations on how to capture gender impact in performance monitoring systems and how to enhance understanding of gender issues. In 1999, SO2 partners developed a program strategy that identified gender issues specific to each of the SO2 management regimes (parks and game reserves, protected areas, community-based management regimes, and coastal areas).

The SO2 program includes an array of opportunities for sharing information about gender issues relevant to program implementation, monitoring, and design. Gender issues are included in: a) material presented during workshops and training; b) Newsletter and Website reports, c) networking activities with other gender programs in Tanzania; and d) discussion of gender issues during the SO2 partnership semi-annual retreats. The SO2 Performance Monitoring Plan (PMP) for the amended SO2 strategy also maintains a focus on gender issues and has desegregated data sets where it is important to do so.

The early attention to gender issues in the program is already paying off. For example, the Maasai Advancement Association (MAA, an important community-based organization in the Tarangire-Lake Manyara region), has ensured

proportional representation of women on its Council. The Council is the planning and decision-making body for issues relevant to the development of WMAs and the development of new economic opportunities for its people (IR 2.4). This was done to ensure that economic development and plans for new WMAs provide opportunities for women, and also reflect women's concerns.

Through the leadership and efforts of the Tanzania Coastal Management Partnership (TCMP), women's participation has been successfully incorporated into discussions on coastal policy and planning for new coastal economic opportunities (IR 2.1.2 and IR 2.1.3). The MRWGs for community-based conservation, parks, and game reserves will study this approach with a view to increase women's participation. The coastal partnership has also completed a video highlighting gender-related issues on the coast for high level audiences (members of Parliament, policy and decision-makers).

USAID's SO2 core team has urged partner organizations to ensure that their staffing patterns reflect greater opportunities for women and that whenever possible, at least 30 percent of trainees attending SO2 funded training are women. Finally, SUA recently hosted a hands-on course in Arusha for partners on gender mainstreaming in NRM.

## **VI. Achieving Sustainability**

The revised strategy addresses the difficult balance between economic development and conservation, maintaining focus on both ecological and economic sustainability. Both are essential, neither can be achieved without the other. The former refers to the capacity of the natural resource base to maintain its biological/ecological integrity and productivity in perpetuity; the latter to its capacity to generate and maintain incomes in both the short and long term. On the economic side, SO2 will address the costs that must be borne by the GOT institutions once USAID funding has ended. Capacity built under auspices of SO2 must continue with GOT and other partners, as new communities become players. Strengthening analytical, planning and management capacity in Tanzanian institutions is essential to make them more effective, as Tanzania becomes more self-sufficient.

The sustainable management of Tanzania's wildlife and coastal resources is complex and challenging. It cuts across political, economic, and social vested interests. It is for this reason that SO2 maintains its dual approach of addressing policy as well as field-level implementation.

All planning must incorporate the following: the needs and concerns of the diverse stakeholders, those who use the land and its resources; the respective authority of administrative boundaries (local, district, regional, and national); and the diversity of land types and economic sectors (grazing lands, agricultural lands, wetlands, forests, coasts, industrial and tourist zones, and protected

areas). Integrated management of all land (protected and unprotected) is a crucial concept for both interpretations of sustainability.

All management plans must include participation from adjacent communities to ensure that their concerns for economic viability and well being are incorporated. Similarly, community-based conservation planning for resource management must reflect the important goals of wildlife conservation.

Integrated planning in the coastal areas is particularly important, as there has been less progress to date in this area. It is essential to bring together all stakeholders to ensure the emergence of a common understanding of what sustainability means and why it is important. The stakeholders include local and national authorities, residents, tourists, tour companies and hotels, and commercial fisheries industries, and others. An integrated coastal policy must balance the needs and concerns of all of these users while at the same time promoting sustainable fisheries and coastal resource use practices.

SO2 will also work to connect NGOs and interested private sector organizations into a network capable of attracting continuing investment in sustainable NRM practices. Community empowerment will be encouraged through legislative changes that will devolve management authority to individuals and communities. In addition, SO2 will address sustainability and community ownership through increased community participation and undertaking public awareness campaigns and education efforts to promote the adoption of economically and technically feasible and environmentally friendly improved NRM practices. If successful, the increase in diversified sources of income should encourage expanded adoption of new practices.

The sustainability of SO2 activities is also being enhanced through the involvement of SO2 partners in the Initial Environmental Examination (IEE) process. The SO2 IEE (Annex F) that was approved by USAID/W in June 1999 includes a description of the same activities and partners that are incorporated in this SO2 revision. This SO2 IEE requires these partners to apply an Africa Bureau Environmental Review process for all proposed activities. This process involves use of an environmental screening form in order to ensure that all partners are in compliance with USAID regulation 216 as well as sections 118 and 119 requirements for tropical forests and biodiversity. The IEE also requires the partners to receive training in the environmental review process, which was provided through a course held in October 1999. This course also introduced the partners to the Africa Bureau's "Environmental Guidelines for Small Scale Activities" which should help them beyond their USAID-funded activities.

When the SO2 IEE was approved it was with the stipulation that a Programmatic Environmental Assessment (PEA) be conducted on the roads improvement project for Tarangire National Park. This PEA process has been designed to include participation of TANAPA and the National Environment Management Council as another way of achieving sustainability. The PEA is now underway and will be completed in early 2000, resulting in a set of guidelines for sound

environmental design and management of road improvements in Tarangire National Park. This EIA capacity building within TANAPA will set the stage for more broadly applicable road-related environmental analysis, mitigation, and monitoring in other Tanzanian national parks as well.

By building such capacity within the government and NGO partners of SO2, the effects will be felt far longer than the timeline in which USAID funding is allocated to this work. With such measures firmly in place, environmental degradation should continue to slow down and environmental awareness should continue to increase throughout not only the target areas, but throughout Tanzania.