

USAID/TANZANIA SUMMARY
STRATEGIC PLAN FOR ENVIRONMENT
AND NATURAL RESOURCES

(STRATEGIC OBJECTIVE 2)

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I. Introduction.

USAID/Tanzania's seven-year Country Strategic Plan 1997-2003 (CSP) includes Strategic Objectives (SOs) to achieve the goal of "*Sustainable Economic Growth and Improved Human Welfare.*" As set forth in the CSP, USAID/Tanzania's environment and natural resources SO, Strategic Objective No. 2 (SO2), was "*A Foundation Established for Adoption of Environmentally Sustainable Natural Resource Management.*"

To date, the SO2 Program has achieved important results towards realization of the overall objective. In achieving these results, the SO2 Program has also significantly evolved in terms of direction and approaches. To account for the successful evolution of the SO, and in order to plan for continued SO2 Program activities over the remainder of the strategy period, the USAID/Tanzania SO2 has been revised. This revision has come as a result of in-depth and lengthy consultations between USAID and its Government of Tanzania (GOT) partners, together with other relevant stakeholders. The new SO2 is "*Improved Conservation of Coastal Resources and Wildlife in Targeted Areas.*" This revised Strategic Plan takes into account the experience and success of SO2 Program activities undertaken thus far during the strategy period, and charts the course for the remainder of the period.

II. Context

Natural resource endowment. Tanzania includes some of the most diverse ecosystems in the world and is internationally recognized as a key country for the conservation of African biodiversity. 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 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. These communities depend on natural resources for their economic livelihood, yet have poorly or undefined access to the resources, particularly in 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 actively testing new management approaches.

SO2 Program achievements. The USAID/Tanzania SO2 Program has been in operation since August, 1996. Since that time, considerable progress has been made towards achievement of targeted results. These results have been achieved through the efforts of the Participatory Environmental Resource Management (PERM) Project; University Linkage Project; and through USAID/Washington-managed "Field Support" activities. In managing for these results, the SO2 Program has adapted and evolved. The following briefly highlights the major accomplishments of the SO2 Program to date:

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 alongside economic and political aspects. Collaboration with the Ministry of Natural Resources and Tourism (MNRT) has resulted in significant advancement of the legal and institutional framework for the wildlife sector, resulting in the enactment of the Wildlife Policy that promotes community involvement in natural resource management.

University linkages: An SO2-supported linkage program between the U.S. university Tuskegee, and Sokoine University of Agriculture (SUA) achieved considerable success in strengthening SUA, which is clearly performing its designated role as a national agricultural university. Through a farming systems approach, researchers and farmers collaborated to apply environmentally friendly production techniques in 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: In partnership with the GOT's National Parks Agency (TANAPA), the SO2 Program has strengthened capacity of two national parks – Lake Manyara and Tarangire, enabling park authorities to better manage and protect the resource, and to more effectively

interact with surrounding communities. In the areas surrounding Ugalla Game Reserve, SO2's partnership with MNRT's Wildlife Division has promoted economic opportunities for local populations, helping to alleviate poverty and reduce unsustainable pressures on the reserve.

Coastal zone management: As part of the SO2-supported Tanzania Coastal Management Partnership, GOT agencies responsible for coastal resources management developed Mariculture Guidelines that specify requirements for siting, construction, and improved monitoring, especially for large projects. This laid the foundation for the Integrated Coastal Policy, which, once approved, will make Tanzania the first country in the Western Indian Ocean to put into place a coastal governance system.

SO2 Program ownership. Perhaps most importantly, the SO2 Program has successfully built ownership of the program with Tanzanian partners. During the early part of the current strategy period, USAID/Tanzania made its first investments in sustainable Natural Resource Management (NRM), promoting program learning to provide the groundwork for later investments in the sector. As the SO2 Program evolved, a Strategic Objective Team (SOT) was created and has played a central role in ensuring that SO2 activities remain properly targeted and on track. Most recently, following a period of intensive strategy refinement by the SOT, a common vision has been forged. It is that vision, reflected in the new SO2 strategic objective statement and its associated results framework, that forms the basis for this document.

Challenges and Opportunities. A number of challenges constrain efforts towards "*Improved Conservation of Coastal Resources and Wildlife in Targeted Areas.*" With each challenge comes a set opportunities to address constraints and achieve SO2 Program results. Several key challenges are highlighted.

Protected area management capacity: There has been a substantial effort on the part of the GOT to create and maintain protected areas for wildlife. Continued strengthening of management capacity will be critical to the long-term conservation of these areas, and to maximizing economic returns from these areas. Currently, inadequate resources and limited capacity jeopardize core conservation functions and may lead to loss of species and habitat. Moreover, the lack of resources constrains the growth rate in the sector – and potential additional funding for management.

Management of unprotected landscapes: Informed management of non-protected areas by both the GOT and local authorities can positively impact both conservation status and the economic well-being of local populations. Current management of such areas may have adverse impacts on areas outside the parks and game reserves to which wildlife migrate. Agencies in charge of allocating unprotected land and determining land management lack a coordinated and systematic approach to conservation. TANAPA, for example, 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 will work to address this situation by supporting implementation of the progressive Wildlife Policy, increasing economic benefits that communities receive from wildlife, while maintaining the integrity of the larger ecosystem.

GOT environmental policies/legal framework: Tanzania has a number of progressive policies, plans, laws and regulations that affect different aspects of the environment and natural resources. However, application of these policies has been uneven and not always effective. Some policies and laws are outdated or contradictory in intent. A National Environment Action Plan was signed in June 1994 to provide a framework for tackling NRM in an integrated manner, but implementation has been slow. An Environmental Policy passed in 1997 establishes the overarching policy framework for the environmental sector, but sectoral policies requires strengthening. In the coastal areas, resource allocation decisions are often made unilaterally with no policy linking the different sectors. Opportunities for strengthening implementation of the Wildlife Policy (e.g., creating WMAs), developing and implementing an integrated coastal management policy, and other strategically targeted support to the policy and legal framework by SO2 will be required to ensure sustainability of on-the-ground efforts.

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 which have no tenure rights. Key corridors for wildlife migrating between protected areas include land that is in most cases unmapped, and managed by no one. The interests and needs of the GOT, communities, and potential investors must be reconciled to ensure a cost-effective conservation of such lands. SO2 activities in and around its targeted areas will address these constraints and can provide a model for similar activities in other areas of Tanzania.

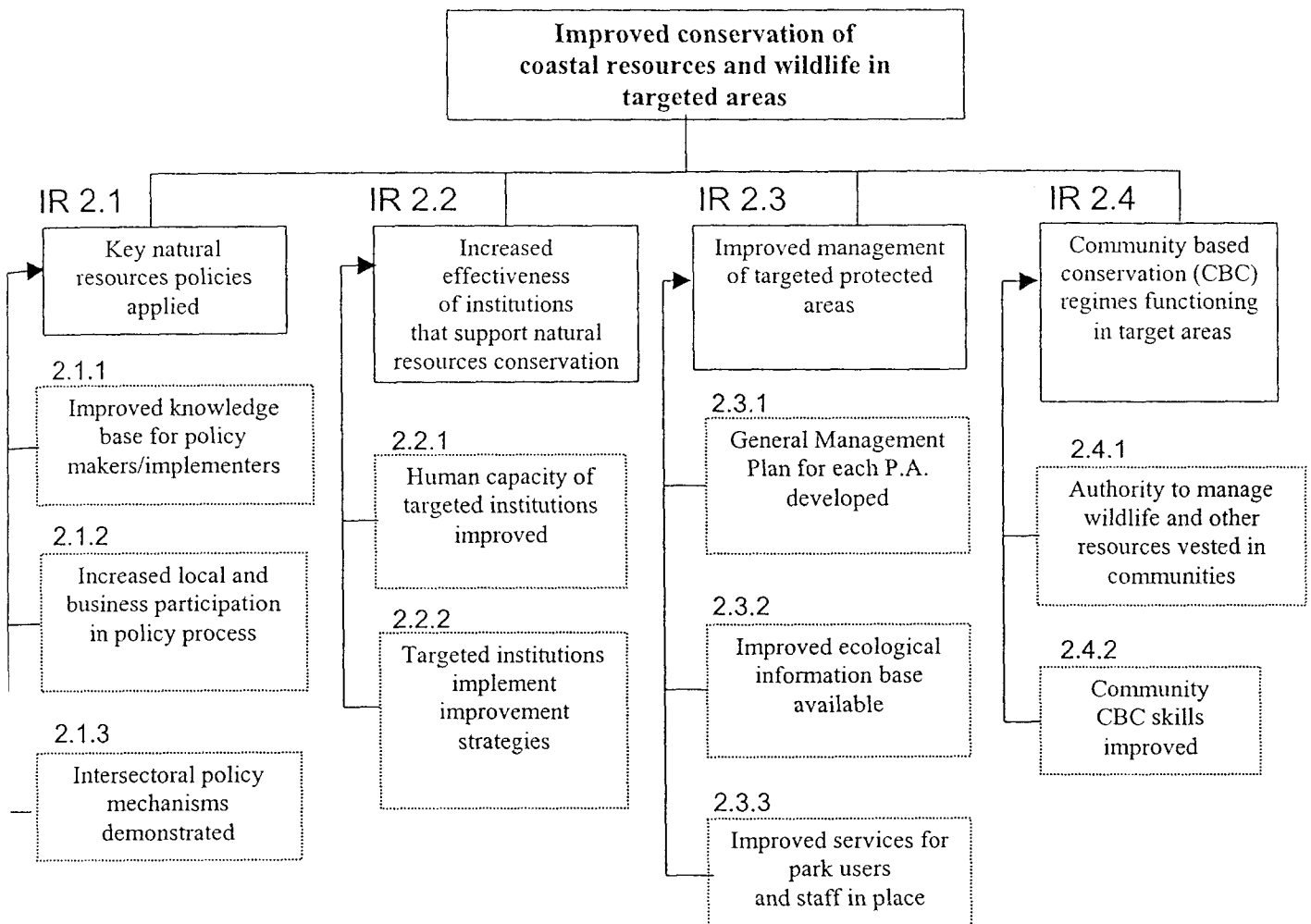
Technical capacity and practices: Community organizations have limited management and technical skills and inadequate access to necessary equipment/tools. There is an urgent need to upgrade these capacities in the local communities to help them become more knowledgeable and effective in preserving natural resources.

Focusing SO2 Program activities: In selecting activities to support under SO2, given the number and variety of important ecosystems in Tanzania, and in consideration of the SO2 Program's financial resources, it is critical that the program carefully focuses its activities. Program impact focus must remain specifically on wildlife and coastal resources, with complementary efforts in NRM in and around targeted protected areas. However, even within these somewhat narrowly defined sectors of "coastal resources and wildlife in targeted areas" there is still a considerable amount of work to be done, and need for investment by many other players. Coordination with activities of the GOT and other donors will be important. Transparent and objective systems must be in place to guide the SO2 Program in selecting the most appropriate activities for investment.

III. Results To Be Achieved/Results Framework

Strategic Objective. The new SO2 statement is "*Improved Conservation of Coastal Resources and Wildlife in Targeted Areas.*" The SO2 Results Framework, including all intermediate results (IRs) is depicted in Figure 1. In the SO statement, "*Conservation of Coastal Resources*" refers

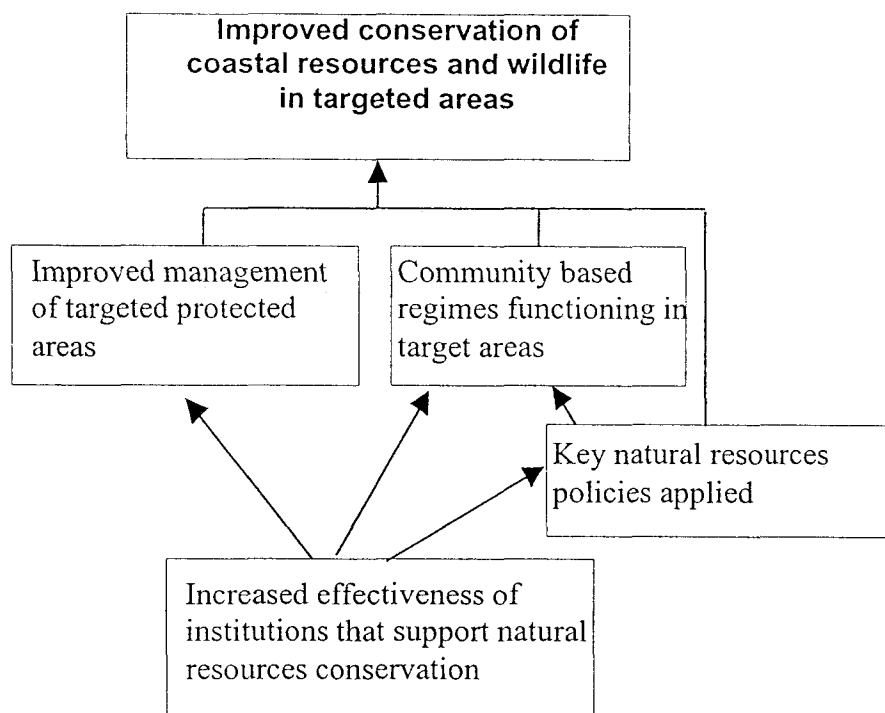
Figure 1: SO2 Results Framework



to integrated coastal management programs involving marine and estuarine ecosystems of Tanzania. “Wildlife,” as defined in the Wildlife Policy, refers to “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, and other forms of sustainable use) in targeted geographical areas.

Development hypothesis. Figure 2 depicts the development hypothesis for the strategic objective and the causal linkages relating each of the four IRs.

Figure 2: Development Hypothesis Logic



Significant behavior change by key actors within the targeted protected areas and in communities surrounding these areas will occur as a result of the activities supported by SO2. The combined effect of the behavior change inside and outside these 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. 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.

Measuring success. Achievements at the SO level will be measured by tracking the cumulative area or number of targeted ecosystems where conservation management practices have been adopted (where *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”).

Intermediate Results. The Strategic Objective will be met through achievement of four first-level intermediate results, each further elaborated below.

IR 2.1 Key policies applied

Within this IR, 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, the SO2 Program will assist the Tanzanian environment sector to

develop a sound policy process for identifying and solving environmental issues. An important outcome of IR 2.1 is the institutional strengthening included under IR 2.2. By improving the policy capacity of the GOT, and the ability of civil society to influence policy formulation and implementation and to take advantage of policies as they affect conservation incentives on the ground. This IR directly supports the promotion of and access to incentives necessary to achieve fundamental behavior change manifest in IR 2.4.

The application of key natural resource policies embodied by IR 2.1 will require a transparent decision-making process using quality information (**IR2.1.1 Improved knowledge base for policy makers/implementers**); participation of stakeholders in the policy process (**IR 2.1.2 Increased local and business participation in the policy process**); and collaboration between sectors on environmental issues (**IR 2.1.3 Intersectoral policy mechanisms demonstrated**).

IR 2.2 Increased effectiveness of institutions that support natural resources conservation

Under this IR, the SO2 program will work with selected GOT institutions and Tanzanian NGOs to strengthen their capacity to achieve the results embodied by the RF. On the GOT side, key partners include those responsible for natural resource management sector policy development and implementation, including TANAPA; MNRT's Wildlife Division; and the Division of Environment and NEMC of the Vice President's Office; and others. On the NGO side, SO2 and its partners will work with selected Tanzanian NGOs whose goals are compatible with those of the SO, and where potential exists for significant and sustainable conservation results.

The SO2 Program approach under this IR will be to increase the skill base of individuals at targeted institutions (**IR 2.2.1 Human capacity of targeted institutions improved**); and improve the organizational management of the institutions themselves (**IR 2.2.2 Targeted institutions implement improvement strategies**).

IR 2.3 Improved management of targeted protected areas

IRs 2.3 and 2.4 focus on fundamental behavior changes. Under IR 2.3, the SO2 Program will seek to improve the management of protected areas, with focus on carefully selected areas. While management improvements will focus on the protected areas themselves, they will be comprehensive in addressing the needs of the associated local communities, the wildlife corridors, and wildlife dispersal. It is anticipated that success in this IR will result in improved park management, which, in turn, will improve the visitor experience. As tourism continues to grow in economic importance, 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. As such, success in achieving IR 2.3 will also boost the probability of success in achieving IR 2.4 "Community based conservation regimes functioning in target areas."

Achieving success in this IR will entail sound protected area management planning and implementation (**IR 2.3.1 General Management Plan for each protected area developed**); access by natural resource managers to reliable ecological data to inform management (**IR 2.3.2 Improved ecological information available**); and availability of sound infrastructure (**IR 2.3.3 Improved services for park users and staff in place**).

IR 2.4 Community based conservation regimes functioning in target areas

Wildlife living outside the protected areas is at the greatest risk. This IR will address those risks by promoting community based conservation regimes designed to provide sustainable and/or non-consumptive use of natural resources. To do so, the SO2 Program will work towards the development and implementation of collaborative local government and community level plans for the use and management of natural resources adjacent to protected areas. Achievement of this IR, when combined with the results of IR 2.3 "Improved management of target protected areas," will ensure that conservation management in targeted areas will lead in the long term to measurable biophysical impacts.

In addressing this IR, the SO2 Program will assist communities in gaining legal authority to manage the wildlife resources in their areas (**IR 2.4.1 Authority to manage wildlife and other natural resources vested in the communities**); and provide those communities with skills to implement plans and CBC enterprises (**IR 2.4.2 Improved technical and CBC enterprise management skills of community residents**).

IV. Activities

- Achievement of the results outlined above will be supported by a set of SO2 Program activities. These activities will include those presently ongoing, as well as carefully selected new or follow-on activities.

Ongoing Activities: This section provides detail on ongoing SO2 Program activities. Activities are presented under categories: Coastal; Terrestrial; Policy and Legal Framework; and Cross-Cutting. For each ongoing activity, the following information is presented: Activity Title; Implementing Organization; Funding Mechanism; Effective Date; Expected Completion Date; and Activity Description. Most of the present activities cross-cut the results of a number of IRs as described below.

Coastal Activities

Activity Title: Tanzania Coastal Management Partnership (TCMP)
Implementing Organization: University of Rhode Island Coastal Resources Center (URI/CRC)
Funding Mechanism: Field Support
Effective Date: April 20, 1998
Expected Completion Date: September 30, 2001
Activity Description: The TCMP program is managed under a Cooperative Agreement with URI/CRC, with a goal of furthering integrated management of coastal resources in Tanzania. The TCMP program works with a number of Tanzanian government and private sector partners arranged into working groups focused on various policies and strategic initiatives. Principal focus to date has been in the development of the National Integrated Coastal Management Policy for Tanzania, presently in the final stages of governmental adoption. This program primarily addresses the policy aspects considered under IR 2.1 and especially IR 2.1.1 through the use of media and organization of stakeholder forums and IR 2.1.2 and IR 2.1.3 through the development of interdisciplinary working groups for various aspects of coastal resource management.

Terrestrial Activities

Activity Title: Partnership Options for Resource-Use Innovation (PORI 1-3) Project

Implementing Organization: African Wildlife Foundation (AWF)

Funding Mechanism: PERM

Effective Date: April 20, 1998

Expected Completion Date: April 9, 2002

Activity Description: (see below)

Activity Title: Interpretation and Infrastructure for Tarangire and Lake Manyara National Parks (PORI 4)

Implementing Organization: African Wildlife Foundation

Funding Mechanism: PERM

Effective Date: September 16, 1998

Expected Completion Date: September 24, 2002

Activity Description: Two separate but related PORI grant agreements, PORI 1-3, and PORI 4, are funded under two Cooperative Agreements with AWF. These activities include partnership support and community conservation work in areas surrounding Tarangire and Lake Manyara National Parks and infrastructure development within the parks themselves. PORI 1-3 provides support for the development of a community conservation center, for capacity building efforts in communities surrounding Lake Manyara and Tarangire National Parks, and for NGO strengthening and for various related partnership support activities. PORI 4 focuses on development and maintenance of environmentally sound roads and in the design and building of new park interpretive centers, staff housing and other infrastructure developments in the parks. The PORI programs primarily address all the sub-IRs under IR 2.3 for Tarangire and Lake Manyara Parks. In addition, community based conservation approaches are utilized (IR 2.4) and a number of NGOs have been targeted for capacity building effort (IR 2.2.2).

Activity Title: Tarangire National Park Project

Implementing Organization: World Wildlife Fund (WWF)

Funding Mechanism: PERM

Effective Date: September 21, 1998

Expected Completion Date: April 19, 2003

Activity Description: This activity is funded under a Cooperative Agreement with WWF, and supports biodiversity and ecosystem monitoring efforts in Tarangire National Park and in the greater Tarangire/Manyara ecosystem. Areas of focus include wildlife migratory patterns; behavioral ecology of elephants; stakeholder collaboration in the management of the aquatic resources; and development and dissemination of vegetation and land use maps. This work specifically addresses IR. 2.3.2 and in addition helps further individual and institutional capacity building efforts (IR 2.2).

Activity Title: Ugalla Community Based Conservation Project

Implementing Organization: AFRICARE

Funding Mechanism: PERM

Effective Date: January 27, 1998
Expected Completion Date: April 20, 2003
Activity Description: This activity is funded under a Cooperative Agreement with AFRICARE, and is designed to involve district officials, Game Reserve management, area residents and other partners in improving the conservation and sustainable use of natural resources throughout this ecosystem. Work focuses on providing communities with environmentally sound income generating activities. This project primarily addresses IR 2.4 in the area around Ugalla Game Reserve near Tabora.

Activity Title: Sokoine University of Agriculture – Tuskegee University Linkage Project
Implementing Organization: Tuskegee University
Funding Mechanism: University Linkage Project
Effective Date: September 21, 1990
Expected Completion Date: September 30, 2000
Activity Description: This Cooperative Agreement is designed to enhance the teaching and research capabilities of the Sokoine University of Agriculture (SUA). The first phase of this project, from October, 1990 to September, 1995 strengthened capacity of SUA faculty and staff (IR 2.2), while providing a foundation for community-based natural resource management in the surrounding area. The second (current) phase of the activity has focused increasingly on community based conservation work in the Morogoro Region and addresses IR 2.4 in this geographical area.

Policy and Legal Framework Activities

Activity Title: Tanzania Natural Resources Management Program
Implementing Organization: International Resource Group (IRG)
Funding Mechanism: Field Support
Effective Date: September 30, 1997
Expected Completion Date: September 30, 2000
Activity Description: The Tanzania Natural Resources Management Program activity is implemented under the Environmental Policy and Institutional Strengthening Indefinite Quantity Contract (EPIQ). This activity supports SO2 Program policy and institutional strengthening initiatives, and provides support to management of the overall SO2 Program in terms of coordination, monitoring and evaluation, and partner logistical support. The principle work of this program has been to further development of wildlife and other natural resources policies to under IR 2.1.

Activity Title: Environmental Governance Initiative Project
Implementing Organization: World Resources Institute (WRI)
Funding Mechanism: Field Support
Effective Date: October 1, 1998
Expected Completion Date: September 30, 2000
Activity Description: This activity is managed under a Cooperative Agreement with WRI. The activity is designed to strengthen capacity of selected Tanzanian NGOs working in

the area of policy research and analysis and to package these results in ways that are useful to policy-makers within the country. This program works towards institutional capacity building (IR 2.2) and by doing so, also works to further the objectives of IR 2.1.

Cross-Cutting Activities

Activity Title: Environment Education and Communication (GreenCOM) Project
Implementing Organization: Academy for Educational Development
Funding Mechanism: Field Support
Effective Date: September 29, 1997
Expected Completion Date: September 30, 2000
Activity Description: The GreenCOM project supports a range of environmental education, training, and awareness activities. GreenCOM activities are intended to complement and reinforce other SO2 Program activities. All GreenCOM initiatives are designed and implemented in coordination with other SO2 Program coastal, terrestrial, and policy and legal framework activities. This work primarily addresses IR 2.1.1 in its awareness building activities, but also addresses IR 2.2.1 through the implementation of environmental education training programs for government and NGO staff.

Activity Title: Conservation of Biological Diversity Project
Implementing Organization: United States Department of the Interior (DOI)
Funding Mechanism: Field Support
Effective Date: September 27, 1997
Expected Completion Date: September 30, 2000
Activity Description: The Conservation and Biological Diversity Project, also known as the "Partnership for Biodiversity," is managed under an Interagency Agreement with DOI. This activity is intended to complement and reinforce other SO2 Program activities, with focus on terrestrial activities, by providing a flexible range of technical assistance to protected area managers. All DOI initiatives are designed and implemented in coordination with other SO2 Program activities, and address capacity building efforts (IR 2.2) and improved management of targeted protected areas (IR 2.3).

Activity Title: Community Based Natural Resource Management Project
Implementing Organization: United States Peace Corps
Funding Mechanism: PERM
Effective Date: January 2, 1996
Expected Completion Date: December 31, 2001
Activity Description: Under a Participating Agency Service Agreement, Peace Corps/Tanzania is collaborating with USAID on activities designed to improve the management of natural resources at the village level in selected districts of Tanzania. The activity supports training and small grants to Peace Corps volunteers in support of sustainable natural resource management initiatives. This work addresses community based conservation elements considered under IR 2.4.

Activity Title: SO2 Program Support Activities
Implementing Organization: Various
Funding Mechanisms: Various
Effective Date: 1997
Expected Completion Date: September 30, 2003
Activity Description: A range of activities are funded to support achievement of SO2 Program results. These include USAID management (such as SO2 Team Foreign Service National employees; professional fellows; short-term technical assistance); procurement; training support; monitoring and evaluation, and audit activities. These activities are implemented by various organizations, and at varying amounts and broadly help facilitate the work throughout the IRs of SO2.

New Activities

Objective criteria and process for activity selection: Several of the ongoing activities listed above require continued funding to enable them to reach their authorized levels. However, significant resources will remain that may be used to support new or follow-on activities. Selection of such activities will be made using objective criteria and a transparent decision-making process. Essential criteria may include the following:

- *Importance to achievement of SO.* Activities must contribute to the results set forth in the SO2 Results Framework;
- *Ecosystems targeting.* Activities should be focused on SO2's targeted ecosystems;
- *Responsiveness to beneficiary (customer) needs.* Activities should involve local partners and be responsive to the needs of beneficiaries;
- *Cost effectiveness.* Activity costs should be commensurate with anticipated results. Where appropriate, partner cost sharing should be sought; and
- *Past performance.* Partner organizations responsible for implementing activities should have proven track records in the environment and natural resources sector.