



# TANZANIA

## Alleviating Poverty and Resource Degradation in the Coastal Communities of Zanzibar and Kilwa District

The coastal zone of Tanzania is endowed with a rich diversity of ecosystems, including coral reefs, seagrass beds and mangrove stands and is home to dolphins, whales, sea turtles, and numerous species of fish and sea birds. These resources are critical to Tanzania's economic and social development and underpin the livelihoods of the coastal communities.



*“Besides purchasing equipment such as motorboats and fishing gear, the project has been useful in empowering and building the capacity of coastal people to manage their small enterprises...”*

*- Maulid Rashid Kidumi  
Executive Officer, Jaja  
Village Rufiji District*

Despite this natural abundance, many inhabitants remain well below the poverty line, relying on seaweed farming and fishing. Overfishing is leading to declining catches and recent years have seen an increase in non-sustainable capture techniques, including the use of dynamite and poison which indiscriminantly kill fish while destroying habitat. Lack of food security, transportation infrastructure, livelihood opportunities and

social services coupled with a lack of opportunities to tap into national and international markets have pushed the lives of many to the edge.

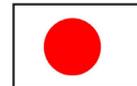
In 2004, a JSDF grant was provided to the Ministry of Natural Resources to support the Local Government Program and implement Integrated Coastal Management. The Project was aimed at improving the ability of coastal communities to manage marine and

coastal resources and to take advantage of new economic opportunities arising from recent improvements in road access.

The Community Based Coastal Resource Management and Sustainable Livelihood Project (CBCRMSLP) covered three districts in mainland Tanzania, namely, Kilwa, Mafia and Rufiji and Menai Bay, Mnemba and Pemba Channel Conservation Areas in Zanzibar. Four NGOs were involved in the implementation of the project. Three of these, ZAZOSO, MICA and ANGOZA were involved in Zanzibar, while the World Wildlife Fund (WWF) was involved on the mainland.

### The JSDF Project

The Project took advantage of recent policy changes in Tanzania that enabled communities to take responsibility for, and realize their rights to use, natural resources - an approach which had already proven effective in the forest sector in Tanzania. By having participating communities and households take charge of their resource assets, they should in theory have more



incentive to improve their livelihoods through their efficient and sustainable use. The Project had three components:

### 1. Awareness Raising and Capacity Building

**for Coastal Communities:** Participatory Rural Appraisal (PRA) methodologies were used to raise awareness about environmental management. These included demonstrations of best practice, cause and effect relationships, and the identification of profitable activities for improving livelihoods. A Coast-watch Network was established as a pilot, aimed at testing self-regulation mechanisms to deal with outside pressures on natural resources. The network was voluntary and was supported by the local authorities. The JSDF grant financed communication tools, such as radios, binoculars, and cameras, and small boats for patrol activities. All equipment procured was owned by the District governments and provided to the villages through a contractual agreement. Training was made available on a demand-driven basis to villagers and included resource planning, coastal and fisheries management policies and, livelihood skills with an emphasis on the sustainable use of coastal resources.

### 2. Collaborative Fisheries Management Plans

**(CFMP):** This component aimed to prepare and implement collaborative fisheries management Plans (CFMP) in participating villages. These plans would form a foundation for the Government's Integrated Resource Management initiative and would help to improve governance and institutional performance by reducing exploitation of village resources by outsiders, while drawing attention to the trade-offs between sustainable use and conservation. The plans were to be prepared by fishing communities with the participation of locally recruited fisheries planning teams. As well as providing a framework for local fishermen to collectively establish community-based fisheries management and promote sustainable practices, the plans would also identify and assess broader coastal management issues and define measures to address them. Once agreed, the plans would be submitted to the District Executive Directors and relevant Department Directors for formal endorsement and national funding.



### 3. Promoting Sustainable Use of Natural

**Resources:** This component tested innovative approaches to social development in poor coastal communities. Successful approaches would then be replicated on a larger scale through the Marine and Coastal Environment Management Project (MACEMP) and Tanzania Social Action Fund Project. The component focused on subgroups and individual households within each community and aimed to: (i) improve the business environment to help communities link to national, regional and global markets - to facilitate the establishment of effective partnerships between local communities and private traders and value-added processing enterprises seeking a supply of higher quality raw materials, and (ii) provide business development services aimed at the sustainable use of natural resources.

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## Results

According to an independent evaluation, the beneficiaries reported that JSDF supported activities had considerably enhanced awareness of resource management within communities and the importance of conserving the coastal and marine environment. The primary achievements included:

- **Awareness and Capacity Building for Coastal Communities:** About 70 villages benefited from capacity building. As well as formal training, beneficiaries reported improved awareness of the links between the environment, resource use and poverty eradication. The project also improved social networking, group collaboration and developed organizational skills. In addition, the evaluation found that the project has contributed to positive improvements in the social position of women in the beneficiary communities. As well as economic benefits, and new activities (e.g. fishing) women reported having an improved say in family affairs.

#### Project Data

Implementing Agency: Ministry of Natural Resources and Tourism  
CSOs Engaged in Implementation: Zanzibar Zoological Society (ZAZOSO),  
Misali Conservation Area (MICA), Association for Non Governmental  
Organizations in Zanzibar (ANGOZA) and World Wildlife Fund (WWF)  
Grant (TF053440) Amount: US\$1,818,173  
Implementation Period: 07/06/2004 to 06/30/2009

- Establishing Networks And Enterprise Support.** This was achieved on the mainland through the establishment of a network of more than 60 successful microfinance groups, the delivery of enterprise support to over 1600 people in 106 groups and the piloting of new forms of mariculture involving 40 groups. In Zanzibar, the project supported a total of 136 community groups (83 in Peba and 53 in Unguja). Equipment and materials were procured for 100 enterprise groups in 29 villages on the mainland. Training activities were conducted, including milk fish culture training for 91 participants from Kilwa, Mafia, and Rufiji, enterprise training for 37 participants, and livelihoods training for 64 members of women's groups. The resulting income improvements have enabled the community to build better homes, send children to schools, and purchase fishing gear and nets.
- The evaluation found that **community satisfaction was high around the community microfinance institutions - VICOBA and SACCOS.** The membership of these institutions received training in entrepreneurship, marketing, cost pricing, record keeping, organizational skills and reporting. The two institutions have become important sources of capital for the local communities and this has led, in turn, to increased demand for loans and for larger loans. There is also evidence that the VICOBA model (see Box 1, over) is spreading even without the seed capital provided under the project.
- Collaborative Fisheries Management Plans (CFMP):** The project has encouraged knowledge sharing among communities, cooperation between fishermen and the Department of Fisheries and diversification of livelihood sources. CFMP have been prepared and are now being applied in several villages/shehias in Zanzibar and on the mainland. Fourteen pilot Beach Management Areas/Collaborative Fisheries Management Areas have been established on the mainland. The development of CFMP coupled with training in fisheries law and regulations have instilled a sense of ownership of resource management among fisher communities. By-laws have also been established to ensure resource protection and conflict mitigation.
- The evaluation noted that **community empowerment was significant**, especially facilitated by the business skills credits and equipment provision. As an example, the Masoko Camp Carpentry group was granted a machine that prepares their timber. The increased income this produces has allowed them to install electricity and triple their output. **The participatory emphasis of the project** allowed beneficiaries to choose their own



On the islands of Zanzibar, seaweed farming has become an economic lifeline, providing much needed income for impoverished families. Continued growth and diversification of the industry is already making important contributions to the village economy. (Photo by Nicodemus Odhiambo Marcus, World Bank Country Office Tanzania.)

income generating activities and make applications to the project. While there were many similar successes, this aspect of the project did suffer from inadequate scrutiny and a number of enterprises reportedly received grants for ideas without a suitable market and where the beneficiaries lacked the necessary implementation capacity. Similarly, there were reports of delayed and partial delivery of requested packages and this undermined the viability of a number of ventures. The example is given of women's group in Mafia who were provided with a refrigerator and a freezer to run a food kiosk, but who had not yet been able to identify a facility with electricity. Similarly, a seaweed farming group on Tundo Island in Pemba, who had requested four boats received one which must be shared with other villages.

## Lessons Learned

- Empowerment and Inclusion of beneficiaries-** Despite challenges initially encountered in mobilizing and formulating groups at entry, the project demonstrated that community groups can generate innovative ideas, simplify access to support, turn individual challenges into collective actions, motivate late adopters, and stimulate new group activity.
- Investing in Training and Extension Services:** Broad-based training increases the success of interventions and provides a basis for sustainability. Training group leaders or representatives alone may not necessarily

have a trickle-down effect on other participants. The experience gained from working with communities under the project suggests that in order for any initiative to be effective, communities should be provided with sufficient training, and regular extension services, prior to entrusting them with goods and new technologies.

- **Facilitating Sustainability:** Beneficiaries should be presented with a comprehensive overview of the overall goals of a project, as well as details that include their implementation responsibilities and realistic timelines related to funding availability and longer term requirements for local independent ownership and maintenance/sustainability.
- **Evaluation of Income-Generating Activities** is critical to ensure the suitability of sub-projects. This needs to include considerations of market access and availability, and an assessment of the capacity of those carrying them out.
- **Accurate communications is critical to set appropriate expectations and build ownership.** While the communities perceived the Project as aimed at improving their lives, some saw it as inadequate as it covered a relatively small area and was of limited duration. Clearly more emphasis needed to be placed on explaining the pilot nature of the JSDF intervention, namely, that it would establish approaches and best practices that could be taken up by the MACEMP project and which were part of a wider government effort towards eradicating poverty and fostering community empowerment. Similarly, ownership of sub-projects also suffered due to inadequate understanding of overall project concepts, implementation and sustainability mechanisms. Feedback mechanisms were also somewhat inadequate, with, for example, only successful applicants receiving any communications. Unsuccessful beneficiaries would have benefited from learning why they had not received funding.



Box 1 - Viewed as one of greatest successes of the project, the “VICOBA”, or village bank, is a microfinance initiative with several unique twists. The first step is the formation of a community group with 30-40 members. The members are trained in

business practices, set governance rules and learn about borrowing. Each member invests some of their own funds as seed capital and can borrow up to three times their initial investment. The funds are maintained in a strong-box opened with three keys. Three members chosen by the group to manage the keys and the box is opened and closed in sight of the whole community.

The members help each other with their small enterprises, which include vegetable and livestock farming, shopkeeping, and adding value to existing activities, notably fishing. The JSDF project supported the establishment of around 60 such groups, empowered hundreds of women.

- **NGOs as Partners.** The Fisheries Department could not have achieved the project objectives without the NGOs. The NGOs understood what poverty meant in the local context and had close and ongoing relationships with the communities. The selected NGOs were committed to the long term continuation of these relationships. This improved the potential sustainability of project activities - if these could not be sustained after the project this might affect the NGOs’ reputation in the area. NGO Performance and partnerships between government and civil society were also enhanced, helping to rebuild trust between these stakeholders. A good example of such a partnership is the collaboration in fisheries management between the Fisheries Division and the World Wildlife Fund, which has resulted in the formation and strengthening of the Beach Management Units. Both WWF and the Zanzibar NGOs have continued to work with the Fisheries dept on aspects of the IDA MACEMP credit.
- **Beyond the Project.** This project informed the design of other projects in the sub-region, notably in Mozambique

**The Japan Social Development Fund** -- The JSDF is a partnership between the Government of Japan and the World Bank that supports innovative social programs in developing countries. JSDF grants are executed by NGOs/CSOs and local governments and implemented at the community level. JSDF projects meet four basic requirements: (i) they target and respond to the needs of poor, vulnerable, and disadvantaged groups, and aim to achieve rapid results, (ii) they are innovative and pilot alternative approaches or partnerships, (iv) they use participatory designs and stakeholder consultation to design inputs and as an integral part of monitoring and evaluation, (iii) they empower local communities, local governments, NGOs/CSOs through capacity building and rapid feedback of lessons learned, and (v) they focus on scale-up potential, replication and the sustainability of interventions.

