

# COASTAL RESOURCES MANAGEMENT PROJECT II



Cumulative Eight-Year Final Report  
July 1, 1995 - September 30, 2003

## VOLUME I



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**Volume 1**

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Coastal Resources Management Project II  
A partnership between USAID/ENR/EGAT  
and  
Coastal Resources Center  
University of Rhode Island

## COASTAL RESOURCES CENTER

University of Rhode Island



COASTAL RESOURCES CENTER  
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***The Coastal Resources Center works globally to help people and coastal environments thrive***

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## EXECUTIVE SUMMARY

Today there is abundant evidence that both coastal users and the agencies responsible for the planning and decisionmaking that shapes the processes of contemporary coastal change are willing and able to change their behavior in ways that can produce desired environmental and societal outcomes at significant geographic scales. The good practices that produce efficient progress towards effective coastal governance are now known. Many of the uncertainties that were so palpable in CRMP I have been laid to rest. Thanks in good measure to CRMP projects and associated activities, the philosophy, values and practices that began to shape ICM in the U.S. in the 1970s are being applied and adapted in hundreds of coastal areas around the world. They constitute a new approach to coastal governance. They signal a path to a future that sustains the qualities of coastal ecosystems while enhancing the lives of coastal people. What remains unknown is the degree to which the larger governance systems of values, goals, procedures and rules will allow these initiatives to prosper and replicate. Many pressures on the areas and people in the regions addressed are not the consequence of local or national policies and practices. Instead, they result from worldwide pressures brought by societal values and behaviors that can only be addressed at a global scale.

Through the past eight years of CRMP II factors that promote coastal management success have emerged and been identified:

- The *values that underpin the coastal governance* approach—values such as participation, transparency, accountability, and equity—do indeed build constituencies
- *Government commitment*, including commitment of human and financial resources, is essential to successful, long-term coastal governance in any place
- *Pilot projects* have demonstrated repeatedly that it is possible to achieve many, if not all, of the enabling conditions and to document changes in behavior that, when sustained, can produce a harvest of improved societal and environmental conditions
- Successful programs *set clear, unambiguous goals* for the social and environmental outcomes that the program is working to achieve. It is such goals—and not complex plans—that give a program identity and purpose
- It is a *lack of individual and institutional capacity* to translate the principles of coastal stewardship and participatory democracy into an operational reality that is the primary factor limiting forward progress
- *Good practices* are needed as a guide to the sequences of actions, and the linkages among actions, that bridge between planning and implementation. Such practices must be refined and adapted to the needs and capacities of the individual places
- A *nested governance system*—one where management power and responsibility is shared across scales and throughout a hierarchy of management institutions in order to address the cross-scale nature and complexity of management issues—is essential to coastal management success
- It is time to *codify how best to achieve the changes in values and behaviors* that are essential to the practice of coastal stewardship. There is a need to design and implement an *international coastal governance certification* process. A defining feature of such certification should be a set of standards, endorsed by an appropriate international

institution, and reliance upon a peer review process to determine what programs meet such standards

There are other lessons the individuals and organizations involved in CRMP II have come to recognize as necessary elements to be incorporated in future ICM endeavors:

- *Choosing where to work.* In the future, consider working in places that already have coastal plans and programs in place and are ready for assistance in moving from First Order outcomes to Second Order outcomes and implementation. To date, the places selected for CRMP assistance are at the very start of process of coastal management—often not even aware there is a problem, or what the problems are, or how they might be addressed.
- *Term of commitment.* Continue providing long-term, in-depth support vs. short, one-off interventions. Providing assistance for a decade or more in one place not only sends a message of commitment to the people of the place, but improves chances for successfully moving the place from where it is to where it wants to go in coastal management.
- *Indicators of success.* Consider developing indicators that have meaning for the place. Most CRMP II country programs had a strong focus on capacity building. Indicators need to map the context of the place and better address timing and sequencing of expected results.
- *Knowledge management.* While a vast volume of CRMP II experience, good practices, policy models, etc. was documented and disseminated, a more strategic and holistic approach—one more clearly designed to include all aspects of the extension model—from applied research, to testing, to dissemination and refinement—would reap even greater benefits.
- *Cross-portfolio lesson drawing.* Build into future programs the explicit expectation and budget to ensure that multiple cross-portfolio learning events take place during the life-of-project. These should include not only project-specific, cross-portfolio learning events, but those where lessons learned can be shared amongst those working in other USAID teams and missions and in other donor-funded projects such as agriculture, democracy and governance, economic growth and trade, and global health.
- *Bring the global to the local.* Do a better job of informing the local level of the implications from what is happening, being said, being proposed, and being planned at the global level.

USAID/CRMP II should be proud of the investment it has made in advancing coastal management in Tanzania, Indonesia and Mexico. External evaluations of CRMP programs have been very positive; requests for CRMP II reports and publications have been frequent and originate from a wide array of clients—donors, universities, practitioners, researchers; requests from both developing and developed countries for on-the-ground assistance increase as the CRMP experience continues to be known and acknowledged as the successful approach that it is; requests from international forum for the CRMP approach and experience to be used as part of keynote speeches increases each year; and formal citations and informal references to the CRMP experience and approach are frequent. The program has clearly developed an approach and models that are worthy of note and replication around the world.

Some of the elements of this CRMP approach are also included in the USAID Water Team's new framework for integrated water resources management (IWRM), issued in 2002 under the banner of "global water security". A description of IWRM includes reference to:

- Working at the basin or watershed scale
- Integrating supply and demand side approaches
- Using an inter-sectoral approach to decisionmaking
- Improving and integrating policy, regulatory and institutional frameworks, norms and standards, and market based approaches
- Providing access to water resources through participatory and transparent governance and management

Many of these same IWRM approaches have been incorporated into CRMP's work in coastal management. And, it is these elements which have been key to CRMP II success. Given the achievements of CRMP and the broadened scope of USAID's vision of a comprehensive system that includes both ICM and IWRM, hopes for continued progress in ridge-to-reef resource management are high.



## INTRODUCTION

This report presents highlights, rather than a comprehensive listing, of the key achievements from the eight-year Coastal Resources Management Program II (CRMP II)—a partnership between the United States Agency for International Development (USAID) and the Coastal Resources Center (CRC) at the University of Rhode Island. These achievements have contributed, at both the global and key country level, to enabling and achieving increased conservation and sustainable use of coastal and freshwater ecosystems and have helped reinforce the continued recognition of USAID as a global leader in coastal governance.

This program has achieved both quantifiable and qualitative results. In the former category are counted the 46 coastal policies or strategies that have been developed, adopted, or implemented by key countries, and the 108,587 coastal hectares under improved management during CRMP II. While having strategies and policies in place are critically important, they must exist as part of a broader governance system. Thus, equally important, are the less quantifiable results—accomplishments better defined as “achieving essential enabling conditions for coastal management.” Such key enabling conditions include the need for:

- An actively supportive constituency for integrated coastal management (ICM)
- A formal government mandate for the program and authority to implement a course of action
- Adequate resources including sustained annual funding to implement the plan of action
- A plan of action constructed around clear goals
- Institutional capacity to implement the plan of action

CRMP II recognizes the interdependence of these two types of results and presents both in this report. The key achievements, findings, quantitative and qualitative results, conclusions and recommendations shared here draw upon the eight years of cumulative experience and ideas of not only the USAID Water Team and CRC, but the CRMP partners—those individuals and institutions without whom this work would have little purpose or merit. The following chapters elaborate on the key results achieved by the program’s global and country field-based initiatives, selected examples of which include:

### *Policy Initiatives*

CRMP II played a major role in the ***development, formal adoption, and implementation of 46 strategies and policies*** spanning all four program countries over the course of the CRMP II life-of-project. Two of these were at the national level. In Tanzania, the Cabinet approved the National Integrated Coastal Environment Management Strategy in December 2002. This strategic document provides the nation with an overarching set of policies and management procedures that will knit together initiatives at the community level and guide private sector investments along the coast. In Indonesia, CRMP II assisted the Ministry of Marine Affairs

and Fisheries in negotiating national legislation. This legislation supports a decentralised coastal management program that creates conditions that promote responsibility and accountability at the province and district levels. In the case of both Indonesia and Tanzania, these national policy frameworks have been structured to support and guide local efforts and contribute to a “nested” governance system/structure. CRMP experience has identified such nested governance systems as a critical pre-condition for successful and sustainable ICM.

### *Promoting Sustainable Economic Use*

An important goal of CRMP II projects has been to acknowledge and ***strengthen the links between a healthy environment and a robust economy***. Developing and applying good practices has been only one means used by CRMP II to accomplish this. In Mexico, this has meant helping to develop and apply good management practices with the farmed shrimp and mariculture industries operating in the Gulf of California. A collaborative partnership of industry leaders continues to analyze the actual and potential impacts of their activities and commit to actions that test good practices adapted to ecosystem-specific conditions. And, shrimp investors and producers are now trying to apply these practices on-the-ground.

Another partnership, with Conservation International/Mexico, is forwarding a unique approach for managing the Gulf of California and its watershed as a single ecosystem. The approach draws on experience from mature management programs operating at the large ecosystem scale such as the Chesapeake Bay, the Great Barrier Reef and the Wadden Sea. The initiative is to include an Agreement composed of unambiguous, time-limited goals rather than the usual voluminous plan. The Agreement is jointly sponsored by prominent Mexican business and conservation leaders, who together will seek the support of the region’s five governors and the endorsement of the Agreement by the president of the republic.

These three elements—the drawing upon existing successful models, the use of a goals-based action plan, and the collaboration between government, business, and citizens—is already bearing fruit at the local level in the integrated, watershed approach to management of the Bahía Santa María, Sinaloa, which is using an approach that will promote both a healthy environment and economy.

### *Provincial and Local Initiatives*

An instructive body of experience has emerged in the four CRMP II target nations that documents how the ***principles of nested governance must be tailored to the conditions that prevail in each nation***. This is evidenced in the different approaches used by each CRMP II country. The Kenya and Tanzania programs used best practices that emerged from projects that were in existence prior to the start of CRMP II and which were sponsored by a diversity of donors. This approach valued using and replicating the good and proven practices that already existed—irrespective of who funded their development—rather than reinventing the wheel. The approach in Indonesia—where few good models existed at the start of CRMP II—used a different approach. In the Minahasa District in North Sulawesi, CRMP II was, itself, the pioneer for institutionalizing community-based ICM with the passing of a regency-

level *perda* (law)—the first in Indonesia. The law creates a government entity to assist villages in developing and implementing community-based marine sanctuaries and ICM programs. This, coupled with the rapid replication of community-based ICM programs and marine sanctuaries in 24 villages, is a major accomplishment towards “going to scale.” In Mexico, CRMP II developed models for coastal management at the municipal scale that drew together what historically had been uncoordinated efforts among NGOs, government agencies and the private sector. In the Gulf of California, two municipalities will now collaborate in the management of a shared bay—Bahía Santa María. The differences in the approach taken by each of the CRMP II programs reflect the need to match the management approach that is selected to the differences in context in each place. Ensuring such “tailoring” of approaches and both using the best of what is already developed in conjunction with developing good practices where none exists is a key to ICM success and sustainability.

#### *CRMP II ICM Leadership, Capacity Development and Networks*

CRMP II provides ***a unique and well-documented body of experience tracing the evolution of coastal management*** initiatives at the local to national scales in a very wide diversity of environmental, cultural and economic contexts. This body of experience has given rise to methods for making operational the principles of effective stewardship and adaptive management. These methods have been set forth in a number of publications, are a unifying theme in CRMP training courses, and have been the basis for evaluations of coastal management programs sponsored by several international funding organizations. The CRMP-promoted ICM policy cycle and the four Orders of Outcomes are increasingly recognized as valuable tools for designing, administering and evaluating coastal management initiatives. They have been featured in keynote presentations at the conferences in preparation for the World Summit on Sustainable Development in Johannesburg, the Global Water Forum in Kyoto and the Miami conference that integrated research on the land ocean interface (LOICZ) sponsored by the International Geosphere Biosphere Program. This request for sharing the CRMP II experience in coastal management at a diverse range of global forums, the continued increase in demand for the coastal management training developed under CRMP, and the high demand for CRMP II publications, collectively serve as evidence of the success of the CRMP II model and the recognition of USAID as a leader in this field.

#### *Taking an Ecosystem/Watershed Approach*

CRMP II has made a special effort to ***integrate existing knowledge on the social and ecological impacts of reduced fresh water flows to estuaries***. This is an often-overlooked consequence of the escalating competition for limited freshwater supplies. Estuaries are one of the most natural productive ecosystems on the planet and they provide crucial services as a nursery ground for fisheries, in processing wastes that flow in from watersheds and supporting a wide diversity of human livelihoods. A focus on the impacts of reduced freshwater flows to estuaries provides a critical link between the community that addresses watersheds, dams and rivers, and the community that is concerned with human impacts on coasts and oceans. CRMP II is modeling how stronger links can be made between scientists and managers in addressing what promises to become an increasingly critical issue

worldwide. The products and partnerships that emerge from this serve as a bridge to important new initiatives in the future.

While the targets and key achievements and results for each CRMP II country differ, a number of underlying principles are consistently threaded throughout the CRMP II portfolio. These include the recognition that coastal management:

- Relies on sound technical information but is not, in and of itself, a technical fix
- Is an adaptive management process linking issue analysis, planning, and implementation
- Works best as part of a “nested” governance system at scales ranging from local to global
- Must match management tools and strategies to the capacity and context of the place
- Must balance the needs and health of the economy with those of the environment
- Integrates across sectors (e.g. fisheries, agriculture, tourism, community planning)
- Operates at watershed scale – addressing issues of land and water, upstream and downstream
- Is strengthened by private-public partnerships addressing the complexity of ICM
- Faces problems often rooted in social injustice and inequity
- Depends on sustained financial support from country governments and external donors
- Succeeds only over the course of many years and decades of effort
- Requires strong, engaged citizen and government constituencies built on transparent communication and opportunity for participation

Many of these principles, and examples of how CRMP II has recognized and operated true to these principles in each of its field sites and regions as well as in its global initiatives, is explored in more detail in the following chapters. You can also read more in the book entitled *Crafting Coastal Governance in a Changing World*, a “harvest” of the full CRMP I and CRMP II experience or in selected CRMP II technical reports, a listing of which is included in Volume 2, Annex B.

The following chapters first provide a brief introduction to the origination of CRMP II and then offer a more detailed summary of selected key achievements in CRMP II’s effort to help establish the enabling conditions, assess the issues, draft the policy, design the management plans, build individual and institutional capacity, and implement the actions which collectively address both the environmental, social, and economic health of the coastal communities where CRMP II has worked. The results—and the lessons learned in the process of achieving these results—have made an important difference in the last eight years of coastal management in Indonesia, Mexico, Tanzania and Kenya. They have helped set a firm foundation for and can inform the future of coastal management in these specific places as well as globally.

# CHAPTER 1

## BACKGROUND

### History of CRMP II

Successes of CRMP I (1985-1995) and the desire of an increasing number of USAID country missions to invest in coastal management led USAID Washington to design an eight-year follow-on project. This was the Coastal Resources Management Program II (CRMP II) that was initiated in mid-1995. In sharp contrast to CRMP I, the program was funded primarily by USAID in-country missions rather than USAID Washington. When CRMP II ended on September 30, 2003 it had received \$24.6 million from in-country missions and \$6 million from USAID Washington. An additional \$4 million was contributed by private foundations, host country governments and as in-kind contributions from the University of Rhode Island. These figures reflect the successful achievement of original goal set out at the start of CRMPI—i.e. that during CRMP II, the missions (and other donors) would invest in coastal management once it had been demonstrated that CRMP offered an effective approach to the problems posed by needs for both development and conservation in coastal regions.

The countries assisted by CRMP II showed a diversity in terms of size and wealth and also in the level of funds invested by the missions—ranging from the modest \$850 thousand investment in Kenya to the substantial \$14 million investment in Indonesia.

### Tailoring ICM Principles to New Contexts

As part of CRMP II, three new long-term country programs were initiated—Indonesia, Mexico and Tanzania. Although all three projects had different objectives and strategies and different project designs, all three worked to advance nested systems of coastal governance. A more modest effort began in Kenya in 1995 and continued through 2003.

The CRMP II programs built upon what had been learned in its predecessor program (CRMP I) and worked to address some of the weaknesses of those initial pilots. The following are responses to these identified weaknesses. A major effort was made to *document baseline conditions* at the community level in North Sulawesi, Indonesia before beginning new approaches to coastal management. The Indonesia and Tanzania projects undertook annual retreat-like *self-assessments* that emphasized an overtly adaptive approach to the administration of a country program. In all the CRMP II pilot country programs, the steps and associated actions in the integrated coastal management ICM policy cycle—issue identification, program preparation, formal adoption and funding, implementation, and evaluation—were used as a road map to guide the sequence of activities in that given place and emphasize the linkages between different phases in the development of institutional capacity.

The Indonesia and Tanzania projects were designed to advance the institutionalization of coastal management practices at the national scale. In Indonesia, the project began during the Suharto regime when an authoritarian, top-down governmental system was dominant. The project was designed to demonstrate how decentralized forms of governance could be effective in a diversity of settings in three different provinces but initially did not attempt to influence policy at the national scale. In 1998, the project acted quickly to take advantage of a much more positive climate for a coastal management program at the national level that came with the collapse of the Suharto government. The new government's embrace of decentralization led CRMP to invest in a partnership with the newly created Ministry of Marine Affairs and Fisheries and, in turn, the development of national coastal management legislation that will endorse and strengthen approaches to decentralized coastal planning and decisionmaking. The country's more than 7,000 islands extend over an area larger than the 48 contiguous U.S. states, making Indonesia a complex nation containing a diversity of distinct ethnic groups and cultures. While Indonesia is endowed with a wealth of natural resources, including oil fields, and is relatively wealthy, Tanzania is one of the world's poorest nations. In 2002, Tanzania ranked number 151 out of the 173 countries ranked on the United Nations Development Program's Human Development Index. Much of its coast remains sparsely populated and isolated.

Mexico provides a sharp contrast to both Indonesia and Tanzania as a large, politically stable nation with "first world" systems of education, transportation and health, and a well-developed industrial base. Like Indonesia, Mexico is a major world producer of petroleum. The Mexico field program differed significantly from the Indonesia and Tanzania programs. It was more modestly funded and was designed to respond to the USAID Mexico mission's focus on building the capacity of selected non-governmental organizations (NGOs) rather than that of government agencies. Also, while the Tanzania and Indonesia programs included sizeable in-country offices, the Mexico program did not. Indonesia and Mexico, are, however, similar in several ways. In both nations, wealth is concentrated in relatively small geographic areas and small segments of society. In both, large regions are considered undeveloped and in those areas, much of the population lives in poverty.

By the end of CRMP II in 2003, all three of the CRMP II major field programs had made significant strides towards institutionalized coastal management programs that were operating within a legal and organizational framework, supported through the allocation of government resources, and implemented in accordance with accepted principles of participatory and open governance. In summary, examples of key accomplishments include:

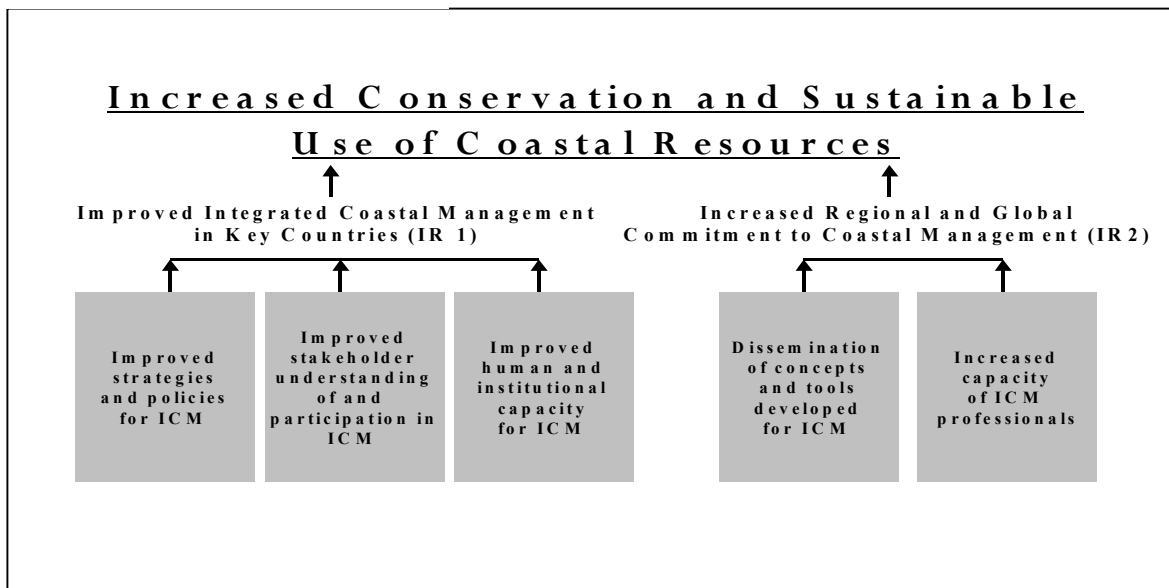
***In Indonesia, several models of decentralized coastal governance have been carefully documented and are being replicated*** both within the three provinces where the project has been active and elsewhere in the country. Enabling conditions (First Order outcomes) are in place at the district and province levels in North Sulawesi, and work on national legislation to formally establish a coastal management program is well advanced. Within the three provinces, there are a diversity of behavior changes underway—including resource stewardship actions at the community level and new forms of collaborative planning and decisionmaking among the various levels of government. Community-based marine protected areas are a strong feature of these efforts.

***In Tanzania, the National Integrated Coastal Environmental Management Strategy was formally adopted*** by the nation’s Cabinet in 2002. This puts in place a set of national policies that address district-level coastal management and establish a clear process for planning and decisionmaking on mariculture and tourism development. In Tanzania, the emphasis has been upon behavioral change within government agencies in support of collaborative action, learning-based approaches to resource management, and closer collaboration between government and business in shaping the development process along the coast.

In Mexico, the project—through collaboration with NGOs in the state of Quintana Roo on the East Coast—has seen ***the establishment the first national marine park initiated by a community*** and an ***increased capacity in coastal management*** for a small university. On the west coast, in the Gulf of California, the project has assisted in the ***formation of a unique bi-municipal management plan*** for a coastal lagoon—Bahía Santa María—and a trust fund to support its implementation. On both coasts these efforts are demonstrating new approaches to decentralized coastal governance centered in municipal governments.

While the CRMP II design drew heavily on its CRMP I predecessor, it was also influenced by the United States Performance and Results Act of 1993. This initiative of the Clinton-Gore administration created regulations governing all federally funded programs, requiring them to define goals and monitor progress toward predefined outcomes. Within USAID, projects and programs were designed around “results frameworks” consisting of a Strategic Objective for each major program supported by Intermediate Results. (See Figure 1.) Each USAID mission developed its own results framework and indicators. These are organized around each mission’s major programs and are designed to promote biodiversity conservation, economic development, public health, or democratization. This raises issues for an ICM initiative that works to bridge across several of these categories. While all ICM programs integrate across elements of environmental quality, societal well-being, democratization and economic development, the CRMP II projects were placed within the environmental management Strategic Objective—which emphasized biodiversity conservation.

**Figure 1**



Indicators were selected to gauge progress in each of the elements in the CRMP results framework. The highest priority is given to measurable change in tangible biophysical or societal variables. For both USAID Washington and its missions, CRMP II projects reported their most important “performance results” annually in terms of:

- Hectares under *improved* management
- Hectares under *effective* management

*Improved* is defined as “when an ICM program is in place and functioning.” Areas in this category can be counted when at least one of the following activities has been completed and targets have been set for the remaining parameters:

- Assessment completed
- Legal framework established
- Planning completed
- Management actions implemented
- Capacity developed
- Monitoring action implemented

During the life of and as a result of the CRMP II, over **36,000,000 hectares were successfully put under improved management.**

*Effective* is defined as “where environmental conditions are being monitored and resource degradation is documented as slowed, stopped or reversed.” Generally, effective management sites are geographically smaller than those in the improved category, and are associated with a specific type of coastal environment or resource, such as coral reefs or mangroves. Two requirements must be met for management to be deemed effective:

- Environmental quality is maintained or improved, and/or the rate of degradation is reduced
- Institutional ability to monitor and respond to threats is demonstrated

During the life of and as a result of the CRMP II, almost **195,000 hectares were successfully put under effective management.**

While each USAID project and each mission needed to show increased hectares under improved and/or effective management each year, indicators for many CRMP II country programs could not be reported in terms of increased areas under management, but rather were reported and evaluated as “improved strategies and policies for ICM.” The challenge in this approach to monitoring and evaluation was highlighted in some length in the final evaluation report on the Indonesia project (Hanson et al., 2003). One problem is that areas assigned to the “effective management” category cannot be counted as contributing to more than one year of “results.” This contradicts the iterative and adaptive nature of coastal management. According to the Indonesia evaluation (Hanson et al., 2003).



“A serious review of the Natural Resources Management (NRM) Results Framework should be undertaken to incorporate outcome/impact indicators, measures that can document the evolving relationship between NRM and decentralization, and indicators that incorporate horizontal and vertical cooperation and linkages between central and local government, village initiatives, NGOs, and academia. Furthermore, the overarching goal of biodiversity conservation could be improved by expanding it to embrace sustainable development in terms of economic benefits, food security, and biodiversity conservation benefits... Selected socio-environmental indicators could be used to illustrate impacts of the project on community beneficiaries, fisheries and habitat management.”

The report suggests that indicators that could be used jointly by USAID, national government agencies, and local governments to measure progress in Indonesian marine and coastal management would help advance a common understanding of the purposes and accomplishments of a coastal management program. While this evaluation and its resultant recommendations were focused on the CRMP II in Indonesia, other CRMP II program sites would concur with this same analysis and its recommendations.

### **Promoting Global and Regional Commitment to Coastal Management**

A hallmark of the CRMP II has been its capacity-building initiatives. These have targeted and benefited not only program participants from CRMP II countries, but individuals and institutions from the broader CRMP II regions and from around the world. These include hands-on learning-by-doing in the field, institutional assessments, individual mentoring, and formal training. The latter counts as alumni nearly 400 professional men and women with backgrounds in the social and natural sciences from 69 countries. In addition, CRMP II has devoted time to refining and disseminating the concepts and tools that have proven—through CRMP I and CRMP II experimentation—to be effective in guiding the design and sequencing of activities within coastal management initiatives globally. These “common methodologies”:

- Elucidate the conditions that favor or impede progress towards the goals of coastal management in different settings
- Identify the barriers and bridges to linking investments in planning and capacity building to investments in the implementation of a coastal management program
- Document successes and failures in a manner that encourages learning across projects

These “common methodologies” were initially introduced at an international workshop in Xiamen, China in 1995 and after deliberations of an expert group were refined and published as *The Common Methodology for Learning: A Manual for Assessing Progress in Coastal Management* (Olsen et al., 1999). The methodologies have been further refined as they have been applied to a diversity of ICM projects and programs supported by international funders including the Global Environmental Facility, development banks and bi-lateral donors. Most recently, the International Oceanic Commission (IOC), the National Ocean and Atmospheric Administration (NOAA) and the Department of Fisheries and Oceans Canada have expressed

strong support and possible formal “endorsement” for this methodology—a methodology based largely on CRMP experience.

CRC, through the CRMP II global and regional program, has until 1998 also provided technical support and staff to activities of the International Coral Reef Initiative. This work has since evolved into collaboration with several international institutions on the design and application of databases that integrate a range of human factors into reef monitoring. These additions to biophysical monitoring provide important insights into assessing reefs from a management perspective. Global concern over the degradation and loss of coral reefs has more recently led to research by CRC and its partners on the factors affecting the success and sustainability of community-based marine protected areas in the Philippines and the application of this learning to similar initiatives in Indonesia and Tanzania.

Another feature of CRMP II has been to work with a variety of expert groups in several regions to formulate “good practices” in mariculture. Efforts have been directed at establishing how mariculture—particularly shrimp farming—can be integrated into a larger coastal management process. This work focuses on assessing the cumulative impacts of many operations on the environmental qualities of a given area and on the societal impacts of the industry. The emerging good practices are being integrated into planning and regulatory frameworks in the various countries where CRMP has been active and are actively being applied on-the-ground by shrimp investors and producers.

Finally, through its hundreds of publications and its newsletter, *InterCoast Network*, the CRMP II program has worked to widely disseminate experience and provide a forum on the evolving concepts and tools for the effective management of coastal ecosystems. Additional experience-sharing forums include those such as the CRMP II World of Learning seminar held in Washington, D.C., that brought together participants from both CRMP I and II projects to assess progress and the evolution of coastal management practices. This seminar was attended by other donors, academics, researchers, and practitioners and allowed these individuals, as well, to share in learning more about what the CRMP experience has taught about what promotes and what hinders progress in coastal management.

## **The Expectations and Outcomes of CRMP II**

By all counts, CRMP II achieved its stated goals. It has further demonstrated how the principles of ICM can be successfully applied in a wide diversity of settings. By the end of the program in 2003, enabling conditions had either been achieved, or were close to being achieved, and documented as elements of nested systems of governance that link community-based coastal stewardship with supportive governance at the district, provincial (or state) and national levels.

Equally important, CRMP II has been successful in its efforts to link USAID-supported efforts to coastal management efforts sponsored by other donors (including, but not limited to, the World Bank, Inter-American Development Bank, the Swedish International Development Agency, and the Global Environment Fund), to for-profit organizations such as UNOCAL and the International Resources Group, and to well-known international NGOs

such as World Wildlife Fund, Nature Conservancy, and Conservation International. The great majority of these efforts, which have occurred at the municipal, district or national scales, are either at an early stage of implementation or at the challenging step of seeking formal approval and funding for an initial period of implementation.

Today there is abundant evidence that both coastal users and the agencies responsible for the planning and decisionmaking that shapes the processes of contemporary coastal change are willing and able to change their behavior in ways that can produce desired environmental and societal outcomes at significant geographic scales. The good practices that produce efficient progress towards effective coastal governance are now known. Many of the uncertainties that were so palpable in CRMP I have been laid to rest. Thanks in good measure to CRMP projects and associated activities, the philosophy, values and practices that began to shape ICM in the U.S. in the 1970s are being applied and adapted in hundreds of coastal areas around the world. They constitute a new approach to coastal governance. They signal a path to a future that sustains the qualities of coastal ecosystems while enhancing the lives of coastal people. What remains unknown is the degree to which the larger governance systems of values, goals, procedures and rules will allow these initiatives to prosper and replicate. Many pressures on the areas and people in the regions addressed are not the consequence of local or national policies and practices. Instead, they result from worldwide pressures brought by societal values and behaviors that can only be addressed at a global scale.

## CHAPTER 2

### IMPROVED INTEGRATED COASTAL MANAGEMENT IN KEY COUNTRIES (IR1)

CRMP II field activities are largely supported with USAID mission and regional funds. While each field project has been designed to assist the missions to achieve their strategic objective, they reflect CRMP II's common approach and are the primary engines for creating the results reported through USAID's Intermediate Result #1 (IR 1). The indicators for measuring CRMP II's performance against this intermediate result are described in Annex A in the Performance Monitoring Report. Here, however, the focus is on sharing the key achievements or results, and their significance and impact on coastal management in each CRMP country or region, and globally.

#### Global Support To Field Programs

CRMP II global staff has consistently provided input and support for field activities. This has included participating in annual reviews and work planning sessions, assisting in the writing of white papers and policy documents, facilitating cross-portfolio learning amongst the full suite of CRMP II programs, and disseminating broadly and globally the CRMP II experience.

Having this global support available has benefited the CRMP II program in numerous ways, two of which are key:

- It has provided a core or pool of expertise in ICM design and implementation drawn from CRC's 32 years of experience and USAID/CRMP's 18 years of experience working in coastal management programs around the world. Being able to access this "common pool" of expertise and experience has helped the CRMP II program reduce incidences of "reinventing the wheel" and has increased the level of cross-fertilization of ideas, tools, and techniques across CRMP II programs.
- It has provided an additional forum through which CRMP II country or region-specific achievements and experience could be shared with the global ICM community. Global staff—often accompanied by CRMP II country program partners—have shared country-specific experience at global forums. As well, global staff has assisted in sharing this important experience through dissemination of over 1,000 publications, produced both in the field and at the CRC/CRMP home office. To date, these publications are estimated to have reached over 100,000 individuals and agencies in either hard or electronic copy. The CRMP II experience, models, and approach is being disseminated widely through both publications and presentations requested by UN agencies, bi-lateral and multi-lateral donor agencies, academic, practitioner and research groups from around the world. This has significantly increased the visibility of the important experience and achievements emerging from CRMP II country-specific programs and at the same time has contributed to the global knowledge base of what is working and what is not in coastal management around the world. To this end, CRMP II is acknowledged by many in the field as a leader

in not only coastal management but, as well, in knowledge management for ICM. This latter is a critical achievement and an essential expertise at a time when the volume of experience in coastal management is multiplying rapidly and there it is an increasing challenge to cull that experience to extract the key lessons learned, the key principles, tools, and the best practices and techniques proving to be predictors of success in ICM. CRMP II achievements/progress in specific places follows.

## EAST AND SOUTHERN AFRICA (ESA)

### Regional Capacity Building

#### *Key achievements and impacts*

Capacity for coastal management has increased significantly over the last 10 years due in large part to two key contributors—USAID through its CRMP II program and the Swedish International Development Agency (Sida). While Sida has focused on building a cadre of scientists with coastal and marine expertise, ***USAID has shaped a generation of coastal managers through its projects and training programs.*** While Sida’s support to degree programs produced graduates, many of who proceeded to work in ICM projects, the USAID CRMP II program enhanced those individuals’ management capacity with additional training and hands-on experience.

There is limited human capacity and financial resources to fund capacity building activities at national levels in East Africa. This has made CRMP’s investment in ***strengthening the institutional capacity of the sole indigenous regional organization—WIOMSA*** (Western Indian Ocean Marine Science Association)—an important one. The marine and coastal management training program that, as a result, WIOMSA is able to now carry out, may help compensate for transient deficiencies in national education systems in the region. With no academic and research institutions in countries like Seychelles and Comoros, these countries must depend on regional capacity building programs, like those now provided by WIOMSA, to train their coastal experts. Two joint CRMP II/WIOMSA initiatives have made lasting impacts on coastal management in the region. One of these was the first regional workshop for the growing numbers of ICM practitioners in the region. Through this workshop and through its involvement in pilot sites in Kenya and Tanzania, CRMP II developed a working relationship with leaders and future leaders in ICM—relationships that have not only proven essential to the success of the CRMP II program during its life of project, but which will continue to be key to the progress of ICM in the region in the decades to come. Another success was the joint WIOMSA/CRMP II design and implementation of a regional capacity building training program, “Learning and Performing: Developing Skills for Coastal Management Practitioners,” which began building a critically needed regional network of skilled practitioners.

The USAID/CRMP II capacity-building efforts ***have helped grow a critically needed ICM support system for the region.*** While the CRMP II/Sida effort was not the result of intentional design, it provides a successful model for how donor-sponsored programs can leverage greater results when they work together toward a common goal through different

but complementary interventions. Too often there exists in any one place a plethora of well-funded donor programs designed in ignorance of and often duplicative of or, worse yet, in contradiction of each other—with little, if any, interaction between or sharing of learning or resources. CRMP II has shown this need not be so.

*Investments made in building the capacity of WIOMSA* have increased the visibility and recognition of this indigenous agency as a regional center of excellence in training. As a result, WIOMSA has trained several hundred coastal practitioners in the region—many of who have gone on to influence changes in coastal project design and/or implementation on-the-ground. In part a result of the CRMP II’s support, WIOMSA has been able to attract important partners and funding to collaborate on the design and delivery of an array of trainings. These include but are not limited to a partnership with the Coastal Zone Management Center in the Hague, Netherlands, for a training course in marine protected areas; a training course on oil spill contingencies in partnership with the United Nations Environment Programme; and the “Learning and Performing” course, the first-of-its kind coastal management training, designed and delivered in partnership with CRC.

The Learning and Performing course *provided coastal practitioners with access to the wealth of experience and expertise that resides in the region and upon which they could now draw*—experience and expertise of which they were either originally unaware or unsure of how to access. This program also helped establish a new design for regional coastal management courses—a model which blends the teaching of essential technical, management and training-of-trainer skills, with on-the-job application of those skills, and professional during-course and post-course mentoring. The University of Stockholm and Sida recently discussed with CRC and WIOMSA Sida’s interest in funding a continuation of this CRMP II/WIOMSA designed course. This willingness of donors and projects to recognize and adopt the best existing models for coastal management practice or capacity building and to fund their continuation—regardless of who conceived of or funded the original concept/programs—is an important step forward to advancing coastal management in the region.

## **Tanzania**

The CRMP II program in Tanzania has promoted a nested governance system that features partnering with national and district government agencies, local integrated coastal management (ICM) programs, scientists, and non-governmental organizations (NGOs). While CRMP advocated a “two-track” approach in which resources were applied at the both the national and local levels simultaneously—the Tanzania program focused on the national level. This owed to the fact that a significant number of community-based coastal projects were already underway in the country and what was more needed was an overarching national program that would support such local level initiatives.

### ***Key Achievements and Impacts***

The CRMP II program can claim success for a number of achievements that have advanced ICM in Tanzania:

### *Acquired a Formalized Mandate for National-level Coastal Management*

The approval of the National Integrated Coastal Environment Management Strategy has been this program's greatest accomplishment. The process used to write the strategy was central to creating a context within which approval was possible—a process that provided a firm foundation of constituencies among government agencies and coastal districts and broad support for the national goals and implementation. Several other achievements that contributed to the pre-conditions necessary to approve the strategy are also noteworthy. This includes the *State of the Coast 2000* report, which brought national attention to Tanzania's pressing coastal issues (the first report of its kind in Tanzania); the mariculture and tourism investment guidelines, which are an example of national-level guidance that can assist future development within the coastal region; and awareness-raising activities, such as the Coastal Environmental Awards Scheme (CEAS) which has significantly increased citizen awareness (over 70,000 individuals participate in the CEAS) of the impacts of human behavior on the coast and changes in behaviors that could help benefit the health of the coast.

### *Established a Nested Planning and Decisionmaking System*

In terms of behavioral change, in Tanzania the CRMP II program's greatest achievement was in its proven ability to build relationships and promote collaborative behavior between national government agencies, district government, and private interests. Part of what contributed to this success was the great care taken from the very start of the program to balance local and national interests. The program intentionally avoided just creating a national framework and adjusting top-down decisionmaking structures. Instead, it created entirely new systems and procedures that balanced local and national needs.

### *Effectively Introduced an Integrated, Inter-sectoral, Collaborative Approach to Coastal Management in Place of an Existing Sector-driven, Top-down Approach*

Interdisciplinary working groups were created to address a very sensitive issue – the need to work with government agencies without causing those agencies to feel their power and prerogatives were being threatened. The working group model avoided governments feeling threatened by the CRMP intervention by placing government agency staff at the very tables where issues were being discussed, research being spearheaded, and proposed solutions being developed. Without the support of these agencies, it would have been far more difficult, if not impossible, to secure approval/passage of the National Coastal Strategy for Tanzania. Using working groups comprised of members drawn from various sectors and agencies within the government was a critical solution to bringing an inter-sectoral, collaborative approach to coastal management where one previously did not exist.

### *Built the Human Capacity to Deal with Environmental Management Issues*

During the CRMP II life-of-project, the government employed the few skilled coastal managers who did exist. Asking these skilled managers to leave their jobs to work for the CRMP II program would only lead to discontinuity in the very agencies that needed to be strengthened. As a result, the CRMP II program looked beyond its own needs for skilled

coastal managers and considered the bigger picture of coastal capacity for the country as a whole. As a result, the program hired only a small core team and supported that with interdisciplinary working groups comprised of capable individuals employed by the government agencies. This ensured maximum competence for the CRMP II program while ensuring especially talented individuals remained in their existing jobs. This avoided an all too frequent “robbing Peter to pay Paul” scenario found in development projects.

The program used a combination of capacity building approaches—including short-term training, on-the-job mentoring, and learning-by-doing. It focused such capacity building on not only support unit staff but, as well, working group members and other partners. This has prompted interaction across disciplines and hierarchies, improving the relationships between various government agencies and enabling different interest groups to work effectively together to address coastal issues. Training workshops and field visits have also helped transferred knowledge about the how, why, and wherefore of collaborative management outside the boundaries of the country program.

Studies and assessments, such as the mariculture and coastal tourism profiles, the *State of the Coast 2000* and information generated through the global information systems (GIS) project, have also increased technical knowledge within the Tanzania coastal program. These studies and assessments have improved the overall understanding of the condition of the nation’s coastal resources, providing reference materials for planning, decisionmaking, and implementation within local projects.

#### *Linked and Learned from Local Programs in Tanzania*

Before the CRMP II program in Tanzania, local ICM programs worked in isolation. An essential element of the project design, however, aimed at facilitating shared learning between these local programs, creating a culture of collaboration and common purpose between them. CRMP II in Tanzania has successfully achieved this goal. Retreats and other means of information exchange (e.g., the E-Pwani listserv and *Pwani Yetu* newsletter) have contributed to improved linkages and cross-project learning. Without such sharing and linkages, key lessons learned are lost, replication of success is more difficult, and opportunities to leverage resources and to maximize the returns on donor investments are lost. As an information hub, the program office has provided an extensive library—open to the practitioners and the public—of compiled reports, books and other documents on coastal management.

#### *Provided Science for Management*

The *State of the Coast 2000t* report “translated” much of the science on Tanzania’s coast into a format that was understandable and accessible by the practitioner/manager. It is being used by the University of Dar es Salaam as part of their biology and marine biology curriculum and by local high schools in Zanzibar and the mainland; by district officials in the divisions of Natural Resources, Fisheries, Environment; by the Ministry of Natural Resources and Tourism; and by the National Environmental Management Council. As well, it is being used by a wide array of private companies with investments in Tanzania—companies that include British Petroleum, Songas, Oryx, and Coca-Cola. Projects and non-governmental



organizations are also using the *State of the Coast 2000* as a resource to inform their on-the-ground programs. This includes the Tanga and Mnazi Bay projects and the World Wildlife Fund and GreenCom.

As well, the complementary GIS project took the critical step of taking the volume of raw data that was available on Tanzania's physical coastal features and analyzed that data for use in management decisionmaking. Equally important, this project trained local university and government staff in how to use such data for coastal change analysis, how to make visual representations of the data analysis, and emphasized the importance of making the data analysis widely available for decisionmaking. This data and analysis is now being requested and used by other key donors, including the World Bank, who fund coastal programs in the region.

#### *Created Mechanisms for Addressing Poverty—A Major Issue Along the Coast*

The CRMP II program acknowledged it would have been impossible, if not irresponsible, to focus the program's efforts exclusively on resource conservation and included as a key goal the need to create mechanisms for addressing emerging economic opportunities. In response, the program developed investment guidelines for mariculture and tourism. It was these mariculture guidelines that prompted the industry to call for a forum where they can discuss and better understand the guidelines and collaborate on future development of the industry in a manner that is approved by the government and that promotes economic and environmental health.

#### *Developed Models of Good Practices*

The tourism guidelines developed by the Tanzania CRMP have provided a model for good practices in tourism where none previously existed. Various local and international groups and projects now use these guidelines to inform their planning and decisionmaking. This includes use by Tanzania's Coastal Tourism Investors' Forum in collaboration with the World Bank; by the Private Sector Forum for Coastal/Marine Investment in collaboration with the World Bank; by the Tourism Division of the Ministry of Natural Resources and Tourism, the Tanzania Tourist Board and the Tanzania Investment Center; the Cultural Tourism Programme of Tanzania; and Chumbe Island Coral Park. At a time when increasing investments are being made in managing Tanzania's coasts and coastal economy, it is essential to codify what works and what does not. These CRMP-developed tourism guidelines are just one example of where the Tanzania CRMP has taken a lead in undertaking such codification.

## **Kenya**

The Kenya program was small in contrast to the other CRMP II pilot site programs and key achievements accordingly modest.

### ***Key Achievements and Impacts***

Perhaps the key achievement of CRMP in Kenya has been its efforts to successfully empower local-level coastal stakeholders including fishers and boat operators to regain access to the coast—access upon which many of them are dependent for their livelihoods. In the Jomo Kenyatta Beach area, as large international hotels for the wealthy were being constructed along the coast, the local population lost access to the beaches. What CRMP did was help these individuals to organize themselves to agree on the problem and work in cooperation to solve it. In this effort, CRMP made a strategic decision to work through both PACT Kenya and one of the government’s own extension officers in the national Department of Fisheries—letting them, rather than CRMP staff, serve as the first line of contact with local fishers, boat owners and other public constituents. Today, fishers and other small-scale businesses have the access they need to the beach and the livelihoods they need to thrive.

## **LATIN AMERICA AND THE CARIBBEAN (LAC)**

### **Regional**

CRMP II *translated good practice guidelines for shrimp mariculture* into a Spanish language publication entitled *Buenas Practicas de Manejo en el Cultivo de Camaron en Honduras*. Over a thousand copies of these guidelines were distributed to the Central American and Mexican shrimp industry, government, and academic institutions. Although shrimp mariculture is a critical issue in this region, few if any materials on this topic—including any on best practices—were/are available in Spanish until this translation by the CRMP II. Equally, or even more important, CRMP II provided training in how to apply the practices and as a result is seeing on-the-ground evidence that investors, developers of shrimp farms, and shrimp producers are now trying to follow these guidelines.

### **Mexico**

The purpose of the CRMP II Mexico program was to build the capacity of selected Mexican institutions—with a focus on NGOs (primarily Amigos de Sian Ka’an) and universities (primarily the University of Quintana Roo)—to effectively support citizen efforts to address the multi-faceted issues affecting coastal resource condition and use. USAID’s priority in at the start of CRMP II in Mexico was to bring an integrated approach to what it saw as a set of isolated coastal conservation projects.

### ***Key Achievements and Impacts***

The CRMP II program in Mexico:

#### *Advanced Coastal Management in Areas Adjacent to Biodiversity Conservation Sites*

The Quintana Roo program made direct contributions to biodiversity conservation in the Meso-American Reef System through the establishment and active management of the Xcalak National Marine Park. Xcalak has a strategic location—on the Mexico/Belize border, where Belize also has a National Marine Park. Using the Xcalak national marine park as the entry point, Mexico now joins Belize in sharing management of this common coastal/marine resource that includes critical areas of coral reefs and biodiversity. What is also significant is that the Xcalak National Marine Park was established as the result of direct action by a local community group—one of just a few, if any, such examples in Mexico and Central American, where management simply does not occur unless as part of a much larger formal framework. Hence, this achievement provides evidence that new models of decentralized management are possible.

#### *Developed and Promoted Voluntary Good Practices to Mitigate Impacts of Development*

The CRMP II Mexico project acknowledged that most change in coastal resource use would need to be voluntary and would be driven by incentives for individuals and developers to adjust their activities. Toward this end, the project, in partnership with private and public stakeholders, developed and applied good practices for tourism and mariculture—practices aimed at reducing environmental impacts, promoting sustainable businesses and enhancing the local distribution of benefits. Several thousand copies of Spanish and English versions of the CRMP II publication, *Normas Practicas para el Desarrollo Turistico*, or *Guidelines for Low-Impact Tourism*, were distributed and those guidelines have found their way into SEMARNAT's (the Environment Secretariat of Mexico) own guidelines. The guidelines go beyond simply presenting best low-impact practices, by providing information and examples on how to apply these.

In La Paz, Baja California Sur, the CRMP II Mexico program assisted a marina working group, comprised of includes marina owners, and municipal, state and federal officials to advance marina good practices in La Paz—a major center for marine tourism and a major access point to the pristine Gulf Island Park. The group is surveying existing operational practices and identifying siting criteria for new marinas, then using this information to influence local planning activities, as well as provide input to the draft national marina regulations. The goal is to replicate this process in other Gulf of California harbors as they prepare for increased marina activity that results from the government-promoted development program.

#### *Improved Coastal Governance*

The project addressed the coastal policies affecting the ecosystems of Costa Maya, Chetumal (Quintana Roo), and the Gulf of California. The project contributed to the state-level coastal

land use ordinances that are Mexico’s primary tool for establishing use priorities in geographic areas. The objective was to strengthen institutions and policies within the targeted regions and thereby increase the prospects of success in these strategically selected sites—and then to replicate this process throughout the region. The project design emphasized participatory methods to establish co-management schemes, and sought opportunities to create intersectoral coordination mechanisms.

Toward this end, CRMP II stimulated the process which led in Chetumal Bay to business, NGOs, private citizens, and the local university actively working together to pressure the state to revise the Chetumal Bay Sanctuary plan such that it would address land uses and improve management for the area. Until CRMP II, few citizens fully understood the links between the environment, economy, and health; and few were engaged in dialogue on the issues facing their community or feel empowered to do try to bring about the change they wanted. The CRMP II process in Chetumal changed this situation such that today, a broad array of coastal stakeholders, agencies and constituencies plan together for the future of their place.

#### *Strengthened Local and Regional Capability to Utilize ICM Principles and Practices*

The program successfully built the capacity of program partners to work with a diverse group of stakeholders at the community and regional levels. The project recognized that in order for participatory processes, coastal planning and decisionmaking, or the design and adoption of good practices to succeed, all three layers of Mexican government—local, regional, and national—had to be actively engaged and CRMP II helped such engagement happen in the case of many of its initiatives.

A key player in helping engage these different sectors, was the University of Quintana Roo (UQROO). Prior to CRMP II this university, although located on the shores of Chetumal Bay, did little to address coastal issues. It did not conduct coastal research. It did not provide technical assistance to address coastal problems. It had no coastal elements to its curriculum, and conducted little or no training or educating in coastal/marine topics. This changed with the intervention of CRMP II, and today the university is a critical facilitator of dialogue, a provider of technical assistance, and a researcher and educator on coastal management in the bay area. Today, UQROO’s new GIS Center is a success—a largely self-sufficient provider of GIS data for coastal and land management decisionmaking and a training center for new students. The university has completed a draft social and governance diagnosis for the Chetumal Bay region. It, together with a complementary natural resources diagnosis compiled by the Colégio de la Frontera Sur, synthesizes the current information and identifies key issues for the bay’s management and will serve as the foundation for a public document, “Nuestra Bahía, Nuestro Futuro,” (“Our Bay, Our Future”).

#### *Played a Key Role in Changing Behavior and Facilitating Dialogue*

In Quintana Roo, CRMP II was able to change what had been, at the start of the program, an atmosphere of mistrust and isolation between business, government, academia and civil society to one where there is a demonstrated willingness to find common ground and share

responsibilities. This ability to bring together the divergent interests and needs of the array of coastal stakeholders is a CRMP II trademark achievement and one that played out in the Mexico program as well.

In the Gulf of California, CRMP II and its partners used multiple venues to bring together large representations of researchers, conservationists and government officials to share information and debate key issues. One outcome has been the Rapid Assessment of Conservation Economics that has compiled detailed information on trends in land and coastal and marine resources use and has developed economic growth scenarios for the region. These actions are closely tied to Mexico's larger concerns with alleviating poverty and creating sustainable forms of economic development as expressed in its country paper submitted to the 2002 World Summit on Sustainable Development: "The conditions of poverty and marginalization in which millions of Mexicans continue to live is the most important challenge facing the nation and combating poverty is one of the highest priorities of the presidency."

#### *Contributed to Policy Development*

In the Southern Quintana Roo region, CRMP II worked with partners to sustain and expand management initiatives in ICM. UQROO is coordinating with other CRMP II partners and colleagues to design and facilitate a regional meeting on ecological ordinances. As well, UQROO's representation on the Regional Council for Sustainable Development has helped advance ICM concepts within the broader development forum of the region. The *Secretaria de Marina*, (the Navy) based in Chetumal, is now leading conservation efforts for coastal areas in southern Quintana Roo. The Navy's active participation and collaboration in several CRMP II project-sponsored forums in Chetumal has most likely influenced this. And as a result, efforts are underway to use Chetumal Bay and/or Costa Maya as a national pilot of coastal management for SEMARNAT.

#### *Integrated Science and Management in a Coastal Estuary*

Before CRMP II, the program in Bahía Santa María was defined largely as a conservation-only program. It was using science to identify how wetlands needed to be protected and providing suggested solutions to those protection needs. With the critical influence of CRMP II, however, more attention was paid to the participatory process. CRMP II worked with its partner, Conservation International/Mexico (CIMEX), and the community to address the "people" problems—e.g. issues such as waste disposal—which, in turn, underlay many of the community's environmental problems. Once engaged, the community began to understand the critical links between some of their everyday, visible problems such as proper waste disposal (waste littered the beaches at the time when CRMP II intervened) and the environment (polluted beaches) and their health (sickness and disease linked to pollution).

Today in Bahía Santa María, communities, government, universities, NGOs, and business work together to identify solutions to problems in the Bay and the surrounding land areas. One key achievement/result, is the para-municipal agreement that was signed by the governors of the municipalities in September 2003. The success in this is lies in the fact that

in Mexico municipalities do not normally engage in resource management. This is seen, instead, as the role of the federal government—even as the Mexican government has moved to decentralize these functions. The CRMP II success in Bahía Santa María may lead the way as a model for how to successfully decentralize environmental management and decisionmaking to the municipal level.

### **Addressed Equity Issues in ICM**

The project played a major role in implementing the first state workshop on gender equity and the environment, with close to 100 participants. The workshop builds upon CRMP II's initiative in promoting Women in Leadership and Development for ICM, and will continue as a prominent field site to test methods proposed by the new initiative.

### **Linked Good Practices for Key Agents of Coastal Change to Regional Approaches**

In the Gulf of Mexico, CRMP II was successful in drawing on U.S. and international lessons learned and experience on specific coastal topics and then adapting that experience to fit the Mexico context. The significance of this lays in Mexico's recognition, for the first time, that having good laws alone is not enough. Good practices and having those good practices infused into policy is equally, or even more, important.

For CRMP II, this meant developing a strategy to promote good practices in marinas and mariculture in the region. While this was a critical need throughout the Gulf region, it was especially so in La Paz, where an ecological ordinance was being prepared and marina expansion was fast underway.

As well, CRMP II drew upon U.S. and international experience in estuary and large ecosystem management to address similar issues in the Gulf of California. Working with SEMARNAT in Mexico City, including the director the National Ecology Institute and the Subsecretary of Planning and Policy, CRMP II proposed gathering strong support from the private sector to move a regional agenda from the bottom-up which would then help influence current policy initiatives. This effort remains underway and it gathering momentum.

## **ASIA**

### **Regional**

#### ***Key Achievements and Impacts***

##### *Developed Tools for Better Coral Reef Conservation and Management*

Through the Reef Check element of USAID's East Asia Pacific Environmental Initiative (EAPEI), the CRMP II team developed a much-needed typology of management recommendations that can be disseminated via a web-based system to provide more real-time

feedback to Reef Check monitors—providing an actionable vs. general management and decisionmaking tool.

### **Disseminated Lessons Learned in Replicating Municipal Marine Sanctuaries in the Philippines**

Field research methodologies—methodologies pioneered as part of CRMP II—have been applied to sustainability research on community-based coastal resources management in the Philippines and CRMP II staff have provided advice and information on socioeconomic monitoring and assessment methodologies to other projects in the Asia region including the Philippines population and coastal resources management project. Perhaps most importantly, the results of the field research have been incorporated into a draft Indonesian guide on community-based marine protected areas. This guidebook is serving as a basis for the development of national policy guidelines on community-based marine protected areas by the Indonesian Ministry of Marine Affairs and Fisheries.

CRMP II trained staff provided, at the request by NOAA, an expert review of NOAA guidelines *on socioeconomic indicators for marine protected areas (MPAs) in the SEA region* with the goal of developing a standardized recommended package of socio-economic indicators for MPAs in the region.

Using funding leveraged from the David and Lucile Packard Foundation, CRMP II staff worked with the University of the South Pacific (USP), Fiji to advance a national ICM framework. The real accomplishment was in successfully helping Fiji to get “unstuck” from what had been a “projects-only” mode. Through capacity building and awareness raising, CRMP II helped the USP/Fiji team set the foundation for and build the constituency for a national-level ICM policy and build a core group of individuals and agencies with the skills and confidence to help in the design and implementation that can help move coastal management in Fiji forward. In the process, a valuable partnership has developed between the university, the national tourism and fisheries government offices, and the provincial communities.

### **Indonesia**

The CRMP II Indonesia project initially called for the establishment of several pilot field experiments to test, learn and demonstrate how to apply decentralized and participatory management principles in the Indonesia context. Later changes in political context, meant an expansion of project goals to include assisting the Ministry of Marine Affairs and Fisheries (MMAF) with several national policy initiatives for coastal management. The project also emphasized the need to demonstrate how decentralized and participatory coastal management—examples of which were emerging from the field sites—could be institutionalized locally and nationally.

### ***Key Achievements and Impacts***

The CRMP II program in Indonesia progressed on many fronts achieving primarily First Order outcomes (societal conditions or “enabling conditions” that must be present when a program embarks upon a plan of action), some Second Order outcomes (when there is evidence of successful implementation), and Third Order outcomes (when there is physical evidence of progress towards sustainable forms of coastal development) only at the local or village scale. In the process the program has had impacts in:

#### *Making the System Whole*

The project has been able to develop and document innovative participatory approaches to coastal management being implemented by local governments. While building from the ground up, the project has also assisted MMAF in developing support structures from the top down. Systems at the local and national levels are not yet fully developed, nor have the connections between them been fully and formally established. However, most of the pieces to complete the puzzle of ICM for Indonesia are now present. Refining the pieces at the local and national levels and connecting them into a fully functioning vertically integrated system for coastal management is a continuing challenge and will take more than a decade to develop.

### **Moving Beyond Individual Capacity Development to Institutional and Organizational Development**

Improving capacity for coastal management in a nation like Indonesia involves more than addressing individual skill development or improving the capacity of a specific institution. Capacity building requires addressing the entire ICM governance system and how levels of government interact. The new decentralization laws created opportunities at the local level by providing them with authority for coastal resources management but no comprehensive program has as yet been provided to develop their capacity to exercise their new authority. The critical challenge now for lead agencies in the project sites is to develop organizational strategies for implementation and secure funding allocations for those activities.

#### *Promoting the Role of Universities and NGOs*

CRMP staff have always believed that strengthening universities so they contribute to ICM programs and support local government is an important element of success. Usually, centers within universities—such as the Coastal and Marine Resources Center (CCMRS) at the Bogor Agricultural University (IPB)—act as contract service providers to government institutions. These relationships are rarely in the form of long-term cooperative partnerships between government and universities and tend to be *ad hoc*, opportunistic and project-driven. In contrast, the CRMP II Indonesia project offers a useful example of long-term service relationships that can evolve between universities and communities or with local governmental institutions with the university playing an effective research and extension role. This plants the seeds and lessons for the local Indonesia Sea Partnership Program currently under development by MMAF. The Sea Partnership is based on the U.S. Sea Grant model. This partnership will set up formal structures and funding for cooperative regional university-



to-local government partnerships and will bring important new dimensions to the overall coastal management institutional support system in Indonesia.

### *Diffused and Replicated Good Practices in ICM*

The CRMP II Indonesia program's North Sulawesi sites became popular visitation spots for coastal management projects and for a while were bombarded with visitors from all over the country. This was useful in providing opportunities to influence other, non-USAID, international projects such as those funded by the Japan International Cooperation Agency (JICA), The Asia Development Bank (ADB) and the World Bank. JICA used a process similar to the process CRMP II had used to develop a community-based marine sanctuary in Basaan village of North Sulawesi and is planning to do so in four additional village locations. Coral Reef Rehabilitation and Management Project (COREMAP) in Riau developed eight village-based no-take marine reserves while the new ADB-supported Marine and Coastal Resources Management Project (MCRMP) that is administered within MMAF is also drawing on several project-developed and tested practices.

As part of the final outreach activities of the CRMP II Indonesia project, a series of legacy extension documents was developed and distributed nationwide to universities, local and national government agencies, and international and local NGOs. This series provides guidebooks on best practices in coastal management developed directly from CRMP II Indonesia project experience as well as case studies and examples of local coastal profiles, management plans and laws. It is a significant achievement that several of these guidebooks are being adapted for use in large-scale bank projects. These include the US \$110 million COREMAP project funded by the Asia Development Bank and the World Bank; and the US \$50 million Asia Development Bank-funded MCRMP. Best practices developed as part of CRMP II, especially community-based approaches, are also reflected in major elements of these bank project designs.

Several other examples of important replication of local models include the voluntary replication of the Lampung coastal atlas in nine other provinces at the urging of the initial national counterpart agency, BANGDA. Several districts also started to develop atlases. Another example is the proliferation of draft district and provincial coastal management laws and a desire by some local governments to emulate the Balikpapan Bay and watershed planning example that was developing in the CRMP II East Kalimantan site.

### *Practiced Adaptive Management*

The remarkable upheavals and transformations that Indonesia went through during the CRMP II life-of-project are often forgotten when discussing project activities and performance. One of the most important achievements of this project is that it rode the dragons of change by continually assessing and adapting its strategies to fit the changing political and socio-economic contexts. This included changes in project design from an original focus on local-level pilot site initiatives to later include a focus on working intimately with national government to develop a national ICM policy for Indonesia. By project end, the CRMP II accomplishments at both "tracks" were significant and again,

reflected the project's agility and skill at adapting to the rapidly changing contexts and needs of Indonesia during this period.

*Informed the Process of Moving from Planning to Implementation*

The North Sulawesi pilot sites of the CRMP II Indonesia project completed a full cycle of an ICM program—from issue identification to summative evaluation. This provided useful insights into a number of implementation issues facing communities. These include experience on how to promote the efficient and effective functioning of management committees; how to encourage or enforce compliance with rules; and how to determine a realistic scope and breath of activities that can be sustained without significant external project support. These sites are providing outstanding learning centers and applied research laboratories for ICM in Indonesia.

## **CHAPTER 3**

### **INCREASED REGIONAL AND GLOBAL COMMITMENT TO ICM**

CRMP II leverages its impact and increases regional and global commitment to ICM by:

- Seeking to influence the global dialogue on ICM
- Developing broadly applicable ICM concepts and tools that can be used to advance ICM both within and beyond USAID countries
- Broadly disseminating information about ICM issues, CRMP II and others' work in addressing these issues
- Increasing capacity of ICM professionals globally

These activities have substantially expanded the impact of CRMP II results far beyond the borders of key countries.

### **GLOBAL LEADERSHIP**

#### **World Summit on Sustainable Development (WSSD)**

CRMP II staff have actively participated in both WSSD preparatory conferences, as well as in the U.S. Department of State partner meetings to help shape the U.S. position vis-a-vis oceans and coasts.

#### **Linking ICM to Key Development Themes**

##### ***Key Achievements and Impacts***

#### **Women in ICM: Leadership Development (WILD)**

The WILD initiative continues to examine and explore ways to overcome barriers to the inclusion of women's voices in coastal management and has expanded from its initial sole focus on issues of gender to also include issues around understanding the demographics and impact of those demographics on coasts and coastal populations.

This effort has served as a model for leveraging additional resources for what began as a small, minimally funded element of the larger CRMP II program. This leveraging includes the in-kind contribution of materials and staff time from the World Conservation Union-IUCN in the form of their senior gender advisor, Lorena Aguilar. It includes almost \$200,000 in grant funds from the David and Lucile Packard Foundation. And, it includes subsidized time and materials from the Population Reference Bureau. The findings and research that have emerged from this CRMP II experience in mainstreaming gender and

demographics into ICM programs has been shared at international fora that include the WSSD preparatory conferences and the World Parks Congress, and has been shared in various publications with wide ranging international distributions. This includes publication in the *Tropical Coasts* newsletter and in the *Journal of Marine Policy*. The result is a fairly widespread recognition of the initiative. This includes a recent request from the Special Assistant for Government Relations for the U.S. Commission on Ocean Policy who stated “..the ICM facts and trends that appear in the July 2001 [WILD] workshop proceedings were brought to our attention and may be useful as we attempt to set a national and international context for the report [to Congress and the President].”

The initiative has served as an important unifying theme/element threaded throughout the work of CRMP II’s portfolio of field sites/work and an exemplar of cross-project/cross-portfolio learning.

## **Concepts and Tools Developed for ICM**

### ***Key Achievements and Impacts***

Possibly the most important achievement in terms of concepts and tools that has resulted from the CRMP II experience, is the development of a draft common methodology for learning in ICM. This common methodology is derived largely from the teachings of the 18 years of CRMP (I & II) experience. And, while it acknowledges a key CRMP principle—the need to adapt management approaches, tools, and techniques to each specific place and context—it also identifies the pressing need for a core set of indicators that point to successful ICM. This common methodology—or, as it is otherwise being called, a framework and indicators for progress in ICM—is now being considered for adoption and “sponsorship” by the Intergovernmental Oceanographic Commission (IOC), the Canadian Ministry of Fisheries and Oceans, and the National Oceanic and Atmospheric Administration (NOAA). Such adoption of a CRMP-originated approach/tool would speak volumes to the success of the 18-year CRMP investment..

## **Dissemination**

### ***Key Achievements and Impacts***

CRMP II has been prolific in documenting and disseminating the CRMP II experience to local, regional, national, and international audiences. Over one thousand publications—a full listing of which is included in Volume 2 of this report—have been produced in English and/or, in some cases, the local languages of the pilot countries. These publications have been disseminated widely to USAID Washington and USAID country missions, government agencies, donors, ICM and other development practitioners around the globe, to media, universities and the general public.

The result is over a widespread recognition of the CRMP experience and in many cases—as evidenced in the previous sections on country-specific key achievements and impact—of replication and adoption of many CRMP-developed approaches, models, and good practices.

The CRMP II publications are not only often requested—for use in university curricula, by practitioners, and researchers alike—but are also often cited.

In addition to hard-copy and CD-ROM format distribution, CRMP II has been a focus of the CRC web site which includes all the major publications and many issues of the *InterCoast Network* newsletter in PDF downloadable format.

CRMP II staff has provided a variety of briefings in-house and in public forums to enhance the visibility and increase the understanding of CRMP II's work. Targets have ranged from the Global Legislator's Organization for a Balanced Environment (GLOBE—a group affiliated with members of the U.S. Congress and international governing bodies) to a pre-WSSD meeting at the United Nations for NGOs and a separate gathering of international environmental ministers, to members of the USAID Water Team and at the August 2002 WSSD.

CRMP II staff also provided critical input to the Coral Reef Task Force and contributed to the State Department's Round Table on the International Coral Reef Initiative in February 2002, providing recommendations on how the International Coral Reef Initiative would benefit by setting goals for its action plan.

## **Increased Capacity of ICM Professionals**

### ***Key Achievements and Impacts***

CRMP II has continued the legacy of the CRMP I capacity-building programs. In addition to the many place-specific training programs designed and delivered in pilot project countries and regions, CRMP II has continued to enhance its globally recognized Summer Institute in Coastal Management. The Institute has trained 164 international practitioners, researchers, educators, politicians, and government officials from 38 developing countries and 13 developed countries with 132 alumni from developing countries and 32 from developed countries. While highlighting and drawing from the CRMP II experience as the primary teaching tool, the course also presents “the best of” ICM and other development experience from around the world. In spite of continuing and increased competition for offerings of ICM training, the CRMP-developed Summer Institute remains a—if not, according to personal testimony—the primary provider of such training. Alumni have gone on to hold high-level government positions in environmental ministries, management positions in international and indigenous NGOs, and leaders in on-the-ground projects funded by other donor-funded ICM programs.

## **Project Coordination, Monitoring and Reporting**

### ***Key Achievements and Impacts***

The administrative aspects of coordination, monitoring and reporting—including the effective use of annual work planning and results tracking and reporting—is an often overlooked and underestimated aspect of development programs. Yet, CRMP II has

developed—working with USAID Washington and the respective USAID country missions—an adaptive and effective process for developing workplans and systems for tracking results and progress. As CRMP II staff have worked in countries—with other local and international projects and organizations—it has become aware of the strength and programmatic value-added of these systems. In many cases, both local and international partners have adapted and then adopted these same systems—again, multiplying the reach of the CRMP II knowledge, skills and financial investment.

## CHAPTER 4

### KEY RESEARCH FINDINGS, CONCLUSIONS & RECOMMENDATIONS

#### Key Research Findings

While CRMP II was not a research-oriented program, some noteworthy applied-research findings did emerge in the pilot countries. Several of these are summarized below.

##### *Indonesia*

Drawing from CRMP experience, CRMP-trained staff engaged in a research project in the Philippines that identified predictors of success in community-based coastal resource management (CBCRM). The findings from that research were then fed back into the North Sulawesi, Indonesia CRMP project. The research identified the following as key predictors of CBCRM success.

*Success was more likely to occur in places with:*

- Smaller populations
- Strong leadership
- Democratic traditions
- On-going support from external organizations

From the North Sulawesi project emerged another set of important research findings. In project sites—where great efforts were made at raising community awareness of the impacts of human behavior on the coastal environment—data showed increases in fish abundance in two out of the three North Sulawesi project sites vs. control sites, and greater increases in coral in all three project sites vs. control sites. These findings point to a correlation between increased awareness, behavior change, and improvements to environmental conditions.

##### *Mexico*

Through underwater dives, aerial photography, field surveys and mapping, a characterization was made of the reef in Xcalak and Costa Maya. This research confirmed the physical extent of the submarine canyon and its fish populations. Data from this research helped in understanding the geomorphology of this section of reef, which in turn helped inform decisionmakers on appropriate choices for surrounding land uses. This fed decisions on where a major highway was to be constructed and influenced a change in the siting of a pier.

#### Conclusions

USAID/CRMP II should be proud of the investment it has made in advancing coastal management in Tanzania, Indonesia and Mexico. External evaluations of CRMP programs have been very positive; requests for CRMP II reports and publications have been

frequent and originate from a wide array of clients—donors, universities, practitioners, researchers; requests from both developing and developed countries for on-the-ground assistance increase as the CRMP experience continues to be known and acknowledged as the successful approach that it is; requests from international forum for the CRMP approach and experience to be used as part of keynote speeches increases each year; and formal citations and informal references to the CRMP experience and approach are frequent. The program has clearly developed an approach and models that are worthy of note and replication around the world.

Some of the elements of this CRMP approach are also included in the USAID Water Team’s new framework for integrated water resources management (IWRM), issued in 2002 under the banner of “global water security”. A description of IWRM includes reference to:

- Working at the basin or watershed scale
- Integrating supply and demand side approaches
- Using an inter-sectoral approach to decisionmaking
- Improving and integrating policy, regulatory and institutional frameworks, norms and standards, and market based approaches
- Providing access to water resources through participatory and transparent governance and management

The previous selected highlights from the eight-year CRMP II portfolio illustrate how the program has applied many of these same IWRM approaches in its work in coastal management. And, it is these elements which have been key to CRMP II success. In the process, there have been other conclusions drawn on what works in coastal management and what limits its success. A few of these are shared here.

#### *Factors that promote coastal management success*

The ***values that underpin the coastal governance*** approach—values such as participation, transparency, accountability, and equity—do indeed build constituencies. Constituencies that are informed and motivated to actively support a system of values and a plan of action lie at the heart of social change and social change is at the core of coastal management. Such informed and motivated constituencies are also more likely to engage in voluntary compliance—which in most developing coastal countries is equally, if not more, important than regulation as a tool for managing coasts.

***Government commitment***, including commitment of human and financial resources, is essential to successful, long-term coastal governance in any place. Government provides legitimacy and a legal framework for negotiating conflicts, assessing progress, and imposing standards of accountability.

***Pilot projects*** have demonstrated repeatedly that it is possible to achieve many, if not all, of the enabling conditions and to document changes in behavior that, when sustained, can produce a harvest of improved societal and environmental conditions. It is also clear that isolated, small-scale efforts have great difficulty surviving over the long term once external



subsidies, technical assistance, and moral support is withdrawn and when these efforts are not supported at higher levels in the governance hierarchy.

Successful programs *set clear, unambiguous goals* for the social and environmental outcomes that the program is working to achieve. It is such goals—and not complex plans—that give a program identity and purpose.

It is a *lack of individual and institutional capacity* to translate the principles of coastal stewardship and participatory democracy into an operational reality that is the primary factor limiting forward progress. This capacity can, however, be built using learning-by-doing, complemented by education, specialized training and exchanges among practitioners—with the mix of these approaches tailored to the needs, context, and complexities of each place.

*Good practices* are needed as a guide to the sequences of actions, and the linkages among actions, that bridge between planning and implementation. Such practices must be refined and adapted to the needs and capacities of the individual places. This, in turn, requires investments in extension programs designed to both disseminate and apply what is known and to then feed back information on the adaptations that are needed and the new topics that require research and policy-making.

A *nested governance system*—one where management power and responsibility is shared across scales and throughout a hierarchy of management institutions in order to address the cross-scale nature and complexity of management issues—is essential to coastal management success. Without exception, long-term success at the local level demands supporting frameworks at the regional and national levels.

Looking forward, there are several other conclusions that can be drawn about what is needed to move coastal management forward.

It is time to *codify how best to achieve the changes in values and behaviors* that are essential to the practice of coastal stewardship. The long-term results of programs must be documents and analyzed in order to build a robust body of experience on how to achieve and sustain the goals that define coastal stewardship.

There is a need to design and implement an *international coastal governance certification* process. A defining feature of such certification should be a set of standards, endorsed by an appropriate international institution, and reliance upon a peer review process to determine what programs meet such standards.

#### *Selected factors that limit coastal management success*

The list of factors that potentially limit coastal management success are many, a large number of which could be expressed as the very lack of the success factors listed above. However, there are several other limiting factors not captured above which are worth noting.

Too many funding organizations persist in *demanding Third Order outcomes*—e.g. more fish, restored environmental conditions, and higher incomes—in the compressed time frame of a generously funded project. This underestimates the challenges of achieving the specific changes in the practices required of specific groups within a society. The result is inefficiency, frustration and cynicism.

While programs need clear, unambiguous goals, having *overly ambitious goals* can create the demise of a program. All too often, programs fail to match the resources necessary—staff, facilities, a commitment to enforcement, and a recurrent budget – to the goals that have been laid out.

*Short political attention spans and election cycles* generate a difficult dynamic for coastal programs in many of the countries in which USAID works. Programs strongly supported by one administration may receive scant or no attention from the next—or worse yet, be rejected. When this happens, pending policies may be tabled, budgets may be cut, participation by government representatives in working groups and committees may be revoked, and significant resources that should go to program goals and activities are instead invested in “educating” the new administration and trying to “win” their support.

## **Recommendations**

### ***Programmatic: Universally Applicable***

#### *Choosing Where to Work*

In the future, consider working in places that already have coastal plans and programs in place and are ready for assistance in moving from First Order outcomes to Second Order outcomes and implementation. To date, the places selected for CRMP assistance are at the very start of process of coastal management—often not even aware there is a problem, or what the problems are, or how they might be addressed. As a result, it is often difficult, if not impossible, to progress past the point of plan development and approval. Yet, CRMP is well positioned and qualified to assist at the implementation phase.

#### *Term of Commitment*

Continue providing long-term, in-depth support vs. short, one-off interventions. Providing assistance for a decade or more in one place not only sends a message of commitment to the people of the place, but improves chances for successfully moving the place from where it is to where it wants to go in coastal management.

#### *Indicators of Success*

Consider developing indicators that have meaning for the place. Most CRMP II country programs had a strong focus on capacity building. Yet, there is no direct causal link between capacity building and the number of hectares under improved management. Indicators need to map the context of the place and better address timing and sequencing of expected results.

Measuring hectares has tiers of meaning, and making any of those meanings apply in the “short term” of a decade or less in one place is at best difficult.

Where using hectares as an indicator does make sense, those hectares need to be categorized. Otherwise, perverse incentives arise. As efforts are scaled up, hectares cannot be “double-counted,” so indicators of success at one level block out those at another level.

### *Knowledge Management*

While a vast volume of CRMP II experience, good practices, policy models, etc. was documented and disseminated, a more strategic and holistic approach—one more clearly designed to include all aspects of the extension model—from applied research, to testing, to dissemination and refinement—would reap even greater benefits.

USAID has a strong history in groundbreaking extension work. In the 1960s and 70s, it was USAID, through its work in agriculture, which prompted the Green Revolution. In the decades to come, it is well positioned to once again lead such a break-through, this time a Blue Revolution on the marine and coastal front, providing alternative and healthy paths for marine biodiversity, fisheries, and aquaculture.

### *Cross-portfolio Lesson Drawing*

While there were multiple informal cross-portfolio learning opportunities during CRMP II—e.g., during its month-long Summer Institute training course, during international conferences, during events held at CRC, and through CRC’s website, publications and *InterCoast Network* newsletter—it was the more formal, structured venues such as the World of Learning Week and seminar held in the last year of the CRMP II program that brought the most value as a learning tool. Build into future programs the explicit expectation and budget to ensure that multiple cross-portfolio learning events take place during the life-of-project. These should include not only project-specific, cross-portfolio learning events, but those where lessons learned can be shared amongst those working in other USAID teams and missions and in other donor-funded projects such as agriculture, democracy and governance, economic growth and trade, and global health.

### *Bring the Global to the Local*

Do a better job of informing the local level of the implications from what is happening, being said, being proposed, and being planned at the global level. Assist those in the small places where CRMP often works in better understanding and planning for the pressures they will experience as a result of what is happening at the global scale. CRMP II did an excellent job of bringing the messages and experience from the local level to the global audience, but a less effective job in transferring information in the other direction.

## **Programmatic: CRMP II Pilot Country-specific**

### ***Tanzania***

Continue investing in what may appear to be an expensive, but what is a critically important, administrative machinery that is the Tanzania Coastal Management Partnership (TCMP). The TCMP serves as a critically needed “hub” of coastal management resources. This “hub” has helped unify and inform the myriad and divergent on-the-ground coastal management projects. When this hub is missing—as it was before TCMP—a great deal of inefficiency occurs and a great deal of learning and experience-sharing is lost. Other donors and projects, including but not limited to the World Bank and World Wildlife Fund, have recognized the skills and experience that reside within or that are linked with TCMP and have increasingly sought them out as a partner. This, once again, helps ensure that the CRMP approach, models, and experience influence the thinking and the on-the-ground actions of others engaged in coastal management in Tanzania.

As well, continue investments in WIOMSA and its programs. This regional group is a critical player in helping build coastal capacity in the East Africa region. While it has proven its ability to diversify its funding base and expand its portfolio of services and programs, it is a long way from being self-sufficient and will continue to rely on external funding and support to continue offering its services.

### ***Mexico***

Fund exchanges between coastal management practitioners in northern Mexico and those in southern Mexico. The differences in the issues, approaches and experience between these opposite ends of the country would be very useful to share formally. As well, there should be practitioner exchanges between Mexico and Central America. While Mexico can learn from other countries in the region, it also has many success stories to share—many of these being efforts enabled through USAID funding. Such exchanges could become part of the current South-South Cooperation program to which USAID is a contributor.

## **Administrative/project Management**

### ***Administrative Start-up***

In the future, consider requiring an even longer period for start-up of administrative activities of field offices—before any programmatic activities can begin. This requires an ample budget to train project office in efficient fiscal, administrative, communications, and management information systems, procedures and protocols and to help project staff put these systems in place prior to programmatic start-up. This activity would be as forward-looking as to review what will be needed at the time of project close-out and the data maintenance and collection systems that must be put in place from the start if that close-out is to be smooth and the necessary data available in a format that “feeds” these close-out requirements.

### *Funding Mechanisms*

Continue to offer the cooperative agreement as one in the suite of USAID funding mechanisms. In comparison to either the indefinite quantity contract or the general services administration blanket purchase order mechanisms, the cooperative agreement remains a far more manageable instrument for a university.

### *Global Support*

Provide additional and more frequent requests and venues for the recipient program to share experience, achievements, and lessons learned with key USAID constituents, including but not limited to those at the Global Bureau.



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