



Netherlands Commission for
Environmental Assessment

EIA Mapping

Final Report

REVOLUTIONARY GOVERNMENT OF ZANZIBAR, TANZANIA



31 October 2014



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1. Introduction

Early July 2014 a workshop took place in which the participants mapped out the strengths and weaknesses of environmental impact assessment (EIA) in Zanzibar. This workshop marked the start of a Government-to-Government co-operation between the Department of Environment (DoE) of Zanzibar and the Netherlands Commission for Environmental Assessment (NCEA). These partners will be working together for two years (2014–2016) to improve the practice of EIA and to support the introduction of strategic environmental assessment (SEA) in Zanzibar. The project is supported by the Dutch government, and administered by the Dutch Enterprise Agency (RVO).government, and administered by the Dutch Enterprise Agency (RVO).

The workshop held in July made use of a tool called EIA mapping. This is a diagnostic tool for EIA systems that gives a high definition snap-shot of where EIA is at in Zanzibar. At the heart of the EIA map is a questionnaire of several hundred questions. The questionnaire addresses:

- legislation as well as practice;
- preparation of EIA reports as well as decision-making on projects;
- government decisions before as well as after environmental licensing (e.g. enforcement).

EIA mapping was developed by the NCEA in 2005, and has since been used in over 15 countries. In Annex 3 more information is given on EIA mapping.

In an interactive session the EIA mapping questions are answered by workshop participants, on the basis of their expert judgment. The EIA map then generates graphs that show how EIA in Zanzibar is doing on different EIA characteristics. This provides a starting point for identification of priority areas that need improvement. The EIA mapping conclusions will help to focus the co-operation activities in the Zanzibar – Dutch project on EIA and SEA.



Adapting the EIA mapping approach to Zanzibar

To prepare for the Zanzibar EIA mapping workshop, two experts from the NCEA sat down with colleagues from the DoE to look closely at the legislation for EIA in Zanzibar, and to

extract data on the numbers of EIAs submitted and processed from the DoE records. The DoE staff spent almost a full day to collect the answers needed. These answers were entered into the EIA map before the workshop started. The workshop itself was held on the 2nd and 3rd of July. The participants focused mostly on the EIA mapping questions concerning the practice of EIA and decision-making.

The data collection and processing is only half of the EIA mapping work. The other, equally important half are the discussions that lead to the answers on different questions. To get a good and balanced discussion, participation in the workshops should be broad; including participation of staff members of government agencies administering EIA, representatives of line agencies responsible for projects that require EIA, environmental inspectors, NGO's, EIA-consultants, investors, the media, academics, etcetera.

In practice, it is not always possible to bring together all these representatives. In the Zanzibar workshop the Department of Environment was well represented, as were other government agencies such as the Department of Urban and Rural Planning, the Zanzibar Investment Promotion Authority and the Planning Commission (see Annex 1 for participants list). It was very useful to have these authorities on board, as they make use of EIA in their own decision-making processes. A few consultants attended the EIA mapping workshop as well. Although they did not stay throughout the full workshop, they gave some valuable suggestions for clarifying the EIA procedures. Attending academics also contributed extensively. It is important to note that civil society was less well represented at the mapping workshop. This means that the NGO perspective is not well integrated into the Zanzibar mapping results. Overall between 10 to 20 people were present and contributing to the discussions throughout the workshop at any one time.

What's in this final report?

In this report the final results of the EIA mapping workshop are presented. These results were discussed with the workshop participants, which led to a shortlist of priority issues. These final conclusions on priority EIA topics are also described in this report. This report only presents a selection of the mapping results. More detailed analysis and reporting on specific topics will be undertaken later, to support activities in the Zanzibar - Dutch co-operation project on EIA and SEA.

2. Final results

At the start of the first day of the workshop, the NCEA presented a recap of the EIA mapping preparations that had been undertaken with the DoE. Concerning the EIA procedure and processing data, it was concluded that:

- There are clear legislative requirements for EIA in Zanzibar. However, the supporting framework of environmental norms and standards and environmental guidelines is not well developed. This situation may change: the Zanzibar Bureau of Standards has now begun the process of adopting Environmental Standards from Mainland Tanzania.
- Zanzibar has two levels of environmental assessment: the full-fledged EIA, and one lighter version: the environment report. A third type of assessment is the environmental audit, which takes place when an activity is already established. Within the EIA mapping results we have grouped the environment report and environmental audit together under the term “light assessment”. However, it is important to note that an audit contains the same elements as a full-fledged EIA, so it is not “lighter” in that sense.
- In 2013, there were 24 environmental assessments undertaken in total. By comparison, in the Netherlands between 50 and 100 full EIAs are done annually. In Uganda, the yearly amount of full EIAs undertaken is around 450.
- The number for 2013 is higher than the previous two years, when about 15 environmental assessment were submitted to the DoE each year.
- The assessments are done mostly for private sector projects, and (public sector) projects that are subject to international donor funding by, for example, the World Bank. Overall, there are few public sector projects undergoing EIA, although the number does seem to be on the rise.

A few features of EIA in Zanzibar stand out to the NCEA experts:

- There is a provision in the regulation for proponents to provide information at the start of the EIA process. This can be very helpful, especially if this information is made publicly available. Then all the parties involved know that an EIA process will start, and can begin to prepare themselves for their role in this process. In the Zanzibar case the DoE requires that the proponent fill in an application form, and that this form is accompanied by more detailed project information (such as a feasibility study). However, it is not required that such information is made public.
- Scoping is a requirement in the EIA process in Zanzibar as well. This is important, because international EIA good practice experience shows that proper scoping can make an EIA much more effective. There is a requirement for the establishment for a Terms of Reference for each EIA in Zanzibar and there are scoping instructions in the EIA guidelines.
- The Zanzibar regulation includes prescriptions on report content and on the assessment process. In fact: the proponents in Zanzibar are instructed to focus their EIA on the issues that really matter. This is a strong message on EIA quality that is not commonly found in EIA regulation.
- Public participation is required, but only at the review stage. Scoping is not formally required at the scoping stage, although it does take place in practice. Many countries

formally require participation in scoping and include specific prescriptions for how this is done, so that the EIA can make use of local information and to help focus the EIA on the issues that are important to the (affected) public.

- The requirements for publishing various EIA documents are limited in Zanzibar. Documents are not actively made available via the internet or other sources. There are exceptions. For example, the EIA of a proposed rehabilitation of the Mizingani Road along the Zanzibar Harbour in 2010 was available online via the Ministry of Agriculture website (this was before the DoE was moved to the First Vice President's Office).
- The DoE has a clear mandate in EIA. Amongst other tasks, It is responsible for screening, and has a strong role in scoping and review. Requirements for review are in place, including review criteria.
- As part of the review of the assessments, the conditions for project approval are decided by the DoE. Formally, these conditions have to monitored by the DoE as well, but the regulation does not give further instructions on how, or how often, such monitoring should take place.

EIA procedure

At the end of the workshop the EIA map produces a graph on the EIA procedure in Zanzibar. The graph is partly based on information provided by the DoE, and partly on the answers given by participants in the EIA mapping workshop. The graph depicts both the requirements and practice for the EIA procedure in Zanzibar. The graph shown is an “amoeba”. Each axis of the amoeba represents one aspect of the EIA procedure. Where the line cuts the axis: that is the score for that specific aspect. The EIA map does not compare against any good practice standard, but against an all-inclusive EIA regulation and practice, that incorporates the maximum of options that can be found for that aspect internationally. So, a 100% score on a specific axis means that the Zanzibar EIA regulation includes a very comprehensive set of requirements or that practice is very elaborate on that aspect.

Axis 1: Legal texts

This graph shows that the legal texts on EIA are comprehensive in Zanzibar. They cover most of the topics that can be addressed in an EIA regulation. However some areas could be further detailed, see also the NCEA observations made earlier. The practice score (the lighter line) on the first axis is based on the level of access people have to the legal texts in Zanzibar, and the awareness of these texts amongst key stakeholders. The workshop participants estimated that this awareness ranged from 60% amongst civil society, the general public and investors, to 80% amongst department of environment staff.

Axis 2: Coverage and screening

The score for the coverage of EIA is quite high, because the scope of application of EIA is wide in Zanzibar. All projects fall under the requirement for environmental assessment, it applies to public sector as well as private sector projects and there are no sectors or types of project exempt. In practice however (the light line) many projects get approved and implemented without EIA. The participants estimate that about 20% of the projects that should undergo assessment actually do. As much as 80% (about 70–80 projects per year) may be going ahead without assessment, even though there are potential environmental risks associated. However, there was quite some debate about this number.

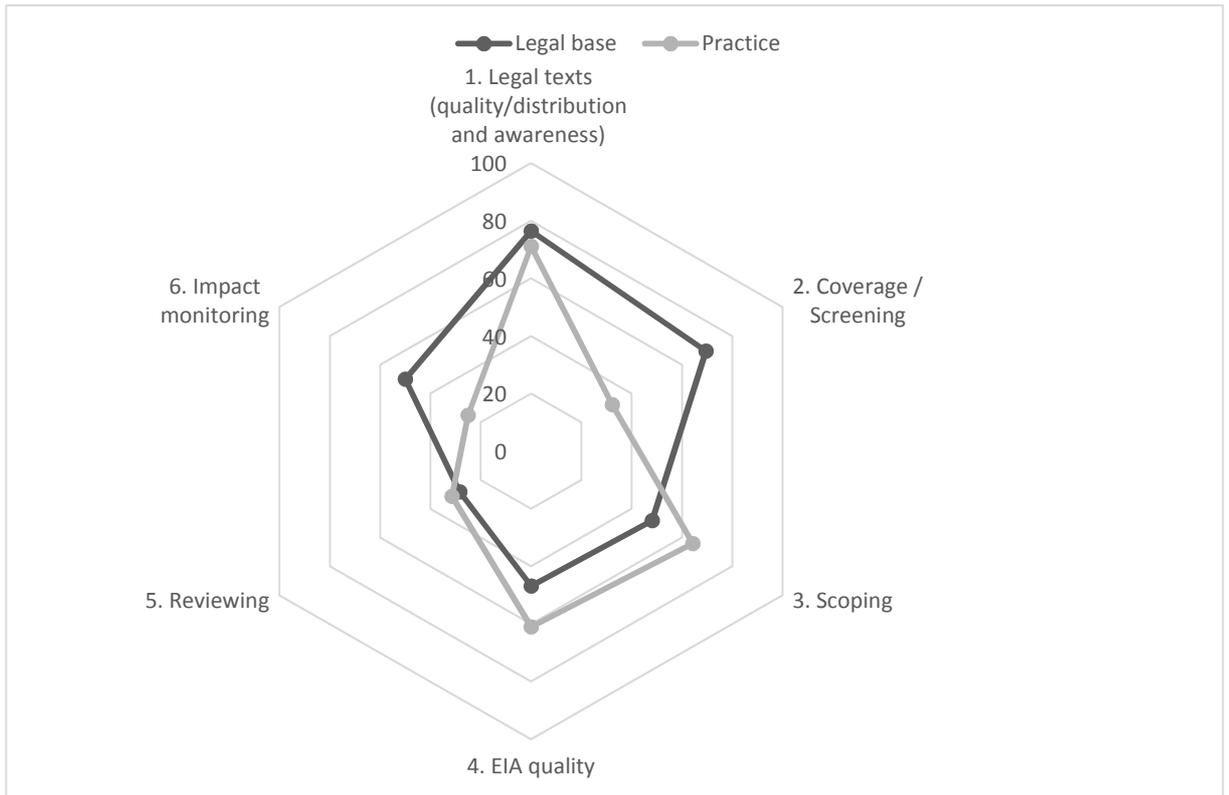


Figure 1: EIA mapping scores on EIA procedure

Axis 3: Scoping

Here the scores are somewhat low on regulatory requirements for scoping. On the practice of scoping, the scores are neither remarkably low or high. There are requirements in place for scoping, however the workshop participants were not yet satisfied with the quality of the scoping procedure, it was scored at 30% out of 100. In part because the responsibilities for scoping should be clarified, according to some workshop participants. In practice, participants indicated that scoping does indeed usually take place, in an estimated 85% of the EIAs, and in 50% of the lighter assessments). The Department of Environment will often hold meetings during scoping, and the feedback retrieved from these meetings will inform the Terms of Reference for the EIA. Nonetheless, the score is lowered on this axis because not in all cases is (independent) external expertise engaged, which weighs heavily in the mapping calculations.

Axis 4: Quality

For EIA quality we see a picture that is similar to the scoping situation: the legal base scores relatively low, and practice score about midway. Concerning the regulatory requirements (the dark line) the EIA map asked about the required content for EIA reports. In Zanzibar this is quite detailed, although it does not explicitly include assessment of impacts on climate change, gender, or human health. The regulation/guidance is also not very instructive on how the EIA report should address alternatives. The map also looks at whether there are prescribed methods for EIA, and if the EIA should describe knowledge gaps. Here Zanzibar scores lower. There is also no requirement that ensures that the EIA writers show how they have used the input provided through public participation.

For the practice score on EIA quality (the lighter line), the participants were asked to grade (on average) different EIA report aspects on the basis of the EIA reports they had seen. Overall they felt that socio-economic aspects are generally well covered in EIAs in Zanzibar. Public participation is also properly reported on. Weaker aspects are the development of alternatives, quantitative effects assessment (if needed) and the identification of knowledge gaps and what these mean for the assessment. The score also includes the participant's judgment on the quality of experts that write EIAs, and the readability and presentation of reports. These were each scored between 60–75%.

Axis 5: Reviewing

In Zanzibar the review requirements are minimal, but in practice review is quite well developed. Review takes place by a stakeholder group of government representatives, who visit the project site for each EIA. That the practice score is nevertheless low is because the EIA map also looks at whether independent experts outside of government are involved in review, and whether the EIA is reviewed against environmental norms and standards. Neither is the case in Zanzibar.

Axis 6: Impact monitoring

The score for legal requirements on impact monitoring is very low. That is because there are very few specifications in the regulatory framework on how or when monitoring should take place. And in practice very little monitoring of the environmental impacts identified in EIAs actually happens.

Decision making based on EIA

In the Zanzibar context, a proponent of a project is granted environmental approval when the DoE approves the EIA report or the Environmental Report or Environmental Audit. These are not separate decisions. The graph below looks at different aspects of this environmental approval decision.

Note that in this graph the scores on legal text are largely similar to the scores on Axis 1 for the EIA procedure, because this concerns the same legal text. In some countries there is separate regulation on project approval decision-making based on EIA, but this is not the case in Zanzibar. The legal texts are not very clear about the decisions needed prior to soliciting the environmental certificate and their sequence before the activity can materialize.

The axe on customer-friendliness scores on one stop shop, red tape/bureaucracy, customer guidance, reasonable timelines, and provision of information at the right place as well as information package exhaustive, and quality of information. The legal texts show an average scores, whereas practice received higher scores by the participants.

In this graph we see a few low or zero scores, concerning both the public nature of decision-making procedures and justification of decisions. This is because the regulation does not require that decisions in the EIA procedure are justified in writing or that they are published, on a government website or government gazette for example. The practice score is equally low, since this type of justification and publication of decisions (mostly by the DoE) does not take place.

The scores for public participation are also low, but not zero, because public participation is required in the review stage of the EIA. However, the EIA map also looks at whether there is regulation or practice that makes the public part of the decision process, for example by submitting a draft decision to stakeholders or giving them the right to vote in decision-taking. This is quite rare internationally, and not applied in Zanzibar, which leads to a lower score. Other questions relate to whether a draft decision must be prepared and published or whether information underlying that draft decision is publicly available, whether a public hearing is organized, including whether the report made on this hearing is published. All these questions score 0 in the legal texts. In practice some participation takes place in the EIA: occasionally public hearings are organized, especially if an international donor is involved. Also, targeted consultation often takes place during scoping, and the team that reviews the EIA under the responsibility of the DoE often speaks with local stakeholders when they visit the project site.

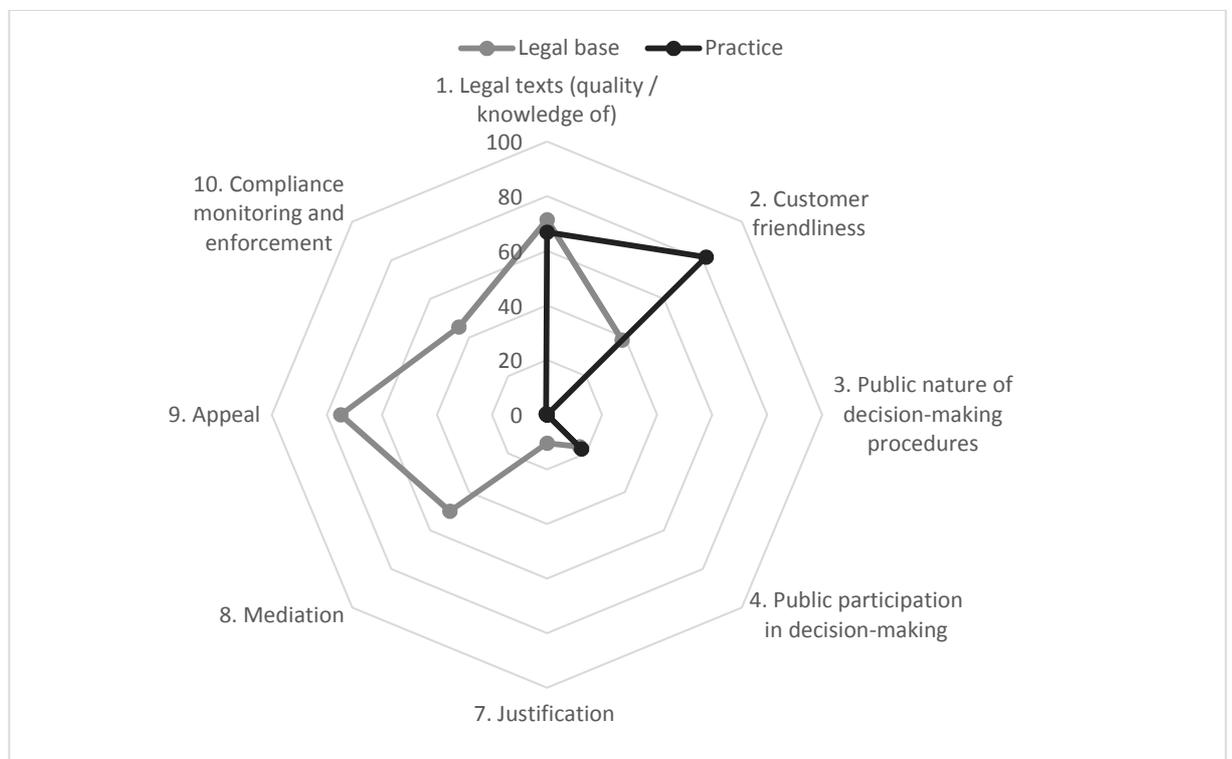


Figure 2: EIA mapping scores on decision-making, legal base and practice

Concerning compliance monitoring and enforcement of approval conditions, and mediation or appeal to the court when EIA requirements have not been met: there are regulatory options, but there is virtually no practice in these areas in Zanzibar. As a result you see some scores on these aspects for the legal base (light line), but none for practice (dark line).

Funding of governmental tasks in EIA

Here we can be brief: There are no specific arrangements in the legislation to ensure that there are sufficient funds available for an agency like the DoE to undertake the required tasks in the EIA process. Neither are there arrangements to ensure that separate funding is secured to do an EIA for a government project. In practice, funding is an issue, the workshop participants indicate that funds available for EIA are not sufficient in Zanzibar.

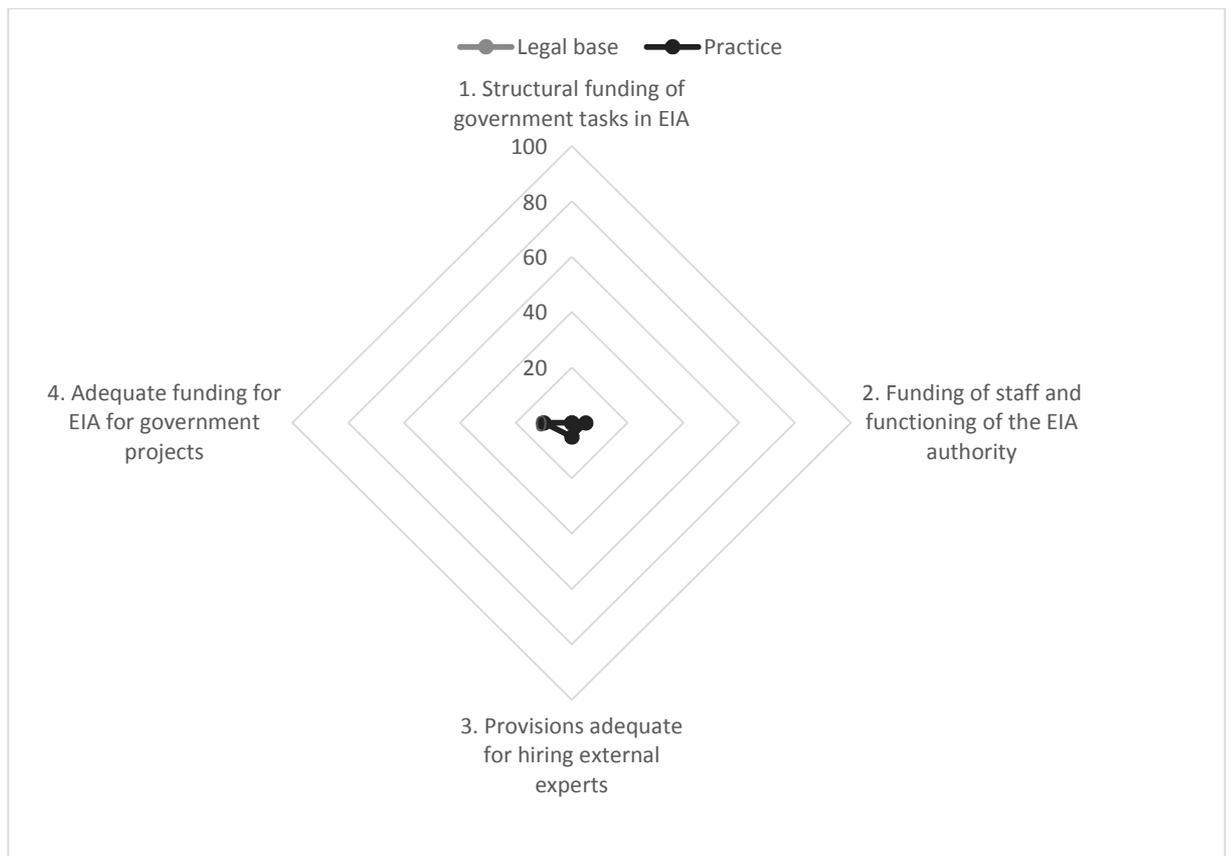


Figure 3: EIA mapping score on funding of governmental tasks in EIA

Knowledge infrastructure for EIA

Under this heading the EIA map looks at the education and professional exchange options for experts that (want to) work in the field of EIA. We also look at guidance available that instructs these professionals on how to undertake EIA.

There are no legal provision that require that EIA education is offered in Zanzibar, but there is an EIA course taught at the State University (since 2013). Concerning professional exchange: the regulatory framework does not necessitate that governmental agencies organize professional exchange. For the practice score the map looks at whether there is an active EIA association, such as those that exist in some of the countries neighboring Tanzania. However, the participants concluded that no such professional exchange network on EIA exists in Zanzibar.

The score on guidance (on how to undertake EIA) is higher. The existing regulation anticipates the development of guidance, and EIA guidance has in fact been developed for Zanzibar (the DoE guidelines and procedures 2009). The practice score for guidance is not at 100%, because the workshop participants were not fully satisfied with the quality of the guidance yet. They judged it at 75%. The guidance needs to be clarified in certain areas it was suggested, and it needs to be updated to reflect current themes such as climate change. Also the sector specific EIA instructions need to be expanded.

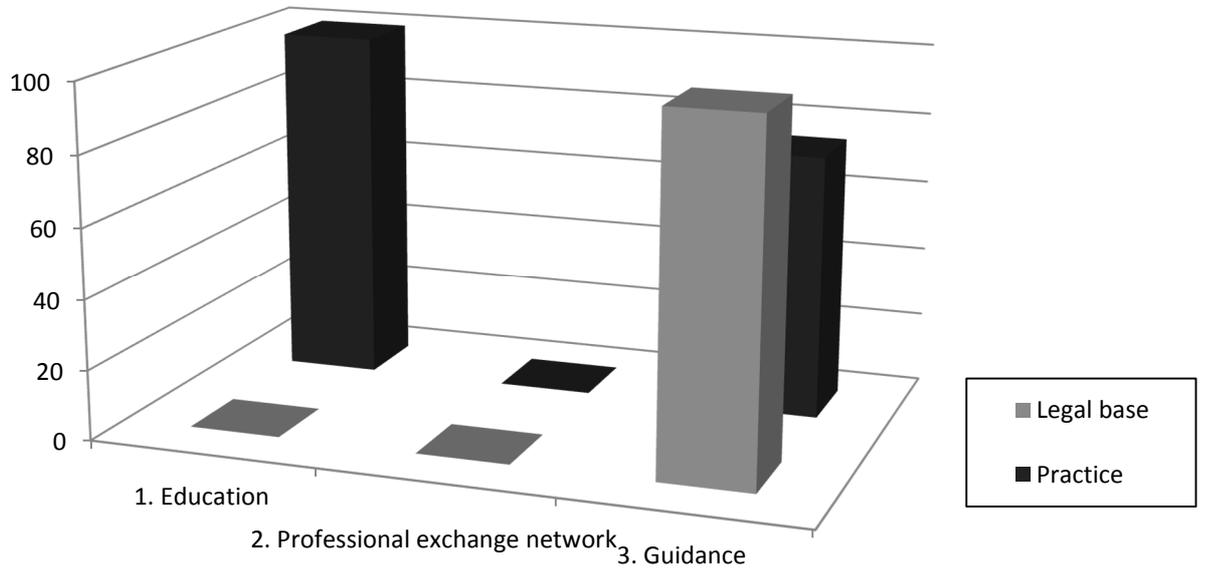


Figure 4: EIA mapping score on knowledge infrastructure for EIA

3. Final conclusions

After the EIA mapping participants had completed the EIA questionnaire, and after the first results were presented in graphs, the discussion turned to the priorities for improvement. Jointly the NCEA experts and the workshop participants identified and then further developed the priority issues for EIA in Zanzibar. In the end, 7 priority issues were listed. Below, each issue is explained, some suggestions for improvement are noted, and the ideas of participants reported. The participants were asked to cast three votes for those issues they considered most crucial. These votes are named below as well.



Issue 1: Regulatory Framework (3 votes)

What is the situation?

The law of 1996 in which the EIA requirements are set out was perhaps ahead of its time. Right now a new law is being developed, that means that the EIA regulation (2002) will have to be updated as well. This is a great opportunity to improve the EIA procedure. Guidance is also part of the regulatory framework. In Zanzibar there is decent guidance on EIA available. But this guidance is not yet complete, important sectors are lacking in the EIA checklists. It also needs to be clarified if the guidance can be considered operational and legally binding. The guidance is now used internally mostly, and available through the SMOLE website, rather than through the DoE.

Possible improvements?

- Schedule 1 of the regulation lists projects which do not require EIA, but it is not clear whether projects should do anything else in that case (e.g. Environment Report), or whether there is no assessment needed at all. In practice, sometimes the Director of DoE decides that an EIA will in fact need to be done. The screening schedules in the law are not complete (although they are better explained in the EIA guidance). Clarifying and completing the screening schedules could be an improvement.
- The responsibility for scoping/ToR differs case-by-case: sometimes the DoE does the scoping and prepares the ToR, and sometimes this is done by the proponent. This is at the discretion of director DoE, who decides according to professional judgment. But some workshop participants indicate that it is not entirely clear which criteria are used for this decision. It seems like a good idea to further clarify who should do what in scoping.
- ZIPA refers investors to the DoE for environmental clearance, but this does not always happen. In some cases an activity might get ZIPA approval without the environmental certificate issued by the DoE. Should a requirement for inter-agency coordination be included in the regulation, together with a stipulation of which steps should be taken?

- The legislative revision that is planned can be informed by the EIA mapping results, and the NCEA can advise on this aspect.

Additional suggestion by workshop participants:

- Improve implementation of the laws and regulations;
- Expand the regulations and guidelines;
- The regulatory framework should include SEA;
- Include independent screening.

Issue 2: Funding (7 votes)

What is the situation?

In the legal texts there are no provisions for structural funding of governmental tasks in EIA, for adequate funding of staff and functioning of the DoE or for hiring external experts.

Budgeting for EIA for government projects is also lacking.

Possible improvements?

This can be immediately addressed in the Zanzibar–Dutch co–operation project. The NCEA has developed a study on EIA financing mechanisms to bring together insights on how government EIA tasks can be streamlined and how their funding can be improved. This study included an analysis of a number of African countries. The lessons learned can be shared in a 1–2 day workshop with DoE (and possibly others). Based on that, an action plan for improvement of the financial basis can be developed.

Additional suggestion by workshop participants:

- Without funding enforcement is weak;
- Funding for monitoring post EIA is needed;
- Look for funding amongst agencies/partners and develop an action plan;
- More funding is needed to enable and facilitate work for tools etc.

Issue 3: Public Nature and justification (7 votes)

What is the situation?

Although EIA reports are available at the DoE office or through the proponent, these are not actively shared. In addition, workshop participants ask: 'How do I know when an EIA has started?'. Also, the EIA decisions/environmental certificates are not published. As a result affected stakeholders do not know when a project has been granted approval or what the conditions for this approval are.

Possible improvements?

The DoE could start publicly announcing their decisions and actively publishing their environmental certificates. Providing these documents online, via a website, can be useful. As part of the Zanzibar – Dutch co–operation project, the NCEA can support the DoE in this. Also, the DoE could start the practice of justifying (in writing?) how decisions were taken and how use was made of the EIA report and the participation results.

Additional suggestion by workshop participants:

- Website, online database of EIAs (completed and underway);

- Website is a prerequisite for networking, collaboration, and improvement;
- Website is needed, as well as leaflets distributed locally;
- Public notices, use of SMOLE website;
- Other media to be used;
- Website can give the opportunity for transparency to the public.

Issue 4: Public participation (9 votes)

What is the situation?

Public participation takes place in practice, but mainly during the scoping and EIA report writing stages. Public participation at the decision making stage is lacking. And although participation takes place informally, the procedures for public participation are not clearly operationalized.



Possible improvements?

Organize a public hearing as part of the scoping step in EIA. In addition: hold a public hearing before the review by the multi-stakeholder review meeting.

Additional suggestion by workshop participants:

- Public hearing is a fundamental factor in decision making;
- Public displays should be used;
- The public should be involved in making decisions;
- The public should decide on a project, not an expert.

Issue 5: Quality of EIAs (9 votes)

What is the situation?

The workshop participants were generally not satisfied with the quality of EIA reports, or the quality of environmental reports and environmental audits. There are exceptions. For example, EIA quality may be higher when World Bank, USAID, or Exim Bank are involved in the proposed project.

Possible improvements?

Three key ways in which EIA quality can be improved were discussed at the workshop. Firstly, the quality of the consultants who prepare EIAs could be improved. This could be done by strengthening the existing registration requirements so that EIA consultants are encouraged to meet certain standards of knowledge, training and experience. Professional exchange amongst EIA professionals can also help to raise practice. In such exchange EIA consultants can jointly recognize and promote good practice EIA.

Secondly, the quality of guidance could be improved, so that professionals who prepare EIAs have clearer instructions and more detailed examples on how to do and deliver quality EIAs.

Thirdly, the review of the EIA reports could be further developed. This review could become more thorough and stricter. The EIA map shows that only one EIA report was rejected in the past 3 years. If the DoE demands a higher level of quality, and is clear where it finds EIA reports lacking, this will also improve practice.

Additional suggestion by workshop participants:

- EIA review is more effective if experts are given enough time to submit their report for discussion;
- More guidance on how to do EIA (also guidance on sequence);
- Exchange visits with experts from elsewhere;
- Formal helpdesk should be established;
- Registration of environmental practitioners;
- Guidelines;
- Facilitate establishment of professional EIA society;
- Support training and application of specific rigorous methods for conducting and writing EIAs.

Issue 6: Monitoring and Enforcement (8 votes)

What is the situation?

The EIA map for Zanzibar shows almost no practice here. There are practically no monitoring reports received by the DoE. Very limited inspections take place, and those that do are supported by external funding. Also, very few sanctions are imposed when there is non-compliance. The mechanisms that are in place to ensure that there is some sort of repercussion when there is non-compliance do not seem to be working. There are almost no formal complaints on non-compliance, and there are no court cases on EIA.



Possible improvements?

One way would be to improve awareness of the possibilities for civil society to act in case of non-compliance. Another to encourage that the media pay attention to non-compliance (naming and shaming). Within political debate, the importance of monitoring and enforcement could be brought further to the fore, which may lead to more priority and better resources for monitoring and compliance.

Additional suggestion by workshop participants:

- There should be much emphasis on the monitoring procedure;
- Needs both financial and human resources;
- Database management (complaints?);
- There is a need for regular follow up of projects that were given an EIA certificate;
- Undergo technical training;
- Environmental advocacy training NGO's/civil society;
- Establish self-monitoring systems as in other countries.

Issue 7: Limited application of EIA (2 votes)

What is the situation?

The EIA maps shows that there are many project which could have environmental impact that go ahead without EIA, or some lighter form of assessment. There are currently no repercussions when this happens.

Possible improvements?

Similar to the situation with monitoring and enforcement, it will be important to ensure that some repercussions are in place. This could be loss of reputation through media or civil society attention, it could also be delays and business risks due to court cases. In addition, it might be worthwhile to ensure that proponents are fully aware of the benefits of EIA.

Additional suggestion by workshop participants:

- Strict regulation;
- Need harmonizing institutional planning and mandates in clearance (SEA).

What's next?

This report gives the final results of the EIA mapping of Zanzibar that took place in July 2014. In the course of the Zanzibar – Dutch co-operation project on EIA and SEA, more detailed analyses will be made of specific information from the EIA map. For example, when the NCEA advises on financing arrangements for EIA, all the mapping data on funding will be revisited. In addition, the NCEA will explore with the DoE how the EIA map can be further distributed throughout Zanzibar.

ANNEXES

EIA Mapping Zanzibar Final Report

(annexes 1 to 3)

ANNEX 1

EIA MAPPING WORKSHOP 02-03 JULY 2014, ZANZIBAR

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ANNEX 2

PROGRAMME FOR EIA MAPPING WORKSHOP

02-03 JULY 2014 , ZANZIBAR

Day/Time	Activity	Presenter
Day 1: 2nd JULY 2014		
8:00 – 8:30	Participants registration	All
8:30 – 8:45	Welcome remarks	Director DoE
8:45 – 9:15	Participants Introduction	All
9:15– 10:00	Workshop Overview (Introduction co-operation project)	NCEA representative
10:00– 11:00	Overview mapping , including presentation results of DoE internal mapping	NCEA representative
11:00– 12:30	EIA mapping (Discussion/questionnaire)	All
12:30 – 12:45	Prayers	All
12:45– 14:30	Continue EIA Mapping	All
Day 2: 3rd JULY 2014		
8:30–8:45	Recap of Day one	NCEA representative
8:45–11:00	Continue mapping (If needed)	All
11:00–12:30	Presentation and discussion of EIA mapping results	NCEA representative + All
12:30–14:00	Prayers	All
12:45–14:00	Group work: Prioritizing actions on the basis of the mapping results	All
14:00–14:30	Evaluation and Wrap up	DoE and NCEA representatives

EIA mapping: a diagnostic tool for EIA systems

The Netherlands Commission for Environmental Assessment (NCEA) has developed EIA mapping: a diagnostic tool for national Environmental Impact Assessment (EIA) systems. Stakeholders in EIA apply the tool in an interactive session, developing shared views on strong and weak points of EIA and possible action needed. The NCEA and its partners have facilitated the use of the tool in approximately 15 countries.

A reliable tool

An EIA map is based on the expert judgement of national stakeholders. A wide array of stakeholders is invited to the two-day mapping session. Looking at the EIA system from many different angles, the outcomes are their shared perceptions. Points of disagreement are noted.

Hundreds of questions

An EIA map is based on a questionnaire. Figure 1 presents some of the questions. The questionnaire is designed to deliver detailed information about EIA in a country. Many questions have clear answers, others require discussion. The questionnaire addresses:

- legislation *as well as* practice;
- preparation of EIA reports *as well as* decision-making on projects;
- government decisions before *as well as* after environmental licensing (e.g. enforcement).

No value judgements

The questionnaire is based on knowledge about EIA systems in countries all over the world. Figure 2 shows a simplified structure of an EIA system. It takes the most elaborate system as benchmark. This does not imply that the most elaborate system is the best system. The NCEA acknowledges that each country needs to develop an EIA system that fits its own specific situation; that there is no such thing as a single best system. An EIA map itself, therefore, makes no value judgements. It inspires users to choose their own options and make their own value judgements. Each question in the questionnaire may invite discussion. The tool intends to raise these discussions to support the design or improvement of an EIA system.

Figure 1. Some mapping questions

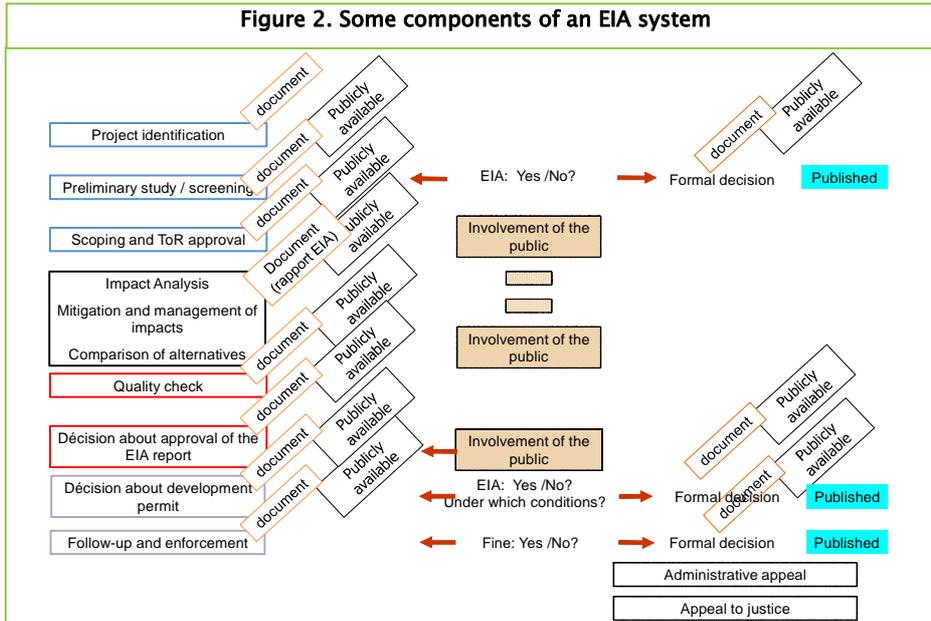
Does an environmental framework law exist?
Does a detailed EIA decree exist?
How many sectoral laws require an environmental licence and an EIA?
Which % of investment projects requires an EIA?
In which % of EIAs the public is consulted to determine its scope?
In which % of EIAs the public is consulted for a public review of the EIA report?
Which % of permits published, indicates how the environment is taken into consideration?

A spreadsheet application

The questionnaire takes the shape of a workbook of interlinked spreadsheets. Each spreadsheet focuses on a component of the national EIA system. The components are brought together under the following headings:

- *Procedures*, (subdivided in procedures for EIA and for licensing) for which specific spreadsheets apply to the legal situation, its application in practice and a gut feeling about urgent improvements needed. These three aspects are applied to the following components of the procedures:
 - Procedures for EIA
 - Their legislative quality in general
 - Their coverage
 - Their public nature
 - Their public participation
 - The quality of their procedural steps
 - Procedures for Licensing
 - Their legislative quality in general
 - Their customer friendliness
 - Their public nature
 - Their public participation
 - Their decentralisation
 - Their transparency
 - Their monitoring and enforcement
- *Prerequisites* for sound procedures:
 - Funding of the EIA system
 - EIA knowledge infrastructure
 - General prerequisites that address:
 - Participation in developing the legal and regulatory framework;
 - democratic accountability;
 - mediation and appeal.

Figure 2. Some components of an EIA system



Preparation

An EIA mapping session needs to be prepared with care. The EIA administration needs to fill in statistical data and procedural details on EIA in advance of the session. Also, the logistics need to be prepared. An experienced EIA mapping moderator should facilitate the mapping session. The mapping workshop host

The NCEA usually recommends inviting representatives of the following stakeholder groups to the session: the EIA administration, sectoral administrations (ministries), local governments,

members of the civil society, consultancies, investors and their banks. Practice has shown that a group of approximately 20 participants works well. In principle, a representative of the NCEA is present, to support the moderator.

Stakeholder representatives are encouraged to prepare themselves by means of internal discussions. At the session they are encouraged to speak freely and give their personal views. They will not be cited individually.

Follow-up

Once the questionnaire is completed at the session, the graphical outcomes can be immediately projected on screen. However, some time is needed to review the outcomes. The participants will have a chance to go over the result in more detail and agree together what future actions may be needed.

Easy navigation

One of the worksheets is the 'overview sheet'. This is the main user interface for easy navigation. It helps the group keep track of the progress in filling in the questionnaire. This overview sheet presents each of the components of an EIA system. By clicking on them the user enters a worksheet dealing with that particular component.

Presentation of the outcome

For easy interpretation of the results, the mapping outcomes are graphically represented. One such presentation is shown in Figure 3. Each axis of the diagram addresses a specific component of the EIA procedure and is based on the scores of the combined mapping questions on that component. The country situation is compared with the most comprehensive procedural set up found in other countries (defined as 100).

Since the score on the axis (indicator) gives no value judgement, 100 is not necessarily a desired situation. The indicators can be used to assess the degree in which legislation is put in practice, how a system evolves, and how a system compares with other countries. Participants of an EIA mapping session may debate about the appropriate elaborateness of the EIA system in their own country. Other graphic presentations in the workbook include amongst others, the EIA procedural steps, financing of the EIA system and general prerequisites.

Figure 3. Example of a graphic outcome: legal base of decision-making and its practical implementation

