

# Tanzania Coastal Management Partnership

DRAFT NATIONAL INTEGRATED COASTAL MANAGEMENT POLICY  
United Republic of Tanzania

Prepared by:

**Tanzania Coastal Management Partnership Support Unit  
and the  
Core Working Group**

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## Acronyms

CTWG	Core Technical Working Group
EAF	Eastern African Fund- of the Convention for the Protection, Management and Development of the Marine and Coastal Environment of the Eastern African Region (Nairobi Convention)
GDP	Gross Domestic Product
EEZ	Exclusive Economic Zone
GESAMP	Group of Experts on Scientific Aspects on Marine Pollution
ICM	Integrated Coastal Management
ILFEMP	Institutional and Legal Framework for Environmental Management Project
IMCIC	Inter-Ministerial Coastal Integration Committee
ISWG	Issue Specific Working Group
KICAMP	Kunduchi Integrated Coastal Management Project Management
MEAMCOT	Marine Ecosystem Assessment and Coordination Team
MIMP	Mafia Island Marine Park
MMP	Mangrove Management Project
MPAs	Marine Protected Areas
NEMC	National Environmental Management Council
NGOs	Non-Governmental Organizations
NORAD	Norwegian Agency for Development
REMP	Rufiji Environment Management Project
RIPS	Rural Integrated Project Support
SAMP	Special Area Management Plan
SHIRIKISHO	Shirikisho la kuhifadhi Mazingira ya Bahari Kanda ya Kusini (The Southern Zone Confederation for the Conservation of the Marine Environment)
STWG	Science and Technical Working Group
TCMP	Tanzania Coastal Management Partnership
TCZCDP	Tanga Coastal Zone Conservation and Development Programme
TICMO	Tanzania Coastal Management Office
UNEP	United Nations Environment Programme
URI-CRC	University of Rhode Island's Coastal Resources Center

## Preamble

We are fortunate that Tanzania is a coastal state. The coast contains many riches. It gives us access to international shipping routes, reserves of gas and gemstones. It is home to a quarter of our population, houses 75 percent of our industry, and includes Dar es Salaam our largest urban center. Eight million Tanzanians share the coastal area with some of the most diverse and biologically important species on the planet. Being a coastal state, we have an additional responsibility not required of land-locked countries—governance of the coastal area.

Tanzania is endowed with a scenic, diverse and resource rich coastal area. This strip of land and water supports a diversity of important natural systems, including coral reefs, beaches, estuaries, seagrass beds and extensive mangrove stands. It is of critical importance to the development of the country, like a “blood vein” in the body. The coastal communities rely on the coast’s resources for their livelihood—for food and income. It is of immense strategic importance to many social and economic sectors, such as shipping, fishing, tourism, trade, agriculture, settlements and industrial development. Coastal tourism, mariculture development and natural gas exploration, which are just beginning, are potential activities in national economic development and, over time, will contribute to gradual improvement of the quality of life of the coastal communities.

The coastal area is a place of social importance where people of the world meet and interact. It is a place for relaxation and enjoyment, with strong cultural values. Being important economically, socially and biophysically, the coastal area is indeed a national asset that requires special attention.

Our coastal resources are under increasing pressure from the people that depend on them for food and income. Today, coastal resources are barely sustaining our coastal population, and unless action is taken quickly, coastal resources will not support tomorrow’s coastal communities.

In addition, new powerful forces are also competing for coastal resources. Today there are large economic developments being proposed and built, and more are expected to come. Such large economic undertakings will obviously affect a number of sectors. Under the current management system, there is no place within government to organize these undertakings, connect them to good practices and procedures, and ensure that they contribute to the nation’s development goals.

This is not to say that nothing is being done. Many responsive measures are being taken at local and national levels, by central and local governments, companies, nongovernmental organizations and local communities to manage coastal resources sustainably. However, these measures are often taken independent of one another, often resulting in conflicts over coastal resource use, ongoing and wide-scale resource degradation, and a lack of coherency in addressing coastal problems.

The challenge we are now facing is how to harness and manage the coastal resources in an equitable and sustainable manner. This can be achieved through a well coordinated and integrated approach that unites the government with the community, science, management and sectoral interests, at both national and local level.

Tanzania is committed to sustainable coastal governance and has been in the forefront in advocating integrated coastal management (ICM). Tanzania is a party to a number of international and regional conventions that recognize the need for an integrated approach in managing the coastal area. The need to initiate a national process for developing policy for ICM is recognized by numerous international resolution and framework conventions that

Tanzania has endorsed or ratified. In translating regional and global agreements into efforts to address our needs, several locally based coastal programs have been initiated. However, a clear mechanism to link and coordinate these programs and scale up their experience to the national level has been lacking. A policy framework that links and coordinates this fragmented experience is needed. The purpose of the coastal policy is not to replace the local programs or national sectoral policies, but rather to fill existing gaps and strengthen them.

Tanzania needs to guide and direct the future of coastal and marine development. A balance between development and conservation of coastal and marine resources is achieved when people respect, value and responsibly manage the resources. A policy that embraces the integrated management approach is critical for this endeavor. It is anticipated that a coastal policy will enhance the efficiency of sectoral policies.

This document reflects the collective views of the sectors and stakeholders as to why a coastal policy is needed and what the policy should address. Its creation began in early 1998 with the formation of a twenty member intersectoral working group (including private sector) to capture Tanzania's coastal management issues. They began by collecting, reviewing and synthesizing available information from sources in and outside the country. The working groups then spent five weeks visiting each coastal district talking to people from government and civil society. They presented issues to a meeting for directors in October 1998. The working group then returned to the districts and villages to develop a vision, principles and strategies for addressing these issues. These were presented and confirmed at a meeting of directors in May 1999. This 18-month process led to the production of a draft Green Paper - *Options for a National Integrated Coastal Management Policy*. The draft was reviewed at a three-day retreat for Tanzania Coastal Management Partnership Technical Working Group members and representatives of the five ongoing local ICM initiatives. With their input, the Green Paper, which included options for policy implementation mechanisms, was finalized.

The Green Paper was presented and reviewed by Members of Parliament representing coastal constituencies, Regional Administrative Secretaries, District Commissioners, District Executive Directors, District Function Officers and National Agency Directors at a two days meeting in late November. This group reviewed the entire Green Paper, considered the options presented for Policy implementation, then came to consensus as to recommended implementation mechanisms and structures. Their recommendations are incorporated in this *Draft National Integrated Coastal Management Policy White Paper*.

The *Draft National Integrated Coastal Management Policy White Paper* demonstrates that sectors can work together, and that central government can work with local authorities and resource users to identify and develop solutions to urgent coastal problems. It demonstrates how an open and transparent process can be conducted. The hundreds of individuals, NGOs, coastal communities, and private sector companies that have been directly consulted and made meaningful contributions to the process are listed at the end of the document. Upon completion of the review process of this White Paper, it will be tabled to government for adoption.

It is hoped that by applying the principles and practices of ICM, Tanzania can realize the benefits of sustainable coastal development. Your opinions on this policy white paper will be highly appreciated.

## Introduction

This paper presents a proposed policy framework for managing Tanzania's coastal resources<sup>1 2</sup>. The nation's important coastal and marine environment requires an integrated approach to achieve sound management. The proposed policy framework builds from the experience of ongoing local and national initiatives, a 16 month-long participatory process, and a synthesis of existing information on Tanzania's coast<sup>3</sup>. This paper is based on experience–reality–not theory.

An integrated coastal management (ICM) policy is intended to provide a foundation for improving the quality and life of coastal communities and maintaining the biological diversity and productivity of coastal ecosystems. Tanzania does not have, but critically needs, an integrating policy that specifically addresses coastal resources use and allocation. A coastal policy will guide and direct future actions and help strike a balance between development and conservation of the coastal and marine environment. It will enhance the efficiency of sectoral policies by linking them and filling the existing gaps. Without an ICM policy, Tanzania and her people will continue to experience sector by sector decisionmaking. In the face of growing economic, social and political pressure, this could not only be disastrous for the coastal resources but the people of the coast and those that wish to invest there.

The population on the coast is already poor. By 2025 the population will be much larger, perhaps as large as 20 million. Unless serious and strong action is taken now, the future population will be even poorer than today.

### Facts about the Coast

Tanzania's coastline stretches for 800 km and includes five regions–Tanga, Coast, Dar es Salaam, Lindi and Mtwara–as well as the three large islands–Unguja and Pemba (which make up Zanzibar) and Mafia–and numerous islets.

About two thirds of the coastline has fringing reefs, often close to the shoreline, broken by river outlets such as the Rufiji Delta, Pangani, Ruvuma, Wami and Ruvu.

The continental shelf is 5.8 km wide, except at the Zanzibar and Mafia channels where the continental shelf reaches a width of about 62 km. The nation's total estimated shelf area is 17,500 km<sup>2</sup>.

The Exclusive Economic Zone (EEZ) (shared with Zanzibar) has an estimated area of 223,000 km<sup>2</sup>.

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<sup>1</sup> Zanzibar, although a part of Tanzania, has a unique legal status. According to Article 2(1) of the Constitution, the territory of the United Republic consists of the whole area of Mainland Tanzania and the whole of the area of Tanzania Zanzibar, and includes the territorial waters. This policy addresses the issues of Mainland Tanzania, not those of Zanzibar. This is because the management of coastal resources is a non-union matter, and each place has different mechanisms in place to address coastal issues.

<sup>2</sup> Major lakes are not addressed in this draft policy because there are already substantial national and trans-boundary management initiatives for these ecosystems. Further, the expected wetlands policy will provide a formal policy framework for managing lakes and their surrounding areas.

<sup>3</sup> The United States Agency for International Development and the University of Rhode Island's Coastal Resources Center (URI-CRC) have supported this process.



In that intervening 25 years, Tanzania will be challenged to answer many difficult questions. If answered properly, opportunities can be seized for economic growth that supports local needs. If unanswered, economic opportunities, both large and small, will either be lost or have unfavorable consequences. Accompanying these lost opportunities will be a steady and continuous degradation of the natural environment as the growing population struggles to feed themselves. Today's system of sectoral management does not consider the uniqueness of the coastal area and is not strong enough to reverse these trends. Business-as-usual, as it has been conducted over the last two decades, must change. ICM to an enhanced system that is capable of linking sectors and connecting them to district decisionmakers and resources users.

### **Tanzania's Coastal People**

#### Per Capital GDP (1994)

- Tanga – 60,021Tsh
- Lindi – 38,340Tsh
- Coast – 22,624Tsh
- Mtwara – 59,533Tsh

A boy born in Tanzania today would have an average income of 308,000Tsh when he is 15 years old.

The regions of Mtwara and Lindi have the country's highest mortality rate for infants and those under five.

Coast, Lindi and Mtwara are among the regions with the highest percentage of underweight children.

Only 22 percent of the people in coastal rural areas have access to safe water.

Only 50% percent of the population in Lindi have access to piped water.

Men living in coastal regions usually die by age 47, women by age 50.

#### *Our Coast, Our People*

The five coastal regions encompass about 15 percent of the country's land area and are home to approximately 25 percent of the country's population. Recent estimates indicate that the population of the five coastal regions has increased to about eight million, with a growth rate ranging between two and six percent (Linden and Lundin, 1996). A doubling of the coastal population can be expected in as little as twelve years. That could mean 16 million people living on the coast in 2010, which is about 110 people per square kilometer. These people will be catching decreasing fish stocks, cutting down mangrove forests and farming the limited land that is suitable for agriculture.

Most rural coastal communities are very poor. Hence, addressing the issues associated with the small-scale, sustainable use of coastal resources is critical to poverty eradication and slowing rural to urban migration. The economy of the coastal communities depends mainly on small holder farming, subsistence forestry, artisanal fishing, lime and salt production, seaweed farming, livestock husbandry, and small-scale trade handicrafts. Most families in coastal regions must be involved in more than one economic activity so that if one income to the household—fishing for instance—fails, the family still has other sources of food and income. The daily struggle for food and household income keeps people from improving their situation. Underlying this difficult situation is the poor communication and transportation infrastructure, lack of social services and lack of non-resources dependant jobs.

#### *Declining Resources, Poorer People*

Pressures on the coast are increasing. More and more people depend on the water and land to generate income and provide food. They are vying for the same limited resources; this competition, coupled with the desire to

increase income, has frequently led to destructive practices. Dynamite fishing, although in check today, ran rampant just a year ago. International fishing trawlers are impacting fishery resources key to local users; resources that have declined rapidly in the last five years. Fish catches steadily rose until 1990 when they reached 52,000 tonnes, 5,000 tonnes above the estimated optimal yield. Catches dropped by 32 percent from 1990 to 1994 while effort remained the same, a clear signal of over-fishing. Exploitation and uncontrolled use of forests and mangroves occurs every day. Approvals for large scale developments which threaten large tracks of coastal area and the people that live there are becoming more frequent. Coral mining is increasing to supply construction along the coast. In the south, in just two regions, 80,000 tonnes (the equivalent of 8,000 lorries) of live and dead coral were estimated to be mined and used for lime production in 1998.

In areas where the population is centered, sprawl and uncontrolled land use is rampant. This is made worse by unplanned settlements, both in urban and rural areas, where there is no access to potable water and sanitary systems. In some regions, 15 to 23 percent of today's households do not have toilets, leading to health problems like cholera and diarrhea.

On the horizon is increased pressure from tourism, industry and population growth. Soon, as new infrastructure such as roads and airports are developed, quiet coastal communities such as Bagamoyo will be facing the challenges that Dar es Salaam or Mombasa, our neighbour to the north, are facing: severely degraded water quality, both marine and fresh, uncontrolled land use, restricted access to the coast for traditional users and a resource base that can no longer support fishers and mangrove cutters. In less developed areas, pressures still pose a serious threat. Managing local resources will become increasingly challenging as the population grows and the number of investors, both foreign and domestic, increases.

## Threats to the Coast

75 percent of Tanzania's heavy industries are located along the coast, primarily in Dar es Salaam and Tanga.

Extraction activities like sand mining, quarrying, salt production and coral mining destroy coastal habitats but are seen as important income generators.

Salt production that involves construction of salt pans is common in Dar es Salaam, Bagamoyo, Tanga, Lindi, Kilwa and Mtwara. This activity causes soil erosion, mangrove clearing and salination of underground water in coastal areas.

Coral mining results in loss of scenic value due to abandoned pits, shore erosion and loss of biodiversity.

Coastal agriculture exerts pressure and may cause clearing of forests due to shifting cultivation, soil erosion and land degradation. Agro-chemical pollutants are associated with intensifying coastal agriculture.

Overexploitation and uncontrolled use of coastal forests and mangroves leads to the destruction of breeding and nursery grounds of finfish and shellfish.

Destructive fishing methods like dynamiting, beach seining, poisoning and bottom trawling put enormous pressure on the reef fishery and reef habitat.

### *Significance of the Coast to the Nation's Development*

Tanzania's 800 km of coast is of critical importance to the development of the country. The five coastal regions contribute about one third of the national Gross Domestic Product (GDP). Currently, 75 percent of the country's industries are in these coastal regions. Newly initiated activities in the coastal region, including coastal tourism, mariculture development and natural gas exploitation, are seen as potential resources for national economic development.

There is also a substantial and un-tapped potential for agriculture, fisheries, shipping, urban development, small-scale mining and manufacturing. These important opportunities have not been realized. In Mtwara, the area under cultivation is about 270,300 hectares, or only about 55 percent of the region's total arable land. In some years, the region is a net importer of food. Another example, export of cashew nuts was over 100,000 metric tonnes during 1972-74, compared to less than 60,000 metric tonnes in 1997. Clearly, much of Tanzania's agricultural potential has not yet been developed. This is just one of many potential sectors to be developed. Consider tourism, arrivals could, with the proper infrastructure, double between 1994 and 2000. The Songo Songo gas field is preparing to come on-line and contribute significantly to the nation's economy. This is just one of several potential gas and oil fields in Tanzania. In 1996, 21 gemstone dealers were licensed to purchase and sell in the Mtwara region, but only half extracted and marketed minerals. Those ten dealers marketed gems with a combined value of 113.2 million Tsh. This could easily double or triple under the right circumstances.

These economic opportunities need to be developed for Tanzania as a nation and for her people. The coast's un-tapped potential must be harnessed, but it must be done with the appropriate safeguards that link growth to wise management. As in other countries faced with an expanding poor population, resources will face increasing exploitation and will likely collapse. People's quality of life, which is inextricably tied to the resource base, will continue to decrease unless development moves hand-in-hand with local goals and aspirations.

### *Why Business-As-Usual is not Working—The Consequences of Doing Nothing?*

The current approach to coastal management is based on sectoral policies. The sectoral policies are substantial but only partly address coastal problems. The extent to which each of these policies addresses coastal and marine issues varies according to the resource and its associated issues. Although sectoral policies are in place, the coastal people are getting poorer and resources continue to disappear at an alarming rate. The persistent coastal problems are clear indicators of inadequacies in the existing policy framework.

In addition to policy change, Tanzania needs enhanced implementation mechanisms to solve the complex challenges of coastal and marine management. It needs feedback mechanisms among coordinating agencies, decisionmakers and implementing authorities at all levels. The lack of management capacity of relevant agencies, particularly at district and village levels, is further frustrating effective governance of the coastal resources. Existing laws and enforcement vehicles also need to be strengthened and more widely supported.

Important experience can be drawn from the existing local management programmes that are applying coastal management approaches and principles. These include:

- ❑ **Tanga Coastal Zone Conservation and Development Programme (TCZCDP)**
- ❑ **Kunduchi Integrated Coastal Area Management Project (KICAMP)**
- ❑ **Mafia Island Marine Park (MIMP)**
- ❑ **Rural Integrated Project Support (RIPS)**
- ❑ **Rufiji Environment Management Project (REMP)**
- ❑ **Mangrove Management Project (MMP)**

#### **Definition of Integrated Coastal Management (ICM)**

.....a continuous and dynamic process that unites government and the community, sciences and management and sectoral and public interest in preparing and implementing an integrated plan for the protection and development of coastal ecosystems and resources. (Source: GESAMP, 1991)

#### **Goal**

.....to improve the quality of life of human communities which depend on coastal resources while maintaining the biological diversity and productivity of coastal ecosystems.

Management of the coast is guided by fragmented sectoral policies—with both gaps and overlaps. It is often unclear who has the mandate to manage resources and economic activities that cut across sectors. The result is often use conflicts, environmental degradation, and stalled development projects.

This existing situation is serious. Currently there are large economic developments being proposed and built, and more are expected to come. People on the coast are getting poorer; they are not benefiting from the current economic expansion Tanzania is enjoying. Dependency on resources is paramount to the survival of coastal families; however, these resources are being degraded at an alarming rate.

The challenge facing Tanzania is how to harness and manage the coastal resources in an equitable and sustainable manner. This can be achieved through a well coordinated integrated approach that unites the government with the community, science and management and sectoral interests at both national and local levels. Without this, opportunities for economic growth will be lost. Worse, economic development that does proceed may be less than optimal and take advantage of weaknesses in the management system. Unmanaged or undesirable economic growth could prevail in Tanzania, its impacts crushing her people. Possible impacts include reduced water quality and supply, reefs stripped clean of fish, and vast areas of mangroves lost for individual economic gain. Considering today's trends, this is not an unrealistic possibility.

#### *What can an ICM Policy do?*

An ICM policy will improve the decision-making process by providing clarification and guidance on resource use and allocation at both the national and local levels. This translates to increased power and access to resources by the communities. Currently, agencies responsible for coastal resources management are governed by sectoral legislation. Thus, decisions about coastal resources are made individually by sectors. There is no policy linking the different sectors' decision-making criteria around key issues or problems. It is not clear where the final authority to make decisions on proposed development resides. Furthermore, pro-active planning of coastal resources by the resource users is not clearly supported by the reactive management system currently in place.

The ICM policy will provide a framework and process for linking different sectors and harmonizing their decisions about coastal resources. A policy will support

decentralisation and provide a structure that is conducive to local resources management. A national policy will support existing initiatives working to conserve, protect and develop coastal resources. It will build human and institutional capacity at all levels.

An ICM policy will facilitate and enhance partnerships among resource users and government. It will also provide direction on management that acknowledges the interrelationship among all users and the effect each one imposes over the other. It will ensure rational decisions across sectors concerning the conservation and sustainable use of coastal and marine resources. This will overcome fragmentation inherent in single-sector management approaches such as fishing, mining, gas exploitation, coastal agriculture, coastal forest conservation, tourism and many others. An ICM policy will also steer effective management through integration of all relevant sectors. Ultimately, it will lead to a maintained and improved coastal resource base that is among the mainstay of the country's economy. Further, a healthy coastal resource base will lead to improved well being and livelihood of communities that depend solely on coastal resources.

### **Integrated Coastal Management Experience at the Local Level**

There are several locally based ICM programs in Tanzania. Tanga is home to Tanzania's largest coastal zone conservation and development programme. Supported by the Tanga Regional Fisheries Office, the programme works at the district and village levels to address critical coastal management issues such as dynamite fishing, mangrove conservation, and the development of alternative livelihoods. The programme is successfully addressing a broad spectrum of issues ranging from resource conservation to socioeconomic services. Since the initial planning stage, the villages have developed and undertaken specific action plans. Village initiatives include the adoption and enforcement of by-laws; use of patrols to prevent destructive fishing and illegal mangrove cutting; fishing gear restrictions; and replanting of mangroves in degraded areas. Capacity and issue awareness at the village and district level has been increased. There has been a noticeable change in attitudes and behavior between villagers and government staff and about their responsibility for safeguarding the coast's resources.

There are, however, many challenges that need to be overcome before the full potential of integrated coastal management in Tanga will be realized. Several of these barriers that a national policy can address, include:

- Lack of effective coordination among sectoral agencies in the districts
- Too much dependence on directives from central government to solve local problems
- Future role of regional government (confusion following the government reforms)
- Lack of timely support from central government agencies
- Unsatisfactory linkages among districts to solve common problems
- Unsatisfactory performance of outside agencies to support enforcement
- Long-term financial sustainability of local ICM programmes (e.g., improving revenue collection and cost sharing mechanisms)

## **Coastal Management: Examples of Tangible Benefits**

### **United States**

- Federally-approved state coastal management programs cover 97 percent of the nation's shoreline.
- Tidal wetland losses have been dramatically reduced in six states; for example, as a result of a review for all oil and gas-related permit applications, wetlands loss in Louisiana has been reduced from 1,500 acres/yr in 1982 to 200 acres/yr in 1990.
- Public access to the shore has been increased; for example, in California, where this issue has been a priority, 2,300 new public access sites were established over the last 25 years.
- State coastal management programs helped more than 300 cities revitalize urban waterfronts through waterfront parks, boardwalks and fishing piers; conservation of historic buildings; protection of ports and water-dependent uses; clean-ups of contaminated sites; and organization of festivals that celebrate the coast.

### **Sri Lanka**

- The spread of illegal coral mining has been stopped; in two areas with local-level ICM programs, illegal mining has been halted.
- New hotels are constructed with adequate setbacks, reducing the demand for public expenditures for expensive shorefront protection.
- Avoidable and costly environmental impacts from new development have been reduced through early, and typically positive, interaction between coastal program staff and developers.
- Rekawa Lagoon resident incomes are increasing as a result of implementation of an integrated management plan focused on fisheries rehabilitation and tourism development.

### **Australia**

- Through CoastCare, multiple proactive coastal projects, including dune rehabilitation, provision of access and recreational facilities, have been completed that both improve Australia's coast and build much-needed linkages between civil society and government.
- The semi-autonomous Great Barrier Reef Marine Park Authority is implementing a multiple use management regime for the world's longest barrier reef.

### **Ecuador**

- Citizens' rights and responsibilities for mangrove use in specific areas are being negotiated and recognized by government, then formalized in user agreements.
- Enforcement of existing coastal environmental laws is being improved through improved capacity and deployment of existing field personnel. This is through participation in a multi-agency ranger corps organized under the leadership of seven port captains along the coast.

### **Philippines**

- Coral reef condition and fish catch have been improved in numerous locations through the creation and implementation of community fisheries reserves. New eco-tourism opportunities have also resulted.
- Through a multi-year, multi-faceted investment in training, capacity for integrated planning and management has improved significantly at provincial and municipal levels

### *Relationship of Integrated Management to Sectoral Management*

*"Activities and results coming from programs like the Tanga Coastal Zone are leaving no doubt the integrated management that involves all sectors and the community, is the only answer to coastal management problems. But we need a national framework to link local initiatives to national development aspirations,"*

Capt. Mkuchika,  
Regional Commissioner  
Tanga.

Tanzania has ratified a number of international conventions concerned with natural resource and environmental management that reflect national policy, and require domestic legislation to implement. Many have substantial importance for coastal resources.

***"We have been leading the Eastern African Region on ICM issues...we should not be complacent but move quickly and boldly towards effective policy"***

Hon. Edward  
Lowassa, Minister of  
State, Vice President's  
Office

Sectoral management is and will remain important to the wise use of Tanzania's coastal resources. A coastal initiative seeks to catalyze cross-sector planning and action, fill gaps and serve as a neutral facilitator. A coastal initiative places emphasis on stakeholder participation, compliance to laws and regulations, support for research, training, education and awareness at all levels. The relationship between an integrated approach to sectoral management is characterized by the current mariculture guidelines that are being created by an intersectoral team backstopped by the Tanzania Coastal Management Partnership. They will be implemented through the fisheries sector. Thus, ICM supports sectors, not replace them.

At the national level, many government sectoral policy statements (including land, fisheries, environment, forestry, tourism, etc.) recognize the need for an integrated and participatory resource management approach to resolve issues and take advantage of development opportunities. A coastal initiative provides the mechanisms for achieving intersectoral management of resources and people in the coastal area. Currently, these mechanisms do not exist. Decisions are made sectorally with little coordination between offices in central government and less than optimal interaction with local decisionmakers.

### *Meeting Regional and International Commitments*

Tanzania is a leader within the Western Indian Ocean region in the field of ICM. This is a result of substantial experience in ICM and a long standing political commitment to make effective ICM a reality.

At the regional and international level, Tanzania has actively supported ICM principles and programmes. The government of Tanzania has signed and ratified international conventions that endorse the importance of ICM including the Nairobi Convention and its Protocols, the Convention on Biodiversity, and the Convention on Climate Change. Tanzania also hosted and chaired the first regional inter-ministerial conference on ICM for Eastern Africa and the Island states held in Arusha (1993) and participated in the second conference on the same topic held in Seychelles (1996). Tanzania signed resolutions resulting from these conferences that provide the basic roadmap for ICM, development and implementation at the national level. Most recently,

Tanzania participated in the Pan African Conference on Sustainable Integrated Coastal Management (PACSIKOM) held in Maputo (July 1998). The meeting recognized that African coastal states need to move towards more integrated policies and practices of sustainable ICM to improve the quality of life for African coastal communities. In November, 1999, Tanzania was elected to be Vice-Chair (for Programs) of the Nairobi Convention.

In addition to meeting regional and international commitments through the implementation of an ICM policy, Tanzania will be sending a clear message to investors that the country has a serious commitment to the practice of integrated management of coastal resources. Today's donor community is making significant investments in ICM programs around the world. Although this is not and will not be the Policy's focal point, being able to attract appropriate investment to solve urgent coastal problems is understood to be necessary.

## **Integrated Coastal Management Issues**

International experience clearly suggests that successful policy formulation requires a series of clear choices be made, and these strategic choices be made at the appropriate time in the cycle of policy development, with sufficient consultation and information. The first strategic choice concerns the scope of policy. International experience emphasises the importance of maintaining a strategic focus in developing and implementing a coastal management programme. The programme must be selective about which issues to address and where and when to address them. Programmes fail when they try to do too much at once or are spread too thinly. The scale, scope and complexity of coastal policy usually increase through the successive completion of policy cycles.

The issues<sup>4</sup> presented on the following pages frame the strategic focus of the policy. The issues have been developed during the last 18 months through an ongoing consultation and refinement process. This consultation process, which included over 150 institutions and organizations and over 300 individuals (See Annex B), culminated with a meeting of 32 directors from key sectors to review, revise and approve these issue areas. This meeting was held in October 1998 and chaired by the Permanent Secretary in the Vice President's Office.

### **ISSUES RELATED TO IMPROVEMENT OF THE WELL BEING AND LIVELIHOODS OF ALL BENEFICIARIES OF THE COASTAL RESOURCES**

Most rural coastal communities are very poor. The economy depends mainly on small holder farming, subsistence forestry, artisanal fishing, lime and salt production, seaweed farming, livestock husbandry and small-scale trade handicrafts. While most families in the coastal region are involved in more than one economic activity, many remain well below the poverty line. Lack of food security, communication and transportation infrastructure, livelihood opportunities and social services, coupled with poor performance of agriculture and fishing are major concerns which have resulted in a substantial rural-urban migration, especially to Dar es Salaam. To reduce the tendency of rural-urban migration and improve village life, there is a need to identify actions to increase productivity of current economic activities in rural areas; promote alternative, environmentally sustainable livelihood opportunities; and strengthen infrastructure and social programs in rural areas. Hence, addressing the issues associated with the small-scale, sustainable use of coastal resources is critical to poverty alleviation and slowing rural-urban migration.

The following are the economic activities upon which coastal villagers mainly depend. Together they form an intricate and diverse economic support system.

Small-scale agriculture – Coastal agriculture is dominated by small holders who form the core of the economy. The majority of these farms are located in areas with poor infrastructure limiting market opportunities. These areas have limited availability, and timeliness of supplies such as fertilizer and credit is important. Underlying this is

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<sup>4</sup> These issues and supporting documentation are based on the *Profile of ICM Issues in Tanzania: Executive Summary* and its source documents that were reviewed and approved in October 1998 at a meeting of Directors, hosted by TCMP.

## MESSAGES FROM THE VILLAGE

*“The village communities are taking full responsibility for monitoring dynamite fishing. We have given them power and they are making sure dynamite fishing does not resurface again.”*

Mrs. Fatuma Mikidadi, DC Mtwara

*“In this village people cannot let anyone tamper with their sea. We are organized under the village natural resources committee and we ensure that destructive fishing is not practiced.”*

Mwanashuru Mzee of SHIRIKISHO Mtwara

*“We are grateful to the government action...dynamite fishing has stopped here and we now can get sardines,”*

Fishermen at Msimbati Village in Mtwara

*“Conflicts in fishery resource use are increasing between industrial and small-scale artisanal fisheries. Local fishermen complain about the destruction of artisanal fishing gear and damage to the sea floor by industrial trawlers.”*

Participant at the TCMP Retreat, Sept 1999

*“Seaweed farming in Tanzania has great potential to contribute to the national economy and to improve the quality of lives of coastal communities whose livelihoods depend on coastal and marine resources.”*

Fazal Murtaza, Kingsway International Seaweed Marketing Company

that there are few crops well suited to the agro-ecological climate of the lowland coastal villages. In places like Tanga, much of the agricultural land has been planted with coconuts and is held in a tangle of inheritance rights. The rewards of maintaining the coconut trees do not justify the effort, thus they are left to bush, providing ample habitat for wild pigs and monkeys that damage the crops. For instance, in the more remote villages in Tanga where crops are left unguarded, these animals may devastate an entire crop. Because of the pressure from vermin, part-time farming is very risky in these villages. Conflicts also exist between livestock owners and farmers. Since few residents have invested in farming, much of the land around villages is natural bush. Cattle and goat owners have expanded their herds and allowed them to graze in potential agricultural land. Due to population increase in the coastal area, food security is urgently needed. With little success in increasing coastal agricultural productivity, more arable land has to be turned into agricultural production resulting in soil erosion and sedimentation.

Artisanal fisheries – Artisanal fisheries feed coastal residents and contribute more than 96 percent of the nation’s total marine fish landings. The artisanal fishery is concentrated in inshore shallow waters because of the limited range of the fishing vessels. During the period between 1984 to 1994 (the last year for which data are available), the annual fish catch ranged between 45,000 and 54,000 tonnes for the mainland. Also during this period, the number of fishermen increased each year. Until 1990, increased effort resulted in increased catches; however, during the last decade, catches have been in decline, perhaps signaling the fishery is over-exploiting the stocks. Coupled with increased overall fishing effort has been the introduction of destructive capture techniques—including dynamite fishing or blasting, beach seining and poison fishing—all of which exacerbate the problem. Commercial fishing trawlers are also encroaching on local fishing grounds, causing localized damage and reducing stocks.

Small-scale mariculture – Tanzania has an emerging, village-based seaweed farming industry that makes important contributions to the village economy. Continued growth and diversification of the small-scale mariculture industry in Tanzania is expected at the village level where mariculture is an alternative form of crop production and can provide income and protein.

Coastal forests and mangrove cutting – Only remnants of the once extensive ancient forests of East Africa remain in

Returns from agriculture are variable and generally low. At subsistence level it would appear that income derived by fishing is comparable to that which can be achieved in agriculture, but it is more reliably obtained. Decline in fishing income is forcing people to diversify and to supplement their food/income from agriculture but the risks make it difficult for villagers to start and to succeed.

Excerpt from a report title *The Potential for Agriculture Development in the Programme Village of the Tanga Programme*

Tanzania, occurring as isolated patches on hilltops and offshore islands. Extensive mangrove stands still remain, occupying about 115,000 ha of the coast. They are important and valuable resources to local communities, providing food, fuel and building materials both for home use and sale; as well as playing a vital role in Tanzania's rich coastal ecosystem.

Small-scale businesses and informal sector – In coastal regions, particularly in urban areas, the small-scale businesses and informal sector are becoming substantial components of the economy. The number of people involved in these economic activities has increased while the economic situation has worsened and real wages have declined. The activities have expanded faster than official GDP, but they are not measured by official statistics. The small-scale businesses and informal sector have an important role to play because they provide income-earning opportunities for large numbers of unskilled and jobless people.

Extraction of coastal resources – Extraction activities along the coastal areas of Tanzania are important contributors to the local economy, both in terms of monetary input and supply of raw materials for construction. There are three main extraction activities along the coast: (1) Sand mining—for use as a building material within the area it was mined; (2) Quarrying—targeting materials other than sand, especially coral, for construction; and, (3) Coral extraction—one of the most destructive activities now allowed and even encouraged by some regional and district authorities. Live and dead corals are extracted from reefs using pick axes, crowbars and other implements.

Maintaining and enhancing these resources for local use, identifying and supporting new opportunities to supplement village incomes, reducing pressure on the resource base, and developing mechanisms that encourage local stewardship and management of coastal resources are all issues that a national policy must address.

#### **ISSUES RELATED TO PLANNING AND MANAGING ECONOMIC OPPORTUNITIES WITHIN THE COASTAL AREA, INCLUDING TOURISM, AGRICULTURE, MARICULTURE, INDUSTRY AND OIL AND GAS EXPLORATION**

Development and use of the coastal area is expected to increase, creating economic opportunities as well as putting unprecedented pressure on both the people and resources of the coast. To maximize benefits of current and future development, careful shorefront planning guided by clear principles and backed by enforceable practices is necessary. Shorefront planning seeks to balance competing uses for land and natural resources, resolve conflicts among users, and balance national and local interests. It guides development as it is happening, promoting development in suitable areas and away from sensitive areas as well as mitigating the impacts of existing activities. It does not replace the sectoral responsibilities for reviewing and

approving development. Instead, it seeks to coordinate among the sectors and fill gaps that exist between them.

In addition to bringing a rational approach to siting shorefront development, a national coastal policy needs to promote integrated and sustainable approaches to the development of major new economic uses of the coast and its supporting infrastructure. New roads, airports, and access to water and power encourage growth. Economic activities that are expected to grow, and their associate issues, include:

Tourism – The coastline is endowed with numerous potential sites for tourism including historic and scenic sites. Old beach hotels are being rehabilitated, new hotels built and plots are continuously being allocated for tourism development along the entire coast from Tanga to Mtwara. Coastal tourism, which is expected to nearly double between 1994 and 2000, has the potential to generate significant employment and foreign exchange earnings. However, the expansion of tourism could also lead to:

- Pressure on existing infrastructure and services
- Beach erosion from poorly sited hotels, and the consequent call for increased government expenditures to rehabilitate and protect private-sector investments as well as downstream areas
- Localized pollution due to increased waste load
- Cultural issues, reduction of public access to the beach and other conflicts between villagers and tourists
- Degradation of habitats, especially damage to coral reefs due to trampling and anchors
- Depletion of resources through collection of trophies, seashells and corals

Year	No. of Tourist Arrivals
1994	261,955
1995	295,312
1996	326,188
1997	359,096
1998	401,331
1999*	446,650
2000*	495,950

\* Estimated values

Large-Scale Agriculture – In the coastal regions overall, agriculture is the most important sector in terms of employment and income. Most men and women are farmers. The agricultural potential needs to be harnessed, as current productivity is quite low. A main constraints is the need for appropriate technology, including reliable low-cost implements; extension service support; supply of inputs, including fertilizers, fuel and seeds; and provision of rural infrastructure, including transportation and water resources. Large-scale agriculture activities include cashew nut and coconut farms and sisal plantations. With the liberalization of trade and free market, there is a potential for the development of this sector using inputs such as fertilizers, hence posing the risk of pollution.

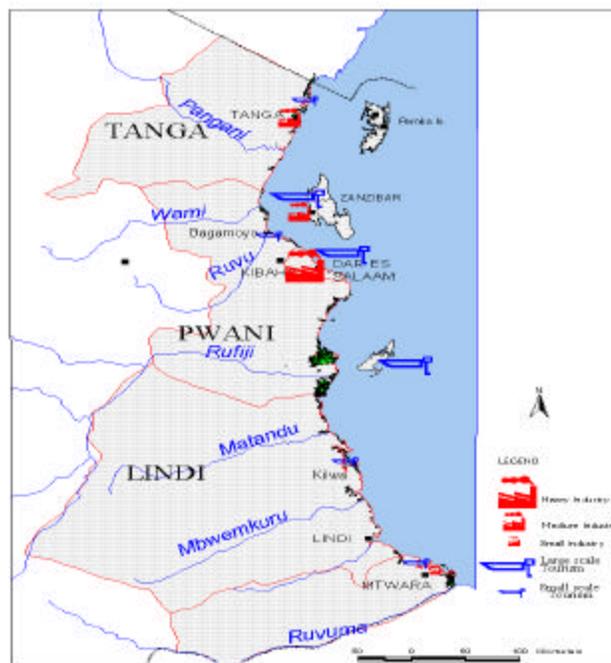
Large-Scale Mariculture – Mariculture is the rearing of finfish, shellfish and seaweed in a process where at least one phase of growth is under human control. Tanzania already has an emerging, village-based seaweed farming industry and is just entering into shrimp culture. Continued growth and diversification of the mariculture industry in Tanzania is expected at both the village level, where mariculture is an alternative form of crop production and can provide income and protein; and at the national level

where mariculture can provide many types of employment and generate foreign exchange. While mariculture can yield these benefits, it can also have major environmental and socioeconomic impacts<sup>5</sup>.

Industrialization – Seventy-five percent of the industry that exists in the country is located on the coast. Most industrial development is either light manufacturing industries or agro-processing plants and mills located in the urban centers of Dar es Salaam and Tanga. Industrial operations generate effluents that are regularly discharged into coastal waters because the industries do not have waste treatment facilities.

Mining and gas/oil exploration – Tanzania has mineral, oil and gas resources in coastal areas that could contribute significantly to the national economy. While none of these resources have yet been exploited, Tanzania is about to embark on development of the Songo Songo gas field. This will include large-scale offshore gas extraction, and an extensive pipeline system that will deliver the product to Dar es Salaam. It is expected that the gas will be converted to electricity and contribute to the national grid. There are also confirmed gas reserves at Mnazi Bay and specific plans for development are in place.

## Locations of Coastal Economic Activities

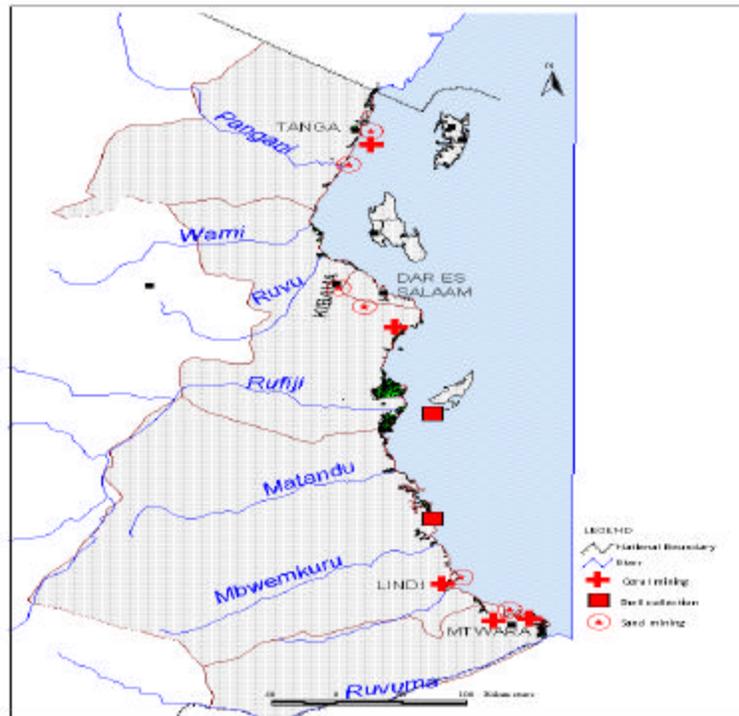


## Industry and Tourism

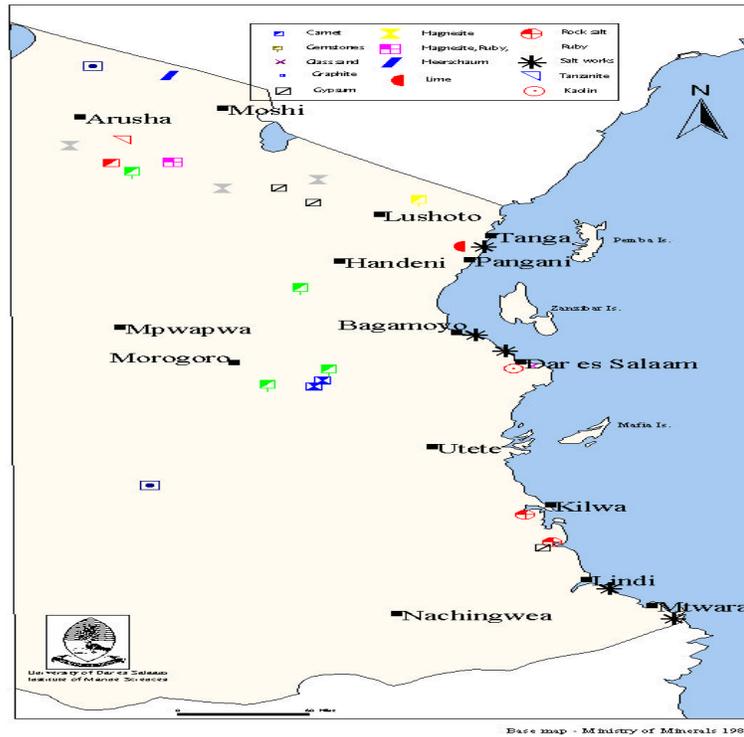
<sup>5</sup> These issues have been described in-depth by TCMP's *Mariculture Issue Profile*

Maps have been provided by the University of Dar es Salaam, Institute of Marine Science, with support from the UNEP EAF/14 project.

## Coral Extraction and Sand Mining Sites



## Mineral Deposits



Maps have been provided by the University of Dar es Salaam, Institute of Marine Science, with support from the UNEP EAF/14 project.

## ISSUES RELATED TO MANAGING GEOGRAPHICAL AREAS OF CONCERN INCLUDING CRITICAL HABITATS

Along Tanzania's 800 km of coast there are areas that require intensive, proactive planning and management because of especially important ecological or economic value or because of intense user conflicts.

Critical coastal habitats including mangrove and coral reef areas – Tanzania's critical coastal habitats include estuaries, mangrove forests, beaches, coral reefs and seagrass beds. These systems interact with each other and together supply the natural wealth upon which the nation's resource-dependent activities depend. The biodiversity of these systems is an important asset for the nation. There is growing concern this resource base is already degraded, and increasing pressures from a growing population and emerging economic developments will cause further damage. Currently, Tanzania is using a number of tools to promote good planning and management of critical coastal habitats. The National Mangrove Management Plan, prepared in 1991 under the auspices of the Forestry Department, provides a framework for sustainable use of mangroves. Marine parks are "special management areas" for critical coastal and marine habitats with high biodiversity. They are managed under the authority of the Marine Parks and Reserves Act with management responsibility vested in the Board of Trustees. Currently there is only one marine park in Tanzania (Mafia Island Marine Park); however, there is potential for a system of marine parks to play a central role within the nation's overall ICM strategy. Finally, there are important local coral reef management initiatives in Tanga and elsewhere that provide promising models for critical habitat management.

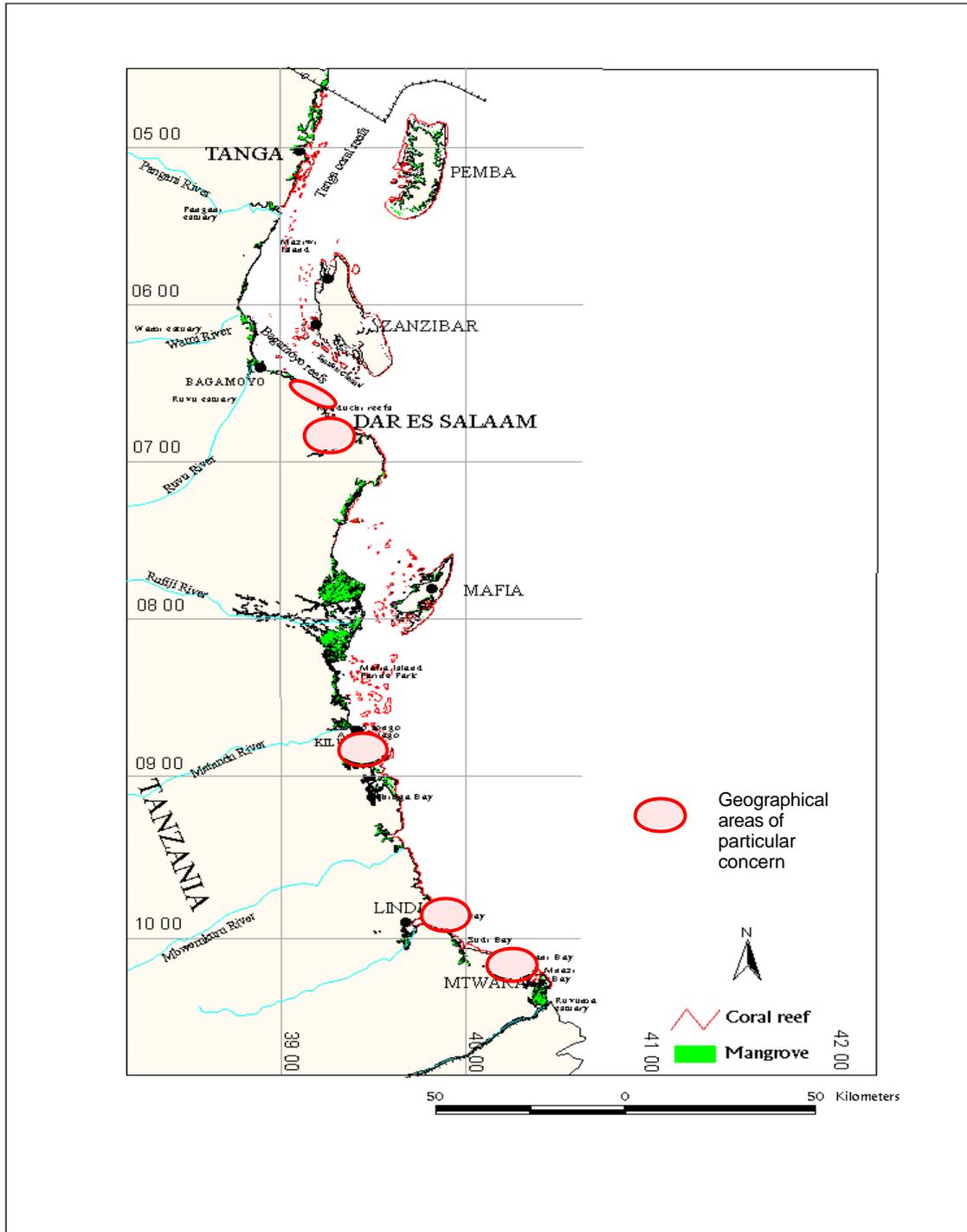
Geographical areas of concern – There are currently no mechanisms in place to initiate proactive planning and management of other coastal geographic areas of concern. The need to proactively plan for coastal areas where there are existing important economic facilities and infrastructure (e.g., ports), where major new economic developments are planned, and/or to initiate processes to proactively identify and resolve potential user conflicts is great, but unfilled (e.g., Kunduchi, Mnazi Bay). There is also a need to identify and manage high hazard areas from natural and man-made forces such as erosion and flooding.

The coast and marine waters contain some of the richest resources in the country, including some excellent coral reefs and valuable species of both land and water based life. The diversity of coastal and marine habitats supports a wide range of important and valued species, including:

- ❑ 127 species of coral in 13 families on Tanzania's coast
- ❑ 8,270 species of invertebrates
- ❑ 5 species of marine turtles
- ❑ 1,000 species of fish
- ❑ breeding and sheltering areas for seabirds
- ❑ about 8 million people

## Location of Critical Habitats and Geographical Areas of Concern

This map illustrates examples of critical habitats and geographic areas of concern. Specific criteria for selection of areas that require special protection will be developed.



Maps have been provided by the University of Dar es Salaam, Institute of Marine Science, with support from the UNEP EAF/14 project.

## ISSUES ASSOCIATED WITH SUPPORTING LOCAL INITIATIVES, DECISIONMAKING FOR INTERSECTORAL DEVELOPMENTS, AND BALANCING LOCAL WITH NATIONAL INTERESTS.

Several local level coastal management programmes are ongoing in Tanzania. These programmes are making progress on a host of local issues, but are also identifying barriers that exist at higher levels of government that need to be removed if the full promise of community management is to be realized. Any national programme must

*“With institutions promoting the lime industry and government and community leaders participating in launching a group of lime making projects, there is every reason to fear for the worst for coral reefs.”*

Comments made by coastal managers and scientist visiting a lime production facility that was using live coral

“solve problems” for these existing programmes, as well as develop mechanisms to promote the replication of successful models. Furthermore, the lessons that have been learned in these specific sites need to be applied broadly by a national programme.

Many sectoral-based ministries share coastal and marine resource planning, management and enforcement duties. These include the Ministries for Natural Resources and Tourism (with forest, fishery, tourist and park regulatory responsibilities); Lands and Human Settlement; Trade and Industry; Water; Agriculture and Co-operatives; Foreign Affairs and International Relations; Energy and Minerals; Communications and Transport; and Home Affairs. Responsibilities are divided among the many divisions within each ministry. In addition, the Vice President’s Office (NEMC and the Division of Environment), Ministry for Regional Administration and Local Government, and the Ministry for Justice and Constitutional Affairs have important coastal and marine responsibilities.

Local government also plays a key role in natural resource management; with precise responsibilities depending on the particular sectoral legislation and regulations. Currently, the only Act specifically requiring central government coordination with local governments is the Marine Parks and Reserves Act of 1994. Too often local decisions and desires are overruled by the central government. The ability of district and village governments to manage resources is also hampered because revenue collected for resource use is rarely re-distributed to the local level.

Many well-intentioned actions and decisions are being taken to manage coastal resources at local and national levels, by central and local governments, companies, nongovernmental organizations, local communities and individuals. However, these actions are often taken independently of one another due to the lack of clear mechanisms for multi-sectoral and collaborative approaches to face the complex challenges of coastal development and management. In an increasing number of cases, this sectoral approach has led to unanticipated consequences and the transfer of problems from one sector or geographic area to another. There are inadequate feedback mechanisms between coordinating agencies, decisionmakers and implementing authorities at all levels of government. This makes it difficult to balance local and national interests that are not always the same.

## ISSUES RELATED TO INFORMATION AVAILABILITY FOR DECISIONMAKING

Lack of data on coastal and marine resource status, trends and uses inhibits good planning and proper management. It also hinders the practical determination of coastal planning, management and enforcement priorities. Priority data acquisition needs include trend data on sand mining, dynamite fishing, coral reef condition, mangrove condition and loss, and ambient water quality and effluent discharges. In addition, data that are available are often not used in decisionmaking.

*"It has taken us a long, costly time to build awareness about resource management and to build a constituency for conservation in Tanga. People are responding well but we could achieve even greater success if all levels of government including courts and enforcement officers supported our efforts."*

S. Makoloweka,  
Coordinator, Tanga  
Coastal Zone  
Conservation and  
Development  
Programme

*"Coastal management involves different sectors. Therefore, the training on this important new approach should be initiated as soon as possible. For the time being, there are no experts in integrated coastal management but people trained in different professions, such as forestry, minerals, fisheries, etc."*

*From the TCMP Needs  
Assessment Final  
Report*

Currently, Tanzania's research institutes are not mobilized or coordinated to address these critical and practical data gaps. Research concerned with the protection of the coastal and marine environment in Tanzania is carried out on a sectoral basis. These include a diverse group of institutions including the Tanzania Commission for Science and Technology, the Tanzania Fisheries Research Institute, the University of Dar es Salaam-Institute of Marine Sciences, the Kunduchi Fisheries and Training Institute, and the Mbegani Fisheries Development Center. While all these institutions are interested in conducting research on management issues facing the nation, the mechanisms are not in place to bring managers and scientists together to establish priorities or exchange findings.

## ISSUES ASSOCIATED WITH THE INADEQUACY OF HUMAN AND INSTITUTIONAL AWARENESS AND CAPACITY

Tanzania has only limited individual and institutional capacity to manage the diverse resources within the coastal area. In the needs assessment prepared by the Tanzania Coastal Management Partnership, one of the major constraints identified for effective ICM was lack of human and institutional capacity at all levels. Training and education in Tanzania is delivered in a sectoral manner; hence, what capacity exists tends to be narrow and highly technical. In recent years, it has become clear that sectoral specialists alone cannot meet the challenges of managing the coastal area. Coastal managers need skills and attitudes that promote participatory processes and integrative thinking and action. A capacity-building strategy that addresses these needs is essential.

A second issue associated with lack of capacity is the need to match programme goals and aspirations with existing capacity. While in Tanzania the needs are great and the issues urgent, creating a programme that outstrips the country's capacity for implementation will result in failure.

There is a noticeable deficiency in the ability of agencies to jointly coordinate their activities. There are currently no systems in place that allow heads of key agencies to make joint decisions. Instead, decisions on a single action are taken independently.

Finally, present and future generations living within and outside coastal districts must be made aware of the importance of coastal resources and their wise use. To achieve this, the efforts of the local authorities, which are essential for building awareness, must be strongly supported.

## Recommendations for an Integrated Coastal Management Policy

This section presents recommendations for what Tanzania should do to address its critical coastal issues<sup>6</sup>. Presented first are the broad goal, vision and principles upon which the policy will rest. Next, seven policy statements are made. Each policy statement is followed by recommended implementation mechanisms.

The functions, structure, and placement of institutional structures recommended for overall policy implementation are then described; as well as the proposed geographic scope of the policy.

The proposed *National Integrated Coastal Management Policy* is facilitative and catalytic in nature; it depends on the existing institutions at national, regional and local levels for both implementation authority and implementation action. It is designed to be consistent with Government's decentralisation initiative.

To carry out the proposed *National Integrated Coastal Management Policy*, the creation of three types of institutional structures is recommended:

- Inter-ministerial Coastal Integration Committee (IMCIC)
- Tanzania Integrated Coastal Management Office (TICMO)
- Interagency Working Groups

Recurrent government costs for policy implementation are expected to be modest since the Tanzania Integrated Coastal Management Office is recommended to be within an existing government institution, and the other proposed institutional structures utilize personnel already within the Government system or whose participation would be voluntary.

The proposed *National Integrated Coastal Management Policy* recognizes and supports the on-going institutional study of Tanzania's environmental sector. The proposed implementation structure is designed to fit within the current government structure; however, if a new Ministry for the Environment is formed, the implementing structures could be transported into that Ministry.

Effective policies combine regulatory and non-regulatory approaches to problem solving. The challenge is to find the right balance between regulatory and non-regulatory approaches to solve the problems facing Tanzania. The policy will fail if it depends on one or the other approach entirely; instead approaches need to be properly blended to suit the country's needs and implementation capacity.

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<sup>6</sup> These recommendations are based on the decisions made at the Third Integrated Coastal Management Policy Meeting held in November 1999. Meeting participants included Members of Parliament, Regional Commissioners, District Commissioners, and Central Government Agency Directors

## **OVERALL ICM POLICY GOAL**

It is the goal of the Tanzania ICM policy to preserve, protect and develop the resources of Tanzania's coast for use by the people of today and for succeeding generations to ensure food security and to support economic growth.

## **PRINCIPLES AND ATTRIBUTES**

1. Coastal development decisions will be consistent with the government's priority of poverty alleviation and food security.
2. Local stewardship and decision-making will be promoted and supported as required by the Local Government Reform Programme. In cases where there is a clear and explicit national interest that overrides local decisions, a consultation process will occur to find an equitable balance among the interests.
3. Integrated approaches to the development of major new economic uses of the coast will be promoted to optimize benefits and minimize negative impacts. Coastal development and management of economic opportunities will be guided in a way that is compatible with national development goals and local needs, and protects the environment from unnecessary and irreparable damage.
4. Development and conservation interests will be balanced by protecting areas of high biodiversity and cultural/historic importance and identifying and steering large-scale economic developments to suitable areas.
5. Scientific information will be used to inform decision-making and re-adjust policy implementation as new information becomes available.
6. The capacity of Tanzania to sustainably manage the country's coastal resources will be increased and strengthened by providing information and knowledge to resources users, decision-makers and other stakeholders.
7. Coastal management activities in Tanzania will proceed incrementally and in-step with the available human and institutional capacity.
8. Tanzania will adhere to the relevant regional and international ICM conventions to which it is a signatory.

### ***Our Vision***

*"We envision a coast with thriving coastal settlements where people who rely on the sea and its abundant resources for their food and livelihood are actively working to protect and sustain the resource base. We also envision the development of new coastal economic opportunities that sustainably contribute to both local and national development and new and diversified employment opportunities for coastal residents. Lastly, we envision a partnership between government and all segments of Tanzanian society-resource users, the private sector, academic and research institutions and others- working together to turn this vision into reality."*

The People of Tanzania

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**Policy Statement 1. Support planning and integrated management of coastal resources and activities at the local level and provide mechanisms to balance national and local interests.**

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*Implementation mechanisms*

**District Integrated Coastal Management Action Plans.** Create and support a district level ICM process to develop, approve and implement District ICM action plans. National guidelines for preparing action plans will be developed. The guidelines will encourage each district to focus on their own priority issues and areas. It is anticipated that the action plans will specify local ICM goals and issues; and will identify how to effect change (immediate voluntary actions, infrastructure, comprehensive planning, new or revised by-laws, etc.). Preparation of action plans will be voluntary. The National Policy recognizes that districts have limited technical and financial capacity for taking on new management responsibilities. Therefore, their voluntary participation in this program will be encouraged through incentives provided by TICMO, including support for outreach and awareness raising, a small grants program<sup>7</sup>, technical assistance, and access to information. TIMCO will also facilitate national input to districts during plan preparation, and facilitate national consistency with action plans upon their adoption.

The maximum extent of district ICM action plans includes the full district and offshore to the seaward edge of territorial waters. However, it is anticipated that most District ICM Action Plans will be for smaller geographic areas within the district (for example, a sub-district, village, or Bay area) where intersectoral coastal issues are most urgent. If division/ward or village action plans are prepared, they will include inputs from the District.

Local ICM committees will coordinate and execute the development and implementation of action plans. No new authority will be created by District ICM Action Plans; they will use existing powers (laws, regulations, by-laws, permitting, zoning, etc.) for implementation.

District Councils will approve district action plans. They will then be tabled through the Regional Coordinating Committee prior to being sent, by the districts, to the IMCIC for review and endorsement. Endorsement means that the national agencies agree to carry out their activities in a manner that supports local ICM goals and implementing actions.

The TICMO will assist districts to review new national policies and related instruments for consistency with their district ICM action plans. TIMCO will seek to create a working environment for affected parties to resolve conflicts resulting from consistency reviews. If conflicts remain, they will be referred to the IMCIC for deliberation and resolution.

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<sup>7</sup> A small grants program is dependent upon attracting outside donor support.

### **Lessons from the Tanga Coastal Zone Conservation and Development Programme**

The Tanga Region is home to Tanzania's largest coastal zone conservation and development programme. Supported by the Tanga Regional Fisheries Office, the programme works at the district and village levels to address critical coastal management issues such as dynamite fishing, mangrove conservation, and the development of alternative livelihoods. The programme is a partnership between the regional authorities and the district governments of Tanga, Pangani and Muheza, Irish Aid and the Eastern African Regional Office of the World Conservation Union. Established in 1994, the programme has built the foundations of integrated coastal area management.

The overall objective of the programme is to achieve sustainable use of the coastal resources of the Tanga Region for the benefit of present and future generations, as well as other people in Tanzania and the Eastern African Region. The programme has adopted an approach of listening, piloting, demonstrating and mainstreaming to obtain its goals. Through the application of collaborative mechanisms, participatory activities and integrated management techniques, the programme has demonstrated that management of coastal resources and development initiatives can be effectively undertaken and implemented at the local level.

The programme is successfully addressing a broad spectrum of identified issues that range from resource conservation to socioeconomic services to the general livelihoods of the Tanga People through local planning and action. The process began with the identification of priority issues through rapid appraisal surveys. These surveys were undertaken in a collaborative, participatory manner that included village resource users, regional and district extension officers and programme staff. Once the priority issues were identified, government staff and resource users interactively analyzed the causes, impacts and possible solutions to the issues. Committees were then established around the priority issues to develop action plans. These committees were made up of representatives from the villages and were facilitated by government extension workers and programme staff.

The committees developed action plans and management agreements. These plans and agreements outline overall management objectives, options for action and indicators of success. In addition, responsibilities, authorities, controls and penalties for non-compliance were defined. The proposed action plans and agreements were vetted at the village, district and central level of government. Plans and agreements included a range of actions that were implemented by the committee in cooperation with the resource users. Actions ranged from reef areas being closed to fishing and assuring access to long-term use of common resources (such a wood lot), to building pit latrines and planting mangroves to stabilize eroded areas.

The Tanga programme embodies the key attributes of local-level integrated coastal management and provides an important example of how resource management can be successfully carried out at the sub-national level. The Tanga experience was drawn upon extensively during the development of the suggested implementation mechanisms included in this document.

(Adapted from *Actions Speak Louder than Plans*, TCZCDP, Tanga, Tanzania, June 1997)

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**Policy Statement 2. Promote integrated and sustainable approaches to the development of major economic uses<sup>8</sup> of the coast to optimize benefits and minimize negative impacts**

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Policy 2A. Ensure that coastal activities and opportunities are developed according to the national and local needs and plans

Policy 2B. Establish project review procedures that are consultative, multi-sectoral and inter-disciplinary in order to promote efficiency and transparency in the decision-making process

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### *Implementation mechanisms*

Tanzania is expecting expansion of tourism, agriculture, mariculture, industrialization, mining, and gas development along parts of the coast. TIMCO will, as resources and capacity allow, work with relevant sectors to convene Issue-specific Working Groups to develop integrated sustainable approaches to coastal economic development.

**Coastal Activity Guidelines.** Convene and facilitate interagency Issue Specific Working Groups to develop guidelines for major coastal economic development activities. Guidelines will include precise definitions of what constitutes a “major” economic development for that sector, siting requirements, permit procedures, good operational practices and monitoring protocols. They will include sections on whether and how such economic development activities should occur within marine protected areas<sup>9</sup>. New guidelines will consider previously established guidelines to avoid repetition and conflicting instructions. The IMCIC will review and endorse guidelines. Endorsement means that the national agencies agree to carry out their activities in a manner that is consistent with the guidelines. Guidelines will be implemented through:

- Sectoral agencies, assisted by TIMCO and an Issue Specific Working Group, collaborating with the private sector to voluntarily adopt good management practices; and
- Sectoral agencies, assisted by TIMCO, incorporating recommended guidelines directly into their relevant regulations (e.g., Environmental Impact Assessment procedures and permit approval processes).

<b>What are Guidelines?</b>
-----------------------------

- |   |
|---|
| <ul style="list-style-type: none"><li>• Good practices</li><li>• Monitoring protocols</li><li>• Siting requirements</li><li>• Permit procedures</li></ul> |
|---|

**Coordinated Permit Review for Major Economic Uses of the Coast.** Major economic uses that require permits from more than one national sectoral agency will be reviewed and acted on through an open, transparent and coordinated review process (see Policy 7 for public input to this process). Guidelines will specify what constitutes a major coastal development activity, both in terms of scale and proximity to the coastline, and would therefore be included in the coordinated permit review process. The TICMO, when requested by the responsible sector, will facilitate a coordinated permit review process within and between central and local government.

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<sup>8</sup> See issue statement on page 13 for examples. Guidelines will include precise definitions of what constitutes a “major”

<sup>9</sup> This is a generic term meant to include all protected areas along the coast. These include marine parks, protected mangrove areas, terrestrial game parks, etc. (see policy 4)

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**Policy Statement 3. Conserve and restore critical habitats and areas of high biodiversity while ensuring that coastal people continue to benefit from the sustainable use of the resources**

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*Implementation mechanisms*

The TICMO, in collaboration with relevant authorities, will identify critical coastal areas and areas of high biodiversity that should be included within Tanzania's existing or new protected area programs. Areas and their bounds will be identified through a consultative national process that includes input from local and national government, nongovernmental organizations (NGOs) and resource users. Existing protected area programs/projects include:

- Marine Parks and Reserves Unit<sup>10</sup>: The national coastal program will work with the Board of Trustees and Marine Park and Reserves Unit to establish new marine protected areas (MPAs) (under the Marine Parks and Reserves Act) in areas with significant biodiversity and where local communities support the concept of a park
- The Mangrove Management Project (MMP)
- Terrestrial game parks that are created or exist in coastal areas
- Wetlands and fragile lands (as defined by the Lands legislation)

District ICM action plans and SAMPs will identify locally important critical coastal areas and areas of high biodiversity, and specify actions that provide for their conservation, restoration and sustainable use by coastal residents.

TICMO will assist existing programs and authorities in the strengthening of General Park Management Plans and Mangrove Management Plans by providing technical support as specified in the section on duties and responsibilities of the TICMO.

**Mafia Island Marine Park**

The Mafia Island Marine Park (MIMP) was established in April 1995. It was the first, and remains the only, marine park in Tanzania. It seeks to conserve critical habitats in cooperation with the island's community. The first years of Mafia Island Marine Park were devoted to tackling those issues that are pertinent to community involvement in the management of the marine park's resources. Working in partnership with the Mafia District authority, World Wildlife Fund, Tanzania Programme Office and NORAD, the MIMP has initiated means for interaction between the park and the villages. Assisting communities in the design and implementation of small community based self-help programmes was considered paramount in order to gain confidence of the parties involved and to form the basis for implementation of the marine park concept. Already implemented is the joint enforcement and patrol with the villagers to curb the problem of dynamite fishing. Currently, there are more than ten community development activities aimed at creating alternatives to unsustainable resource use and providing support for the resource-dependent communities most affected by the park.

(Adapted from the Mafia Island Marine Park Brochure. Marine Parks Unit, Department of Fisheries, Tanzania. 1999)

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**Policy Statement 4. Establish an integrated planning and management mechanism for coastal areas of high economic interest or with substantial vulnerability to natural hazards**

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*Implementation mechanisms*

**Special Area Management Plans (SAMPs)** will be developed for geographic areas of concern, potentially including:

- Areas with existing important economic/infrastructure facilities where resource degradation and use conflicts are occurring
- Areas where major new economic developments are planned or areas where there is rapid economic transition and substantial user conflicts are occurring
- Pollution hot-spots
- Trans-boundary areas where significant coastal management issues exist
- Areas of high risk from the effects of erosion and flooding

Special area management planning is a mechanism that allows central government—in partnership with local government—to plan and manage geographic areas of particular national concern or interest. The SAMP process includes stakeholder input from both local and national levels. For a SAMP site, central government will work with districts and other planning and management functionaries within the sites to complete a detailed management plan that appropriately guides development.

The TICMO, with advice from the IMCIC, will identify areas requiring a SAMP. A SAMP area can encompass multiple districts, be a single district, a district/ward or only a village. They will not, however, extend beyond the offshore limit of territorial waters and the inshore edge of the coastal district boundaries.

SAMPs will include management goals, objectives, and implementation strategies and actions. TIMCO will develop guidelines for preparing SAMPs and provide technical assistance for SAMP preparation.

The IMCIC will review and endorse SAMPs. Endorsement means that national agencies agree to carry out their activities in a manner that is consistent with the SAMP. SAMPs will use existing institutions with their existing authorities (laws, regulations, by-laws, permitting, zoning, etc.) to implement planning and management actions. Implementation actions, which will be specified in the SAMP are expected to the responsibility of both central and local governments.

The TICMO will assist the SAMP implementing agents to review new national policies and related instruments for consistency with SAMP. TIMCO will seek to create a working environment for affected parties to resolve conflicts resulting from consistency reviews. If conflicts remain, they will be referred to the IMCIC for deliberation and resolution.

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<sup>10</sup> A national coastal management policy will not create new parks, but will seek to be involved in the process of their development and initial design.

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**Policy Statement 5. Develop and use an effective<sup>11</sup> coastal ecosystem research, monitoring and assessment system that will allow already available—as well as new—scientific and technical information to inform ICM decisions**

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*Implementation mechanism*

**Science and Technical Working Group.** TIMCO will establish a Science and Technical Working Group (STWG) to facilitate scientific inputs into national and local coastal programs. The STWG will:

- Serve as a bridge between scientists, and resource managers and decision-makers
- Identify priority management-related research needs with national and local ICM practitioners and researchers and ensure that this information is used to drive data acquisition
- Make information about ICM and ongoing monitoring available to resource managers and the public
- Recognize the importance of indigenous knowledge and ensure that it is included in the science for management process
- Recommend conservation and restoration techniques for implementation techniques for inclusion in local planning
- Design a monitoring program that nests local, national and international monitoring efforts that builds on and utilizes existing research and monitoring institutions. This program should seek to incorporate resource users in the effort.

STWG will use existing institutions for full implementation but may develop pilot monitoring or research programs as the need arises.

**Science for Management**

In 1998, the TCMP identified critical national coastal management issues. In response to the set of issues related to information availability, TCMP supported a workshop in July 1998 at the Institute of Marine Science on “Marine and Coastal Ecosystem Risk Assessment.” At that time, it was decided that an interim committee—initially called Marine Ecosystem Assessment and Coordination Committee (MEAMCOT) should be formed to initiate work on science for coastal management. The Group later changed its name to the Science and Technical Working Group (STWG).

The STWG provides advise and guidance related to scientific questions, studies, data management, and sampling and monitoring necessary to improve the scientific foundation of TCMP activities. STWG members suggest specific activities to address issues identified by TCMP related to information availability for and use in decisionmaking. STWG also conducts peer review of studies and reports on the status and trends of the coastal and marine ecosystems, and alerts TCMP to emerging environmental problems.

**Information Needs for Coastal Management**

Lack of data on coastal and marine resource conditions and trends inhibits good management as well as practical determinations of enforcement priorities.

Critical habitat maps, trend data on sand mining, fish dynamiting, coral reef condition, mangrove losses, ambient water quality and effluent discharges are among the critical information needs of managers and enforcers.

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<sup>11</sup> The word effective is interpreted to include such factors as cost, practicality, appropriateness and efficacy.

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**Policy Statement 6. Build both human and institutional capacity for interdisciplinary and intersectoral management of coastal resources**

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*Implementation mechanism*

The integrated coastal policy will use three primary tools to build human capacity:

- *Learning-by-doing.* Build the capacity to plan for and manage coastal resources in an integrated way for both practitioners<sup>12</sup> (local and national) and resource users<sup>13</sup> by providing in-service training and workshops and by providing opportunities for learning through experience
- *Information exchange.* The TICMO will serve as the backbone of a national ICM network where practitioners (local and national) can easily exchange information and ideas.
- *Formal curriculum in coastal management.* Support incorporation of coastal management-relevant material within the primary to University curriculum. At the University level encourage the creation of a formal education track for ICM within an existing institute or university which would extend beyond learning-by-doing, by offering a formal curriculum to prepare the next generation of coastal management professionals.

This policy expects institutional capacity to be strengthened primarily by improving the skills, attitudes and knowledge of individuals through the mechanisms described above. Other types of limited assistance in terms of finance and technical shall be provided to partner sectors and institutions to build their institutional capacity for carrying out specific ICM activities.

**Initial Human Capacity Needs Assessment**

The Institute of Marine Science, University of Dar es Salaam, has taken the first steps towards establishing ICM training capacity in Tanzania by completing a training needs assessment of coastal practitioners in Tanzania. The assessment was prepared to define the specific training needs as well as recommended a long-term strategy for building human and institutional capacity in ICM for Tanzania. The assessment includes information provided by a cross-section of respondents from coastal areas and institutions

Strong regional programs in ICM training conducted by the Western Indian Ocean Marine Science Association and the Secretariat for East Africa Coastal Area Management are emerging that target ICM practitioners and sectoral technical staff. These regional programs can be used to support national ICM capacity building.

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<sup>12</sup> Those people working to address coastal management issues and problems. This may include people from government (all levels), nongovernmental organizations and private sector. It also includes those directly or indirectly involved in implementing relevant policies, regulations and guidelines related to coastal management issues and problems.

<sup>13</sup> People who use the resource for economic gain, food or recreation

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**Policy Statement 7. Provide for meaningful opportunities for stakeholder involvement in the coastal development process and the implementation of coastal management policies**

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*Implementation mechanisms:*

This policy recognizes that without active participation by the people, the urgent coastal problems facing Tanzania will not be solved. This policy seeks to create opportunities for participation and empower people to become true stewards of the coastal environment.

The mechanisms by which stakeholders will be involved include:

- Continued public education and outreach programs to raise awareness of the need for sustainable coastal management
- Input to district action plans, SAMPs, protected areas plans and guidelines
- Initiation of a 45<sup>14</sup>-day public review period for any District Action Plan, Special Area Management Plan, or Economic Use Guidelines before they are submitted to the IMCIC for final review and endorsement. The TICMO will work with the planning functionaries to respond to each public comment. Specific review guidelines will have to be developed that describe this review process.

Special attention will be given to ensure that those most affected by proposed plans, actions or guidelines are included in the development, review and implementation process.

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<sup>14</sup> Forty-five days is proposed because it provides adequate time to circulate the document to be reviewed and receive comments. It was felt that 30 days was too short and would therefore exclude certain groups from responding. Sixty or 90 days was considered too long, especially when the time it takes to respond to comments is added to the process.

## **Institutional Structures**

To carry out the ICM policy, three types of institutional structures are recommended:

- Inter-ministerial coastal integration committee (IMCIC)
- Tanzania integrated coastal management office (TICMO)
- Interagency working groups

The recommended function of each is described below.

### INTER-MINISTERIAL COASTAL INTEGRATION COMMITTEE

The minister responsible for environment will appoint members to the IMCIC; the Permanent Secretary of that ministry will serve as its Chair<sup>15</sup>. The IMCIC will consist of directors of relevant sectors and representatives from the local level to coordinate actions and decisions related to ICM. The directors provide a bridge between the technical level activities and the more sensitive political decisions made at the ministerial level. Representatives from the local level provide a critical link between decision-making at the center and local goals and activities. The group will meet at least quarterly. The TICMO will serve as the secretariat to the IMCIC.

IMCIC functions will be to:

- Provide advise to the TICMO on program priorities and endorse formation of Issue-specific Working Groups.
- Review and endorse District ICM Action Plans. Endorsement means that the national agencies agree to carry out their activities in a manner consistent<sup>16</sup> with the endorsed plans.
- Provide advice to the TICMO on areas requiring SAMPs.
- Review and endorse guidelines. Endorsement means that the national agencies agree to carry out their activities in a manner consistent with the endorsed guidelines.
- Facilitate the resolution of intersectoral conflicts, and conflicts between national and local entities related to ICM issues.

#### **Inter-ministerial Coastal Integration Committee: Suggested Membership**

Five district representatives, one from each coastal region, plus one from Mafia, three members from private sector and/or nongovernmental organizations, and eleven members from central government. Central government representation must include the directors the following sectors: lands and human settlements, fisheries, forestry, tourism, industry and trade, agriculture, mining, water and environment; plus two other representatives.

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<sup>16</sup> See page 37 for details on consistency

## TANZANIA INTEGRATED COASTAL MANAGEMENT OFFICE

General operating characteristics of TICMO include:

- *Facilitating implementation*–The TICMO will facilitate the implementation of this policy and related coastal management actions by working with and through its national and local partners. It will not act as an implementation office.
- *Not expanding size and scope beyond capacity and need*<sup>17</sup> – The number of staff at the TICMO shall remain small. Instead of being the primary provider of services, the TICMO supports its sectoral partner agencies to deliver ICM services and solve ICM problems. The TICMO will focus on a limited number of the most urgent issues.
- *Using adaptive management*–The TICMO will develop mechanisms for sustained learning on ways to improve efficiency and effectiveness based on the results of monitoring and previous implementation experience. The TICMO will seize new opportunities and adapt their work plans and priorities to the often rapidly changing political, economic and sociocultural conditions.
- *Focusing on results and process*–The TICMO will strive to achieve measurable results that have been agreed upon by the partners and employ an open, participatory and transparent process for achieving those results.

Specific responsibilities of TIMCO include:

1. Support ICM in Tanzania by providing accurate and timely information.
  - Information and communication systems that enhance contact among central government sectors and between central government and coastal districts will be developed and supported. This will include the dissemination of information about new and updated international agreements and national policies and legislation that affect coastal resources and management. Such communication will be in English and Kiswahili. TIMCO will also maintain a record of all District Action Plans.
  - Keep donors informed about ICM progress in Tanzania. In collaboration with relevant authorities, identify and facilitate the process for establishing new ICM projects and programmes for donor funding. TIMCO should serve as a focus point for donors who are interested in developing new ICM activities; and play a role in their establishment in order to connect new activities to the National ICM policy.

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<sup>17</sup> Need is defined within the prevailing context. In Tanzania there is currently intense donor interest in coastal management and strong in-country interest at technical and political levels. Hence the need is substantial. It is important, however, that ICM activities not outstrip the nation's capacity to support them, lest they end in failure. The ICM Policy emphasis on capacity development and the recommended structure allows for increasing capacity as well as the ability to re-adjust the size of core structures depending on the need (e.g., through number of the interagency working groups).

- Advise the minister responsible for environment, through the Director General of the National Environmental Management Council (NEMC)<sup>18</sup>, during the formulation and review of policies related to coastal management.
2. Provide support to districts as they prepare ICM action plans and SAMPs and take measures to protect critical habitats through MPA systems. Support will include technical assistance and advise, access to information and small planning grants.
  3. Provide support to districts that have approved and are actively implementing ICM action plans, SAMPs and MPA plans to protect critical habitats. Support will include:
    - Peer assessments and evaluations as requested so that local programs in Tanzania can learn from each other.
    - Forums for, providing technical advise to, and facilitating parties to come together address differences among sectors, or between national government, local government, and the private sector
    - Access to information, networking, awareness raising activities, research and monitoring.
    - Small grants to stimulate planning and implementation activities.
    - Assistance in seeking additional sources of funding for full-scale implementation of District ICM and SAMPs.
  4. Raise awareness of and build support for ICM:
    - Target awareness-raising and general communication functions at all levels of decision-makers and civil society
    - Link awareness-raising strategies to capacity-building efforts
  5. Work with the appropriate sector to ensure that cross-boundary coastal and marine issues and actions are incorporated, as appropriate, in ICM planning and implementation
  6. Facilitate participation and compliance with regional and international conventions and declarations pertaining to marine and coastal management. Work with the Ministry for Foreign Affairs and the Focal Ministry to internalize these conventions and provide information to the delegations that participate in regional and international meetings related to ICM.
  7. Convene and support intersectoral working groups

### **Cooperation**

ICM depends on the cooperation of other authorities and agencies. Decisionmaking will be shared across sectors. There is a strong need for more efficient coordination of governmental actions expressed, for example, in the Forestry Policy. ICM involves bringing together many agencies/authorities that will work together toward common goals achieved through mutually agreed strategies. This will be achieved through the use of working groups. Working group members are drawn from key sectors and will be the primary source of technical input.

<sup>18</sup> See page 38 for institutional placement

8. Support inter-district and inter-regional coordination and learning through regular workshops.
9. Administrative Responsibilities:
  - Receive and allocate funds; prepare an annual work plan that specifies annual activities and resources to implement those activities
  - Form and support interagency working groups
  - Prepare, after consultation with districts and sectoral agencies, a coastal annex to the five-year development plan. Work with the planning commission to connect the annex with the national budget allocation process
  - Serve as the secretariat to the IMCIC

### INTERSECTORAL WORKING GROUPS

Intersectoral working groups will be the engines for ICM in Tanzania. The working groups will be composed of experts representing different disciplines and sectors and may include representatives from the private sector and communities. Working group members will be both technical experts and representatives of their sector. Formal agreements with their home institutions that specify the level of commitment will be established.

1. A Core Technical Working Group (CTWG) that draws its members from appropriate sectors. Members will provide technical assistance to districts as they develop local action plans, work with districts to solve specific problems, provide assistance during the development of general management plans for MPAs and SAMPs and develop new donor supported ICM programs. Members will be asked to serve on the group by the TICMO who will seek written authorization by the home agency.
2. Issue Specific Working Group(s) (ISWG) that draws from appropriate sectors to develop issue specific guidelines. An ISWG provides a venue for sectors to work together to develop integrated guidelines that consider multiple perspectives. At least 25 percent of the membership of any Issue Specific Working Group will be drawn from the

#### **Working Groups: TCMP's Experience**

The TCMP has used working groups to carry out the main elements of its work. The **Core Technical Working Group** has developed this policy paper. The **Mariculture Working Group** is addressing the findings of the *Mariculture Issue Profile* and implementing the action strategy approved by the directors in 1999. The **Science and Technical Working Group** serves as a focal point for the integration of coastal managers and the scientific community.

The groups draw from all the TCMP partners, private and public, and focus on getting skilled and technically competent people to carry out the core task. The groups do not consist of a fixed number of people, but change over time depending on the tasks which TCMP focuses on in any given year. There is porosity among them to ensure that the experience of each group enriches the other.

During the last two years, TCMP has convened these groups to carry out the work involved in developing this proposed policy. Because of the efficiency and effectiveness of these groups in developing intersectoral, integrated solutions to complex coastal problems, their formal continuation is suggested as one element of the implementation structure for the recommended coastal policy

CTWG to ensure consistency and exchange of information. An ISWG group is not limited to government officials, but will also include representatives (approximately 10 percent of the members) from the related industry.

3. A Science and Technical Working Group (STWG) provides advise and guidance related to scientific questions, studies and investigations, data management, and sampling and monitoring necessary to improve the scientific foundation of TICMO's activities. The STWG will assist in peer review of studies, reports on the status and trends of the coastal and marine ecosystem, and will alert the TICMO to emerging environmental problems. To promote effective integration of science and ICM, the STWG will consult with coastal managers and those holding indigenous knowledge in carrying out its work, and may invite selected managers to its meetings when appropriate. Members will be asked to serve on the group by the TICMO who will seek written authorization by the home agency. STWG members should represent a balance of natural and social scientific disciplines.

### LOCAL GOVERNMENT RESPONSIBILITY

Local government will have significant responsibility for carrying out the policies herein.

1. Specific district responsibilities include:
  - Preparing and/or facilitating ICM action plan formulation
  - Review and approval of district and local ICM action plans
  - Implementation of Action Plans, including adoption of local by-laws
  - Management of local resource use conflicts
  - Education and mobilization of the local community to promote ICM objectives.
2. Local government authorities can create ICM committees to coordinate and carry out the development and implementation of District action plans. Committee composition will depend on issues to be addressed. The ICM committee can establish technical working groups, composed of experts representing different disciplines and sectors as well as representatives from the private sector, community-based organizations, non-governmental organizations, and resource users. The technical working groups, with assistance from the CTWG, will develop the ICM action plans. It will, however, be the responsibility of the Districts and other local level stakeholders to implement these plans with support and service from the central government. If ICM action plans or SAMPs are not implemented according to the agreed upon time-scale for reasons within a district's authority, the central government can withhold support services. Because the development and implementation of action plans and SAMPs is

#### **Use of Existing Structures**

The Tanga Programme found in its five years of implementation experience that it was important to work within existing structures, with government officers remaining as members of their own departments. They were responsible for keeping other government officers informed of progress, issues and activities. This was instrumental in preventing a separate "project culture" from developing. Tanga also used the existing structure of the District Management Team (DMT) as its ICM committee and convened a District Technical Team (DTT) as its ICM technical working group. The DTT included both governmental and non-governmental representatives. This is a potential model for other districts.

voluntary, districts are not required to establish committees and technical working groups unless they are planning to participate in the coastal management initiative.

## Consistency

Ensuring consistency between local and national decisions, as well as intersectoral decisions is critical to National ICM policy success. Consistency will be ensured through the following mechanisms:

- Upon endorsement of District ICM Action Plans, SAMPs, MPA General Management Plans, and Issue-Specific Guidelines by the Inter-Ministerial Coastal Integration Committee, national government agencies agree to make decisions that are consistent with the expressed goals, objectives and actions of these plans. Prior to endorsement, the TIMCO and CTWG will review plans/guidelines to ensure that they are consistent with national policies and goals<sup>19</sup>.
- In cases where national and local plans and actions are inconsistent, the TICMO will assist in initiating a dialogue for reaching consensus; if consensus cannot be reached, issues will be referred to the IMCIC for deliberation and resolution.

## Boundary of an ICM Policy

This policy recommends that an operational boundary be established to include existing administrative borders of coastal districts out to the seaward edge of territorial waters.

Individual district action plans, SAMPs, MPAs and Issue-specific guidelines will set specific planning and management boundaries. Activities with distinct and significant impacts on the coastal area (e.g., fresh water diversion) that take place outside of the boundaries will be addressed directly by the TICMO and IMCIC. This creates a flexible boundary system; allowing the ICM policy to focus activity where issues are most pressing.

Tanzania has a coastal setback line created under the *Town and Country Planning Ordinance* established by the Ministry for Lands and Human Settlements in 1992. Its purpose is to ensure public access to coastal resources, protect structures from erosion and create a buffer between development and this fragile environment. The setback zone is reserved for public use, and only allows structures that are moveable or temporary. The setback line was first established at 200 m from high tide. Since then it has been decreased, first to 100 m and now 60 m.

The coastal policy recognizes this setback line as an important management tool and is committed to conserving the setback zone so that it can serve its intended purposes. TICMO will work with local authorities to ensure adequate setbacks are included in

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<sup>19</sup> The existing review process wherein the appropriate Ministries review district plans and by-laws will be applied to ensure that District level Integrated Coastal Management Action Plans are consistent with national policies and goals.

individual district ICM action plans, SAMPs, MPAs and specific guidelines as appropriate. TICMO will also work with the Ministry for Lands to assess the adequacy and implementation of this setback, and seek mechanisms to improve the effectiveness of its application.

Zanzibar, although a part of Tanzania, has a unique legal status. According to Article 2(1) of the Constitution, the territory of the United Republic consists of the whole area of Mainland Tanzania and the whole of the area of Tanzania Zanzibar, and includes the territorial waters. This policy addresses the issues of Mainland Tanzania, not those of Zanzibar. This is because the management of coastal resources is a non-union matter, and each place has different mechanisms in place to address coastal issues.

## **Institutional Placement**

It is recommended that TICMO be housed as a new Directorate within National Environmental Management Council (NEMC). The National Environmental Management Council is under the supervision of the Vice President's office, with the Minister of State (Environment) having direct responsibility for them. The National Environmental Management Council already has the responsibility and mandate to facilitate coordination among sectors and already plays an important cross-sectoral, integrative role on environmental issues. It has responsibilities for awareness raising and education, providing accurate information about environmental issues, coordinating the nation's Environment Impact Assessment process and facilitating implementation of environmental programmes at the local level. This placement provides the most effective point within government for intersectoral decision-making and coordination. It also provides the flexibility that will be necessary to carry out the range of implementation strategies described in this document.

Costs: The TICMO would be built into the existing National Environmental Management Council's administrative system. There will be modest costs associated with recruiting new staff and increased overhead costs to National Environmental Management Council. National Environmental Management Council will include provisions within its annual budget for ICM activities.

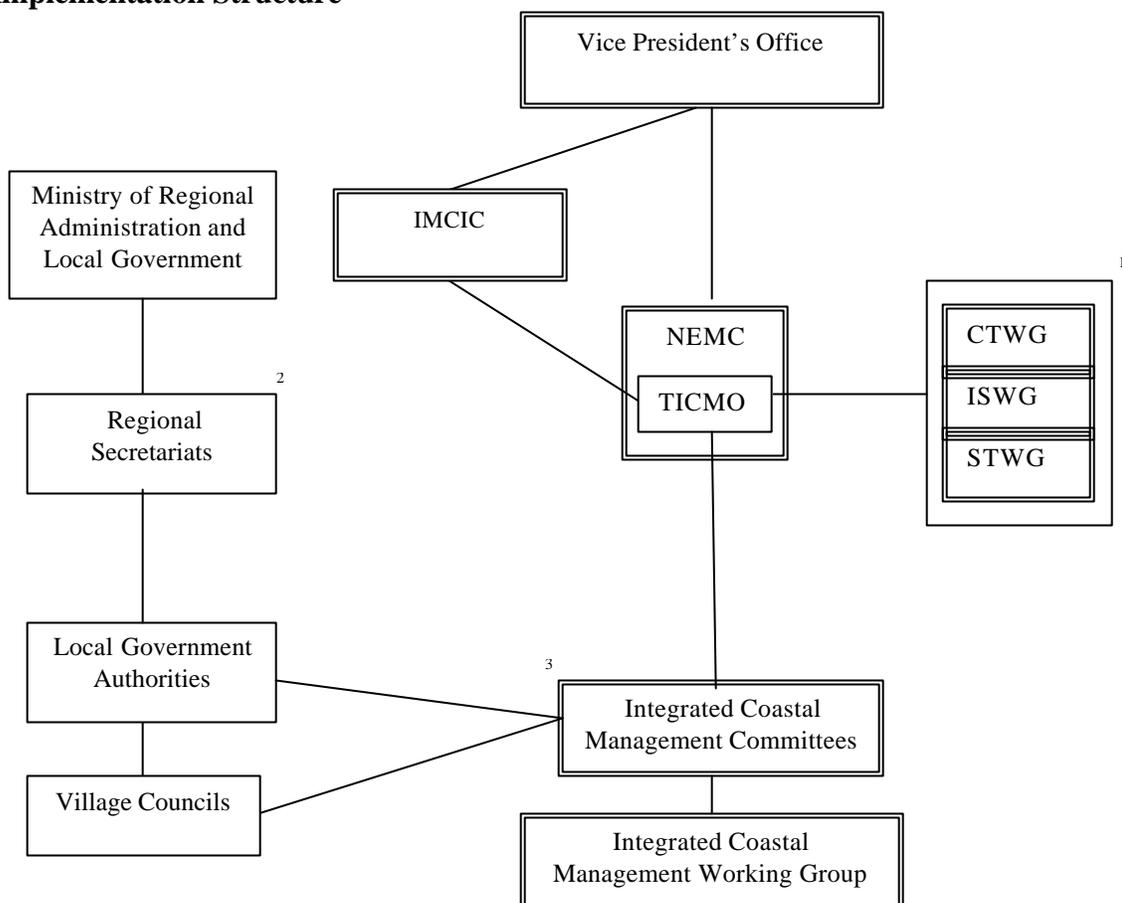
Institutional and Legal Framework for Environmental Management Project (ILFEMP): This document recognizes and supports the ongoing institutional study of Tanzania's environmental sector. This placement has been presented based on the current structure of the environmental sector so that once the policy is adopted, implementation can begin. However, the recommended structure is transportable if the current over-arching structure is modified. For example, if a new ministry responsible for the environment is formed, the TICMO could be transported into that

### **Defining Boundaries**

Boundaries are always a thorny issue for coastal policies, especially national programs. Only in Sri Lanka does the National Coastal Management Act designate a legal coastal zone that is uniform throughout the country. In other nations, either the boundary is undefined (e.g., Ecuador) or the national program provides guidance and broad parameters under which local units (e.g., states, districts, etc.) delimit specific geographic boundaries (e.g., United States, South Africa, New Zealand). The setting of boundaries depends on what issues are being addressed and what is being managed.

ministry, either as part of a larger division or as a stand-alone division. A new environmental act, which would presumably be necessary to create a new environmental structure, creates an opportunity to include a component for ICM.

### Recommended Implementation Structure



#### Notes:

1. Working group members will be drawn from relevant sectors, private sector, NGO and CBOs and resource user groups.
2. Region-to-region and district-to-district interaction will happen as necessary during the planning and management process as well as through specific events such as annual ICM meetings
3. Local government authorities can create ICM committees at district, district/ward or village level to coordinate and carry out the development and implementation of District action plans. Committee composition will depend on issues to be addressed.

## **Annexes**

*A. References and Source Documents*

*B. List of consultations*