



Tanzania Coastal Management Partnership

Proceedings of the Second Policy Meeting on Integrated Coastal Management in Tanzania

Whitesands Hotel, 12 May 1999

Prepared by
Tanzania Coastal Management Partnership

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A joint initiative between the National Environment Management Council,
the University of Rhode Island/Coastal Resources Center and the
United States Agency for International Development

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1.0 Introduction

TOWARDS NATIONAL ICM POLICY

Twenty Directors, Commissioners and heads of government sectors key to integrated coastal management in Tanzania attended a one day policy meeting on Integrated Coastal Management (ICM) in Tanzania. The meeting was convened by the Vice President's Office and was the second ICM Policy Meeting in the last eight months. The Tanzania Coastal Management Partnership (TCMP) which is a collaborative effort between the National Environment Management Council (NEMC), the University of Rhode Island/Coastal Resources Center (URI/CRC) and the United States Agency for International Development (USAID) organized the meeting. TCMP seeks to develop and implement a national ICM policy that address problems at both national and local levels. Since October 1998 the TCMP, working through inter-sectoral and inter-disciplinary teams, has produced background documents that describe initial elements of a coastal management policy. The initial elements document proposes the vision, principles, goals and strategies of the coastal policy. This was the focus of the meeting's deliberations

PURPOSE

Chaired by Dr Magnus Ngoile, Director General of NEMC on behalf of the Permanent Secretary, Vice President's Office, Mr. Peter Ngumbullu, the meeting sought to accomplish the following objectives:

- ❑ Review and discuss the draft initial elements of the ICM Policy and strategies of a national ICM program;
- ❑ Confirm the next step in the policy development process; and
- ❑ Recommend key actions to guide the preparation of the Green Paper

ACTIONS

The meeting reviewed the proposed initial elements of the ICM policy and further:

- ❑ Considered the presentations, remarks and views at the meeting;
- ❑ Commented on the statements describing the initial elements of the ICM policy, and strategies for a national ICM program.

MEETING AGENDA

9:00-9:45 OPENING

- Welcome and introductions

9:45-11:00 PRESENTATION AND DISCUSSIONS

- Describe process used by TCMP to identify issues, vision, principles, goals and strategies.
- Describe the proposed vision, principles, goals and strategies for a national coastal management issues policy that have been identified by this process.

11:00-1:00 REVIEW OF THE VISION, PRINCIPLES, GOALS AND STRATEGIES

- Group activity to answer the following:
Question 1: Are the goals that have been presented, appropriate goals that should be addressed by the national ICM program?

Question 2: Are the strategies that have been presented, appropriate strategies that should be applied by the national ICM program?

Question 3: Have any critical goals or strategies that a national ICM program should address been missed?

Question 4: What are the priority strategies for each issue area?

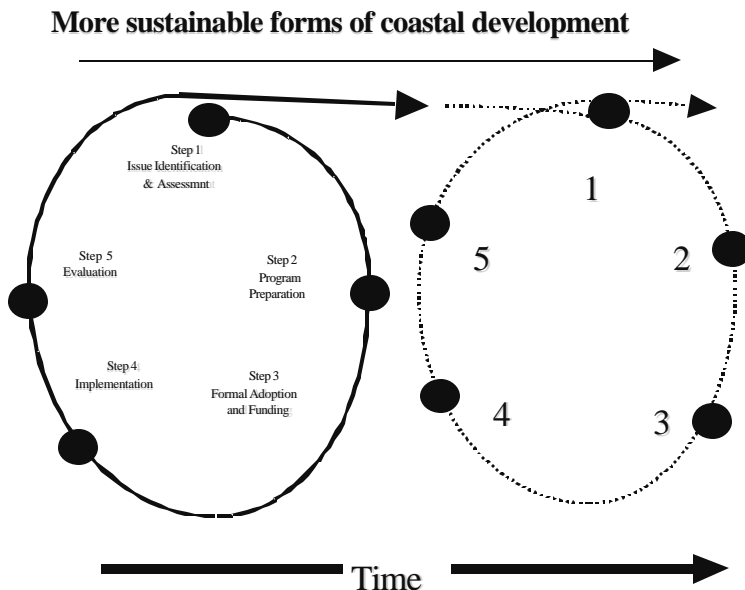
2:00-4:30 GROUP REPORTS AND CONCLUSIONS

2.0 Proposed Vision, Principles, Goals and Strategies of the Coastal Policy

2.1 Process for developing goals and strategies

Mr. Mark Amaral, TCMP's Project Coordinator led the meeting through the process used by the TCMP in identifying issues, vision, principles, goals and strategies. The TCMP's Policy (Core) Working Group adopted the United Nations Group of Experts on Scientific Analysis on Marine Pollution (GESAMP) Policy process.

ICM Policy Process



The first output was the identification of issues pertinent to coastal management. The issues were presented at the First ICM Policy Meeting in October 1998. The purpose of the October meeting was to:

- ❑ Describe the complexities of coastal ecosystems and the challenges for managing them;
- ❑ Review the statements describing critical coastal management issue; and,
- ❑ Recommend key actions that move from issue identification to adoption of an ICM program.

After the October meeting, the process moved from defining coastal management issues to developing goals and strategies for a national coastal management policy. This was done through a consultative process whereby visits were made to all 13 coastal districts

and five regional offices. Local ICM programs and projects were also consulted during the field visits and at a two-day workshop organized by TCMP. The local programs include:

- Tanga Coastal Zone Conservation and Development Programme
- Rufiji Environment Management Program
- Rural Integrated Project Support
- Mafia Island Marine Park
- Mangrove Management Project (3 zones + Headquarters)

This process yielded the initial elements of a coastal policy- proposed vision, principles, goals and strategies that seek broad consensus at technical level on issues.

Next steps are:

- Build towards consensus on goals and strategies;
- Complete a Green Paper for review
 - Prepare a policy and implementation matrix
 - Prepare options for an institutional structure
- Take action on critical issues
- Develop a supportive constituency

2.2 Summary of Initial Elements

Mr. Jeremiah Daffa, the TCMP Support Unit Leader, presented to the meeting the initial elements for a national coastal management policy as was proposed by the Core Working Group. The initial elements included:

- Vision for coastal management in Tanzania
- Principles for decision making on coastal management
- Goals and strategies for a coastal policy

3.0 Directors comments on proposed Vision, Principles, Goal and Strategies for a coastal policy

Working in groups, participants reviewed the proposed initial elements of a coastal policy- vision, principles, goals and strategies as were presented by Mr. Jeremiah Daffa and made the following comments:

3.1 Vision for coastal management

Proposed Vision

We envision a coast with thriving coastal villages 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 governments and all segments of Tanzanian society-resource users, the private sector, Universities and other- working together to turn this vision into reality.

Comments/ modifications/ additions

Improvement of the well being of the coastal people as well as the conservation of the environment in which they live. Equally important we envision the development of new economic opportunities that sustainably contribute to both local national and international development. Lastly, a partnership is envisioned between government and all segments of Tanzania society resource users, the private sectors, research and training institutions, and others working together to ensure sustainable implementation of ICM initiatives.

3.2 Principles for coastal management in Tanzania

Proposed Principles

1. Place priority on poverty alleviation through the wise management of the natural resource base on which most coastal dwellers depend.
2. Combine both development and conservation goals and seek mechanisms to balance these two forces. Development and conservation must contribute to the long-term quality of life for Tanzania's coastal people.
3. Integrate across all sectors and scale of management. Do not seek to replace sectoral responsibilities, but, instead, enhance the abilities of the sectors to work toward common goals. Use conflict management and participation

Comments/modifications/additions

OK

Combine both development and conservation goals and seek mechanisms to balance the two forces in order to contribute to long term quality of life for Tanzanians in particular the coastal people.

Develop the partnership between the government and all segments of the Tanzania society based on the existing experience and capacity for the purpose of promoting integration across all sectors and scale of management.

as the primary tools for improving sectoral coordination. Ensure that a national program contributes to the success of local and regional programs.

4. Integrate scientific information and indigenous knowledge into the policy processes. Continually connect science and management decisions so that research informs management and management guides science.
Promote integration of scientific information including indigenous knowledge so that research informs management and management guides science.
5. Combine both regulatory and non-regulatory mechanisms of implementation. Recognize that enforcement is necessary but do not rely solely on enforcement to realize the goals of this program. Seek to mix enforcement and voluntary compliance.
Combine both regulatory and non-regulatory enforcement mechanisms for implementation.
6. Adopt a risk-adverse and precautionary approach under conditions of uncertainty. This does not mean prohibit development and growth, but proceed with caution and at an appropriate scale.
Adopt a risk-adverse and precautionary approach under conditions of uncertainty.
7. Ensure ownership and sharing of costs of the program at both local and national levels. Understand that coastal management will always be constrained by the lack of financial resources. Work in partnership to select priority areas of focus where limited resources should be applied.
Ensure ownership and sharing of costs in the implementation of ICM at both local and national levels.
8. Ensure participation by all key state and parastatal groups, resources users and private sector stakeholders throughout the program planning and implementation. Decisions about program direction should be made with transparency, in partnership between national government and local programs.
Ensure participation and transparency by all key government institutions, parastatal groups, resources users and private sector stakeholders throughout the planning and implementation of ICM initiatives.

- | | |
|---|---|
| 9. Build human capacity at all levels. People are the engines for change – provide them with the right information, build their skills and create attitudes that model appropriate behavior for coastal management. | <i>Strengthen human capacity at all levels through provision of training and appropriate information.</i> |
| 10. Undertake periodic self-assessment and adjustment to promote learning and adaptive management. | <i>OK</i> |

Additional principle

The government should adhere to the relevant ICM regional and international Conventions.

3.3 Goals and Strategies for a coastal policy

Issue Area One: Improvement of the well-being and livelihoods of all beneficiaries of coastal resources and supporting local initiatives, decision-making for inter-sectoral developments, and balancing local and national interests

Proposed Goal

Address the need of coastal people by ensuring that the resource base on which they depend for sources of food and income is wisely managed. Support de-centralization and empowerment of local decision-making mechanisms.

Comments/modification/additions

Broaden the livelihood of coastal people by ensuring that the resource base on which they depend for sources of food and income is wisely managed.

Proposed Strategies

- Provide clear guidance and incentives on how to introduce coastal management issues and approaches into district by-laws. For instance, as an incentive, financial support and technical assistance will be provided to districts as they develop coastal management by-laws. Once a district completes coastal management by-laws that adequately address the range of

OK

management issues (i.e., issue areas identified in this document, trans-boundary and marine contingency planning issues), the district will be a “participating district” in the national coastal management program.

- Ensure that local coastal programs and participating districts are consulted as national policies and plans related to coastal management are developed. Through this consultation process, a national program will seek to ensure that local and national coastal management goals are complementary.

Ensure that local coastal programs and implementing districts are involved as national policies and plans related to coastal management are developed. Through this consultation process, a national program will seek to ensure that local and national coastal management goals are complementary.

- Work with participating districts to address specific coastal management problems, and serve as a conflict management forum for addressing differences between national government, local management efforts and private sectors. Forums may include problem-solving workshops for specific coastal management issues that need to be addressed by both local and national government.

Work with implementing districts to address specific coastal management problems, and serve as a conflict management forum for addressing differences between national government, local management efforts and private sectors. Forums may include problem-solving workshops for specific coastal management issues that need to be addressed by both local and national government.

- Information and communication systems that enhance contact between central government sectors and among central government and participating districts will be developed and supported. This should include the dissemination of information about new and updated international agreements, and national policies and legislation that affect coastal resources and management. Such communication should be in English and Kiswahili. The system will also maintain a record of coastal by-laws.

Information and communication systems that enhance contact between central government sectors and among central government and implementing districts will be developed and supported. This should include the dissemination of information about new and updated international agreements, and national policies and legislation that affect coastal resources and management. Such communication should be in English and Kiswahili. The system will also maintain a record of coastal by-laws.

- Assistance will be given to participating districts and coastal management programs with peer

Assistance will be given to implementing districts and coastal management programs with peer assessments and

assessments and evaluations as requested. Lessons and experience from existing local programs will be adopted and applied by providing information about lessons learned to other local programs.

evaluations as requested. Lessons and experience from existing local programs will be adopted and applied by providing information about lessons learned to other local programs.

- In collaboration with relevant authorities, areas will be identified and help provided to facilitate the process for establishing new coastal management projects. The process should serve as a focus point for donors who are interested in developing new coastal management activities, and play a role in the establishment of new coastal management pilot sites by connecting existing experience with new programs as they are being designed.
- Prepare a coastal annex to the five-year national development plan. The annex will provide a comprehensive view of governments' activities in coastal areas. Connect the coastal annex with the budget allocation process to ensure that adequate financial resources are being allocated for coastal management.
- Support participation and compliance with regional and international conventions and declarations pertaining to marine and coastal management. Work with the Ministry of Foreign affairs to internalize these conventions and prepare delegations to participate in regional and international meetings.
- Work with the appropriate sector to ensure that cross-boundary and marine contingency issues and actions are incorporated, as appropriate, in district level coastal management planning and implementation.

OK

OK

OK

OK

Additional strategies

- *Support de-centralization and empowerment of local decision-making mechanisms.*
- *Provide an enabling environment and promote private investors in production, processing and marketing of coastal resources.*

Priority strategies

- Support de-centralization and empowerment of local decision-making mechanisms.
- Provide clear guidance and incentives on how to introduce coastal management issues and approaches into district by-laws. For instance, as an incentive, financial support and technical assistance will be provided to districts as they develop coastal management by-laws. Once a district completes coastal management by-laws that adequately address the range of management issues (i.e., issue areas identified in this document, trans-boundary and marine contingency planning issues), the district will be a “participating district” in the national coastal management program.
- Ensure that local coastal programs and implementing districts are involved as national policies and plans related to coastal management are developed. Through this consultation process, a national program will seek to ensure that local and national coastal management goals are complementary.

Issue Area Two: Planning and management of economic opportunities within the coastal area including tourism, agriculture, mariculture, industry and mining.

Proposed Goal

Guide development of new economic opportunities in a way that is compatible with national development goals and local needs, and protects the environment from unnecessary and irreparable damage. Maximize the benefit of current and future development, and balance it against the needs of the nation and the individuals living on the coast through careful planning that is guided by clear guidelines and backed by enforceable practices.

Comments/modification/additions

Guide management and development of new economic opportunities in a way that is compatible with national development goals and local needs, and protects the environment from unnecessary and irreparable damage.

Proposed Strategies

- Develop, using interagency working groups, and disseminate national master plans and guidelines (siting, monitoring and construction/operation) for present and emerging economic activities, including mariculture, tourism, oil/gas development, industrial fisheries and industrialization. These guidelines will strive to mitigate the potential impacts of economic development by avoiding sensitive areas and suggesting good practices to manage emerging economic opportunities.¹
- Facilitate a coordinated permit review process within central government to ensure it is proceeding with the national guidelines.
- Test potential mechanisms for guideline implementation, including the existing Environmental Impact Assessment (EIA) process, sectoral adoption and voluntary compliance. Work through the existing sectors to carry out compliance monitoring.

Comments/modification/additions

- *Develop, using interagency working groups, and disseminate national master plans for present and emerging economic activities, including mariculture, tourism, oil/gas development, industrial fisheries and industrialization.*
 - *Develop, using interagency working groups, guidelines for siting, monitoring and construction/operation for present and emerging economic activities, including mariculture, tourism, oil/gas development, industrial fisheries and industrialization. These guidelines will strive to mitigate the potential impacts of economic development by avoiding sensitive areas and suggesting good practices to manage emerging economic opportunities.*
- Facilitate a coordinated permit review process within central government, and adequate stakeholder input to ensure it is proceeding with the national guidelines.*
- Break into two:*
- *Apply and adjust the set mechanisms for guideline implementation.*
 - *Ensure all future investments have approved Environmental Impact Assessment (EIA).*

¹ TCMP is currently facilitating and supporting a process to develop guidelines for mariculture. This experience will be applied to this strategy.

Priority strategies

- Develop, using interagency working groups, and disseminate national master plans for present and emerging economic activities, including mariculture, tourism, oil/gas development, industrial fisheries and industrialization.
- Develop, using interagency working groups, guidelines for siting, monitoring and construction/operation for present and emerging economic activities, including mariculture, tourism, oil/gas development, industrial fisheries and industrialization. These guidelines will strive to mitigate the potential impacts of economic development by avoiding sensitive areas and suggesting good practices to manage emerging economic opportunities.
- Facilitate a coordinated permit review process within central government, and adequate stakeholder input to ensure it is proceeding with the national guidelines.

Issue Area Three: Managing geographical areas of concern including critical habitats

Proposed Goal

Recognize critical areas of geographical concern – such as pristine coral reefs, mangroves and beaches – and plan for the wise and sustainable use of these ecosystems. Plan proactively for coastal areas where there are existing important economic facilities and infrastructure (e.g. ports), and major new economic developments in a way that includes stakeholder input from local and national levels.

Comments/modification/additions

Recognize geographical areas of critical concern – such as pristine coral reefs, mangroves and beaches – and plan for the wise and sustainable use of these ecosystems. Plan proactively for coastal areas where there are existing important socio-economic facilities and infrastructure (e.g. ports), and major new economic developments in a way that includes stakeholder input from local, national and international levels and at the same time maintaining the identified use/function of that area/system.

Proposed Strategies

- Support the identification and protection of critical coastal habitats in collaboration with:
 - The Marine Parks and Reserves Unit. A national coastal management program will not create new marine

Comments/modification/additions

OK

“A national coastal management program

parks, but should be involved in the process of their development.

will not create new marine parks, but should be involved in the process of their development” (this last part of the strategy should appear as a foot note).

- District level planning activities that identify and protect critical habitats of local and regional significance. OK
- The Mangrove Management Program. OK
- Support intensive planning for areas of economic development potential so as to mitigate the impacts from development and protect affected resources from irreversible damage. Tools that can be applied to manage these areas should include:
 - District level coastal management planning (see issue theme area one) OK
 - National master plans and guidelines for economic activities (see issue theme area two)
 - *National land use plans and guidelines for economic activities (see issue theme area two) and aquatic.*
 - *National land/water use plans and guidelines for economic activities (see issue theme area two)*
 - Review of new project proposals to ensure they are consistent with national coastal management goals and approaches. OK
 - Special area management plans, that focus on a geographical area and the specific problems of that area. Use the plans to develop specific management goals, OK

strategies and implementation systems for specific geographical areas.

Priority strategies:

- Support the identification and protection of critical coastal habitats in collaboration with:
 - The Marine Parks and Reserves Unit.
 - District level planning activities that identify and protect critical habitats of local and regional significance.
 - The Mangrove Management Program.
- Support intensive proactive planning for areas of economic development potential so as to mitigate the impacts from development and protect affected resources from irreversible damage. Tools that can be applied to manage these areas should include:
 - District level coastal management planning (see issue theme area one)
 - National land/water use plans and guidelines for economic activities (see issue theme area two)

Issue Area Four: Issues related to information availability for and use in decision making

Proposed Goal

Comments/modification/additions

- Improve the ability of science to inform decision-makers as they make resource use and allocation decisions by supporting a national coastal ecosystem applied research, monitoring and assessment program that provides useful information to decision-makers.

OK

Proposed Strategy

Comments/modification/additions

- Develop and operate a simple but effective coastal ecosystem research monitoring and assessment system that will allow already available—as well as new—scientific and technical information to inform coastal management decisions. This should be accomplished using existing research and monitoring institutions.
- Foster long-term working relationships and create administrative structures that

OK

facilitate scientific inputs into management at the national and local level.

OK

- Provide researchers and research organizations priority coastal management issues for management-related research and ongoing monitoring of the health of the coastal ecosystem. Ensure that this information is used to drive data acquisition.

OK

- Make information about coastal management and ongoing monitoring (biological and socioeconomic) available to resource managers and the public.

OK

- Provide financial resources and other support to the existing data collection and delivery centers.

OK

- Support initiatives designed to increase information availability by identifying important gaps and deficiencies in existing knowledge.

Drop this strategy because it is covered in issue area 1

Priority strategies:

- Provide researchers and research organizations priority coastal management issues for management-related research and ongoing monitoring of the health of the coastal ecosystem. Ensure that this information is used to drive data acquisition.
- Develop and operate a simple but effective coastal ecosystem research monitoring and assessment system that will allow already available—as well as new—scientific and technical information to inform coastal management decisions. This should be accomplished using existing research and monitoring institutions
- Foster long-term working relationships and create administrative structures that facilitate scientific inputs into management at the national and local level.
- Make information about coastal management and ongoing monitoring (biological and socioeconomic) available to resource managers and the public.

- Provide financial resources and other support to the existing data collection and delivery centers

Issue Area Five: Inadequacy of human and institutional capacity.

Proposed Goal

Comments/modification/additions

- Increase the capacity of Tanzanians to wisely manage the country’s coastal resources by providing information and knowledge to resource users and decision-makers.

Increase and strengthen the capacity of Tanzania to manage sustainably the country’s coastal resources by providing information and knowledge to resources users, decision-makers and other stakeholders.

Proposed Strategy

Comments/modification/additions

- Build capacity through formal training and by providing opportunities to learn by doing.

Build capacity through short-term formal training, and by providing opportunities to learn by doing. The cross-sectoral approach should be reflected in this strategy and show that it is not retraining of sectorally trained experts but is just an exposure to ICM principles.

- Develop and deliver ongoing training in the field of coastal management through existing institutions. Training should be aimed at practitioners and decision makers provided through the appropriate mechanisms and institutions by:

Develop and deliver ongoing training in the field of coastal management through existing institutions. Training should be aimed at practitioners, decision-makers and other stakeholders and provided through appropriate mechanisms and institutions by:

- Providing adequate and timely technical and financial support to research and development institutions
- Moving towards the specialization of a training institute/center for coastal management
- Fostering cooperation among existing training institutions

- *providing adequate and timely technical and financial support*
- *moving towards the creation of a training institute/center specialized in coastal management*

OK

- Facilitate exchanges between local coastal programs and the national coastal management office. OK

- Serve as the backbone of a national ICM network where practitioners can easily exchange information and ideas (e.g. Conduct issue-specific workshops and meetings). OK

- Provide opportunities for programs to learn from experience outside of Tanzania. *It is important to indicate how would this strategy be implemented*

- Use working groups that cut across sectors and disciplines as a primary mechanism implementing coastal management strategies. OK

- Target awareness-raising and general communication functions at central level decision-makers and civil society. Any awareness-raising strategy must be linked to capacity-building efforts. *Target awareness-raising and general communication functions at all level decision-makers and civil society. Any awareness-raising strategy needs to be linked to capacity-building efforts.*

Additional strategy

- *Establishment of a National Coastal Management Office*

Priority Strategy

- Establishment of a National Coastal Management Office

Issue Area Six: Extraction of coastal resources leading to coastal erosion

Proposed Goal

Reduce the effect of extraction of coastal resources has on erosion and, thereby, minimize the effects of erosion on coastal development. *Check grammar*

Comments/modifications/additions

Reduce the effect of extraction of coastal resources on erosion and, thereby, minimize the effects of erosion on coastal development.

Proposed Strategies

- A national program should identify high-erosion and unstable areas along the coast that require special management, and direct development away from these areas.
- Mobilize appropriate sectors to provide adequate setbacks and siting requirement. This information should be conveyed, through a national program, to local managers.

Comments/modification/additions

Break into two

- *A national program should identify high-erosion and unstable areas along the coast that require special management.*
- *"Develop a new strategy that prohibit development in hazardous areas like Wetlands"*

OK

Additional strategy

Develop a strategy that calls the need for coordination between permitting/licensing authorities and managing agencies (Local authorities and coastal management programs)

Priority strategy

- *A national program should identify high-erosion and unstable areas along the coast that require special management.*

3.4 General Comments

The meeting further made the following general comments:

- The approach for Tanzanian policies is to use objectives instead of goals. It is difficult to know which objective is being addressed by a particular strategy if objectives are not shown. The CWG/TCMP should put objectives together with strategies.
- Clarify the use of goals and objectives. Should include objectives
- Some of the strategies do not show clearly how they could be implemented, e.g. strategy No. 5 in issue area 5.
- Is this an implementation strategy of sectoral policies or a new policy?
- Re-visit issue area one - should it be a single issue or two different issues?
- Land use planning jurisdiction - does it include land and marine water or just land?
- Add a section on mechanisms for implementing the policy/strategy - pull appropriate statements from IE document (e.g. issue 5, strategy 6); include discussion of financial mechanisms. Draft an objective definition for coastal area.
- Add a section on how related policies will relate to one-another and to a coastal policy.
- Write an article that discusses different models of ICM boundaries.
- Clearly explain how this proposed policy/strategy links to other sectors.
- There is a mixture of policy level goals/strategies and implementation plan goals/strategies

4.0 Participants at the Second Policy Meeting

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