Launching the National Integrated Coastal Environment Management Strategy

Vision for a Thriving Coastal Future

Tanzania Coastal Management Partnership
The process to National ICM Strategy

The National Integrated Coastal Environment Management Strategy is the result of an open, transparent and participatory process that extended over four years. It reflects the collective views and interests of a broad range of stakeholders who live and work along the coast. It is also built on a solid foundation of scientific and technical knowledge. Over thirty technical reports—on topics as diverse as natural science, law, economics, human capacity—were prepared by some of our leading national experts and used as important background information.

The Strategy development process began in early 1998 with the formation of a twenty member intersectoral working group (including private sector) to capture the issues a coastal management initiative needed to address. The group began by collecting, reviewing and synthesizing available information from sources within and outside the country. The working group then spent several months visiting each coastal district talking to people from both government and the communities. The group presented its findings to a meeting of directors and commissioners from the relevant government agencies in October 1998. With the directors’ endorsement, 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 second meeting of directors in May 1999.

After this meeting a draft Green Paper—Options for a National Integrated Coastal Environment Management Policy was produced. The draft was reviewed as a three-day retreat that brought together participants of three working groups of the Tanzania Coastal Management and representatives of 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 to Members of Parliament representing coastal constituencies, Regional Administrative Secretaries, District Commissioners, District Executive Directors, District Functional Officers and Directors of National Sectoral Agencies at a two day meeting in late November, 1999. This group reviewed the entire Green Paper, considered the options presented for policy implementation, and reached a consensus on recommended implementation methods and structures. Their recommendations were incorporated in the National Integrated Coastal Management Policy White Paper that was widely distributed for comments.

The comments received were incorporated in the draft policy paper that was widely circulated for review and further comments. The draft policy was later submitted to the Government, which made a further review. With further consideration of the benefits of effective implementation of ICM activities, it was finally agreed to give it a National ICM Strategy that provides a framework, under the National Environment Policy. The Strategy will work to link sectors at all levels and create partnerships among them towards sustainable use and development of the coastal environment and its associated resources.

By Lynne Zeilin Hale

As long as people have lived adjacent to the seashore and used coastal and marine resources, there has been some form of coastal management, even if by default. Traditional societies that depended on coastal resources often had elaborate management systems that sustained the people and resources for generations, although they were not always consciously planned or intended as management regimes (Ruddle and Johannes 1983, 1989).

In the nineteenth and twentieth centuries as populations increased, technologies changed and governments extended their reach over resources, the responsibility for management moved increasingly away from resource users to governments. For coastal and marine areas this typically meant either neglect which resulted in a de facto open access regime or sectoral management of individual resources such as fisheries, or activities like transport, that too often resulted in degradation of resources, lost opportunities and intense user conflicts.

It is due to this situation that led to the practicing of Integrated Coastal Management (ICM) now viewed as a potentially useful tool for addressing these difficult issues. A recent United Nations report states the goal of coastal management as ...to improve the quality of life of human communities which depend on coastal resources while maintaining the biological diversity and productivity of coastal ecosystems. The report defines coastal management as ...a continuous and dynamic process that unites government and the community, science with good governance; and public interests in preparing an integrated plan for the protection and development of coastal ecosystems and resources. Different from other coastal programs, the Integrated Coastal Management (ICM) programs often consider a coastal geographic unit or ecosystem with the people of the place to create a "vision for its future", then motivate and catalyze action among stakeholders—each with an interest in the area or resources—to achieve that future. In an ICM process, the area’s renewable and non-renewable resources are managed in an integrated, proactive way, to maximize benefits from multiple sectors and reduce impacts of one sector on another. Successful coastal management programs follow the following main principles:

- Local and national ownership of the program that entails government endorsement and active involvement; broad stakeholder participation through enhanced public dialogue; and sustained support from national NGOs and the donor community.
- Stakeholder participation in all levels and phases of the program so that people who have a stake in the outcome of the management effort, are given a voice in management decisions. The mechanisms by which the public is involved, however, must be tailored to the culture and traditions of the place.

A Strategic Focus: No single program, even an integrated one, can solve all the problems of the coastal environment. Decision which issues to address, and where and when to address them will be among the most crucial decisions that a program makes.

Implementation: The integration in coastal management is what distinguishes the endeavor from traditional sectoral programs. The forms of integration required by coastal management are several, including integration among governance levels: integrating good science with good governance; and integration among sectors, institutions and disciplines.

As Tanzania continues to work to develop its coastal resources and to address its increasingly urgent coastal management problems, it is hoped that the hard-won experience from across the globe is helpful. But perhaps the most important lesson from this global experience is that there is no formula for successful coastal management. Specific management solutions are invented in reaction to nature, and place by place. It is only through learning by doing that coastal management practitioners will discover what approaches will work for their own nation and locality's unique context.

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Tanzania is fortunately a coastal state. Our coast is a unique part of the environment endowed with iconic, diverse and rich resources. This strip of land and water supports a diversity of important natural systems, including coral reefs, beaches, estuaries, sea-grass beds and extensive mangrove stands. All these are important natural heritage, which are essentially life support of the people.

Strategising 800 km from Tanga in the north to Mtwara in the south, the coast is of critical importance to the national development and livelihoods of the coastal communities. 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 concomitantly contribute greatly in Tanzania's economic development and, over time, will contribute greatly in Tanzania's economic development and natural gas development.

The essence of this National Integrated Coastal Management Strategy is that it provides a framework under the National Environmental Policy that links sectors at district levels, and creates partnerships among them towards the development. Although sectoral policies for many coastal resources are in place, the coastal area's renewable and non-renewable resources, the coastal area's renewable and non-renewable resources, communities are still poor. They need a practicable mechanism that will guide them to overcome poverty while they maintain their dependency on the productivity of the natural resources.

It is the Government's anticipation and intention to implement the principles of ICM to improve the decision making process for sustainable development by providing clarification and guiding people on the projects on their environment is detrimental to their lives.

A good example of these kinds of projects is the Akosombo Dam in Ghana that was built on the Volta River between 1950 and 1960. Apart from getting nothing from this giant electric generating dam, more than 100,000 surrounding people are suffering from river pollution.

Other 80,000 people have been permanently disabled as a result of schistosomiasis, a parasitic-waterborne disease caused by the eggs of Schistosoma. Environmental impacts are often commonest molluscs in the Volta reservoir.

Environmental program is the agenda of the day. The problem gets simultaneously with the expanding activities and the demand for natural resources.

Unprotected environment is as good as nothing and it is at this juncture, the Tanzanian government decided to take the back for taking steps to come out with strategies to protect the environment especially of the coast.

The National ICM Strategy will contribute greatly in Tanzania's development. It will engage in a dynamic process that seeks to unite the government and the community, science and management interest in implementing an integrated program for the protection and development of the coastal area's renewable and non-renewable resources.

The adoption of the National ICM Strategy is the best and smart decision. It is the Government's requirement that the Strategy be live to our expectations by creating a "vision for the coastal future". A future where the coastal area's renewable and non-renewable resources are managed in an integrated, proactive way to maximize benefits from multiple sectors and reduce impacts of one sector to another.

A future of thriving coastal settlements where people who rely on the coast and its abundant resources for their food and livelihood are actively working to protect and sustain the resources.

Statement by Hon. Arcado Ntagazwa (MP), the Minister of State (Vice President's Office)

Tanzania is fortunately a coastal state. Our coast is a unique part of the environment endowed with iconic, diverse and rich resources. This strip of land and water supports a diversity of important natural systems, including coral reefs, beaches, estuaries, sea-grass beds and extensive mangrove stands. All these are important natural heritage, which are essentially life support of the people.

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A future of thriving coastal settlements where people who rely on the coast and its abundant resources for their food and livelihood are actively working to protect and sustain the resources.
There is no arguing that the recently adopted National Integrated Coastal Environment Management Strategy (ICM Strategy), is billed as a saviour to coastal people who rely on the sea and its abundant but fragile resources for their food and livelihood. The ICM Strategy is working to protect and sustain the coastal resources for the better living of coastal communities.

There is also no arguing that ICM envisions the development of new coastal economic opportunities that will sustainably contribute to both local and national development. It envisions a future of strong partnership between government and all segments of the Tanzania society, including resource users, the private sector, academic and research institutions and others, working together to turn this vision into reality.

The government’s move to put in place the National ICM Strategy is hence perceived as a wise approach in addressing issues pertaining coastal environment development. In its essence, the Strategy provides a framework under the National Environmental Policy that links sectors at a local level, and creates partnerships, which work towards sustainable management and use of coastal resources.

To this effect, critical to the success of ICM is the support of the planning and integrated management of coastal resources and activities at the local level and to provide mechanisms to harmonise national interests and local needs. This will not only work to enhance sustainable development of the fragile coastal environment, but it will also improve the well being and livelihoods of all beneficiaries of coastal resources.

In addressing local ICM action planning, the Strategy guide district level ICM processes in the overall district environmental planning. This entails the developing, approving and implementing actions aimed at maintaining and improving resource base for sustainable development.

ICM action planning, according to Lewis Nzali who co-ordinates the group of experts who prepared the ICM Strategy, is a way to address key issues and find solutions to specific problems that have been selected through an issue identification and prioritization process. “An ICM action plan focuses on solving priority issues through specific actions that are targeted at the causes or effects of the underlying problems. Hence, action plans provide guidance on actions to reach clear and achievable goals. In terms of participation, action plans aim to empower those affected by the specific issues and those involved in planning and implementing the actions,” Nzali elaborates.

Action planning is closely related to co-management. Co-management is method of sharing responsibility and authority between the government and communities to manage coastal resources.

There is a hierarchy of co-management approaches from those in which government merely consults the resource users before a policy or regulation is introduced, to those in which users design, implement and enforce laws and regulations with advice and assistance from the government.

“By introducing co-management of coastal resources, through action planning, local communities become empowered to identify their own opportunities and obstacles. They propose intervention mechanisms, identify priorities and develop and implement plans to address identified obstacles by using available resources.”

According to Nzali, local action planning and implementation is the best yardstick in measuring the effectiveness of the ICM Strategy. Apart from providing a mechanism for strengthening and empowering districts to be responsible and accountable to their local communities, action planning also contributes to the local Government Reform Program (LGRP). The LGRP aims to transfer the responsibility of managing local affairs, including the management of natural resources and environment, to local government authorities.

Emphasising that effective implementation of the ICM Strategy will be through local action planning, Nzali says local action planning works to:

- Empower those involved to plan and implement actions themselves
- Implement a limited number of specific actions and address well defined local problems
- Monitor the impacts of the actions taken
- Continuously review of progress and effectiveness – if necessary leading to adaptation

The engine for the action planning process is the intersectoral working group composed of experts from different disciplines and sectors including members from the private sector, communities and NGOs.

“The group undertakes the planning, implementation and monitoring responsibilities of activities with close involvement of communities in a participatory approach. Tackling the ICM principles, the group identifies and assesses issues to be addressed before taking desirable intervention,” Nzali elaborates.

Evaluating the impact on the effectiveness of local action planning in tested districts, Nzali explains that the districts of Pangani and Bagamoyo are beginning to benefit from the fruits of the ICM Action planning. The districts are now addressing a number of issues which have been affecting sustainable resource use. It is anticipated that as they continue to implement specified actions, they will gradually find solutions for existing unsustainable activities.

**Coastal Tourism for Improved Economy**

Tanzania is fortunate to be a coastal state. It has a coastline stretching over 800 km along the western Indian Ocean, Tanzania boasts a vast disposition of attractions from its diverse and valuable ecosystem, the country’s coastal environment also contains an array of historic and scenic sites including the expansive and virgin beaches as well as world heritage sites not forgetting the unique Swahili culture and lifestyle of the coastal people. The coastal area is also endowed by enriching wildlife reserves and game sanctuaries.

The challenge facing Tanzania is how to develop coastal tourism that benefits the nation and the coastal communities while maintaining the integrity of natural and cultural values of the coast. Equally challenging in coastal tourism development is the linkage of different sectoral interests and harmonizing sectoral decisions on coastal resource use and management.

But now, as Inhambane Masslee of the Coastal Tourism Working Group under the Tanzania Coastal Management Partnership (TCPM), says Tanzania is all out to brave the challenges and develop sustainable coastal tourism. “The government’s aim is developing coastal tourism that is sustainable in all aspects. The concern is not only to enhance equity coastal tourism, but tourism that is environmentally, socially and culturally sensitive and which is in harmony with other sectoral development aspirations.”

Being one of the leading economic sectors in the country, tourism contributes some 13 percent (mostly coming from wildlife safaris in the northern game parks) to the annual Gross Domestic Product (GDP) and provides direct and indirect employment to over 150,000 people.

Steps on the right direction include the development of the National Integrated Tourism Master Plan, which is aimed at guiding both public and private sectors in further developing the tourism industry. The Master Plan recognises a number of coastal areas as having great potential for new tourism development. As for the current position of its implementation, old beach hotels are being rehabilitated, new hotels are being constructed and plans are continuously being allocated for tourism development along the entire coast from Tanga to Mtwara.

The outlook for the future looks bright fairly, particularly for the coastal areas that can offer a diverse array of attractions. Coastal areas with the highest potential for new tourism development include the Kilwa district, Saadani that is soon becoming a National Park, Pangani, Bagamoyo, Mtwara, where Mtwara Bay Marine Park is rehabilitated; and areas of Mafia Island, Kilwa Kisiwani and Bagamoyo, the upgrading of Saadani to a National Park and the establishment of the Mnazi Bay-Ruvuma Estuary Marine Park.

Through the National Integrated Coastal Environment Management Strategy, coastal tourism plans are being prepared priority areas. The purpose of developing the tourism management plans is to ensure that all development that is appropriate to tourism in a particular area are integrated into one comprehensive plan. As tourism is affected by many sectors, it is important that all relevant stakeholders are working towards a common goal: the sustainable development of tourism.

The tourism management plans are designed to be tools for organizing information from a variety of sources; planning for future tourism and other development that is appropriate to the local context; developing mechanisms to increase the involvement of local communities in tourism activities; and managing the tourism industry once developed.
The essence of the ICM Strategy

Tanzania is committed in sustainable development of its coastal environment and associated delicate resources. It is on this commitment that the government has adopted a National Integrated Coastal Environment Management Strategy (ICM). The main objective of the Strategy is to improve the quality of life of coastal communities through wise use and management of coastal resources. In a special interview, the Director General of NEMC Dr. Magnus Ngoile, and TCMP Support Unit leader, Mr. Jeremiah Daffa explain on the essence of the ICM Strategy.

Q. Now that we are launching ICM Strategy, would you please tell us what is all about?

A. Before explaining what ICM is, let me give its brief history. The government through TCMP and in collaboration with international partners had conducted a study to know how Tanzania is to benefit more from the coastal resources. It came up prominently that there was a need to have in place a mechanism that will guide effective coastal management that brings benefits and reduces negative impacts.

It is out of this that in December 2002 that the government approved the National Integrated Coastal Environment Management Strategy, which is the ICM.

ICM is globally viewed as a potentially useful tool for addressing difficult coastal management issues through unifying all stakeholders in implementing management actions, which ensures benefits and work to reduce negative impacts.

Q. Is Zanzibar part of ICM Strategy?

A. Zanzibar is not covered by the Strategy for two reasons. One, be issues are being dealt with the Strategy are not union issues. More important is that Zanzibar is quite different from the mainland. For example, in Tanga region we had a serious problem of dynamite fishing. It reached a point that there were no fish at all in the Tanga coastal waters. It was out of this that war against dynamite fishing was launched in the area. This war was championed by the coastal communities themselves.

Q. What are coastal areas under this Strategy?

A. The Strategy will cover all districts along the coast from Tanga to Mtwara. We hope that within this period we will get better support from the resources.

Q. Who funded the ICM initiatives and who will support its implementation?

A. Various international development partners are funding ICM. The Strategy development process itself has been funded by the US Government through USAID and the Coastal Resources Center of the University of Rhode Island. The US Government will continue to support the implementation before the government takes full responsibility.

Q. What resources fall under this Strategy?

A. For many people coastal resources refer to fish resource. But coastal resources are so many, some of which people cannot think of quickly. For example major transport means for most coastal communities is water. Therefore, ships are one of the most important coastal resources.

There is tourism. We all know that coastal tourism has many aspects that may impact the coastal environment. For example, it involves construction of hotels, scuba diving and other activities which may in one way or another have impact on the coastal environment.

Minerals are other coastal resources. We must have heard about Songosongo gas, and we are told that by 2005, this gas will have been connected to Dar es Salaam. Besides Songosongo we have another gas resource at Mnazi Bay that is said to be more in abundance than that of Songosongo.

Unfortunately, Mozambicans have no problem with power supply; otherwise we would have produced power at Mwarara and sell it to them. There are just a few coastal resources, but there are many more including mangroves and other resources.

Q. How will the Strategy protect fragile coastal and marine resources?

A. It is true that most of the coastal areas are fragile and sensitive. The Strategy is fully equipped to protect those areas. For the most vulnerable areas, they will be placed under conservation and no investments will be allowed in those areas. For other areas, there will be transparent procedures in investing or using them and coastal communities, particularly those living within or around the areas in question will be given access to inspect and monitor development activities to see if there is any violation of its use.

However, we have prepared investment guidelines particularly in marine culture development and coastal tourism. We wouldn’t like to repeat investment problems like what we experienced on the tag of war of the Rufiji Delta prawn farming. When the Rufiji project was being introduced, we did not have the current Environmental Impact Assessment tools. We hope and believe that we will get maximum cooperation from the intending investors and the local community. We realise that there is no activity that can be conducted within the coastal environment without having negative impacts on the coastal delicate environment. Our efforts cannot do away with all negative impacts, but we will reduce them through effective use of the ICM. Among the efforts is the preparation of various guidelines to guide sustainable development activities.

Q. There has been a big problem of un-coordinated scientific research on coastal areas. How are you going to address this problem?

A. It is true there is such a problem. There are many institutions doing research, but there is no coordination of effective use of research results. But after establishing ICM, we have put a research unit that will deal and coordinate all coastal researches. This is because we realise the importance of scientific information in coastal management. Last year we launched the State of the Coast Report and this year we will do the same. This report is based on findings of researches conducted on various coastal resources. All these and other efforts will be co-ordinated by our experts and the problem will have been solved.

Q. What will the Strategy look like?

A. The Strategy will have Introductory part which will talk of the importance of coastal areas and why it is accorded so much importance as engine to development.

The Strategy will also address coastal issues, its people and the resources. There are seven Strategies within this Strategy addressing poverty, science, the fragile environment, capacity building and economic empowerment.

Dr. Magnus Ngoile,

Mr. Jeremiah Daffa

Coastal Management experts on field during the processing of the ICM Strategy.

Wednesday 16, 2003
Mariculture potentials in alleviating coastal poverty

The Tanzania coast is endowed with rich resources. But the coastal people, who form 25% of the national population, are very poor. They are poor because of their daily livelihood activities, and small scale and unattractive fisheries and small-scale 'hand-hoe' agriculture.

These people mainly lead a 'hand to mouth' lifestyle, and are too poor to be able to enrol their children in school. They are too poor to be able to feed their families and to make little savings which might meet costs for their children's education and clothing. This situation does not compare with the abundant resources of the coastal environment. It is neither rational to the many economic opportunities available in coastal areas.

One of the many economic opportunities, which may potentially help coastal communities to move out from poverty straits, is the development of sustainable mariculture.

According to coastal environment experts, who for over four years have been undertaking a process under the Tanzania Coastal Management Partnership to develop guidelines for mariculture development, there are many potentially suitable sites for mariculture development, if care is taken not to reduce the ecological or economic value of critical habitats.

"Tanzania is dotted with rich and high biodiversity, and relatively unspoilt environment, has great potential for mariculture industry if it is properly managed," explains Dr. Gasper Mahika, the coordinator of the group of experts that has been working for over four years to develop the guidelines. He adds that mariculture development requires sound management arrangements to avoid environment degradation, coastal communities have an opportunity to undertake sustainable approaches to the development of major economic uses of the coast to optimise benefits and minimise risks.

In elaborating on mariculture development challenges the guidelines explain that mariculture is a complex industry that typifies many of the economic economic activities, and which, if not effectively taken, may lead to many environmental and economic problems.

"From a governance perspective, mariculture represents a multi-disciplinary opportunity, when local and foreign investors are focusing their efforts in mariculture investments. Already there are several mariculture investors adding that the guidelines will help in addressing all basic cross-sectoral issues relevant to economic development and environment. The mariculture guidelines and investor's guide have come at a right moment requiring close intersectoral co-ordination and cross-sectoral policy development. From an environmental management perspective, it exemplifies some of the more complex challenges, since it is often conducted where terrestrial and aquatic habitats meet, and is closely linked to other socio-economic activities across sectors," says Dr. Mahika elaborating.

Tanzania is endowed with the Indian Ocean coast to support major economic facilities and industries; and areas with critical destruction," explains Dr. Gasper Mahika, the coordinator of the group of experts that has been working for over four years to develop the guidelines. He adds that mariculture development requires sound management arrangements to avoid environment degradation, coastal communities have an opportunity to undertake sustainable approaches to the development of major economic uses of the coast to optimise benefits and minimise risks.

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Effective use of science to sustain coastal resource base

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Mr. Zuben Ally lives in Mosura town, and depends on fishing in the Indian Ocean coast to support his five children, his wife and three children of his brother who died five years ago.

Three of his children and two of his brother are still in primary school. He has to deploy all the techniques he can to ensure that the household gets what it needs. Day by day he has to be able to get enough money to pay for the school fees and care for the big family.

At times, he says, he has to use dynamite in fishing and small mesh nets, to be able to catch fish for their consumption.

"Along the coast there are areas that require intensive protection, and management because of their unique ecological importance and economic value, of because of intense user conflicts. These include geographical areas where major economic activities and infrastructure are located - such as ports and industries; and areas with critical coastal habitats including mangroves, seagrass, wetlands, and coastal reefs. These areas are susceptible to the impact of uncoordinated coastal and marine resource use; and suffer from the uncoordinated coastal and marine resource use. These activities will improve in both quality and quantity.

Elaborating further, Dr. Malika says that many potential mariculture activity that is progressively being undertaken by local communities in the country. In 1990 there were 200 seaweed farmers who produced 808 tons of dry seaweed. But in 1995 the number of seaweed farmers shot to 20,000 people who produced 6,452 tones.

It is our hope that the Mariculture Guidelines will be of great value not only to the government and its institutions, but also to mariculture investors and coastal communities in general. They will be an effective tool in ensuring that mariculture activities are sustainable and contributing to national and community development. The guidelines will enable transparent and participatory assessment of mariculture projects. The aim is to promote mariculture that is in harmony with other activities, local needs, and the protection of these activities will improve in both quality and quantity.

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