

Decentralized Coastal Zone Management in the Southeast Asian Region

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Hendra Yusran Siry

The United Nations- Nippon Foundation Fellowship 2006 - 2007



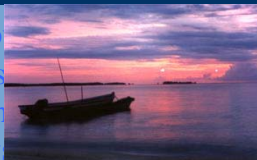
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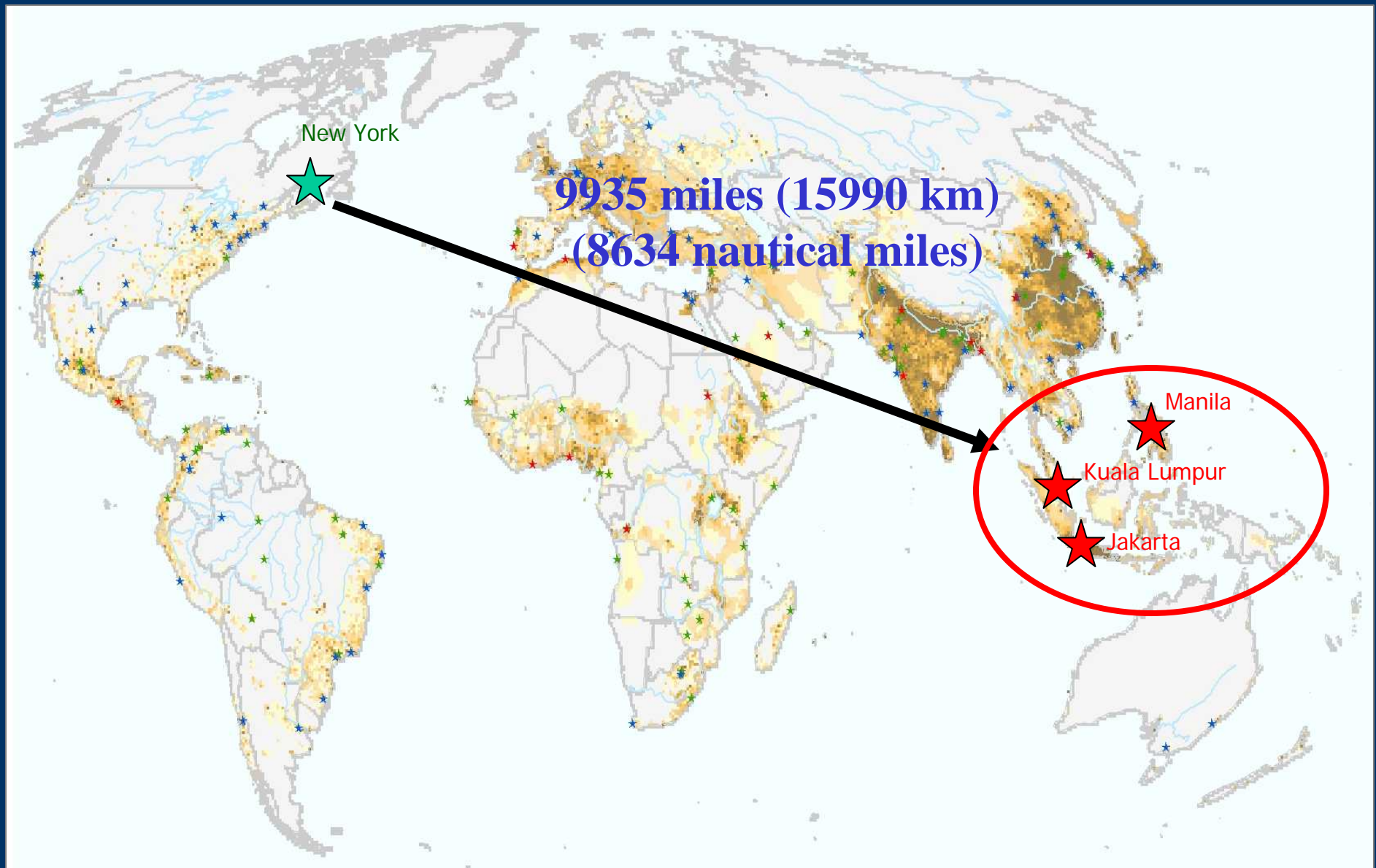
Overview of presentation

1. Introduction
2. Study Areas
3. Analyses
4. Lessons Learned

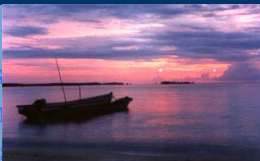
Coastal zones have been used for multi-purposes, combined with rapid economic and industrial development. The increasing number of population and what has happened in countries like Malaysia



and communication. These multiple uses have led to a large percentage of population to live in coastal areas, which has degraded coastal and marine resources, like coral reefs. Implementing integrated coastal management



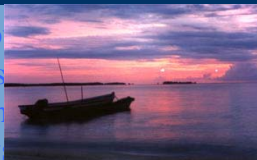
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Introduction

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Rationale for decentralization

- Local institutions

+

Power



- better knowledge to local needs
- better access to information about their constituent

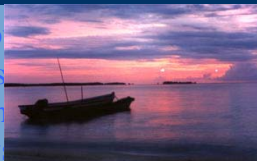


- devolution
- deconcentration

=

- Quick and effective responses to local aspirations
- Easily held accountable to local people
- Increase sense of ownership of local decisions and projects
- Effective local investment and management
- Socially and environmentally sustainable development

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Disadvantages of decentralization

- not always be efficient
- loss of economies of scale and control over scarce financial resources by the central government
- make coordination of national policies more complex
- vulnerable to local patronage and corruption
- potentially create opportunities for local elites to play a disproportionate role in planning and management of projects
- intends to create greater inequities among communities and regions with different levels of organizational capacity
- led to disappointing results in absence of or weakness in supporting institutions
- vulnerable to political judgments which led to unexpected results.

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Why decentralized coastal zone management?

Coastal zones have been used for multi-purposes combined with rapid economic and industrial development. The increasing number of population and activities in coastal areas, like what has happened in countries like Malaysia,



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Context and Rational

- Coastal zones in the SE Asia = extensive coastlines and diverse valuable coastal resources
- Demand for improved management coastal resources
- Decentralized coastal zone management is one way to devolve responsibility and authority for better CZM
- How to make decentralized CZM works?

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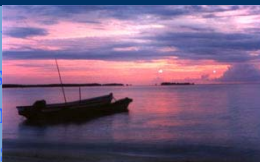


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Reasons for decentralized CZM

- Large population,
- Intensity and density of development growth,
- History of area growth,
- Diversity of marine and coastal resources,
- Economic considerations,
- Local needs merit local management,
- Efficient and effectiveness (decision making process, communication, bureaucracy).

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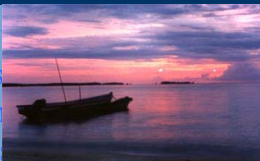


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Decentralized coastal zone management (decentralized CZM)

- combination of the concepts of decentralization and coastal zone management;
- intends to maximize performance of delegated responsibilities for managing coastal zone;
- deals with the design of intergovernmental relationship, management capacity, accountability issues and commitments.

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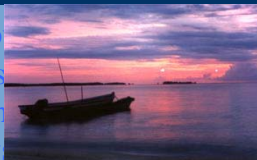


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Types of decentralized CZM

- classic deconcentration;
- coercive devolution;
- cooperation devolution;
- devolved experimentation;
- local entrepreneurship

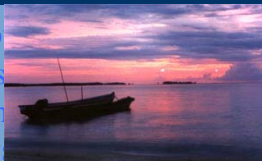
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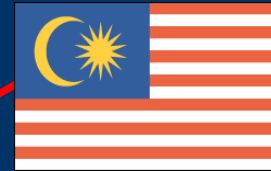
Study Areas

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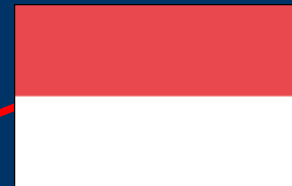
Southeast Asia



MALAYSIA



PHILLIPPINES



INDONESIA

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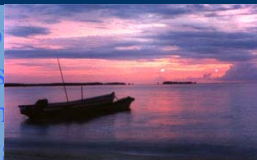
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General

	Malaysia	Indonesia	Philippines
Total population	25.3 million (1.8)	220.6 million (1.4)	83.1 million (1.7)
Percentage of population on the coast	70 %	60 %	80 %
GNI Per capita	\$ 4,960	\$ 1,280	\$ 1,300
Major ethnic groups and religions	59% Malay, Chinese, Indian 53% Muslim, remainder Christian, Hindu	45% Javanese 14% Sundanese, several others; 87% Muslim	91.5% Christian Malay, 4 % Muslim 92% Christian, predominantly Roman Catholic

Source: Cicin-Sain and Knecht (1998) and World Bank (2005)

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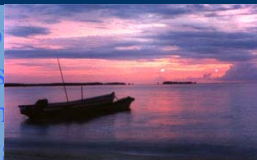
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Political system characteristic

	Malaysia	Indonesia	Philippines
Type of government	Constitutional monarchy federation	Unitary republic	Republic
Colonial heritage	British	Netherlands/ Japan	Spanish/US
Concentration of power among national level institution	Some pluralism	Very concentrated	Very concentrated
Autonomy of subnational levels of gov't	States have substantial autonomy; communities have little	Substantial autonomy	Substantial autonomy especially at the regional and community

Source: Cicin-Sain and Knecht (1998)

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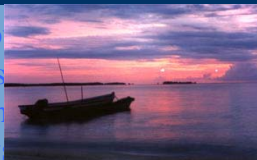
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Maritime and coastal info

	Malaysia	Indonesia	Philippines
Maritime jurisdiction	12 NM territorial sea 200 NM EEZ	Archipelagic baseline 12 NM territorial sea 200 NM EEZ	100 NM territorial sea (285 NM in South China) 200 NM EEZ
Major coastal issues	Erosion, mangrove loss, coral reef destruction, land-based pollution	IUU fishing, habitat destruction, marine pollution, resources conversion, coral mining	IUU fishing, habitat destruction, marine pollution, resources conversion,
Primary level of gov't conc with CZM	National, state	National, local	National, local

Source: Cicin-Sain and Knecht (1998) and Siry (2006)

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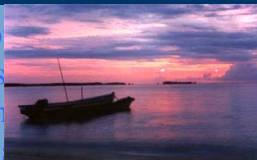
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Coastal zone management info (1)

	Malaysia	Indonesia	Philippines
Overall approach to CZM	Top-down, bottom-up	Combination top-down & bottom-up	First top-down, then bottom-up
Type of approach to CZM	Regulatory for erosion and mangrove forest	Regulatory, planning	Regulatory, planning and participatory
Extent of implem CZM	Partial	Partial	Partial
Importance of ext assistances	Moderately important	Very important	Very important
Importance of UNCED influence	Very important	Moderately important	Of little important

Source: Modified from Cicin-Sain and Knecht (1998)

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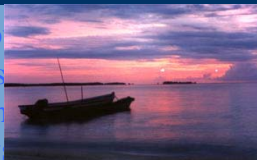
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Coastal zone management info (2)

	Malaysia	Indonesia	Philippines
Effectiveness of CZM	Appears good for erosion issues-unknown otherwise	Some	Reported highly effective
Movement toward policy integration	Some, in pilot study	Some	Some
CZM pathway	Emphasized on federal-led infrastructure based initiatives	Emphasized on government-led and uniform approaches	Focused on the NGO-led community-based initiatives

Source: Modified from Cicin-Sain and Knecht (1998), and Courtney et.al (2002)

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Governance Index

	Malaysia	Indonesia	Philippines
Voice and accountability	+	++	+++
Political stability	+++	+	++
Regulatory quality	+++	+	++
Control of corruption	+++	+	++

+++ = better

Source: Based on "Governance Matters V Governance Indicators for 1996-200" by Daniel Kaufmann, Aart Kraay and Massimo Mastruzzi

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Analyses

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CZM in Malaysia

- Current federal system maintains centralistic system;
- Rhetoric federalism policies are common;
- Administrative practices are delegated by federal to state and local governments;
- Local governments are instruments of centralized authority than independent managers;
- Local governments are effectively just provider of federal policies and services;
- As result, it is unlikely to see decentralization/devolution as an alternative.

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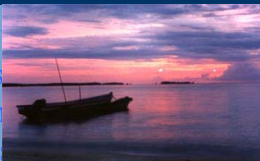


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CZM in Indonesia

- Political transition; just begin the decentralization process;
- Dealing with domestic geopolitical situations;
- Lack of local government' capacities and capabilities;
- Requirements for decentralized CZM = enabling conditions and institutional disciplines;
- Establishment the Ministry of Marine Affairs and Fisheries (MMAF).

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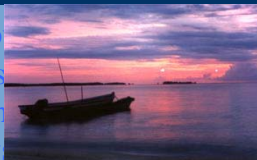


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CZM in Philippines

- Local Government Code (LGC) 1991 provides mandate to devolve CZM to local government
- Fairly uncommon devolution of powers and responsibilities on CZM to local governments (asymmetric responses and awareness)
- 25 years experience on CZM initiatives which much focus on NGO-led community-based program
- Exploring and experimenting with the new systems of governance
- Challenges and opportunities in decentralized CZM
- Delivering CZM as a basic service: big challenge

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Analysis of CZM in three countries

1. Multi sectors in CZM (at least about 14 sectors involved)
2. Ego-sectoral (stove piping) still exist.
3. Law ambiguity and contradiction.
4. Conflict jurisdiction and interest
5. Dealing with on-going coastal resources degradation:
 - resources degradation
 - IUU and destructive fishing
 - over fishing; overexploitation
 - destruction and mining of coral reefs
 - erosion and accretion, tsunami, flooding
 - sand mining, bauxite and tin mining mangrove conversion
 - oil spill, ballast water, fouling organism
 - pollution and sedimentation of estuary
6. Necessity to have integrated and decentralized approaches

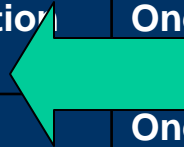
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Where we are now?

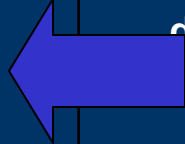
Type	Level of relationship	Flow of power
Classic deconcentration	One way: top-down	Direct from upper level to lower level of government
Coercive devolution	One way, treated the lower level as the regulating agents	Direct from upper level to lower level, but more diverse
Cooperative devolution	Two ways: bottom up and top down	Two ways with the partnership treatment
Devolved experimentation	Two ways: bottom up and top down	Two ways with more concern to local capacities, resources and solutions. Special treatments apply for experimentation.
Local entrepreneurship	One way: bottom-up	Less power influences from upper level. Rely on the initiative and capacity of lower level to manage



Malaysia



Indonesia

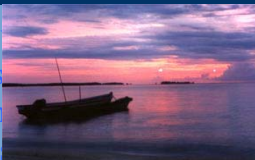


Philippines



More decentralized

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Lessons Learned

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Lessons Learned (1)

1. Decentralized CZM has the comparative advantages;
2. Decentralized CZM brings some implications;
 - institutional changes,
 - human resources,
 - financial issues,
 - policy on resources management
3. Essential ingredients= effective and efficient functioning of government

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Lessons Learned (2)

Creating the enabling conditions:

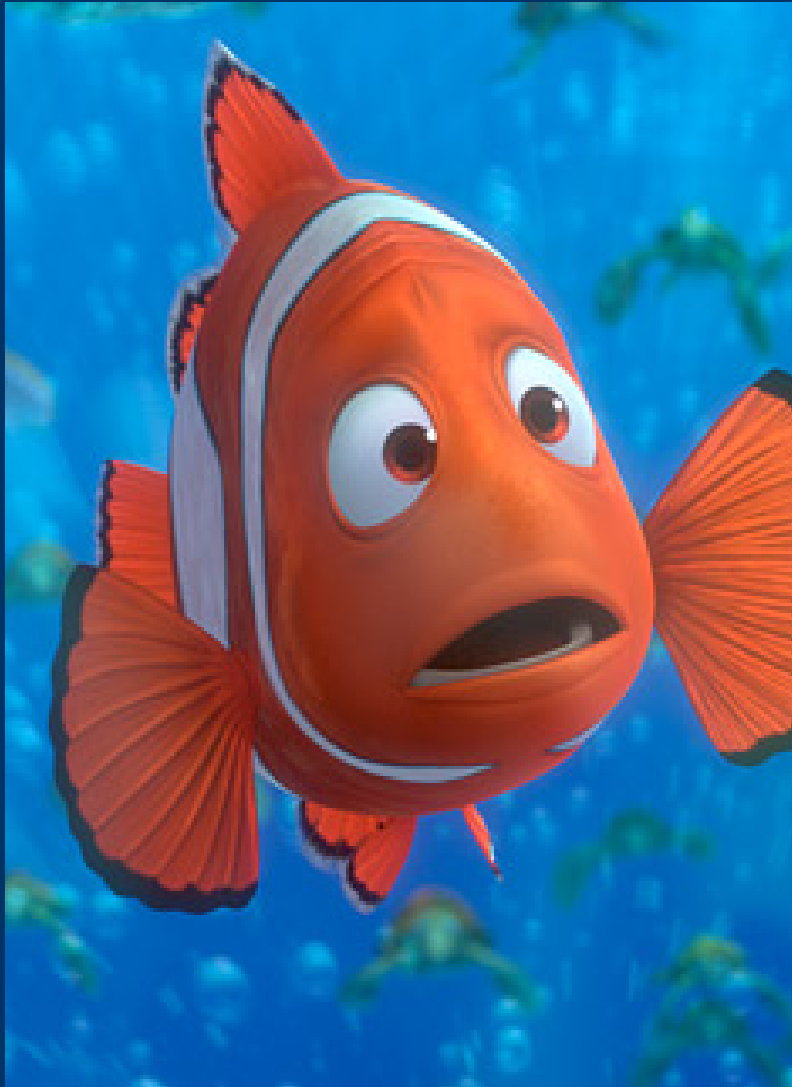
- adequate legal and policy framework
- improved capacity of law enforcement
- building durable institutions beyond leadership change
- educating multiple stakeholders at different levels of involvement
- avoiding misperception of decentralization (decentralization ≠ jurisdiction)

4. The role of central government is an essential (political will, assistance, partnership, etc)

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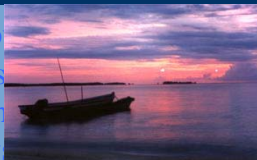


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Thank you

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Further information

HENDRA YUSRAN SIRY

Planner

Agency for Marine and Fisheries Research (AMFR)

Ministry of Marine Affairs and Fisheries (MMAF)

Jl. M.T. Haryono Kav. 52-53, Pancoran

Jakarta 12770, Indonesia

PhD Candidate

Resource Management in Asia-Pacific Program (RMAP)

Research School of Pacific and Asian Studies (RSPAS)

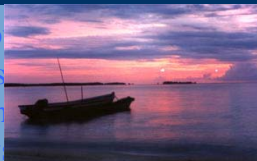
The Australian National University, Canberra ACT 0200 Australia

Telp : + 61 2 6125 8072 Facsimile : + 61 2 6125 4896

e-mail : hendra.siry@anu.edu.au

web : <http://rspas.anu.edu.au/rmap/>

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Decentralized Coastal Zone Management in Malaysia and Indonesia: A Comparative Perspective¹

HENDRA YUSRAN SIRY

Agency for Marine and Fisheries Research (AMFR)
Ministry of Marine Affairs and Fisheries (MMAF)
Jakarta, Indonesia

Transferring decision-making process from central to local government and enhancing the role of local communities in managing coastal zones is an increasing commitment by governments in Southeast Asia. This article analyzes decentralized coastal zone management in two neighboring countries, Malaysia and Indonesia. The Federal system in Malaysia is argued to be able to influence more decentralized coastal zone management and to promote community-based management approaches. Meanwhile, the large diversity of coastal resources and communities combined with a still as yet tested decentralization policy in Indonesia is argued to bring more challenges in implementing the decentralization and community-based approaches in coastal zones. The lessons learned in this study provide insight in how far decentralized coastal zone management has taken place in Malaysia and Indonesia. The significant differences in the pattern of coastal zone management in these two countries are discussed in detail. This study recognizes that co-management and community-based approaches can be appropriate in dealing with coastal zone management. This comparative perspective is important to the development of a bigger picture of sustainable coastal zone management processes and cross-regional knowledge-sharing in Southeast Asia.

Keywords coastal, co-management, community-based, decentralization, Indonesia, Malaysia

Introduction

In the Southeast Asia region, coastal zones have been used for different purposes including tourism, fisheries, transportation, mining, and communication (Pomeroy, 1994; Dutton &

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Address correspondence to Hendra Yusran Siry, Agency for Marine and Fisheries Research, Ministry of Marine Affairs and Fisheries, Jl. M.T. Haryono Kav. 52-53 Pancoran, Jakarta 12770, Indonesia. E-mail: hendra.siry@amu.edu.au

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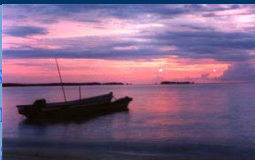
Hotta, 1995; Pomeroy, 1995; UNEP, 2001). These multiple uses, combined with rapid economic and industrial growth in recent decades, have attracted an increasing percentage of the population to live in coastal areas (UNEP RRCAP, 2004). This increased population has led to a significant impact on coastal and marine resources (Adeel & Pomeroy, 2002; Burke et al., 2002; UNEP RRCAP, 2004). This tendency can be seen both in Malaysia and Indonesia. Because of this growing demand, consumption, and services, coastal zones have been increasingly exploited. Degradation of the coastal zones and their resources has been clearly suffered as a result of, but not limited to, inadequate institutional and management capacity (Hildreth & Gale, 1995; Dahuri et al., 1995; Dahuri, 1996; Dahuri & Dutton, 2000), lack of decentralization mechanisms, and ignorance of the role of the community in implementing integrated coastal management (Andiko & Seprasia, 2002; Pador & Zakir, 2002; Indrawasih et al., 2003; Siry, 2005). Such a situation demands improvement.

As can be seen in other parts of the world, the management of the coastal zone in the Southeast Asia region is by the lengthy reaction to "the range and complexity of [coastal resource] Issues" (Kay & Alder, 1999, p. 71). Kay and Alder argue that coastal zone management remained constrained by a governance style derived from the early 1970s when coastal zone management was first introduced into the governance system. The challenge in coastal zone management now is for governments to respond and to redefine their management in the new millennium of globalization, information and technology revolution, post-colonialism, community empowerment, and the decentralization of governments (Sorensen, 1993; Tjokrowinoto, 1999; Sasono, 1999). Globalization and rapid development of information technology have increased community awareness of governance and created more opportunities for local participation and empowerment through a free flow of information and lesson-learned exchange. The economic and social changes of the last 20 years in the forms of liberalization, privatization, and reformation of markets require decentralized management of the governance system (Castells, 1996; Adger, 2003). The entire new millennium phenomenon brings new demands on central governments, prompting them to reassess their limited capability to deliver services and provide for community participation in governance (Kristiadi, 1999; Mas'ood, 1999).

In Southeast Asia, the demand to shift the role of the central government to lower government levels and the community was initiated by several significant factors. At least three factors that influenced the transformation of the governance system were pointed out by Cheema and Rondinelli (1983). Those three factors include (i) lack of expectation on central planning and control of development activities; (ii) the emergence of growth-with-equity strategies; and (iii) the growing realization of the increasing difficulty of managing and planning development activities as society becomes more complex. More specifically, coastal zone management in the Southeast Asia region requires the transfer of decision-making processes from central to local government and placing the local community as an important player in regional development (Pomeroy, 1995). The huge range in biodiversity, the large variation in the types of coastal zones within a country, varied human populations and diverse regional economies among regions within a country are the main reasons why coastal zone management needs to be decentralized² and community-based approaches promoted³ (Alm & Bahl, 1999; Dahuri & Dutton, 2000).

Historically and traditionally, community-based approaches have existed in indigenous societies that have relied on practices such as restricted access, or open and closed seasons to certain coastal and fisheries resources (Andiko & Seprasia, 2002; Pador & Zakir, 2002; Zerner, 2000, 2003; Siry, 2005). Some of these management regimes are still in place today because of their effectiveness locally, and respect for local customs and conditions (Bailey & Zerner, 1992; Antariksa et al., 1993; Basiago, 1995; Fox, 1996) such as *sasi* in Maluku,

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