

Decentralized Coastal Zone Management in the Southeast Asian Region: Tales from Three Countries

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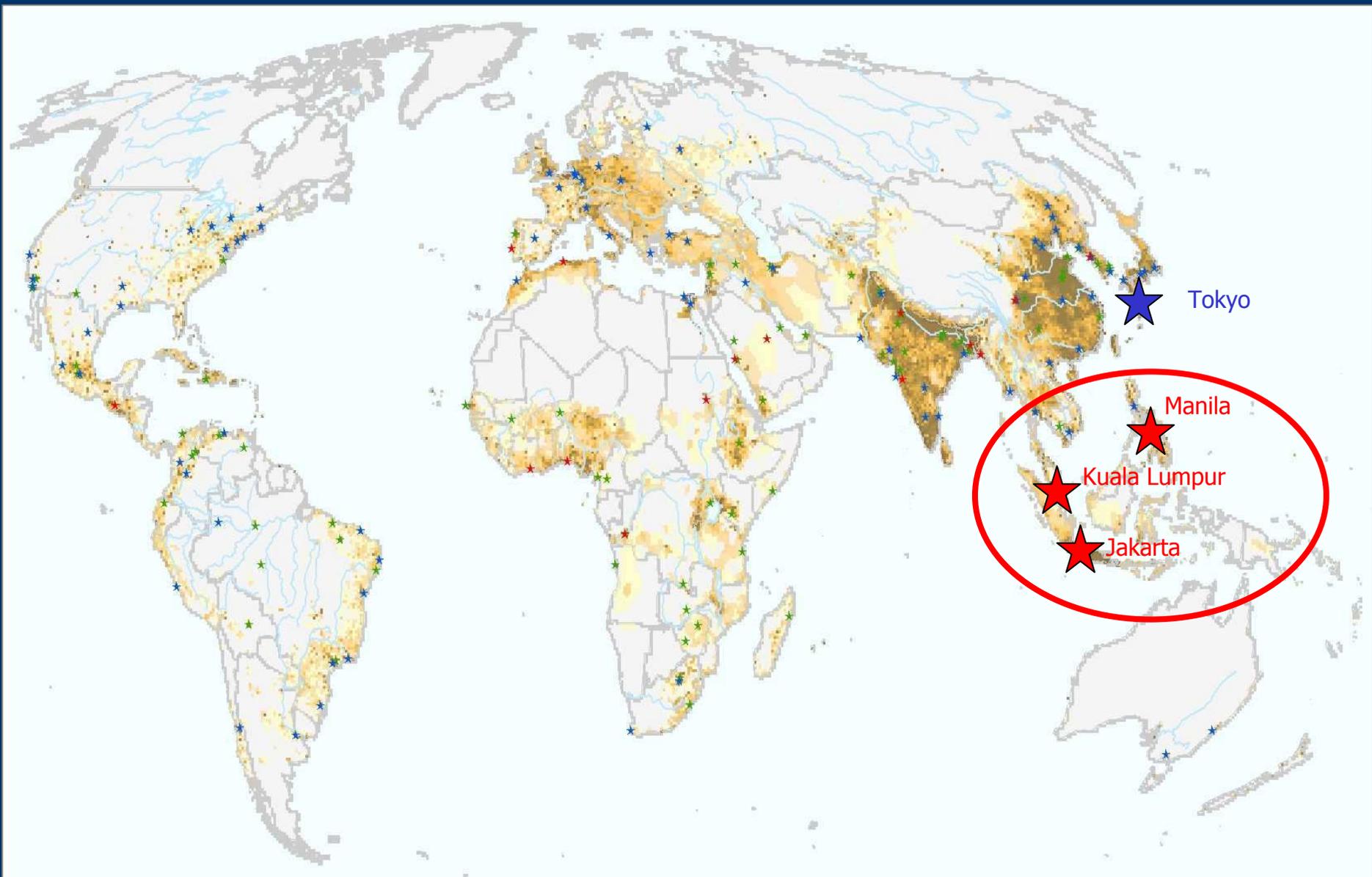
Overview of presentation

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 high 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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and communication. These multiple uses of coastal zones have led to a high percentage of population to live in coastal areas. This has led to degraded coastal and marine resources, like coral reefs. Implementing integrated coastal management is essential to address these challenges.

Introduction

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Why decentralized CZM?

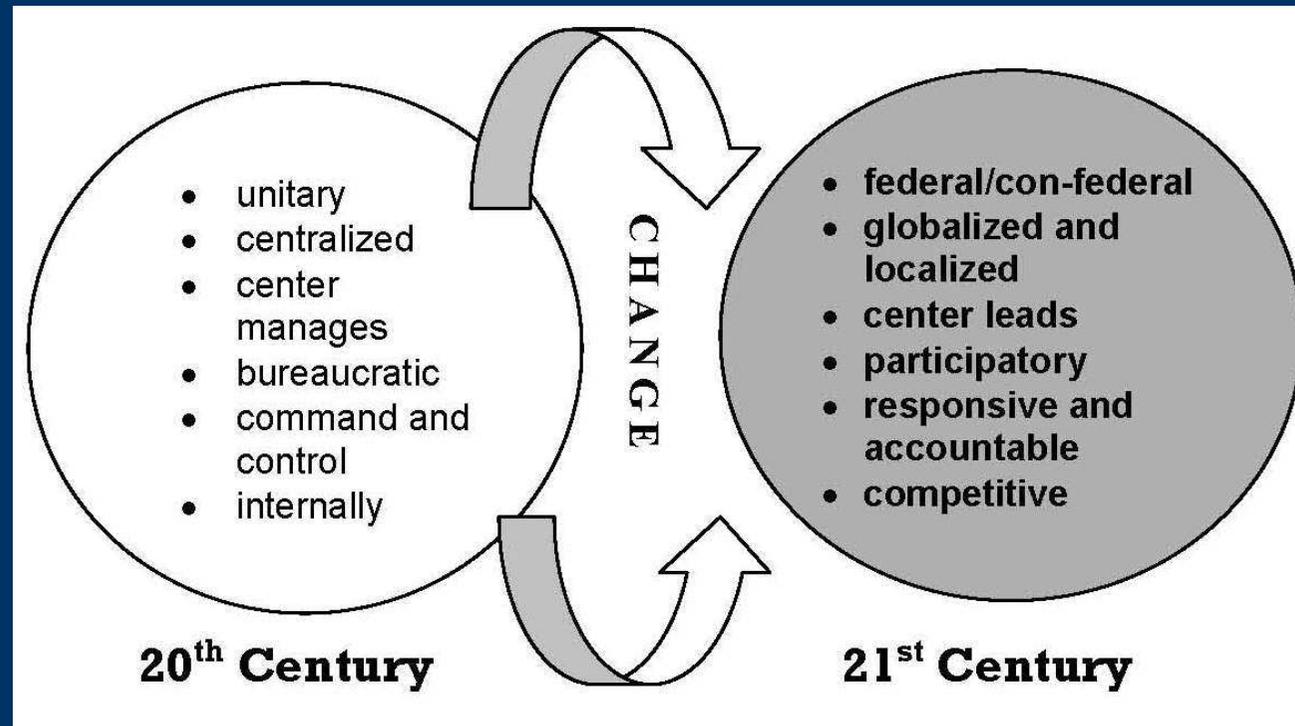
- local dynamic and uniqueness of coastal zone required local management and solutions
- uniform and centralistic approaches for managing coastal zone in many cases did not match with the local coastal issues.
- limited capacity and capability of central government to take the same level of management
- devolve responsibility, authority and resources

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Governance structure changes from the 20th to the 21st century



Source: (Brillantes 2001)

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What is decentralized CZM?

“combination of decentralization and CZM concepts”

.....is an approach intended to **maximize performance of delegated authority** and responsibility for managing coastal zone through a **cooperative process, building trust and common understanding** with strong political will, strengthening local government capacity and enhancing upward and downward accountability mechanisms in handling multiple users, interests and stakeholders in coastal zone.

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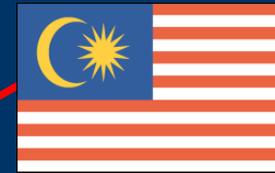
Study Areas

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Southeast Asia



MALAYSIA



PHILLIPPINES



INDONESIA

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General

| | Malaysia | Indonesia | Philippines |
|---------------------------------------|------------------------------------|------------------|--------------|
| Total population | 25.3 million | 220.6 million | 83.1 million |
| Percentage of population on the coast | 70 % | 60 % | 80 % |
| GNI Per capita | \$ 4,960 | \$ 1,280 | \$ 1,300 |
| Type of government | Constitutional monarchy federation | Unitary republic | Republic |

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

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Coastal zone management overview

| | 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 | Regulatory, planning | Regulatory, planning and participatory |
| 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, |

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

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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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CZM in Indonesia

- Political transition, just begin the decentralization process;
- Establishment the Ministry of Marine Affairs and Fisheries (MMAF);
- By law (32/2004 and 27/2007), coastal zone and small island management become new administrative task for local government;
- Asymmetric responses and awareness
- Lack of local government' capacities and capabilities;
- Decentralized CZM is vital approach on managing coastal zone and small island

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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

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



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Analysis of CZM in three countries

1. Multi sectors in CZM
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

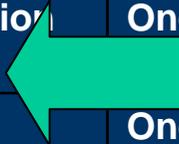
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Where we are now?

| 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 brings some implications;

- institutional changes,
- human resources,
- financial issues,
- policy on resources management

2. Key factors = effective and efficient functioning of government

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Lessons Learned (2)

3. Creating the enabling conditions:

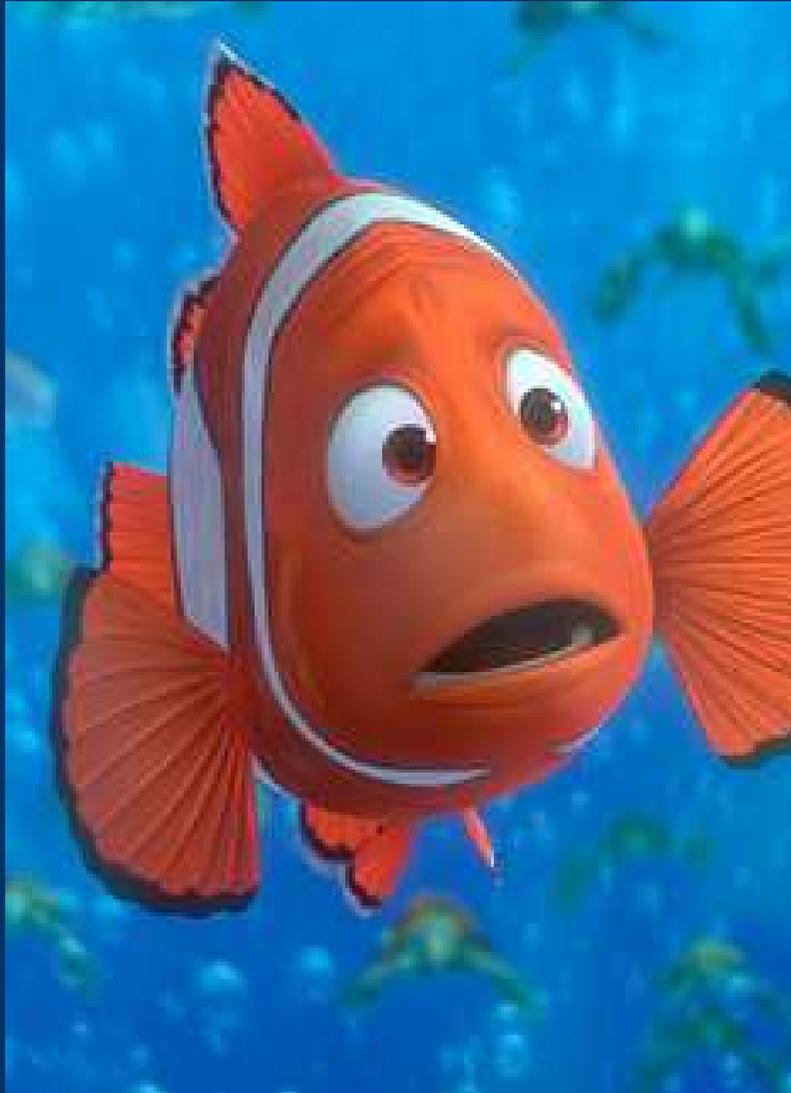
- adequate legal and policy framework
- improved capacity of law enforcement
- building durable institutions beyond leadership change
- educating multiple stakeholders at different levels of involvement
- avoiding misperception of decentralization (decentralization ≠ jurisdiction)

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

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Thank you

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Further information

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

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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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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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and communication. These multiple uses of coastal zones have led to a high percentage of population to live in coastal areas. This has led to the degradation of coastal and marine resources, like coral reefs. Implementing integrated coastal management