

The Sida Marine and Coastal Zone Initiative

Coastal Management - Coastal Sector Coordination and Integrated Coastal Area Planning

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Concept-paper on Coastal Management - Coastal Sector Coordination and Integrated Coastal Area Planning

The Sida Marine and Coastal Initiative

Foreword

This concept-paper on Coastal Management - Coastal Sector Coordination and Integrated Coastal Area Planning has been elaborated on request by the working team for the preparation of Sida's Marine and Coastal Zone Initiative, an intended policy programme with plans of action for development of tropical and sub-tropical marine and coastal areas.

The views presented are those of the author, Mr Lars Johansson (Swedmar, a unit of the National Swedish Board of Fishery, Gothenburg) and are not necessarily shared by Sida.

The working team in Stockholm, September 1997

Preface

This report was commissioned by Sida (the Swedish International Development Agency) as a component of the ongoing work to prepare future Swedish development assistance in the field of management and development of marine and coastal areas.

The report focuses on coastal sector coordination at national level and coastal area planning at local level. Experiences of Swedish coastal management and Swedish development cooperation within this field have been summarized and comments are given on possible future support by Sweden.

Swedmar supports developing countries' efforts to use their coastal, marine and inland water resources for sustainable food production, coastal development and improved standards of living through consultancy services in fisheries, aquaculture, coastal development and management, and environmental protection.

Contents

	Page
Preface	
1. Terms of Reference and Summary	1
1.1 Terms of Reference	1
1.2 Summary	2
2. International guidelines and experiences of Swedish development cooperation	4
2.1 Agenda 21 of UNCED, 1992	4
2.2 The Noordwijk guidelines	5
2.3 Integrated planning and management in the Wider Caribbean Region	6
2.4 Capacity building in coastal and marine management in Vietnam (PCM)	7
3. Swedish experiences and the Swedish resource base	8
3.1 The development of comprehensive coastal planning through the National Physical Planning Process	8
3.2 Coastal and marine sector coordination and policy formulation	11
3.3 An example of comprehensive coastal planning	13
3.4 The Swedish resource base	14
4. Comments on directions for Swedish development cooperation	15
4.1 On-going support	15
4.2 Focus on marine and coastal sector coordination and capacity building at national level	16
4.3 Focus on integrated coastal area planning and development at local level	17
4.4 Assessment of coastal development and management initiatives	18

1. Terms of Reference and Summary

1.1 Terms of Reference

Swedmar has been commissioned by Sida to prepare a report on coastal sector coordination and integrated coastal area planning as a component of the on going work to prepare future Swedish assistance in the field of management and development of marine and coastal areas.

According to the Terms of Reference, the report should:

- review internationally accepted criteria and common denominators for coordinated coastal management and integrated coastal area planning, and as far as possible review experiences from programmes/projects within the area, especially in developing countries;
- describe the Swedish system for and experiences of coordinated coastal management and integrated coastal area planning, and the Swedish resource base for development cooperation; and
- with this background, provide suggestions on future Swedish support to strengthen the capacity in developing countries to manage their coastal areas and plan for sustainable development.

Connected issues that should be commented upon are:

- if it would be possible to integrate the interest of rapid economic expansion of the coastal administrations with a sustainable and more long-term planning;
- how to illustrate the socio-economic, human and environmental effects of coastal area planning so it gets a given place in integrated coastal management;
- how should policies and other instruments, especially coastal area planning, be designed, in order to achieve a more effective steering towards sustainable development; and what should the role of the donor be when projects are initiated in a coastal area?

The description shall reflect the situation in South/Eastern Africa or South East Asia, have a development relevance and support the conscious of dev.countries/donors.

Comments on the report in relation to the Terms of Reference

The Terms of Reference are broad and include a number of perspectives on coastal development and management, including the donor's influence and decision-making.

The report is built on practical experiences from on the one hand the Swedish coastal planning system, with focus on the development of physical planning and its application to coastal municipalities, and on the other hand the experience of Swedish development support to coastal management and planning. The importance and experience of sectoral coordination and policy mechanisms at national level and of coastal planning at local level, including the coordination between the two levels are highlighted.

1.2 Summary

According to Agenda 21 of UNCED, coastal states should consider establishing, or strengthening, appropriate coordinating mechanisms for integrated management and sustainable development of coastal and marine areas and their resources, at both the local and national levels. Such coordinating mechanisms could provide for the preparation and implementation of land and water use and siting policies, resources management, environmental protection, and sustainable development plans and programmes at appropriate levels.

Sector coordination and policy-making at national level

In order to develop and protect coastal and marine areas, it is necessary to strengthen the cooperation and coordination between sectors directly or indirectly related to coastal and marine areas. This includes the participation of a number of ministries/agencies and others, which have a stake in marine and coastal affairs. The national coordination function must be recognized by all sectors and have a high position, e.g. directly under the prime ministers office. It is not recommendable to support the creation of new coordination bodies without a full and guaranteed support and participation of the sector agencies. A support to coordination functions should include the sectoral involvement in building coordination frameworks and routines.

The experiences from the development of Swedish national physical planning and coastal and marine sector coordination show that it takes time to develop national policies and legislation that are coherent, to create coordination mechanisms that are accepted, and to develop and implement integrated coastal area planning at local level that provides for sustainable coastal development.

The phases of the Swedish National physical planning process generated a strategy of national guidance and sector coordination leading to decentralized decision-making through enhanced capacity in integrated management/planning at local level. The National Physical Planning Process was a combined learning, information gathering, planning and political decision-making action, involving all levels. Through the information and guidance, the main implementors - the municipalities, including both the politicians, the officials, the public and other stakeholders concerned - got increased competence in environmental issues and comprehensive and strategic planning. Later this led to, in principle, full decentralisation of the planning mandate to the municipalities. Democracy has been a prerequisite.

These experiences are relevant for further Sida support and for sustainable development of coastal and marine areas, which could be organized as a cooperation between agencies in Sweden and in developing countries, and within the framework of a national coastal and marine management coordination initiative. In chapter 4, Vietnam has served as an illustration. The principles or steps can be used in other countries.

The perspective should be national guidance in the creation of a decentralized management and planning system, bringing the decisions closer to the concerned. It is only at provincial, or preferably district level, that integrated management and planning of coastal areas can be achieved, involving socio-economic aspects, which are necessary for the creation of a sustainable development of the coastal and marine areas.

It should be noted that all planning and decision-making cannot be decentralized. Several decisions in order to develop and protect the coastal and marine areas have an important national perspective, such as regulating fisheries and deciding on the location of large harbours.

Integrated coastal area management and planning at local level

It is advisable to simplify rather than complicate the principles and methods of integrated planning at local level. If there already exist some kind of cross-sectoral planning, such as land use planning, it would be recommendable to build on this planning structure and competence rather than creating something new. In principle, the steps of integrated coastal planning are as follows:

1. Formulate the focuses of the planning, taking into consideration national/provincial level priorities and mandates.
2. Create the planning organization, including political participation, sectoral participation and forms of participation for organisations, stake-holders and the public.
3. Identify the main development options and long term conservancy claims and decide on the orientation of the planning or re-orientation of earlier planning
4. Undertake necessary surveys and data collection, involving representatives of different coastal and marine interests and coastal areas.
5. Analyze current situation and future possibilities, including draft zoning of the use of land and water, and involving representatives of different coastal and marine interests and coastal areas.
6. Draft complementary action programmes for sectors and areas.
7. Undertake a public discussion on the direction of future development and management of the coastal and marine areas, based on the draft plan and action programmes or revised earlier plans.
8. Decide on the plan/revised plan and action programmes, including the management structure and the means of implementation.
9. Implement the plan, including the complementary sector or action programmes.
10. Revise the plan continuously and take complementary actions to avoid possible negative feedbacks.

When including a number of sectors, stake-holders and the public in a specific area, it is necessary to make clear what is the limit of the planning phase and what will happen after the planning. It is always a risk of creating high expectations on a more visible development support. It is recommendable to discuss and decide upon these issues before starting up a project. It is important to inform on the limits of the capacity building programmes, and how they could be followed by a concrete and active development of the social and economic conditions. It is recommendable to follow up a capacity development support with such concrete development support.

The international development cooperation within integrated coastal and marine management of today is focusing on pilot projects meant as illustrations for further local level initiatives as well as policy-making and planning at national level. But when including pilot projects in a support programme it is necessary to clearly identify the specific purpose of the pilot project(s). The concerned national policy-making agencies should clearly present how the results will be used.

Without paying attention to these over-all orientation issues of a local project, there will be an obvious risk that the project support at best will not be cost-effective or at worse will create misunderstandings and criticism of the concept of integrated planning. And it will not to sustainable coastal development. The sector perspective, and the support to prioritized sectors, would seem to be more efficient as they often lead to more visible results.

Assessment of initiatives

It is advisable to use a tool, indicated below, for the donors' decision-making on coastal programmes and projects, multisectoral as well as sectoral, in order to guarantee that they are taking into consideration e.g. necessary sector coordination and the multi-purpose use of the coastal areas. A checklist, based on already available methods for rapid rural/coastal appraisals, could be developed in order to make such pre-appraisals coherent. The checklist could also be enclosed to, or integrated in, the Terms of Reference for appraisals. It should include at least:

- current institutional organization and the management framework of the country, province or local area;
- on-going projects and sectoral plans under preparation or implementation;
- the sectoral and overall economy of the area;
- socio-economic and cultural conditions;
- important natural resources and the usage conflicts;
- current environmental situation and the expected future threats; and
- realistic expectations.

2. International guidelines and experiences of Swedish development cooperation

2.1 Agenda 21 of UNCED, 1992

Based on the on-going and predicted pressure of the world's coastal zones and the fact that current sectoral management approaches have not been capable of achieving sustainable development, Agenda 21, stipulates that coastal states should commit themselves to integrated management and sustainable development of coastal areas and the marine environment. It is necessary to provide for an integrated policy and decision-making process, including all sectors, to promote compatibility and a balance of uses.

Each coastal state should consider establishing, or strengthening, appropriate coordinating mechanisms for integrated management and sustainable development of coastal and marine areas and their resources, at both the local and national levels. Such coordinating mechanisms could provide for the preparation and implementation of land and water use and siting policies, resources management, environmental protection, and sustainable development plans and programmes at appropriate levels.

The importance of bottom-up approaches, public awareness, empowerment of the concerned and ownership of development is highlighted. According to the Rio-declaration it is necessary to increase concerned citizens participation in decision-making and facilitate access to information.

Developed countries could assist developing countries in capacity-building and human resources development. Full cooperation should be extended, upon request, to coastal states in their capacity-building efforts and, where appropriate, capacity-building should be included in bilateral and multilateral development cooperation.

The UN Commission on Sustainable Development (CSD) follows the implementation of Agenda 21. In a report from the fifth session in April 1997, the achievements have been summarized. According to the report, the concept of integrated coastal management is now largely accepted

in the UN system and in most countries, as providing a comprehensive, eco-system based approach to sustainable development of coastal areas. Guidelines for integrated coastal management have been developed for various levels of governance and implementation and are being applied by countries and financing institutions in a growing number of technical assistance projects. However, although there is a marked improvement in decision-makers' awareness of the critical importance of ocean and coastal areas, there is still a need to improve inter-sectoral coordination at the national level.

Relating to technical assistance and financing, and considering the shortage of funding, cooperation in the delivery of technical assistance should be enhanced further. Better coordination among donors is essential to improve effectiveness of the available financial resources.

2.2 The Noordwijk Guidelines for integrated coastal zone management

The World Coast Conference in Noordwijk in 1993, with participants from more than 90 governments and all relevant UN organizations, discussed and agreed on the "Noordwijk Guidelines, prepared by the World Bank in cooperation with other UN agencies and experts.

According to the Noordwijk Guidelines, integrated coastal zone management focuses on three *operational objectives*:

- strengthening sectoral management, for instance through training, legislation and staffing;
- preserving and protecting the productivity and biological diversity of coastal ecosystems, mainly through prevention of habitat destruction, pollution and overexploitation; and
- promoting rational development and sustainable utilization of coastal resources.

Several institutional approaches are possible to perform *interagency coordinating mechanisms*:

- the national planning agency;
- the formal establishment of an interagency or interministerial council;
- the creation of a special coordinating commission or council; or
- the formal designation of one of the line agencies or ministries to act as "lead agency" and to oversee an interagency coordination process.

On the subject of integrated coastal zone/area management in *relation to development planning*, the guidelines state that the ultimate objective of an integrated coastal zone/area programme is that it will be integrated in economic development plans both at the national and local level. They also state that considerable funding is generally not required for a programme arrangements. On the other hand, such funding will be required for certain types of projects in the coastal zone. External sources may have to be considered for funding of such projects. It is assumed that donor and funding organizations will be more willing to support such requests, if the requests are a part of an integrated management effort.

The *Noordwijk Conference* summarized the following obstacles encountered in the development of national programmes:

- limited understanding of and experience in integrated coastal management;
- limited understanding of coastal and marine resources, processes and opportunities;
- fragmented institutional arrangements;
- single-sector oriented administration;

- competing interests and lack of priorities;
- inadequate legislation and/or lack of enforcement;
- lack of knowledge of land tenure regimes and other social factors; and
- lack of information and resources.

2.3 Integrated planning and management in the Wider Caribbean Region

Swedish support to the Caribbean Environment Programme

Sweden (Sida) has supported the Caribbean Environment Programme (CEP) since 1991. The principal of the Swedish support is to strengthen CEP's capacity to assist the countries in developing an integrated coastal and marine environmental management approach. The Swedish support has been focused on the sub-programme IPID (Integrated Planning and Institutional Development). Two project areas have been in focus, namely Planning and Environmental Management of Heavily Contaminated Bays and Coastal Areas and the Development of Pilot Integrated Management Plans.

An independent review of the Swedish support to the Programme in late 1995, said that the results produced within some of the projects are of excellent quality and have permitted a considerable strengthening of participating agencies. This applies to the case studies on Heavily Contaminated Bays conducted in Havana Bay and Kingston Harbour, as well as the Pilot Integrated Plans in Guatemala, Venezuela and Colombia. Other projects in both project areas had not been finalized or started at the time of the study and was therefore not evaluated. These were the case studies on Heavily Contaminated Bays in Colombia, Nicaragua, Dominican Republic, Trinidad/Tobago, Venezuela and Costa Rica and the case studies on Integrated Management Plans in Nicaragua, Honduras, St. Lucia, Suriname, St. Vincent and the Grenadines and the Dominican Republic. Initial institutional coordination and planning mechanisms were established in Guatemala, Venezuela and Colombia, partly as a result of carried out projects.

The main critics of the case studies were that they had been focused on scientific background information (surveys) and with limited involvement of socio-economic studies as well as participation of different stake-holders and the public. In later projects, such as in Suriname, this is, according to information from CEP, not the case.

The Swedish support to CEP is now focusing on the consolidation of the two project areas. Additional support to Nicaragua and Guatemala is requested, but can only to a minor extent be provided through CEP. Bilateral support has been recommended.

Guidelines for integrated planning and management

Based on the experiences of especially the Pilot Integrated Management Plans, CEP has produced guidelines for integrated planning and management of coastal and marine areas in the Wider Caribbean Region. The guidelines were produced in 1996 and reflect earlier guidelines from the UN and other organisations, such as the Noordwijk Guidelines, as well as the experiences from the Wider Caribbean Region.

One important statement on integrated coastal area management in the Caribbean guidelines, is that ICAM needs to see stronger planning policies as a positive contribution to the mission of coastal protection. The guidelines report says that, in fact, the ideal situation is for the integrated coastal area management process to be included in the land use planning process as

an integral part. The same conclusion was drawn in the development of Swedish coastal management and planning, where the Natural Resources Act and the Planning and Building Act now are in focus (see chapter 3 below) as the main management tools for sustainable coastal development.

2.4 Capacity building in coastal and marine management in Vietnam (PCM)

The coastal and marine areas of Vietnam are of utmost importance for the social and economic development of the country. In the last years, the government has made efforts in the investments for faster growing of the coastal areas, and in the strategy for economic stabilization and development up to year 2000. Further attention will be paid to the economic development of the coastal areas. For example, it is now discussed where to build the first oil-refinery (In Sweden it was the localization of an oil-refinery to Brofjorden, that initiated the National Physical Planning). There are many problems, such as the consequences to the environment and natural resources, to be solved in the economic development of the coastal areas and in the transition towards a market oriented economy. Technical and managerial support through development cooperation is important and requested.

Vietnam has to some extent already been provided with technical and managerial support for the development and management of the coastal and marine areas from governments such as Denmark, Canada, Sweden and Holland, from development banks, and through cooperation within the oil-industry. Up to now the support to Vietnam, at national level, has been focusing on different sectors or issues, rather than with an overall and sector coordinative approach, although Canada is providing support within maritime legislation, which includes different sectors.

The on-going Swedish support for provincial coastal management to Vietnam started in 1996. The programme is focusing on capacity building in coastal and marine management in the two provinces, Nghe An and Quang Binh, in central Vietnam. The support includes training in environmental legislation and management focusing on the specific issues and situations of the coastal zone and the marine areas; in maritime management and in the principles of integrated development and land/water use planning. The programme includes six village pilot projects dealing especially with the socio-economic conditions related to nature resources use and environmental protection.

Parallel to these training efforts and pilot village projects, the two provinces are reviewing their current plans for coastal development and nature resources management. Technical assistance is provided for the review of earlier planning, and the undertaking of a more integrated provincial planning, including economic and social development, resources management and environmental protection. A number of surveys, workshops and contacts with sectors, interest groups, and the public, are undertaken by the provinces, in order to create a process involving all concerned.

The programme is planned and implemented through national ministries and institutions, and within current framework of national coastal and marine management.

As this programme started in 1996, is it too early to summarise experiences. An independent review in late 1996, had the overall impression that the Programme is very positive, both in terms of its content and the general performance to date. The Programme objectives are in keeping with the basic goals of both Sida and the Government of Vietnam. The parties involved at central and provincial levels demonstrated a genuine ambition to contribute to a successful completion of the various activities. In particular the Provinces, the involved Government

institutions sometimes demonstrated very high expectations of the impact of the Programme on poverty alleviation and the improvement of the local economy.

One important issue that the review team brought forward, was the dilemma of local capacity building programmes, meant to lead to sustainable coastal development and better living conditions for the people, and therefore creating high expectations.

It is important to discuss and clearly inform on the limits of the support of capacity building programmes, and if this support could be followed by a concrete and active support to the development of the social and economic conditions.

3. Swedish experiences and the Swedish resource base

3.1 The development of comprehensive coastal planning through the National Physical Planning Process

The introduction of a National Physical Planning

Integrated coastal management, or planning, in Sweden was initiated and developed through the National Physical Planning Process. This process started in the late 1960's. A number of specific conflicts, arousing intensive public debate, pointed out the need for a method of supervising and restricting natural resources usage. The localization of several large industrial plants along the coast in southern Sweden conflicted with recreational and nature conservancy interests, and created the need of a "national physical planning". To create a better balance between conservancy claims and exploitation claims, it was necessary with long-range protection for some areas. Areas where such protection was necessary were, for example, the coastal regions and some river basins. This situation was very much alike the situation in many developing countries today, where rapid coastal development is in conflict with the long term interest of the sustainable use of the coastal nature resources and protection of the environment.

A number of surveys, including several coastal surveys, were undertaken to present the different nature resources and sector interests. Based on these surveys, geographical analyses were undertaken in order to identify planning needs, and formulate national planning guidelines. The parliament took the first decision on National Physical Planning in 1972. The fundamental objective was to optimize the use of natural resources, considering both conservancy claims and exploitation claims.

Duties and guidelines of the National Physical Planning

The Parliament decision formulated three fundamental duties of the National Physical Planning:

- The first duty was to survey land and other natural resources and the claims upon these areas.
- The second duty was to find out, if and where, there exist conflictory claims on natural resources and to analyze the consequences of the alternative natural resources uses.
- Thirdly, motivated by "national interests", the National Physical Planning should formulate guidelines for the use of those areas with conflicting uses of resources and for those natural resources that are particularly sensitive to environmental changes.

Two sets of guidelines were decided by the Parliament, "geographical guidelines" and "sectoral guidelines". The geographical guidelines stipulated that so called "continuous coastlines" of special environmental value should be completely banned to "heavy industry". Moreover, they should be disposed in such a way as to facilitate all-round utilization for recreational purposes and so as to safeguard scientific and other values. Along "heavily exploited coasts", heavy industries should only be permitted in or around such areas where such industries already exist. Improved public access should be provided to attractive shore-line areas and sufficient areas should be reserved for tourist and open air recreational amenities. The geographical guidelines also included land reservation for heavy industries in specific areas, already used for such purpose. A map was produced, showing the coast-lines concerned.

The sectorial guidelines dealt with the planning of specific activities or sectors. To facilitate a clear understanding of these guidelines, special maps were produced, pointing out those areas which were of "national interest" for nature conservancy, recreation, culture monument conservancy, agriculture, etc. This classification was built on the coastal and other surveys which were undertaken and evaluated by the national sector agencies, such as the National Environmental Protection Agency.

The phases and process of the National Physical Planning

The National Physical Planning System facilitated a planning process, executed through the efforts of many different authorities, on national, provincial and local level.

During the programme phase (1972-75) the municipalities and county administrations showed how they intended to follow up the intentions and guidelines of the National Physical Planning through primarily municipal comprehensive planning. After expert opinions from national sector agencies, the government decided, county by county, on the programmes provided by county administrations and municipalities. The result was presented to the Parliament, which agreed to the government decisions.

During the planning phase (1976-78), the proposed planning actions were implemented at county and municipal level. A very important result of this phase, besides the implementation of the specific planning actions to fulfil the intentions of the National Physical Planning, was that this municipal planning resulted in a break-through of comprehensive physical planning at municipal level. Earlier the municipal planning was more focused on urban planning and most municipalities were lacking physical plans for the entire coverage of the municipality.

One reason for this break-through was that the National Physical Planning Process was a combined learning, information gathering, planning and political decision-making action. Through the information and guidance provided through the system, the main implementors - the municipalities, including both the politicians, the officials, the public and other stakeholders concerned - got increased competence in environmental issues and comprehensive and strategic planning. Later this led to, in principle, full decentralisation of the physical planning mandate to the municipalities.

Through the National Physical Planning system, the municipalities got a direct channel to the government which made it possible to pronounce the local perspective on the different subjects of natural resources management and strategic development planning. The coastal areas were in focus all through the National Physical Planning.

The research, inventory and planning work, carried out as part of the National Physical Planning process, produced a number of studies of great value to national, regional and

municipal authorities. The information included both data facilitating decision-making at national level and data facilitating the execution of these decisions at local and regional levels.

The Natural Resources Act (NRA)

During the planning phase of the National Physical Planning (late 1970's), the discussion started if the guidelines should become a law. This was a very intricate issue, especially as some as some groups in the society thought that the guidelines, decided by the Parliament and implemented through municipal planning and sector regulations, already had lead to "a dead hand" over the development and exploitation of the coastal areas. The "national interest" has through the years been an often used argument for hindering exploitation. In 1987, finally, Sweden got a Natural Resources Act, built on the experiences from the National Physical Planning, including the National Physical Planning guidelines, both the geographical and sectoral ones.

The Natural Resources Act (NRA) covers, umbrella-like, all the legislation regulating how land and water areas are to be used. A number of acts are linked to NRA: the Planning and Building Act (the main focus of the implementation of NRA), the Environment Protection Act, the Water Act, the Nature Conservancy Act, the Road Act, the Electrical Installation Act, the Pipelines Act, the Civil Aviation Act, the Peat Disposals Act, the Public Waterways and Harbours Act, the Continental Shelf Act, and the Mineral Act.

The NRA provides a common basis for the decisions, irrespective of who makes them and under what legislation. The NRA also represents - in spite of its name - development interests, like the extraction of raw materials, if these are consistent with the long-term development of a good environment. It also regulates the importance not to develop areas with very special natural resources which, in the long run, are suitable for purposes like deep harbours and wind power production.

The NRA states that water and land areas are to be used in the most appropriate manner. In the case of conflicting interests, priority shall be given, as far as possible, to the activity which is most important from the public point of view and with a long term perspective. Regulations on Environmental Impact Assessments (EIA) are included in the NRA.

The roles of parliament, government, national agencies, county administrations and municipalities

The roles of national, regional and municipal/local level are as follows:

Parliament and Government

The Parliament decide on legislation regulating the use of land and water. The Government observes areas and issues where the circumstances are especially complicated and take necessary actions, e.g. suggest changes in legislation to the Parliament. The Ministry of Natural Resources and Environment is the ministry in charge of the implementation of the Natural Resources Act.

National Authorities

Matters concerning spatial planning, community development and utilization of natural resources are dealt with by several national bodies. The sectoral authorities are responsible for

documentation and control of the national interests of the sector. Every authority which shall apply to the Natural Resources Act shall look for that plans according to the Planning and Building Act (such as the Comprehensive Plan) and other relevant information is available in the decision-making. The National Board of Housing, Building and Planning is responsible for building regulations and advice and guidance on physical planning, including for the municipal comprehensive planning. It shall supervise the use of natural resources.

County Administrative Boards

The County Administrative Boards are responsible for the coordination of central government, municipal and county activities within the county. It provides information and guidance to the Municipal planning. The Board shall during the planning consultations with the municipalities note whether consideration has been taken to national interests, inter-municipal coordination, health and security.

Municipalities

The Municipal Council is directly elected every three years. The Council appoints a number of committees. These committees prepare business for the council, such as planning matters, and take decisions on simpler cases. The main instrument for planning of the coastal areas is the Comprehensive Plan. If there are no objections on the plan from the County Administrative Board, the planning process gives the municipality central government approval to continue working according to the guidelines of the comprehensive plan.

Individuals

The individuals have possibilities to influence the comprehensive planning through the publicity process surrounding the drafting of plans. This means that everyone has an opportunity of influencing the municipality's decision through personal contacts, interest organizations or local political parties. According to Swedish constitution there is freedom of access to (almost) all documents in public bodies.

3.2 Coastal and marine sector coordination and policy formulation

Marine coordination initiated through the National Physical Planning

After the planning phase of the National Physical Planning, an official report on further planning needs was produced in 1979 within the Ministry of Housing and Physical Planning in collaboration with other ministries. One of the new arenas or group of issues was the marine resources and areas. A number of marine surveys were undertaken as a background for analysis of the need for planning and other actions. It was found that the conflicts between different uses of the sea had grown and could grow even more. Coordination and adjustments between the different uses and interests were necessary. This was in principle the same analyses as in Agenda 21 of UNCED, more than a decade later.

Furthermore and based on geographical analysis, the report pointed out in which specific areas planning for marine resources and environment, from a national perspective, was most necessary; the Swedish west coast, Öresund, northern Gotland and the archipelago of Stockholm. For these areas, pilot planning activities should be carried out in order to find suitable forms for integration of the marine issues in the comprehensive physical planning, now established in every municipality in Sweden.

find innovative "islands", not yet prioritized by sector ministries or agencies or the main marine industry. The real coordination of initiatives of the different ministries was undertaken through (ad hoc) cooperation within the government, and through the annual budget process. The Swedish experiences show the difficulties in creating new bodies for marine sector coordination.

3.3 An example of comprehensive coastal planning

The Swedish system of integrated coastal planning at municipal level is the Comprehensive Plan, which through the NRA also connects to a series of sector laws.

It is a municipality's responsibility to plan for the use of land and water areas. Each municipality shall draw up an up-date comprehensive plan covering the whole of the municipality's area out to the territorial boundary. The comprehensive plan must indicate the public interests which should be considered in decisions on land and water use. Further, it should state the basic features of land and water use change or conservation. It must also show how national interests according to NRA will be satisfied.

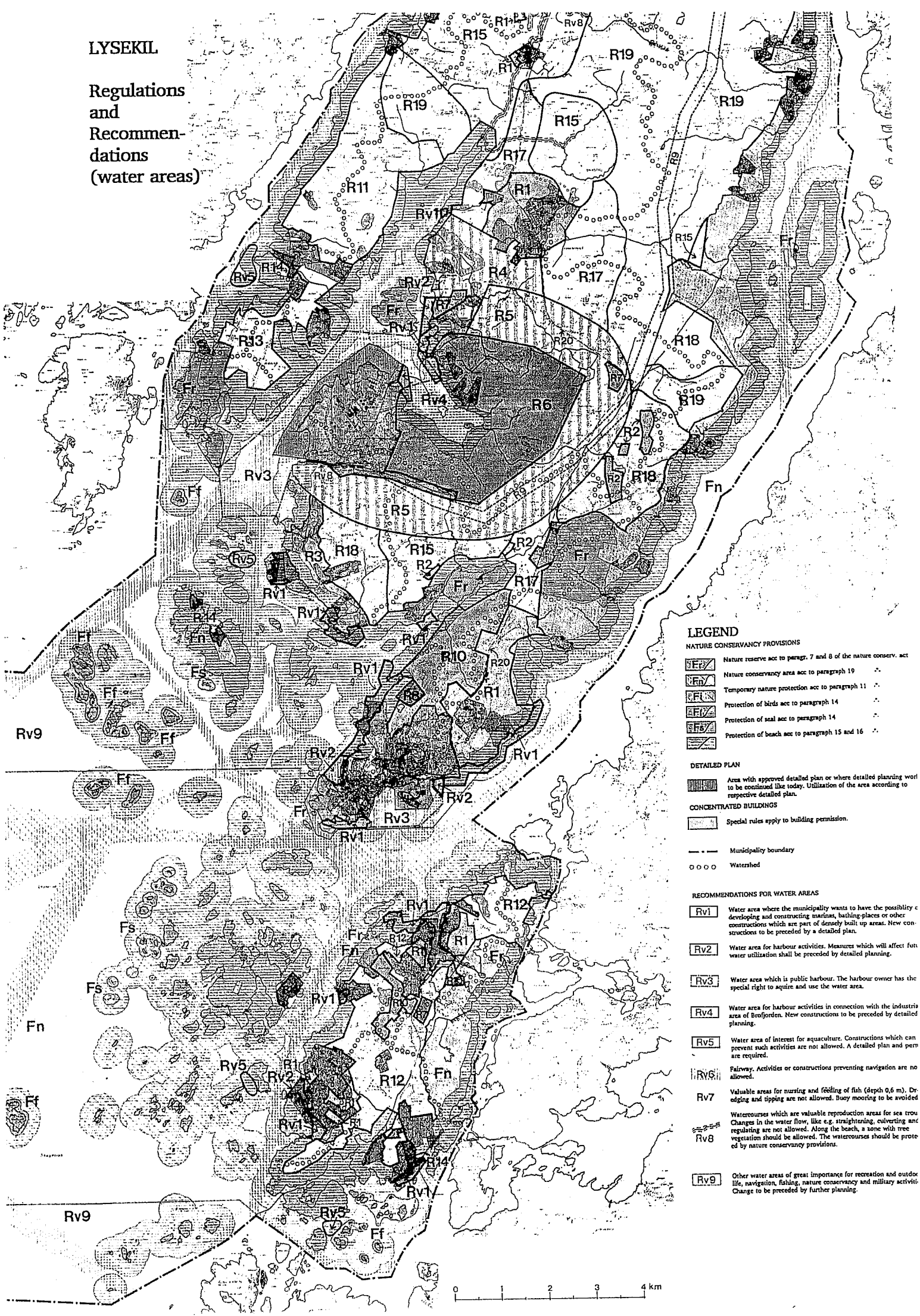
The Municipality of Lysekil is one of the municipalities which has put emphasis on coastal planning. The Comprehensive Plan of Lysekil integrates the perspectives of a number of marine sectors, analyzes conflicts and future uses of the marine areas, and provides guidelines for the future.

The following list of contents of the comprehensive planning in Lysekil related to coastal and marine sectors, resources and issues, illustrates the wideness of the local comprehensive coastal planning in Sweden. The enclosed map shows guidelines for different areas. A report on the planning in Lysekil is available in English.

Comprehensive plan for Lysekil	
<p>Contents in summary:</p> <p>Preconditions for the plan</p> <ul style="list-style-type: none"> - Legal framework - Delimitations of the planning area <p>Plan orientation and organisation</p> <ul style="list-style-type: none"> - Orientation of the Comprehensive Plan - Main issues - Organisation and planning <p>Nature and Environment in Coastal and Marine Waters</p> <ul style="list-style-type: none"> - Oceanographic conditions - Fresh water supply - Biology and biological production - Water quality - Nature and environment <p>Claims on land and water areas</p> <ul style="list-style-type: none"> - Recipient use - Development of housing - Industry and constructions 	<p>Shipping</p> <ul style="list-style-type: none"> - Nature conservation - Ancient culture conservation - Technical supply - Communications - National defence - Outdoor activities, recreation and tourism - Fishing and aquaculture <p>Comprehensive plan concerning the use of land and water areas</p> <ul style="list-style-type: none"> - Changes in the use of land areas - Changes in the use of water areas - Recommendations for the use of land areas - Recommendations for the use of water areas <p>Action programme to reduce the strain on marine environment</p> <ul style="list-style-type: none"> - National objectives and measures - Regional and intermunicipal cooperation - Municipal action programme

LYSEKIL

Regulations and Recommendations (water areas)



LEGEND

NATURE CONSERVATION PROVISIONS

- Nature reserve acc to paragr. 7 and 8 of the nature conserv. act
- Nature conservancy area acc to paragraph 19
- Temporary nature protection acc to paragraph 11
- Protection of birds acc to paragraph 14
- Protection of seal acc to paragraph 14
- Protection of beach acc to paragraph 15 and 16

DETAILED PLAN

- Area with approved detailed plan or where detailed planning work to be continued like today. Utilization of the area according to respective detailed plan.

CONCENTRATED BUILDINGS

- Special rules apply to building permission.

- Municipality boundary
- Watershed

RECOMMENDATIONS FOR WATER AREAS

- Rv1** Water area where the municipality wants to have the possibility of developing and constructing marinas, bathing places or other constructions which are part of densely built up areas. New constructions to be preceded by a detailed plan.
- Rv2** Water area for harbour activities. Measures which will affect future water utilization shall be preceded by detailed planning.
- Rv3** Water area which is public harbour. The harbour owner has the special right to acquire and use the water area.
- Rv4** Water area for harbour activities in connection with the industrial area of Brofjorden. New constructions to be preceded by detailed planning.
- Rv5** Water area of interest for aquaculture. Constructions which can prevent such activities are not allowed. A detailed plan and permit are required.
- Rv6** Railway. Activities or constructions preventing navigation are not allowed.
- Rv7** Valuable areas for nursing and feeding of fish (depth 0,6 m). Drugging and tipping are not allowed. Busy mooring to be avoided.
- Rv8** Watercourses which are valuable reproduction areas for sea trout. Changes in the water flow, like e.g. straightening, culverting and regulating are not allowed. Along the beach, a zone with tree vegetation should be allowed. The watercourses should be protected by nature conservancy provisions.
- Rv9** Other water areas of great importance for recreation and outdoor life, navigation, fishing, nature conservancy and military activities. Changes to be preceded by further planning.

0 1 2 3 4 km

The municipality's objectives for population growth, industrial growth, social services, etc, were at the same time presented in a special programme document "general pre-conditions for planning". This programme forms a necessary complement to the comprehensive plan.

The responsibility for the planning in Lysekil was in practice divided between two groups; a political leading group and a work group. The technical planning was carried out by a consultant.

The publicity process, which accompanies the drafting of the plan, means that everyone has an opportunity to influence the municipality's decision through personal contacts, interest organizations or the local political parties. The most important supervision on land and water use was exerted by the local politicians.

A number of organizations, like the fishermen organization, participated actively in the planning by expressing their interests and reviewing the plan documents.

3.4 The Swedish resource base

Sweden has a broad competence in sector coordination and integrated planning of coastal and marine areas. It includes the environmental, resource management and planning administrations at different levels, and the Centres for Marine Research of the universities. It also includes the consultancy firms.

In August 1996, commissioned by Sida, Swedmar made an inventory of the Swedish resource base for marine and coastal development and management. This inventory focusses on the following areas of competence:

- Research and development
- Infrastructure and marine technology
- Environment, environmental protection and biodiversity
- Socio-economic and institutional development
- Fisheries, aquaculture and related activities

Within each area of competence, the resource base was divided into:

- Authorities and authority functions
- Universities including institutions and centers
- Commercial companies and consultants
- Organizations and interest groups

The inventory has not been analyzed in relation to possible Sida support for coastal and marine development and management. It has also been found to be too time and space consuming to include such an analysis in this "concept paper". The result will therefore be presented (see below) only through numerical figures. Some units have competence and experiences within

The establishment of a National Marine Resources Commission

Parallel to this official report on planning needs for marine areas, the economic importance of the marine resources and the technology to develop these resources, for example oil and gas, was added to the political agenda. A support for marine industrial and technology development was prepared and later implemented.

In this period of high expectations on the "marine economy" and related to this, expected conflicts in the use of the resources, the National Marine Resources Commission (DSH) was established. Through this establishment, Sweden got a body for marine sector coordination, more than a decade before that the need of marine sector coordination came up on the Rio Agenda. The DSH included representatives from all involved ministries, the marine research and from marine industry and technology. The agenda of DSH was divided into three main parts: marine industrial development and technology, marine research, and coastal and marine planning. DSH finalized its work with an Overall Programme for Swedish Marine Activities in the 90's, even including ideas about Swedish coastal and marine development cooperation.

The different support and coordination initiatives are interesting and should be elaborated in a special report. It should be an interesting reference for other countries which intend to create bodies or arrangements for marine sector coordination. In this paper, however, due to the limited space, the experiences could only be summarized.

Experiences from the National Marine Resources Commission

The most successful part was the integration of marine issues in the municipal comprehensive physical planning. DSH initiated a number of pilot planning activities involving about ten municipalities and their county administrations. In this area, DSH could go directly ahead based on the experiences from the National Physical Planning and the established network for natural resources management and environmental protection. One can say that DSH finalized the necessary preparations in order to integrate the marine areas and sectors in the Natural Resources Act, the Planning and Building Act and the further implementation of integrated coastal planning through comprehensive physical planning at municipal level.

Initiatives, such as a "framework programme", for coordinated or integrated marine research were difficult to get acceptance for by the university society, but at last a system of "Base Laboratories" was created. This system means that the universities of Göteborg, Stockholm and Umeå have a responsibility to coordinate marine research and monitoring for specified coast-lines, and function as focal points to county administrations and municipalities within these geographical areas. The ideas of integrated marine research have now been established in these Centres for Marine Research, as they are called today, supported by funding through the National Environmental Protection Agency.

Within marine industry and technology the expectations of the "marine economy" has failed. The special marine technology programme of the National Board of Industry lost its funding and DSH could only engage the smaller companies for cooperation initiatives. A very broad initiative to promote aquaculture failed because of low profitability, the risks of the industry, and the environmental consequences of fish farming. The fish farming is at the same low level today as when DSH was active.

The establishment of DSH was only agreed by half the Parliament, and the different ministries participating in DSH, with some exceptions as the Ministry of Housing, Building and Planning, were not in favour of real coordination power for the commission. Therefore the DSH had to

more than one area. The report is available at Sida and should be most relevant in decisions on future Sida support involving the Swedish resource base.

	Authorities or parts of auth.	University institutions	Companies, consultants	Organisations, interest groups	TOTAL
Research, development	7	10	7	7	31
Infrastructure, marine tech.	10	8	21	3	42
Environment, biodiversity	6	10	21	6	33
Socio-econ. institut. dev.	3	3	12	-	18
Fisheries, aquaculture	4	2	20	4	30

4. Comments on directions for Swedish development cooperation

4.1 On-going support

After the UNCED Conference and in line with Agenda 21, focusing on actions for integrated management of coastal and marine areas, a number of guidelines for integrated planning of coastal and marine areas have been provided from UN and other organisations. A number of projects have also been initiated, so as with support from Sweden. The Swedish support has (besides the infrastructure, urban development, agriculture and forestry projects) up to now had three focuses in contents:

- the marine research cooperation, focusing on building capacity of research institutions and capability of researchers, and within a framework of integrated or coordinated marine research;
- the "environmental programmes" focusing on capacity building of environmental and planning agencies, and the establishment of integrated or coordinated management structures for sustainable coastal development;
- the production oriented development programmes (fisheries and aquaculture) focusing on food security and a sustainable use of the living resources.

The support is provided through bilateral programmes, and to a large extent through regional cooperation, both within marine research (East Africa and South East Asia) and coastal and marine management (East Africa, Wider Caribbean, and South East Asia). In addition support is provided through UN organizations such as IOC, IMO, FAO, UNEP, etc.

All three perspectives and forum of cooperation with developing countries are highly relevant to the sustainable development of coastal and marine areas, and in accordance with international guidelines and recommendations. They are also in line with Swedish experiences and the competence of the Swedish resource base. What is missing is the internal coordination between the different perspectives and support programmes. The infrastructure and urban development as well as the agriculture and forestry projects should also be included in the total picture and influence the future strategy.

4.2 Focus on marine and coastal sector coordination and capacity building at national level

General

In order to develop and protect coastal and marine areas, it is necessary to strengthen the cooperation and coordination between sectors directly or indirectly related to coastal and marine areas. This includes the participation of a number of ministries/agencies and others, which has a stake in coastal and marine affairs. The national coordination function must be recognized by all sectors and have a high position, e.g. directly under the prime ministers office. The Noordwijk guidelines have shown different alternatives of coordination functions.

It is not recommendable to support the creation of new coordination bodies without a full and guaranteed support and participation of the sector agencies. A support to coordination functions should therefore include a support to the sectoral involvement in building coordination frameworks and routines.

The experiences from the development of Swedish national physical planning and coastal and marine sector coordination show that it takes time to develop national policies and legislation that are coherent, to create coordination mechanisms that are accepted, and to develop and implement integrated coastal planning that provides for sustainable coastal development. These experiences are relevant for further Sida support, which could be organized as a cooperation between agencies in Sweden and in developing countries within the framework of a national coastal and marine management coordination initiative.

Vietnam as an illustration

The carried out and on-going national sector-oriented projects, supported by different donors, international banks and organizations, have provided knowledge and overviews of current coastal situation, although not collected and analyzed in a system, that makes it possible to make conclusions and recommendations for the coordinated use and sustainable development of the coastal and marine areas. A national coordination initiative would therefore be relevant, requested and cost-effective, using the results of already carried out activities. Vietnam has also, in contrary to most countries an established institutional organization, through which this kind of support could be canalized. The Continental Shelf Committee (CSC) has the mandate as coordinating agency for marine and to some extent coastal affairs, both at central government level and in relation to provinces. CSC chairs a Maritime Board, consisting of representatives of different coastal and marine oriented ministries, and who meet every week. CSC is not an implementing agency, and has therefore limited personnel resources.

A further support to Vietnam within coastal and marine management, based on Swedish experiences and institutional resource base as well as on earlier and on-going support, could have the following tentative focus and agenda.

- 1 Provide technical and financial support for the establishment of a coastal and marine information system within CSC. Such a system should be implemented in cooperation with different coastal and marine ministries - the members of the Maritime Board - and should directly support this function. Coastal and marine geographic information on resources, environment, available at ministries, institutions, universities, and from carried out projects, etc, should be collected and included in the system. It should not be necessary to undertake new coastal and marine surveys. Such new information should be included whenever available.

2. Provide technical assistance in analyzing the available and organized coastal and marine information (from step 1) as well as the sectoral and inter-sectoral management systems of today. Assist in the performance of geographical analyses of current and possible future conflicts, in order to promote directives, through legislation and/or planning guidelines. The perspective should be the economic development of the coastal zone, including the sustainable use of resources and protection of the environment. The overall purpose should be better living-standards for people. During this second step, it will be necessary to support the dialogue with provincial level in order to include the specific provincial coastal development aspects and priorities. Guidelines for provincial and district management and planning should be provided.

3. The first two steps could be followed by implementation at provincial and local level through integrated coastal management and planning. The provincial and district capacity in development planning, resources management and environmental protection should be strengthened. The perspective should be the creation of a decentralized planning system, bringing the decisions closer to the concerned. It is at provincial, or preferably district level, that integrated management and planning of coastal areas can be achieved, involving all socio-economic aspects, which are necessary for sustainable development of the coastal and marine areas. The experiences from the on-going Swedish support for capacity building in two provinces could be used in the preparation of this implementation phase. These provinces can serve as pilot provinces and dialogue partners in the development of guidelines and directives.

What has been illustrated is, in principle, the phases of the Swedish National Physical Planning Process. It can be summarized as a process that generated a strategy of national guidance and sector coordination leading to decentralized decision-making through enhanced capacity in integrated management/planning at local level. Vietnam has served as an illustration. The principles or steps can be used in the support to other countries.

4.3 Focus on integrated coastal area planning and development at local level

The international development cooperation within integrated coastal and marine management of today is focusing on pilot projects meant as illustrations for further local level initiatives as well as policy-making and planning at national level. But when including pilot projects in a support programme it is necessary to clearly identify the specific purpose of the pilot project(s). The concerned national policy-making agencies must clearly present how the results will be used. When including a number of sectors, stake-holders and the public in a specific area, it is necessary to make clear what will happen after the "planning". Since it is always a risk of creating high expectations on a more concrete development support, it is recommendable to discuss and decide upon these issues, before starting up the project

The ideal support for sustainable coastal management and development in a specific (local) geographic area should fulfill the following criteria:

- it should meet the necessary priorities of national/provincial level, and if it is a "pilot project", it is of fundamental importance that the policy-making agencies have a clear agenda for the further implementation of the pilot results;
- it should meet the priorities at local level bearing in mind the many interests and groups to be involved in the planning and implementation; and
- it should have a clear agenda of possible support to coastal economic and social sectors, which should follow the planning phase. Implementation through support to socio-economic development is important.

Without paying attention to these over-all orientation issues of a local project, there will be an obvious risk that the project at best will not be cost-effective or at worse will create misunderstandings and criticism of the concept of integrated planning. And it will not support sustainable coastal development. The sector perspective, and the support to prioritized sectors, would seem to be more efficient as they often lead to more visible results.

It is also advisable to simplify rather than complicate the principles and methods of integrated planning at local level. If there already exist some kind of intersectoral planning, such as land use planning, it would be recommendable to build on this planning structure and competence rather than creating something new. In principle, the steps of integrated coastal planning are as follows:

1. Formulate the focuses of the planning, taking into consideration national/provincial level priorities and mandates.
2. Create the planning organisation, including political participation, the sectoral participation and the forms of participation for organisations, stake-holders and the public.
3. Identify the main development options and long term conservancy claims and decide on the orientation of the planning or re-orientation of earlier planning
4. Undertake necessary surveys and data collection, involving representatives of different coastal and marine interests and coastal areas.
5. Analyze current situation and future possibilities, including draft zoning of the use of land and water, involving representatives of different coastal and marine sectors and coastal areas.
6. Draft complementary action programmes for sectors and areas.
7. Undertake a public discussion on the direction of future development and management of the coastal and marine areas, based on the draft plan and action programmes or revised earlier plans.
8. Decide on the plan/revised plan and action programmes, including the management structure and the means of implementation.
9. Implement the plan, including the complementary sector or action programmes.
10. Revise the plan continuously and take complementary actions to avoid possible negative feedback.

4.4 Assessment of coastal development and management initiatives

Environmental Impact Assessment (EIA) is a well-known and recognized tool for decision-making on different development projects. It is advisable to use an additional tool for the donors' decision-making on coastal programmes and projects, multisectoral as well as sectoral, in order to guarantee that they are taking into consideration e.g. necessary sector coordination and the multi-purpose use of the coastal areas. Such analyses, undertaken during a period of two to four weeks, should at least address the following aspects:

- current institutional organization and the management framework of the country, province or local area;
- on-going projects and sectoral plans under preparation or implementation;
- the sectoral and overall economy of the area;
- socio-economic and cultural conditions;
- important natural resources and the usage conflicts;
- current environmental situation and the expected future threats; and
- realistic expectations.

A checklist, based on already available technics for rapid rural/coastal appraisals, could be developed in order to make such pre-appraisals coherent. The checklist could also be enclosed to, or integrated in the Terms of Reference for appraisals.



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