

**Program Development Office  
for  
Integrated Coastal Zone Management  
(PDO-ICZM)**

**ICZM Dialogue on Conceptualization & Design  
Proceedings & Position Paper**

Working Paper  
WP008

*Compiled by*

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# ICZM Dialogue on Conceptualization & Design Proceedings & Position Paper

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## ABBREVIATIONS

AC	Advisory Committee
BARC	Bangladesh Agricultural Research Council
BBS	Bangladesh Bureau of Statistics
BRAC	Bangladesh Rural Advancement Committee
BRDB	Bangladesh Rural Development Board
BWDB	Bangladesh Water Development Board
CARE	Co-operative for American Relief Everywhere
CDS	Coastal Development Strategy
CEGIS	Center for Environmental and Geographic Information Services
CLA	Coastal Livelihood Analysis
COAST	The Coastal Association for Social Transformation Trust
CODEC	Community Development Centre
COFCON	Coastal Fisher Folk Community Network
CZPo	Coastal Zone Policy
DAE	Department of Agriculture Extension
DANIDA	Danish International Development Assistance
DC	Deputy Commissioner
DfID	Department for International Development (UK)
DG	Director General
DoF	Department of Fisheries
DSI	Decision Support Indicator
ED	Executive Director
FAO	Food & Agriculture Organisation
GoB	Government of Bangladesh
ICRD	Integrated Coastal Resources Database
ICZM	Integrated Coastal Zone Management
KB	Knowledge Base
KMTF	Knowledge Management Task Force
KP	Knowledge Portal
KPED	Knowledge Portal on Estuary Development
LCG	Local Consultative Group (of development partners)
LGED	Local Government Engineering Department
MoEF	Ministry of Environment and Forest
MoL	Ministry of Land
MoWR	Ministry of Water Resources
MP	Member of Parliament
NGO	Non Governmental Organization
NWMP	National Water Management Plan
NWRD	National Water Resources Database
PBAEP	Patuakhali Barguna Aquaculture Extension Project
PDO	Program Development Office
PDSCL	Perception of Direct Stakeholders on Coastal Livelihood
PRSP	Poverty Reduction Strategy Program
RBI	Resource Base Indicators
RNE	Royal Netherlands Embassy
SC	Steering Committee
SLF	Sustainable Livelihood Framework
TA	Technical Assistance
TC	Technical Committee
ToR	Terms of Reference
UK	United Kingdom
WARPO	Water Resource Planning Organization
WFP	World Food Program

**Abbreviation of names**

AMS	A.M.Sadeque Ahmed
ANI	Ainun Nishat
BUK	Borhan Uddin Khan
DFR	Dirk Frans
DHI	Danielle Hirsch
DKC	D.K. Chowdhury
ECH	Ehsan Chowdhury
HAL	Hassan Ali
HHU	Hamidul Haque
JSO	John Soussan
KAM	Abu M Kamal Uddin
KDW	Koen de Wilde
LCO	Luke Colavito
MAB	Md. Abdul Baten
MAK	Michael Akester
MAQ	Md. Abul Quassem
MMA	M. Mustafa Alam
MNU	Marianne Nugteren
MOH	Mohiuddin Ahmad
QKA	Q.K. Ahmed
RAF	Rafiqul Islam
ROB	Rob Koudstaal
SGO	Steve Go odbred
SHJ	Md. Shahjahan
SHO	Siemon Hollema
SHU	A.T. M. Shamsul Huda
TCM	Tim C Martin
TRO	Tim Robertson
WBU	Wil Burghoorn

## 1 BACKGROUND AND OBJECTIVES

The Dialogue consisted of a series of brainstorm and working sessions between ICZM partners in the period between September 29 and October 8, 2002. Objectives were to:

- i. *further conceptualize the ICZM approach; and*
- ii. *support the design of PDO-ICZM program for 2003.*

### *Background*

Recent government and donor initiatives in Bangladesh<sup>1</sup> have resulted in an agreement on the need and implementation of the *Integrated Coastal Zone Management (ICZM) that aims at “establishing a policy framework that defines and directs the development of the coastal zone”*<sup>2</sup> through the harmonization of government policies and their implementation. Goal is: *“to create circumstances through which the communities of the coastal area are able to cope with the multiple vulnerabilities they face and realize the zone’s development potentials”*. For the necessary inter-departmental coordination, the Government of Bangladesh has established a high powered inter-ministerial Steering Committee assisted by a Technical Committee, consisting of all relevant Heads of Departments and representatives from universities, NGOs and the civil society. In support of this initiative, a Program Development Office (PDO) for ICZM has been established under the Water Resources Planning Organization (WARPO) of the Ministry of Water Resources (MoWR). After an interim period of about one year, a three-year PDO-ICZM project started on February 1, 2002 (Netherlands and UK financing).

The main goal of the PDO-ICZM project is to structure and introduce a process of ICZM in Bangladesh. This requires that the project be executed through an effective coordination and cooperation with relevant GoB agencies. As this had been lacking during the start of the project, concern was growing that the Coastal Development Strategy (CDS) to be formulated by the project in 2004 would be based on concepts and approaches not acceptable by the partner GoB agencies. This implied that an important purpose of the Dialogue was: *to inform relevant GoB agencies on the approach and clear the ground to operationally involve selected agencies in the further development of the approach and CDS formulation.*

### *Objectives and scope of the Dialogue*

The main output of the PDO-ICZM project is the CDS, which will be based on preparatory works in the years 2002 and 2003. In the first months of 2002, the project was working on three frontiers through three corresponding task forces.

- *Task force on policy and strategy*<sup>3</sup>. This task force works on national level activities. The focus is on: (i) an analysis of coastal problems and issues; (ii) the preparation of a Coastal Zone Policy (CZPo); and (iii) an institutional and legal analysis of the shrimp sector.

<sup>1</sup> Compiled in ‘Previous Initiatives and Base Conceptual Documents’ (WP 001, PDO-ICZM, May 2002).

<sup>2</sup> Concept Note & Development Process on Integrated Coastal Zone Management, Joint Donor Identification Mission IDA/NEDA/WFP, March 1999.

<sup>3</sup> Renamed from task force on policies, as suggested during the Dialogue.

- *Task force on livelihoods.* On “community level”, a household perception survey has been executed which is expected to result in a coastal livelihood analysis (December 2002)). Further, a proposal is made on how to approach the “enabling institutional environment” and a ToR is in preparation for a stakeholder consultation (DfID component).
- *Task force on knowledge base.* Activities relate to: a proposal for the Integrated Coastal Resources Database (ICRD); the development of a framework of a system of indicators; an inventory of projects and programs in the coastal zone; and a proposal on knowledge management (DfID component).

The Dialogue was organized in three work groups, which reflected these task forces. These work groups were expected to produce concrete outputs contributing to PDO-ICZM’s work. The *specific objectives* of the proposed series of brainstorm sessions and work shops/seminars were:

- ◇ to review the results of the activities so far;
- ◇ to develop ideas and make suggestions on the scope and contents of the CZPo and CDS;
- ◇ to propose and elaborate methodological approaches; and
- ◇ to contribute to the work plan 2003, which is properly tuned to the expectations and possibilities of the Bangladesh government and donor agencies.

The Dialogue brought together: the PDO and WARPO project staff; relevant national and international consultants; and representatives of GoB partner agencies. The Dialogue consisted of structured and output-oriented working sessions around specific topics (policies; livelihoods and knowledge base), integrated through a few plenary sessions. These plenary sessions were held to open and close the Dialogue. These sessions also provided the required interaction between and among the work groups. A national seminar was scheduled at the end of the Dialogue to inform decision-makers of key outside agencies but could not be organized due to procedural delays.

The Dialogue overlapped and interacted with a work session for the design and development of a Knowledge Portal on Estuary Development, which took place between October 1 and 11 (organized by CEGIS).

#### *Structure of the Working Paper*

In this working paper, an attempt has been made to summarize the discussions generated during the Dialogue. It was never an intention to document all the discussions made. Only the salient features, especially outcomes, of plenary and working sessions have been documented. The position paper, included here, highlights the conceptual development and priorities with more clarity.

Following this introductory background, Chapter 2 provides a revised program of the Dialogue. In Chapter 3 discussions are summarized, while in Chapter 4 an overview is given of the outcome of the Dialogue.

A position paper, explaining ICZM and the PDO project, revised after its presentation at the concluding plenary session, along with reformulation of the outputs, is included in Annex A.

A list of participants is provided in the Annex B.

## 2 PROGRAM

Date and time	Activities		
Sunday, Sep 29	<b>PLENARY</b> Moderator (JSO)		
9:30 – 12:30 AM	<ul style="list-style-type: none"> <li>• Opening Director, WARPO</li> <li>• ICZM/PDO and Dialogue introduction (ROB)</li> <li>• Methodological framework (ROB)</li> <li>• Presentation task force activities and results (RAF, MOH, ROB)</li> </ul>		
2:00-4:30 PM	<b>TECHNICAL SESSION</b>		
	<b>POLICIES</b> <i>Session on issues &amp; problems (SHU)</i>	<b>LIVELIHOODS</b> <i>Session on HH perception survey (DFR)</i>	<b>KNOWLEDGE BASE</b> <i>Session on introducing knowledge base (ROB)</i>
9:30 – 12:30 AM	<ul style="list-style-type: none"> <li>• Introduction on problems and issues in the coastal zone (RAF)</li> <li>• Discussions</li> </ul>	<ul style="list-style-type: none"> <li>• Results of HH perception survey (MOH)</li> <li>• Key questions and work plan for next sessions (DFR)</li> </ul>	<ul style="list-style-type: none"> <li>• DFID's approaches (TRO)</li> <li>• Key questions and work plan for next sessions (TCM)</li> </ul>
2:00 – 4:30 PM	<b>PLENARY:</b> Concluding panel discussion; elaborate on national panel discussion (JSO)		
Monday, Sep 30	<b>POLICIES</b> <i>Session on institutional and legal arrangements (RAF)</i>		
9:30 – 12:30 AM	<ul style="list-style-type: none"> <li>• Present status (SHU)</li> <li>• Case study approach (RAF)</li> <li>• Shrimp case study (MAQ/BUK)</li> <li>• Discussions</li> </ul>	<b>LIVELIHOODS</b> <i>Session on coastal livelihood analysis, report and recommendations (HAM)</i>	<b>KNOWLEDGE BASE</b> <i>Session on indicators and knowledge gaps, structure and purpose(TCM)</i>
2:00 – 4:30 PM	<b>POLICIES</b> <i>Session on institutional and legal arrangements (SHU)</i>	<b>LIVELIHOODS</b> <i>Session on thematic and pilot studies, proposals (WBU)</i>	<b>KNOWLEDGE BASE</b> <i>Session on Vulnerability, food insecurity, experience of WFP (ROB)</i>
Tuesday, Oct 1	<b>POLICIES</b> <i>Session on ICZM and harmonization (SHU)</i>		
9:30 – 12:30 AM	<ul style="list-style-type: none"> <li>• Overview and bottlenecks (KDW)</li> <li>• Actors and levels national and local levels; public and private sectors?</li> <li>• Discussion on approaches.</li> </ul>	<b>LIVELIHOODS</b> <i>Session on local level institutional environment, enabling environment and stakeholder consultation (SHJ)</i>	<b>KNOWLEDGE BASE</b> <i>Session on data collection issues (RKI)</i>
	<ul style="list-style-type: none"> <li>• Introduction (SHJ)</li> <li>• Presentations (MOH)</li> <li>• Discussion</li> <li>• Conclude proposal (MOH)</li> </ul>	<ul style="list-style-type: none"> <li>• Presentation NWRD (EHC)</li> <li>• Presentation ICRD (HAL)</li> <li>• Surveys (DANIDA, CARE)</li> <li>• Screening ICRD approach</li> <li>• Drafting conclusions and recommendations</li> </ul>	

Date and time	Activities		
<b>2:00 – 3:00 PM</b> <b>4:00 – 5:00 PM</b>	<b>POLICIES / LIVELIHOODS JOINT SESSION</b> <i>Session on enabling institutional environment at local level (KDW)</i> <ul style="list-style-type: none"> <li>• Overview (MOH/KDW)</li> <li>• Policy linkage (SHU)</li> <li>• Methodology to ensure local level participation: institutional, legal &amp; policy requirements and perspectives (MOH/KDW/SHU/ JSO)</li> </ul>		
<b>3:00 – 4:00 PM</b>	<b>PLENARY</b> <i>Session on Poverty Reduction Strategy Programme (ROB)</i> <ul style="list-style-type: none"> <li>• Presentation (Dr. M. Mujeri, BIDS)</li> <li>• Discussion</li> </ul>		
Wednesday, Oct 2  <b>9:30 – 11:30 AM</b>	<b>POLICIES</b> <i>Session on CZPo (SHU)</i> <ul style="list-style-type: none"> <li>• Status of implementation (DKC)</li> <li>• Introducing the outline (SHU)</li> <li>• Discussion on the outline</li> <li>• Steps in drafting the CZPo</li> </ul>	<b>LIVELIHOODS</b> <i>Session on livelihood development indicators, equity and gender (MNU)</i> <ul style="list-style-type: none"> <li>• Introduction (MNU)</li> <li>• Presentations (KAM)</li> <li>• Discussion</li> <li>• Propose indicators (MNU)</li> </ul>	<b>KNOWLEDGE BASE</b> <i>Session on project inventory (KAM)</i> <ul style="list-style-type: none"> <li>• Presentation (AMS)</li> <li>• Discussion</li> </ul>
<b>11:30 – 12:30 AM</b>	<b>PLENARY</b> <i>Session on Livelihood Frame (ROB)</i> <ul style="list-style-type: none"> <li>• Presentation (JSO)</li> <li>• Discussion</li> </ul>		
<b>2:00 – 4:30 PM</b>	<b>POLICIES</b> <i>Session on work plan (RAF)</i> <ul style="list-style-type: none"> <li>• Introducing proposed plan 2003 (RAF)</li> <li>• Discussion</li> </ul>	<b>LIVELIHOODS / KNOWLEDGE BASE JOINT SESSION</b> <i>Session on knowledge management and portals (ROB)</i> <ul style="list-style-type: none"> <li>• Portal design estuary development (SGO)</li> <li>• Portal design on socio-economic conditions (DHI)</li> <li>• Drafting conclusions and recommendations (TCM)</li> </ul>	
Thursday, Friday and Saturday ( Oct 3, Oct 4 & Oct 5) No program			
Sunday, Oct 6  <b>9:30 – 12:30 AM</b>	<b>LIVELIHOODS (MOH)</b> <i>Session on Work plan</i> <ul style="list-style-type: none"> <li>• Discussion proposed work plan 2003</li> </ul>		<b>KNOWLEDGE BASE</b> <i>Session on Work plan</i> <ul style="list-style-type: none"> <li>• Discussion proposed work plan 2003</li> </ul>
<b>2:00 – 4:30 PM</b>	<b>PLENARY</b> <i>Concluding Session (SHU)</i> <ul style="list-style-type: none"> <li>• Conclusions and protocol on main issues, findings of the Dialogue and recommendations</li> <li>• The Position Paper (JSO)</li> <li>• Work plan 2003 (ROB)</li> <li>• Discussion</li> </ul>		

### 3 DISCUSSION SUMMARY

#### 3.1 Plenary sessions

##### *Plenary session I: opening*

*Sunday, 29<sup>th</sup> September, 0930-1230 hrs*

*Chair: Director, WARPO      Moderator: JSO      Presentations: ROB; RAF; MOH*

- Mr. H.S.M. Faruque, Director, WARPO, welcoming the participants, described the exercise a timely step. He assured all-out co-operation.
- Mr. Rob Koudstaal explained the general methodological development and specified the requested outputs from the technical session.
- The three task force leaders elaborated activities and the progress made so far.
- It was made clear that there is a distinction between strategy and master plan and that the planned output is a strategy and not a traditional master plan.
- Questions were raised about absence of a seaward boundary.
- The governance issue should be addressed explicitly when recommending interventions.
- The draft NWMP leaves room for detailed planning for the coastal zone to PDO-ICZM initiative.
- Practical approaches have to be found how to capture community needs and attitude and harness community capacity.
- Guidelines can be used as means of harmonization.
- The involvement of government agencies is crucial but they need to benefit from participation in ICZM.
- The lead ministry has to take initiatives to bring government agencies together.

##### *Plenary session II: interim PRSP*

*Tuesday, 1<sup>st</sup> October, 1500-1600 hrs*

*Chair: ROB      Presentation: Dr M. Mujeri, BIDS      Attendance: 32*

- The background, rationale, perspective, methodologies, present status and future directions and working plan were explained.
- PRSP is seen as an important vehicle to implement ICZM also.
- The distinction with similar exercises in other countries is that the interim PRSP is a home grown process and being developed by Bangladesh with its own resources.
- An extensive consultation (61 in total) is the key strength of the document.
- The coastal zone has been identified in the document being one of the priority areas.
- Emphasis on a systematic approach to monitoring: indicator framework, institutional mechanisms and differentiation for social groups, gender and religion.

- Cooperation in developing indicator frameworks for ICZM and PRSP was felt necessary.
- Open discussion after the presentations decided that knowledge management was essential to support policy and strategy development. There should be a knowledge management strategy as an integral component of the CDS.

***Plenary session III: Sustainable Livelihood Framework (SLF) Model***

*Tuesday, 2nd October, 1130-1230 hrs*

*Chair: ROB*

*Presentation: JSO*

*Attendance:*

- A detailed presentation explaining the model was made. The participants conceived the framework as a tool for analyzing livelihood conditions.
- There was some confusion about categorization of assets. Emphasis was laid to use standardized categories. It was reiterated that SLF was an analytical tool for understanding the household level situation. But households are often vulnerable due to a host of exogenous conditions beyond their control. So it was necessary to understand how households adjust or cope with the vulnerability context and develop its resilience.
- Discussion centered around the core issue of livelihood enhancement. It was emphasized that this issue should be the driving element in all activities and outputs of ICZM. Hence, it is essential to internalize the concept of SLF in the project. A coastal livelihood analysis (CLA) would enable fostering this understanding and internalization.

***Plenary session IV: Wrap up and conclusions***

*Tuesday, 6th October, 1400-1630 hrs*

*Chair: SHU*

*Presentation: ROB*

*Attendance:*

- Dialogue considered successful: concepts better defined; recommendations to improve working procedures; and many ideas and contributions to concrete activities (see Section 4).
- Main draw back was absence of GoB agencies; this will require major attention.
- A first “translation” was made from work group findings to impacts on outputs of the PDO-ICZM project.
- More integration needed between components of PDO work.

### 3.2 Policy & strategy work group sessions

#### *Session on issues & problems*

*Sunday, 29<sup>th</sup> September, 1400-1630 hrs*

*Chair: SHU;*

*Presentation: RAF*

*Attendance: 12*

- All issues were regarded as important. A problem to some is an opportunity to others.
- Total and comprehensive picture of the problems and opportunities is important. 'Issues & Problems' and 'Policy' documents should record a total picture.
- However, clustering of issues should be done. Two suggestions, macro and micro levels issues & problems or differentiating on sub-zonal levels.
- Prioritization of issues should not be done at this stage. This forum was found not to be the right place to tackle prioritization - wider consultation is needed. Prioritization should be based on agreed principles/criteria.
- Livelihood should not be the only principle of prioritization. Growth of private sector, investment opportunities like tourism, etc., should also receive due attention. National priorities should be considered.
- No new activity on 'issues & problems' for 2003.

#### *Session on institutional & legal arrangements*

*Monday, 30<sup>th</sup> September, 0930-1130 and 1400-1600 hrs*

*Chair: RAF*

*Presentations: SHU; RAF; MAQ; BUK*

*Attendance: 12*

- Institutional problems are generally both externally and internally generated.
- Institutional reforms work slowly. Eight different service commissions were made but required dynamism not created.
- Continuous training is an important mechanism for creating dynamism and capacity building but seldomly receives attention.
- Lack of clarity on mandates of departments resulted in jurisdictional infringements and inter-departmental conflicts. While proposing institutional and legal arrangements, this aspect should be given due attention.
- National resource allocation to an initiative like ICZM can be channeled through 'Programme Fund of the Planning Commission' instead of MoWR. There are examples.
- Motivation, need and benefit in participation of different agencies in the ICZM program has to be clearly spelled out and explained. This is not clear at this stage. PDO needs to get a backing of government and donors of those 'motivation statements'.
- Maritime boundary issue and international obligations should be an integral part in an 'institutional and legal arrangement' document.
- Approach of case studies was introduced and summary findings of the shrimp case study were presented. It was realized that the summary did not capture critical and informative results

contained in the report. It was also realized that the ToR was not focused. Proper supervision/monitoring required.

- ◇ Lack of clarity of mandates of the departments became obvious. On shrimp issues, institutional and legal arrangements were dealt more by others (MoL) than DoF.
- ◇ Need for zonation and a land use planning became very obvious from the study. Institutional and legal arrangements needed to be developed.
- ◇ Involvement of the private sector was seen as important for sustainable growth of the shrimp sector, however, social protection would be needed for households in transition.
- Initiation of a second case study should be done only after:
  - ◇ the preparation of an outline of the document 'institutional and legal arrangements'; and
  - ◇ evaluation of the results of the shrimp case study to fulfill the need of the required document.

If and when a second case study is initiated, the title should be changed from 'land development' to 'land development of newly accreted lands'.
- The need for scrutiny of ToRs and quality control of reports was felt. The role of Advisory Committee (AC) in this should be improved.
- The basic philosophy of harmonization and co-ordination, as agreed, should be based on:
  - ◇ common planning;
  - ◇ parallel implementation; and
  - ◇ strong co-ordination.
- Information sharing with Members of Parliament (MP) of the coastal area was considered crucial for mainstreaming ICZM in the national process. Strong emphasis was needed on public awareness/relation on the PDO and its activities.

### ***Session on ICZM & harmonization***

*Tuesday, 1<sup>st</sup> October, 0930-1130 hrs*

*Chair: SHU*

*Presentation: KDW*

*Attendance: 12*

- A distinction was made between harmonization at national level for policies and regulations and co-ordination at field level for implementation.
- Harmonization between sectoral plans was also found important. Coastal Development Strategy (CDS) should be harmonized with NWMP.
- Ownership question of CZPo, CDS and PDO was raised. A decision regarding this is important to start harmonization discussion. Can MoWR -- already owning National Water Policy -- be the owner of another policy such as CZPo?
- It was informed that a parliamentary standing(?) committee on 'coastal zone' existed before. The group suggested investigation for its revival.
- The present setup and co-ordination mechanism of the PDO was explained and discussed. The concepts of task forces and focal points were appreciated.
- Concerns were raised on non-constitution of the Steering Committee (SC) and unusual delay in holding Technical Committee (TC) meetings. It was informed that the TC meeting would be held shortly.
- Need for revision of the TC was expressed. Downsizing of the TC suggested.

- It was expressed that the present capacity of WARPO is only adequate to provide managerial support to PDO-ICZM and not technical support. This makes the present capacity of the consultant team of the PDO very limited.
- The continued need for the AC is felt. However, a review of the present composition and mode of operation of the AC should be considered.
- Attention was made to a quotation from the Project Memorandum (DFID/RNE, May 2002) that *'It is widely agreed that PDO is a temporary secretariat with responsibility for the design initiative of the ICZMP. Decisions regarding the 'long-term institutional focal point' should be made towards the conclusions of this phase'*. It was agreed that a discussion on the alternatives should start already now.
- WARPO, despite its limited capacity, can be considered one of the long-term focal points. It was proposed that a perception survey of participating agencies be initiated. This should be done by initiating public awareness /relation on the PDO and its activities.
- Private sector involvement should be pursued through consultation. Procedures followed in 'good examples of joint executions' should be assessed.

### ***Session on Coastal Zone Policy (CZPo)***

*Wednesday, 2nd October, 0930-1130 hrs*

*Chair: SHU*

*Presentation: DKC; SHU*

*Attendance: 13*

- Preliminary results of the on-going study 'Policy Implementation Status' were presented. Presented results seemed very general in nature and lacked critical analysis. It was explained that such an analysis would be done once the study is completed.
- The need for focused ToR and quality control again surfaced.
- The outline of the CZPo was presented. Specific suggestions were made for revision.
- It was suggested that an annotated outline with slightly more description is prepared before its release for wider circulation.
- It was agreed that this document, as a draft, is presented in a national seminar for discussion before formally presenting it to the TC for review. This process should be completed by December 2002.
- The formal drafting of the CZPo should be assigned to a select group. The time schedule, as discussed, was that a 1<sup>st</sup> draft be ready by February 2003 and a 2<sup>nd</sup> draft by June 2003.
- During July-December 2003, the draft CZPo should be processed through a review process by presenting it in regional meetings, national select groups like chambers, all departments, MPs, civil society, NGOs, development partners (LCG). The target was fixed as to hand over a final draft to the government by December 2003.
- Concern still remained as how to label and establish the CZPo as a multi-sectoral document.
- It is suggested that before taking such documents to the public, 'media campaign on the project' was done beforehand. This would make public more attentive. This would be needed also at the ministry level.

***Session on work plan 2003****Wednesday, 2nd October, 1400-1600 hrs**Chair: RAF**Presentation: RAF**Attendance: 9*

- Pages from Work Plan 2002 were circulated as an example and bar chart explained.
- Activities and bar chart of the Work Plan 2003 were agreed based on discussions held in previous work sessions.
- It appeared that the 'Coastal Profile' would not be completed by December 2002, as planned. It was rescheduled in March 2003, provided WARPO inputs would be available.
- A question was raised about the component 'Priority Investment Program'. The group strongly felt that the component, henceforth, be attached to the policy taskforce. It was recognized that this component, so far, did not receive much attention.
- The first need identified was to develop and agree on a set of criteria for setting up priorities.
- It was suggested that the interest of all government agencies could be pulled around preparation and development of the 'Priority Investment Program'.
- The group suggested that provision of 'attendance allowance' is a must to bring real attendance in TC and other meetings.
- The PDO should take the same motto as in PRSP that 'all routes matter'. Promoting investment environment can also ensure sustainable livelihood.

**3.3 Livelihood work group sessions*****Session on PDSCL survey report****Sunday, 29 September, afternoon**Moderator: DFR**Presentations: MOH; DFR**Attendance: 12*

- Better understanding of coastal livelihoods would be needed.
- Livelihoods do not correspond to occupations only, but include people's living conditions in totality.
- In order to understand household situations, the local environment should also be taken into consideration.
- There were questions whether household assets had been put under the right heading or not.
- Wealth classes should be defined clearly.
- Some suggested that perceptions of 100 households were not enough to understand livelihood issues.
- The report needed further analysis and should be disseminated.

***Session on coastal livelihood analysis****Monday, 30 September, morning**Moderator: HAM**Presentation: MOH; DFR; HAM**Attendance: 13*

- The coastal livelihood analysis is one step of analysis further from the PDSCL survey report.
- Only an outline had been prepared and the draft was still in a very preliminary stage.
- Selection of livelihood indicators is necessary.
- There are many occupational groups. Only major livelihood patterns had been elaborated in the analysis.
- “Livelihood” should not be regarded as an isolated component. It should be the core of all activities in ICZM.
- Studies and interventions should be need-based. They should be linked to the findings of the perception survey.

***Session on thematic and pilot studies****Monday, 30 September, afternoon**Moderator: WBU**Presentation: MOH; WBU**Attendance: 13*

- Existing studies should be explored and used for conceptualization.
- A structured review of existing studies was found necessary.
- The PDO was found not to have enough staff to undertake too many studies.
- Partners might undertake these studies with facilitation from the PDO. Partnership might be sought from amongst the government departments (LGED, BRDB, DAE, DoF) and NGOs (BRAC, CARE, CODEC, COFCO, COAST).
- Studies should be need-based and should lead to action.
- It was found necessary to study the social context under which people live.
- There was also felt need for studies on issues where more in-depth understanding would be required, as well as on processes related to institution building.

***Session on enabling institutional environment and stakeholder consultation****Tuesday, 1 October, morning**Moderator: SHJ**Presentation: MOH; SHJ**Attendance: 14*

- The livelihood group was concerned about the local level institutional environment.
- The local level was defined as the level of district and below.
- A review and analysis of the local level institutional environment was found necessary for formulating questions for stakeholder consultation.
- It would be useful to include stakeholder consultation at the village level.

- Stakeholder consultation could be planned at the union level as local government functions only at that level.
- Political parties might be considered as a stakeholder.
- Stakeholder consultation was regarded as a painstaking and time-consuming process. It was suggested not to start unless it continues for a reasonable period.
- Stakeholder consultation was considered necessary to understand people's priorities.
- The full support of government agencies was needed to the idea of stakeholder consultation. The cooperation of the government was regarded as essential. Involvement of the Ministry of LGRD&C was considered extremely relevant in this respect.
- The proposal of stakeholder consultation at the local level was considered as both ambitious and challenging. Sufficient financial resources should be ensured before embarking.

### ***Joint Session with policy group on enabling institutional environment***

*Sunday, 1 October, afternoon*

*Moderator: KDW*

*Presentation: MOH; KDW; SHU*

- The context of 1999 when ICZM was conceptualized has changed in last three years. The modes and approaches related to stakeholder consultation needs to be reviewed.
- It is important to understand people's perspectives and views on development interventions. This can be done through stakeholder consultation at the local level. It has been observed that people take care of structures built by them, but often do not maintain structures built by other agencies. It seems that many of these structures are imposed on the people without consulting them and afterwards they are asked to maintain them. This top down approach does not work any more.
- There are criticisms about investment projects, as many of these have not delivered any benefit to the poor. Many projects failed as these were implemented without considering appropriate institutional arrangements at the local level, so that benefits can accrue to the poor. Still there is growing demand for investments. Unless there are facilitating institutional arrangements for participation and benefit sharing, investments won't bring any fruitful result.

### ***Session on livelihood development indicators, equity and gender***

*Wednesday, 2 October, morning*

*Moderator: MNU*

*Presentation: KAM; MNU*

*Attendance: 14*

- The purpose of indicators was explained as to develop an assessment framework for interventions/projects.
- The existing list of indicators developed by the PDO was found long and complex. There should be identification of some key indicators.
- It was necessary to have a mix of quantitative and qualitative indicators.
- Gender indicators should provide "measures" for reducing gender gap.

***Session on work plan****Sunday, 6 October, morning**Moderator/presentation: MOH**Attendance: 14*

- PDO might develop a guideline and methodology for perception survey for general use.
- Studies should be need-based and action-oriented. It was difficult to ascertain in which areas and on which issues studies would be undertaken. This should result from the conclusions of the CLA.
- There should be a structured review of all available studies. PDO should collect and maintain gendered data and studies.
- Stakeholder consultation should be pursued as a means to develop partnerships at the local level. The proposal should be reformulated based on resources available. It was informed that the consultation would be implemented by NGOs.

**3.4 Knowledge management work group sessions*****Session on knowledge base****Sunday, 29<sup>th</sup> September, 1400-1630 hrs**Chair: ROB**Presentation: TRO; TCM**Attendance: 10*

- Tim Robertson, DFID introduced the purpose and scope of knowledge management and the perspective of DFID in this regard. He made it explicit that knowledge management should focus on livelihood issues following the SLF model.
- The main purpose was to collect and disseminate knowledge to justify interventions that would bring positive results in reducing poverty and enhancing livelihood quality.
- Knowledge management should facilitate policy makers and donors in understanding the requirement of funding: why they have to fund what where and when. This should be in terms of their criteria and interest and should create broad understanding for and justify their decision to the “public”.

***Session on indicators and knowledge gaps****Monday, 30<sup>th</sup> September, 930-1230 hrs**Chair: TCM**Presentation: ROB**Attendance: 14*

- ROB presented the methodology in indicator development. He concentrated on following aspects:
  - \* substantiating the SLF: categories of well being;
  - \* mapping vulnerabilities;
  - \* differentiating between indicators for national policy and for implementation;
  - \* equity measures;
  - \* gendered indicators; and
  - \* operationalizing: linking to surveys and secondary data: BBS; DANIDA; WFP

- Following was decided:
  - ◊ the general framework developed for indicators was acceptable;
  - ◊ household well-being (income, assets, vulnerabilities, equities, gender empowerment), sustainable environment issues and integration in to national development were the decision support indicators (DSI);
  - ◊ the resource base indicators (RBI) represented the key resource bases including the characteristics, dimensions, variability that provided the vulnerability context;
  - ◊ the indicators should be defined for different levels, viz. national or regional level, project implementation level and community level; and
  - ◊ the indicator dimensions should be made explicit in the framework matrix.

### ***Session on vulnerability, food insecurity and experience of WFP***

*Monday, 30<sup>th</sup> September, 1400-1630 hrs*

*Chair: ROB*

*Presentation: SHO*

*Attendance: 14*

- The presentation concentrated on food security aspects and the food insecurity mapping.
- The food security was explained to relate to food availability, access to and utilization of food.
- Mapping of referred to area-wide averages; within the area, the distribution of food-unsecured groups had to be found out locally

### ***Session on data collection and ICRD***

*Tuesday, 1<sup>st</sup> October, 930-1200 hrs*

*Chair: RKI*

*Presentations: HAL; ECH; MAK; LCO*

*Attendance: 15*

- ICRD should be in linked to the NWRD and should be broader in terms of housing data and information to accommodate the wider perspective of coastal development, compared to water resources only.
- The intended ICRD web-enabled system would allow others to interact.
- NWRD status, quality, experiences and the strategy were explained and cross-checked with the requirements of the ICRD.
- PBAEP base line survey modalities and overall DANIDA vision and activities were presented.
- PBAEP base line survey results were presented. It was found that the information and data accumulated could be organized following the SLF model.

### ***Session on project inventory***

*Wednesday, 2<sup>nd</sup> October, 930-1200 hrs*

*Chair: KAM*

*Presentation: AMS*

*Attendance: 15*

- 'Inventory of projects' should also include all the projects completed or on-going by the NGOs.

- It was suggested that the listing of the NGOs working in the coastal zone including their activity should be collected from the DC.

***Joint Session with Livelihood group on knowledge portal***

*Wednesday, 2<sup>nd</sup> October, 1400-1600 hrs*

*Chair: ROB*

*Presentation: Steve Goodbred*

*Attendance: 15*

- Knowledge portal (KP) should enable to house knowledge in addition to data and information (qualitative information).
- Dissemination, preferably, should be through the Web at the local, national and international level.
- After concluding the KPED, a knowledge portal for livelihoods should be designed and developed.



#### 4 OVERVIEW OF THE OUTCOME OF THE DIALOGUE

Achievements and recommendations of the Dialogue were of three types: the conceptualization of ICZM and the livelihood approach; the structure and functioning of the PDO-ICZM project itself in the GoB and donor environment; and concrete activities to be taken up in 2003.

Main issues under these headings are summarized below.

i. **Conceptualization of ICZM and the livelihood approach.** The Dialogue resulted in drafting a position paper (Annex A), which implies the following important changes in executing the project:

- ◇ reviewing of concepts of harmonization and enabling environment resulted in reformulation of output 5 (enabling environment) and its relation to outputs 4 (livelihoods) and 2 (policy);
- ◇ not only poverty should be taken as criterion, also economic development;
- ◇ vulnerability was accepted as the key livelihood and poverty issue during this phase of the project, which is reflected in the elaboration of the livelihood analysis and indicator development;
- ◇ knowledge management was considered as a genuine component of a CDS;
- ◇ efforts were needed to give district level a focus; high interest and possibilities were expected for a further development of an enabling environment; and
- ◇ targeting was accepted on (tentative):
  - \* regions (in order of priority): Greater Noakhali; Barguna /Patuakhali; SW region/Ganges dependent area; Chittagong Coast; islands;
  - \* disadvantaged groups: fisher; rural wage laborers; urban wage laborers; small farmers; and
  - \* issues: shrimp; land development.

ii. **PDO, its environment and working procedures:**

- ◇ high concern was expressed that the project was acting in a vacuum and a series of activities was suggested to create a GoB-home for the project and revive the momentum of 1999:
  - \* involve WARPO staff effectively;
  - \* operationalize the mechanism of TC and SC;
  - \* analyze about the most adequate home-base for ICZM;
  - \* analyze the possibilities for a project supervisory committee;
  - \* establish focal points with members of the TC; and
  - \* make funds available for GoB contributions to the PDO project through the proposed professionals on deputation and members of the task forces;
- ◇ more emphasis should be given to the integration aspect;
- ◇ role and interaction with advisory committee should be reconsidered;
- ◇ considered the proposal for the establishment of a livelihood forum;
- ◇ capacity of the project was found insufficient and means should be found to expand the project on the condition that GoB was moving forward in creating the required home-base; and
- ◇ linking to the PRSP (The PRSP aims at establishing a 3-year rolling planning and implementation procedure, replacing the 5-year planning mechanisms). It might provide an umbrella framework for the CDS and corresponding investment proposals, while these proposals might provide operational procedures for an integrated implementation of a PRSP in a vulnerable, underdeveloped but resourceful part of the country. A need

for immediate cooperation was identified for the joint development of a systematic monitoring approach, based on a compatible set of indicators.

- iii. *A host of concrete activities* for the end of 2002 and 2003 was identified. The main ones were:
- ◇ set up of a series of concept notes (intervention concept papers) to become part of a CDS;
  - ◇ advance the formulation of a CDS alongside the CZPo;
  - ◇ produce an encompassing document on enabling institutional environment (activity under a reformulated output 5);
  - ◇ shrimp study to be completed and subsequently assessed on its value for the ICZM process; the decision on the proposed next study on land-development should be based on this assessment;
  - ◇ the CZ profile should be upgraded, aiming at a full fledged GoB publication;
  - ◇ the analysis of coastal livelihood conditions should be completed with secondary data and should include a section on gender before distribution;
  - ◇ Boyer Char and KJ area case studies are confirmed as important contributions to the learning and developing process for institutional arrangements;
  - ◇ pilot and thematic studies need better specification and embedding in the overall study (leading to filling knowledge gaps and preparing for implementation, respectively); and
  - ◇ more attention to be given to reviewing existing studies and literature (gender, livelihoods, vulnerability profile);
  - ◇ issues and problems to be made exhaustive
  - ◇ link to PRSP (strategy formulation and indicator development)
  - ◇ in addition to integrate a gender focus in all relevant ICZM activities, explicit gender activities should be considered to support the formulation of a pro-gender CDS

## ANNEX A. POSITION PAPER AND REFORMULATED OUTPUTS

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## POSITION PAPER AND REFORMULATED OUTPUTS

The purpose of this document is to explain ICZM (what-why and how?) and introduce the PDO's role and approach in introducing ICZM in Bangladesh. The basis for the position paper is the 1999 paper by the GoB secretaries [GoB, 1999], with the approach set out there supported by the 1999 joint donor report [PDO-ICZM, 1999], the PDO's ToR and other reports since. This establishes the character of the approach to coastal development (Section 1), defining the output of the PDO-ICZM project in terms of three key stages (Section 2: policy; strategy; and priority investments) and three cross-cutting themes (Section 3: livelihood capacities; institutional environment; integrated knowledge base). It also is the basis for structuring the outputs of the project and explaining why the outcome is not a traditional master plan (Section 4).

### 1 ICZM IN THE BANGLADESH CONTEXT

#### 1.1 What is ICZM?

The 1999 GoB Policy Note on ICZM [GoB, 1999], prepared following a joint multi-ministry initiative, provided a characterization of ICZM that has been the basis for the subsequent approach to coastal development:

*“ICZM offers a means of balancing the competing demands of different users of the same resource and of managing the resources to optimize the benefits that is consistent with the country's goals....it has to prove to be an effective general framework for dealing with conflicts arising from interactions of the various uses of coastal areas. It aims at co-ordinated development and management.”*

The 1999 Policy Note identified the issue of poor departmental co-ordination one of the key challenges for coastal development and defined four stages for coastal development programs:

- ◇ policy formulation;
- ◇ strategic planning;
- ◇ program development; and
- ◇ implementation.

This structure provides the basis for identifying the key products that should be delivered through the PDO-ICZM project: the *Coastal Policy*, the *Coastal Development Strategy* and the *Portfolio of Priority Activities* that will then be taken up for implementation by the relevant agencies.

The 1999 Joint Donor Identification Mission Concept Note complemented the GoB Policy Note, elaborating in particular on what is meant by ICZM in the Bangladesh context: *“ICZM must be a dynamic process for a dynamic place, for one of the defining features of the coastal zone is the speed and variability of change”*.

These GoB policy note and the Mission's concept note established the overall goal of coastal development: *to create conditions in which the development of sustainable livelihoods and the integration of the coastal zone into national processes can take place*. Throughout the discussions, *poverty reduction* was and still is seen as the overarching objective of actions in coastal areas. The coastal development goal would be achieved through four inter-related objectives:

- i. the reduction of and development of capacities to cope with the *vulnerabilities* of coastal areas;
- ii. the improvement of *resource management* in the coastal zone;
- iii. the *empowerment* of coastal communities, and especially the poor and women; and
- iv. the preservation and enhancement of *critical ecosystems* and ecological processes.

The principal means to achieve these objectives were defined as follows.

- A process of *harmonization* between the policies and programs of different sectors.
- *Capacity building* to strengthen organizations at the community and local government level and improve links between local, national and intermediate levels. Within this issue, a process of *consultation*, to ensure a more demand-led approach to development, was seen as essential.
- Specific, *targeted interventions* that combined hardware and software investments to reduce vulnerabilities and take advantage of opportunities in different parts of the coast.
- The improvement of the *knowledge base* needed to create a better understanding of the dynamics of the coastal area and to inform different types of decision making.

Administrative areas (districts) have been used as the basis for *defining the coastal zone*, in large part because one of the key objectives is to build capacities and improve co-ordination in the administrative system. Based on this, the coastal zone is defined as an area of 19 districts (see Figure 1). The definition also includes the sea area that falls within the jurisdiction of Bangladesh. It is recognized that many key issues in coastal development will have different geographical distributions that need to be taken into account in the development process. These distributions will be structured into the knowledge base and used in the planning of specific activities. It is also recognized that within the coastal zone some parts are more vulnerable than others to many coastal problems, and as such a sub-category of “*exposed upazilas*”, that border the sea, has been identified.

## 1.2 Why is it needed?

The rationale for having a special approach to the development of the coast is clear: both the problems faced and the development opportunities found in the coast are different to those in the rest of Bangladesh, reflecting the delta character and the fact that many parts of the coast are remote, have been settled in comparatively recent times and are delayed in development. The special character of the coastal zone means that specific initiatives are needed to meet the zone’s particular problems *and* that distinctive approaches are needed to realize national policy objectives in fields such as decentralization and the establishment of community-based organizations for different aspects of natural resource management.

One distinctive feature of the coastal area is that the *set of vulnerabilities* that many people face are more varied and more intensive than those faced by even poorer and more vulnerable inland communities. These vulnerabilities are one of the most important features of the poverty found in coastal areas. People in the coastal areas are especially vulnerable because they live in an extremely dynamic estuarine environment facing such threats as: *cyclones and storm surges, floods and drainage congestion, droughts and salinity intrusion, land erosion, tectonic processes, and deteriorating coastal ecosystems*; threats which are affected by climate change and upstream land and water uses. These threats affect every aspect of life and limit the livelihood choices that people can make. This can be direct: through destroying property and reducing production. It can be indirect, with people becoming risk adverse and limiting their investments and devoting scarce resources to investments needed to reduce their vulnerability. The poor are typically ‘risk minimizers’ rather than ‘profit maximizers’. This is not because they do not understand the difference: it is an inevitable response to living under minimum conditions for survival, lacking any **resilience** to disruptions in its livelihoods base from these shocks, variations and trends.

The 1999 Concept Paper [PDO-ICZM, 1999] identified the following conditions that characterize the limitations of livelihoods in the coastal area of Bangladesh have in coping with the estuarine dynamic conditions:

- ◇ widespread *poverty*, limited livelihoods opportunities (especially outside agriculture) and poorly developed *economic linkages*, including poor access to markets, that are even more severe than in other parts of rural Bangladesh;
- ◇ poor levels of *service provision* and very poorly-developed *institutional structure* (with both government and non-government institutions poorly represented in many coastal communities) that make the *isolation* of many coastal areas worse;
- ◇ highly *unequal social structures*, with a small powerful elite dominating the mass of people, allied to high levels of *conflict* and poor *law and order*;
- ◇ changing patterns of *land use*, both in the coastal zone (including the growth of shrimp and salt production) and over the catchment as a whole that are affecting the coast's morphology and water resources characteristics; and
- ◇ poor *resource management*, including the unsustainable exploitation of fish resources and poor ground and surface water management (including drainage problems), the clearance of mangroves and other forests and soil fertility management.

These vulnerabilities vary greatly from locality to locality, meaning that some form of zonation of the coast is essential if the impact of these vulnerabilities is truly to be understood. Also important is the ways in which vulnerabilities interact with each other, with most coastal households, and especially the poor in coastal areas, facing *multiple vulnerabilities* that compound each other in terms of both the impact of specific events and the capability of coastal households to recover from these events when they do strike. *Understanding the nature and implications of the ways that different sets of vulnerabilities interact and how that these sets of vulnerabilities vary by geographical location are key issues for sustainable livelihoods improvements and the whole process of coastal development and should be central to the development of coastal policies and programs.*

Coastal development is not just about reducing vulnerabilities. The coastal zone also contains distinctive development *opportunities* that can be instrumental in reducing the poverty of coastal communities and can contribute significantly to the development of Bangladesh as a whole. Some of these opportunities can be realized through actions at the community level and will contribute directly to the goal of reducing poverty in coastal areas, whilst others will contribute to wider development goals and play an instrumental role in advancing the integration of the coastal zone into the nation as a whole. These wider development goals include those set out in the Interim Poverty Reduction Strategy Paper --- as well as assisting Bangladesh to meet existing international obligations under such agreements as the Kyoto Protocol, the RAMSAR Convention and the Millennium Development Goals. The distinctive opportunities found in coastal areas include:

- ◇ the *coastal and marine* environment, including mangroves, coastal and sea fisheries, shrimps and other resources that are particular to the coast;
- ◇ *land accretion*, reflecting the delta character of the coast, that provides new settlement opportunities for the growing coastal population;
- ◇ the *oil and gas* fields found in the Bay of Bengal and other potential energy sources like wind, wave and solar energy;
- ◇ *transport and industrial development* opportunities based on the development of the existing port in Chittagong and Khulna; and
- ◇ *recreation and tourism*, including the development of beach resorts and eco-tourism in the Sundarbans and other special environmental areas.

### 1.3 The approach: how?

The approach adopted to building a coastal development process through the activities of the PDO are reflected in the six defined outputs of the PDO-ICZM project (Section 5.1). These outputs have been carefully considered and are still seen as appropriate. Together, their successful completion will lay a strong foundation for an effective and sustainable coastal development process.

Three of the outputs together relate to key stages in coastal development as defined in the 1999 GoB Policy Note. These three are the Coastal Zone Policy (CZPo), the Coastal Development Strategy (CDS) and the Priority Investment Program (PIP). The other three are the improvement of community capacities to enhance their livelihoods, an enabling institutional environment and the knowledge base. These are cross-cutting themes that will generate greater knowledge and build capacities to more effectively define and implement the first three outputs. The relationship between the six outputs is shown diagrammatically in Figure 2.

The development of the ICZM process consequently reflects the creation of the knowledge and institutional environment and a poverty/livelihoods focused orientation as the basis for building the specific development mechanisms of a policy framework, a strategy and a program of priority actions. Put simply, this means that there will be the understanding, the commitment and the capabilities to address the specific development challenges found in the coast. Essential in this approach are the processes of *targeting, consultation, piloting and networking*.

#### *Targeting*

ICZM is not a generic recipe-approach for the whole coastal area and all its problems. It is a targeted process to increase the efficiency and effectiveness in addressing particular coastal problems and implementing specific national policies and management arrangements in the coastal area. Discussions during the Dialogue identified the need for targeting with respect to:

- ◇ *regions* (reference was made during the Dialogue to the following priority areas (in order of priority): Greater Noakhali; Barguna/Patuakhali; SW region/Ganges dependent area; Chittagong coast; islands);
- ◇ *disadvantaged groups* (through an initial household perception survey the project identified fisher, rural wage laborers, urban wage laborers and small farmers as priority groups); and
- ◇ *issues* (for example: shrimp cultivation, land development, and groundwater management).

Targeting implies setting priorities and making choices and selections, which should be a carefully designed process through the involvement of respective stakeholders and guided by the responsible steering organizations. This process of selection should also be flexible and priorities should frequently be updated as they depend on the available capacity and societal/political preferences.

#### *Consultation process*

The adoption of a livelihoods approach (explained in more depth in Section 4.1) reflects contemporary international thinking on how to focus more directly on and target interventions more effectively to the needs and capabilities of poor communities. It provides a structure within which coastal communities can be consulted without preconceptions as to what are the priority problems or the most appropriate types of interventions. This gives direction to the consultation process envisaged within the existing PDO-ICZM project. It should be one that is part of the overall development process and is closely linked to the identification and planning of interventions that

reflect the needs of the coastal poor and the potentials for sustainable improvements to their livelihoods.

The livelihoods approach also sets the context for the identification of models of good practice in livelihoods development. There are existing positive experiences in increasing income, improving resource management, developing new livelihood opportunities, improving service provision, reducing vulnerabilities or any other type of actions that improve the livelihood position of coastal communities. Many such experiences are often small in scale, meaning that the main challenge is to scale these up to have systematic impacts across large areas of the coast. Few, if any, will be unequivocal successes, so that the key is to replicate those aspects of development that do work and try to find more effective approaches for the parts that were less successful.

#### *Piloting approaches*

Piloting implies the further testing and development of models of good practice. Important is to institutionalize the experience with these models and to contribute to the “knowledge base” for ICZM. This is considered a crucial component of an institutionalized ICZM, requiring, among other things, operational mechanisms for monitoring and assessment. As the capacity of PDO is limited, such an approach would greatly depend on the networking with government and non-government organizations and their development projects.

The approach should be to work through all aspects of an issue, including considering all options to address specified vulnerabilities/opportunities in specific places and for specific people. For example, how to reduce vulnerability of estuary island inhabitants to variable climate conditions and extreme events? Or how to increase livelihood options and improve asset base of target poor communities in specific places? Or how to develop mechanisms for district and sub-district water management planning and management – including local government, line agencies at this level, local communities, NGOs and civil society?

The concept is still to be developed.

#### *Networking*

As mentioned, networking is essential in view of the PDO’s purposes to *facilitate ICZM* and its consequently limited capacities. An important part of this networking should be organized through the TC, for example by operationally involving GoB agencies in the ICZM process through deputations, focal points and participation in task forces.

Another important mechanism for networking is to create working relations with key projects in the coastal zone, implying a two way approach:

- ◇ to collect data and experiences as part of the “institutionalization” process; and
- ◇ to contribute to implementation of these projects, making them more useful in terms of contributing to the ICZM objectives.

The above two mechanisms are under development. A third mechanism under consideration is the formulation of a research plan (and the subsequent coordination of its implementation) to fill the main knowledge gaps in the bio-physical, social and economic processes in the coastal zone.



## 2 KEY STAGES IN ICZM

### 2.1 The Coastal Zone Policy (CZPo)

The elaboration of the coastal zone policy (CZPo) will start with a first draft outline produced and circulated for substantive discussion before the end of 2002 and, once the outline is agreed, a draft text of the policy itself produced and again circulated for discussion by mid-2003. This represents an advance on the original timetable envisaged in the project memorandum, but the preparations for this output are at a stage where this advance is possible and expedient: having the policy agreed, at least in a draft form, is important in setting the context for the completion of other project components.

The CZPo has the 1999 GoB Policy Note [GoB, 1999] as a basis, with elaboration especially on the social and spatial importance of the coastal vulnerabilities and opportunities. The policy should characterize the implementation means (process-based coastal development strategy which is built on the harmonization of policies that affect coastal development). The policy is thus based on two key supporting documents.

- A ‘rich picture’ of vulnerabilities and opportunities in the coast: whom they affect, how important they are, where they are, trends over time. This should be developed using the ‘Coastal Zone Profile’ and/or ‘ICRD’, which provide a means through which this can be periodically updated. This knowledge needs to be in a form usable to decision-makers and will provide a basis for steering the policy process.
- Criteria for prioritization: for example, poverty reduction, physical safety, decentralization, economic growth, ecosystems and biodiversity protection, response to climate change and other long term trends, social objectives, in particular equity and gender. These criteria can be linked to the rich picture - i.e., if physical safety are targeted as the criteria for prioritization then what would be done where and who would benefit.

The Dialogue discussed and agreed a basic structure for the CZPo outline. This structure has four main sections, with each section to be further elaborated into a series of sub-sections. The structure agreed at the workshop is as follows.

- *Coastal policy for Bangladesh: an overview.* This section will contain the main justification for a CZPo and a vision of coastal development, based upon an ICZM process that reflects Bangladesh’s distinctive needs and character. It will define specific objectives for coastal development and the jurisdiction and extent of the coastal zone. The main stakeholders in coastal development will be identified, along with their role in the development process.
- *Creating an enabling environment.* This reflects the critical importance of ensuring that the right policy and legal framework, the effective institutional context for coastal development and the required information and knowledge for management, exist. The emphasis is on the harmonization of different sector-policies, the generation of a better understanding of coastal development issues, the creation of a regulatory framework (including legal measures where appropriate), supporting de-centralization and de-concentration measures, building institutional capacities and ensuring effective stakeholder involvement in all aspects of coastal development.
- *Coastal development issues.* This includes the identification of a range of cross-cutting issues central to coastal development, such as ensuring sustainability, protecting biodiversity, generating alternative livelihood opportunities and recognizing the nature of trade-offs amongst

multiple and competitive uses of coastal resources. This section also specifies the main elements of a coastal development program around three issues: meeting the basic needs of coastal people, exploiting opportunities for economic development and conserving the coastal ecosystem.

- *The management of coastal development.* This section of the CZPo specifies the ICZM framework and addresses procedures and responsibilities for the organization, implementation and monitoring of the coastal development process. It defines the need for time-bound action planning, with periodic updating and review, and specifies the nature of financial commitments needed to realize the objectives of the CZPo. It will include the specification of the main characteristics of the institutional arrangements for policy implementation.

## 2.2 The Coastal Development Strategy (CDS)

The principle means through which the coastal policy will be implemented will be the coastal development strategy (CDS). This strategy will be a time and resource-bound specification of the priority actions in coastal development, but it will be about building a process to implement the policies, not preparing a plan in the classic master plan sense. Such a strategy makes strategic choices, for example in relation to targeted regions, disadvantaged groups and issues. Focus is on implementation, including a set of indicators and corresponding monitoring arrangements to assess performance.

The CDS prepared under the PDO will be an initial one that will be periodically updated. It will reflect the specific actions needed to achieve coastal development objectives, but will not be developed in isolation. In particular, links will be made to the content and process of the National Strategy for Economic Growth and Poverty Reduction [ERD, 2002; including the Poverty Reduction Strategy Paper and a three year rolling plan of the GoB] and to other national policy and planning processes (such as the implementation of the National Water Management Plan). The strategy will have the following three main components.

- i A set of specified *objectives* that are based on the objectives set out in the coastal policy, but that prioritize these objectives and set out specific, time-bound and achievable planning objectives that will represent the first phased of activities to implement the policy.
- ii Specification of the *institutional arrangements* for implementing coastal development activities. Where these institutional arrangements require capacities that are not available then the steps needed to develop these capacities should be specified. These themselves will then become strategy objectives.
- iii A *portfolio of specified activities* that will be implemented to achieve the strategy objectives. Each activity should specify how it is contributing to the strategy objectives. These activities should be based where possible on a screening of existing project proposals, but where necessary new activity proposals should be developed. More details on the form that these proposals should take are set out below, under proposals for implementation.

The goal of the process is to change and improve decision-making in coastal development, including the planning of scarce resources and implementation of priority activities. The purpose of the changes to decision-making is to give poor people more choices so that they can make better use of the assets that they possess. Through this they will be able to move out of poverty by accumulating more assets and living and working in more secure conditions: that is reducing vulnerabilities and realizing opportunities. The process needs to work at three levels at the same time:

- *Local*: based on understanding livelihoods, demand-responsive support to increase choices for local communities (especially the poor). This includes capacity development (especially CBOs) and assets development – together the means to make choices happen. The focus here is on *integrated implementation*, based on a demand-responsive approach. This does not necessarily mean that all aspects of implementation are administered through one system, but rather that different aspects of implementation should be integrated with each other to ensure maximum complementarity and minimal disruption to people's livelihoods.
- *Intermediate*: especially local government at district and upazila levels, links between local government and implementation branches of line agencies, links to NGOs and civil society and links to local communities. The focus here is on *co-ordination*. This particularly refers to the planning of activities within a coherent framework.
- *National*: policies and programs of different ministries and agencies. This should include both development plans and regular programs. The focus here is on *harmonization*. There is no intention to establish a new agency for directing coastal development, nor to subordinate the jurisdictions of different existing line agencies to an overall authority. The approach is to achieve harmonization through persuasion and creating opportunities rather than through coercion and imposing obligations.

The effectiveness of the CDS will be dependent upon good knowledge flows and management, to inform decision-making by creating a better understanding of vulnerabilities and opportunities and providing a better basis for assessing the costs and benefits of different options for action. Actions to ensure that these knowledge flows are created and decisions based on it are made are an integral part of the process through which the CDS is developed.

### 2.3 Preparing proposals for implementation: Priority Investment Program (PIP)

It has been noted that the CDS is not a master plan and is not a comprehensive definition of all potential actions, but will rather identify a range of specific options for support. The choices made in selecting this range will be based on the prioritization criteria as specified in the CZPo, along with an extensive and transparent process of consultation with key stakeholders affected by the choices made. The scope of the implementation proposals contained in the CDS will reflect the resources and institutional capacities available for implementing actions within the time frame of the strategy. From this basis, the scale and location of support needed and the impact potential of each option will be specified. The *proposals for implementation* are consequently the operational arm of the strategy, the way that policy is put into practice.

The fact that the *prioritization process* will relate each option to the different criteria for prioritization: will allow a link between the options and the policies and priorities of different potential partners. For example, if a potential partner places emphasis on options that will create livelihood opportunities for and improve social cohesiveness within coastal communities then they will be able to identify which implementation proposals best suit these specific goals.

One essential aspect of the preparation of proposals for implementation is to ensure that the *institutional arrangements* for implementation (and where necessary operation following implementation) are specified. The proposals must also show any one particular support option will link to and contribute to the overall process of coastal development. The proposals must be realistic in terms of being achievable within a specified time period. Each should be clearly beneficial to a specified target group and be shown to be worthwhile in terms of the overall process of coastal development.

The proposals for implementation cannot (and should not) be fully planned and designed implementation plans: these will come at a later stage. The most appropriate model for the proposals for implementation is a series of *concept notes* that could then be fleshed out through normal program/project design for implementation – that is, the approach is to ‘mainstream’ coastal development into normal development processes. Where possible, in principle agreements to develop the concept notes between GoB, specific donors (if necessary) and any other stakeholders (e.g. NGOs) should be negotiated, with these as firm as is practical without going into detailed project design. These concept notes should follow normal GoB format and procedures.

The specific details of the form that the concept notes will take will be worked out in the first few months of 2003. A broad framework for these concept notes can, however, be identified at this stage. An example of a concept note for a large project or a program of linked projects would be:

- *Goal* (the overall development goal to which the project will contribute): to reduce the poverty and vulnerability of poor communities in islands in the Meghna Estuary. The concept note would include a background analysis that would justify this as a priority issue in coastal development and indicate the character and scale of the problems that the goal is seeking to address.
- *Purpose* (the specific deliverable outcome of the project): livelihood diversification opportunities developed, vulnerability to natural disasters reduced and health conditions improved for 100,000 people living on islands in Meghna Estuary by 2007. The concept note would include a write-up to explain how this purpose will contribute to reducing poverty and vulnerability.
- *Outputs* (the means through which the purpose will be delivered):
  - ◊ production, marketing, processing and support services for intensive cultivation of high value fruit and vegetable crops and aquaculture (this will include direct involvement in production, the development of infrastructure and organizational channels to provide inputs and market the products and any opportunities for processing such as drying and preserving fruits. The numbers of potential beneficiaries in each and scale of potential income and asset increases should be estimated);
  - ◊ infrastructure developed to reduce exposure to cyclone and storm surge threats, existing disaster management system built on to provide better support for post-disaster recovery, operation and maintenance system for infrastructure developed (a comprehensive approach that includes hardware and software and integrates local coping strategies with the national disaster management system); and
  - ◊ primary health care systems extended to remote communities, health and hygiene education campaign, vaccination campaign for specific health problems, actions to improve water quality and ensure adequate and safe water for drinking, cooking and bathing (targeted actions at both causes and treatment of specific high priority health risks)
- *Activities* (the actions taken to achieve the output. Each output should have its own separate and specific set of activities, and these activities should include everything necessary to achieve the output), such as:
  - ◊ extension service through NGOs to increase production of vegetables and fruit appropriate to local conditions;
  - ◊ development and extension of aquaculture production appropriate to local conditions;
  - ◊ micro-credit facility to poor households to provide investments in new production;
  - ◊ identification and establishment of viable small-scale processing enterprises for new crops;

- ◇ development of market networks to provide inputs and ensure market access for produce;
- ◇ development of infrastructure to support market access, storage and processing of produce; and
- ◇ institutional arrangements for decentralization and deconcentration.

(Each output would need to be worked through and each activity identified need to be given estimates of scale, time and cost for successful completion).

A portfolio of concept notes with this structure will be prepared and presented by the end of the PDO-ICZM period, as an integral part of the CDS. There will be a number of concept notes that are prepared before the end of the project, however, and where appropriate these will be brought forward for further negotiation and formulation as soon as possible. Where projects are clearly worthwhile and where they fit within the overall policy framework then actions should be taken without waiting for the overall CDS to be finalized. It has been stated from the beginning of the ICZM process that the development of ICZM should not delay the implementation of worthwhile actions. This intention is restated here and will be integral to the development of proposals for implementation.



### 3 CROSS CUTTING THEMES

These themes (Figure 2) focus on essential components of the ICZM approach to improve understanding and support the key stages. In particular they should result in ideas for priority actions and their implementation.

#### 3.1 Enhancing community capacities for livelihoods enhancement

The purpose of the livelihood component is to develop models of good practice to improve the capacity of communities to enhance their livelihoods. The challenge of this component is to translate the general objective of the ICZM project into practical priority actions that effectively contribute to the achievement of the overall goal of reducing poverty and vulnerabilities in coastal areas. The basis for this is a new way of thinking about coastal development: a move away from the traditional focus on macro development and investments in infrastructure as ends in themselves towards an understanding of how these and other forms of intervention affect the day-to-day realities of the coastal communities.

Part of this new understanding is to provide a better structure for assessing the relationships between different levels of action: from actions that take place at the household or community level through intermediary levels to actions at the national policy level. These different levels are all linked together. A key to effective coastal development will be to understand how they are linked. Analyzing development within a livelihoods framework is the basis for such an understanding.

A more detailed paper on livelihoods in coastal development has already been prepared and circulated (Soussan, May 2002). The main characteristics of such an approach are:

- ◇ household assets consist of five *capital assets*: natural, social, human, physical, and financial capital;
- ◇ all household assets depend on *access* to a local resource base;
- ◇ household *strategies* and corresponding activities are a function of the assets and the *vulnerability context* (threats), which consist of the dynamics of the household's environment that are beyond their control;
- ◇ *resilience* of the households for these dynamics is a function of the combined capital assets;
- ◇ *policies and institutional arrangements* influence livelihoods in all these aspects: local resource base; access and assets; and vulnerability context; and
- ◇ *well-being* as a livelihood outcome relates to the freedom to choose in using the *income* which is generated through the household activities.

The above implies that the enhancement of livelihoods of disadvantaged sections of the population will be sought through a strategy that combines a range of approaches linked to different dimensions of people's livelihoods. The specific characteristics of people's livelihoods vary from place to place meaning that the nature of problems and opportunities are different for different parts of the coastal zone. Actions to address these problems will also be different for different areas, with part of the prioritization in coastal development being to identify which parts of the coast should be the focus for actions to achieve different priorities. These actions will combine a number of dimensions. Many will seek to improve the quality of and/or access to the local resource base (including water, land and biotic resources). Others will reduce vulnerabilities to specific threats such as cyclones or increase the resilience of coastal communities to vulnerabilities in general. Others will address deficiencies in other livelihood assets such as credit, transport, health or education services. Where possible, actions should combine different objectives. In all cases there will be a need to strengthen

institutional capabilities and enhance the links between local communities and government and other agencies.

The PDO-ICZM will catalyze such approaches, demonstrating their effectiveness by well-documented models of good practice, consultations with local communities, piloting appropriate approaches and the improvement of information and analysis on coastal problems and development opportunities.

### 3.2 Creating an enabling institutional environment

This component aims to prepare for the institutional arrangements to be addressed in the CZPo, the CDS and proposals for implementation of the strategy. The basic structure is:

- ◇ harmonization as a process of accommodation and conflict resolution at national level of policy formulation and planning;
- ◇ horizontal co-ordination between agencies with regard to the implementation of policies and programs at national, district, upazila and union levels; and
- ◇ vertical coordination between the different levels from the local community through local government tiers to the national level.

The purpose of the enabling environment is to create the conditions to enhance livelihoods, reduce vulnerabilities, successfully realize development opportunities and better integrate the coast into national development. This implies that under this component issues and problems should be addressed which are identified through the livelihood analysis, but should not be limited to this where the development objective lies elsewhere. This component is not a secondary or marginal part of the coastal development process. Many problems have their roots in institutional failings, whilst even where this is not the case there is little prospect of success given existing institutional weaknesses.

The scale of challenges and range of potential actions are both so broad and the time needed to produce real change to capabilities so long that there must be realistic limitations to expectations as to what can be achieved in this arena during the lifetime of the PDO-ICZM project. The key features of the strategy to realizing this component successfully are the following.

- A thorough analysis of institutional capabilities, links and gaps within each institutional level and between levels will be the starting point on which specific actions will be built. Key steps have already been taken in achieving this analysis.
- A proactive approach to orienting key actors in different institutions is needed, including officials in different government agencies, civil society representatives, politicians and others. This is essential if the level of support for and 'ownership' of actions to change institutional mandates and capabilities is to be achieved.
- Specific measures to change mandates and capabilities will generally be instituted within the context of the development of the CZPo, CDS and proposals for implementation. In this way, institutional change will not be seen in isolation, but will rather be an integral part of the wider process of change.
- Where possible, existing initiatives will be built upon, with successful approaches in some areas examined in relation to their potential for scaling up across the whole coastal zone.
- It is agreed that specific institutional weaknesses exist in relation to community-based organizations (CBOs) and in local government organizations. These two levels will be a particular focus of attention within this component of the project.

- Institutional change is often a long process, so that in some instances actions will be initiated that are not intended to be completed within the duration of the PDO-ICZM project. Where this is the case then care will be taken to ensure that the commitments and resources needed to complete the changes once the project ends are in place before actions are initiated.
- All proposed interventions in the CDS will contain a specific institutional arrangements for their implementation and consider institutional changes as a potential core element. The specific proposals made within this will be carefully tested and disseminated for as widespread consultation as possible.

### 3.3 Knowledge base

The 1999 GoB Policy Note emphasizes the need to *improve the understanding* of coastal zone processes and *establish a system for collection* of data and synthesizing information that will directly serve the decision making process with clear analysis and depiction of trade-offs among various implementation alternatives. This includes knowledge for policy development, participatory decision-making and the co-ordination of programs and intervention planning. Given the fact that such understanding of the complex natural, human and economic processes in the coastal zone is far from complete, a knowledge management strategy is considered to be a key component of the CDS.

In this context the purpose of the knowledge base component of the PDO-ICZM project is to:

- ◇ gather, assimilate and make available data and knowledge on the coastal zone and livelihoods of coastal area dwellers for all stakeholders involved in developing and implementing ICZM;
- ◇ through a co-operative approach, engage organisations and projects involved in coastal development in constructing and maintaining a dynamic and sustainable knowledge system on the coastal zone;
- ◇ support the PDO-ICZM project objective of developing the Coastal Development Strategy; and
- ◇ serve as a specific means for communicating knowledge both horizontally and vertically among many stakeholders and for raising awareness of ICZM objectives.

An important distinction should be made between the terms “data” and “knowledge”. Data are facts, measures or descriptive elements whereas knowledge is a condition obtained, by a person or body, reflecting understanding of different processes and human behavior. Data are usually value free; they lead to knowledge through interpretation and analysis, which is subject to perceptions and beliefs and thus is not value free. This Knowledge Base goes beyond a database but incorporates a data structure, as well as research output and methodologies. It will also capture practical experiences that are considered relevant for coastal stakeholders.

The development of a knowledge management approach should be based on an assessment of who the main users of the knowledge will be. It also requires co-operation with other actors for the generation and supply of data and knowledge and the integration of coastal data/ knowledge available in their own activities and design process. It should be noted that actors –users as well as partners- will only actively engage in the Knowledge Base if they expect clear benefits of doing so. Therefore, effective co-operation calls for a sound communication, assimilation and dissemination strategy. In addition to the PDO-ICZM project itself, potential users include: policy makers, donor agencies and other agencies at national and regional levels; government implementing agencies and professionals at regional and project levels; and community and functional organizations (such as water user associations, cyclone preparedness volunteer groups) at a local level.

As PDO-ICZM sets out to integrate its knowledge base with that of other institutions, it will draw data, and knowledge on the coastal zone from them and supply them with data, and knowledge that will support their activities. Potential partners that have been identified encompass:

- ◇ national institutions that gather and analyse data (e.g. BBS), but also the developers of the PRSP, donor agencies, national NGOs that gather local data related to livelihoods of coastal area households;
- ◇ NGOs and projects (donor agencies) operating at local level; and
- ◇ private sector as a potential partner, especially via encouraging improved communications infrastructure in the coastal zone

Special focus should be given to operationalizing the coastal community level organisations (CBOs) as key participants in the process of knowledge sharing and use. However, these community organisations do not demand such inclusion (they have a series of other urgent priorities), and lack the skills to make effective use for data or knowledge. Simultaneously, PDO-ICZM lacks understanding of the type of knowledge management that would ultimately contribute to the enhancement of their participation in ICZM decision and implementation processes. An approach to effectively include communities in the knowledge management process should be developed and implemented, including an analysis of the need for specific capacity building activities.

The driving structure behind the knowledge base is an *indicator framework* that will: (i) introduce/describe the livelihood approach from a coastal perspective; (ii) identify problems and potential of the coastal zone; (iii) prioritise interventions; and (iv) assess, monitor and evaluate proposed and ongoing projects and activities. Indicators will be of quantitative and qualitative nature. The indicators shall encompass three levels:

- ◇ *general policy-making level*, which includes the justification of the special attention given to the coastal zone;
- ◇ *strategy formulation level*, with its specific objectives and growing understanding of interventions; and
- ◇ *action level*, including specific projects, programs and other interventions.

The development and acceptance of such an indicator framework is considered an important mechanism for an operational interaction with users and partners. Immediate efforts have to be made to link-up with the indicator development stage of the PRSP.

## 4 THE PDO-ICZM PROJECT

Experience in the first eight months of the project and the Dialogue discussions in September/October 2002 have resulted in an improved conceptual framework and suggestions for adaptations of outputs, activities and structure of the project itself. It is emphasized that this evolution was considered an inherent part of the process, that was intended to be a flexible, holistic and open approach, subject to changes and adaptations based upon findings during project execution.

### 4.1 Outputs

The following (re)specifies of the project's six outputs (see also Table 1).

1. The main output remains the *coastal development strategy (CDS)*. It is based on an exhaustive analysis of issues and problems (activity 1.1) and subsequent prioritization and on a series of concept notes, which will be tested and developed during 2003 (activity 3.3).

Drafting of the CDS will be advanced as much as possible. Important in this context is that it is intended to establish a link with the ongoing preparations of the National Strategy for Economic Growth and Poverty Reduction (Draft PRSP - Poverty Reduction Strategy Paper; April 2002), which will be explored in the last months of 2002.

As planned, such a strategy would be based on, and would integrate five "building blocks". Two of these building blocks (the coastal zone policy and the priority intervention program) are considered key stages in the development of a CDS. The other three outputs (community capacities to enhance livelihoods; enabling institutional environment; and integrated knowledge base) aim to: develop priority actions; develop a better understanding of coastal zone conditions and processes; and support prioritization and proposals for implementation of these actions.

2. The *coastal zone policy (CZPo)* lays down GoB's vision and principles of ICZM. A first outline has been drafted and was discussed during the Dialogue. The next step is to prepare a first draft CZPo with a panel of experts and prepare for a discussion with involved Ministries (in February 2003).

No conceptual changes are envisaged in the activities under this output. Focus will be on drafting the CZPo, which will be advanced as much as possible (activity 2.3). As the review of the existing situation (activity 2.1; completed at a national level) and the institutional and legal analysis (activity 2.2; presently elaborated through a shrimp study) are closely related to output 5, it is suggested to incorporate these activities in a restructured output 5.

3. A *priority investment program*. This output has been reconsidered and reformulated during the Dialogue. The Dialogue recommended to develop a series of *concept notes* (Section 3.3). These notes prepare for concrete decisions and next steps of detailed project design and enable GoB, donors and other development partners to start implementing a CDS immediately.

The originally planned inventory of ongoing projects (3.1) will be concluded in 2002 and updated regularly, for example annually. Under the activity 3.2 (former title "screening"), criteria will be developed for prioritization of issues and projects. Activity 3.3 (former title "elaborating details on appraisal level") is changed into the development of concept notes.

4. Output 4 focuses on the development of *models of good practice to enhance the capacity of communities to improve their livelihoods*. Such models include structures of an enabling local environment or partnerships between GoB agencies, NGOs and private organizations. Activities

under 4.2 identify and analyse existing practices and experiences and explore new approaches through case studies (Boyer Char and K-J area) and stakeholder consultations. This will be based on an analysis of existing conditions (activities 4.1 and 5.1). Findings and recommendations on these local enabling environments will be drawn-up as priority actions (4.3) and set important terms of reference for the harmonization and coordination procedures at national and regional levels (activity 5.3).

Above approaches will give adequate attention to a different social groups and gender. In addition, a new activity (4.4) is proposed to make explicit activities which would prepare for a pro-gender CDS.

5. The Dialogue confirmed the importance of this output of *enabling institutional environment*, aiming to create the conditions that would support local communities in improving their livelihood conditions. The Dialogue linked this output directly to the second component of the CZPo (Section 3.1). For transparency of project execution it was also suggested to reconsider and restructure related activities in this context. The following is proposed.
  - ◇ Reviewing activities 5.1 combine the already existing review of the existing situation (activity 2.1; Huda, 2001) and the analysis (end 2002) of local coastal institutional conditions.
  - ◇ Consultation activities 5.2 would combine the institutional and legal analysis under activity 2.2 (which includes the shrimp study and possible land development study) and a proposed study on harmonization, coordination and integration procedures, based on existing material and interviews.
  - ◇ Activity 5.3, finally, would design and recommend on “models” of harmonization and horizontal and vertical co-ordination that facilitate a local level *integrated implementation* and would formulate priority actions to be included in the CDS.

Output 5 activities focus on the enabling institutional environment from a “top-down” approach. Activities under output 4 will focus on the local enabling environment and, e.g., will indicate to what extent the local institutional arrangements are a bottleneck or could be conducive in improving livelihood conditions. They set the “terms of reference” for activity 5.3.

6. The importance of the *integrated coastal resources knowledge base* was confirmed during the Dialogue, both in terms of being a component of the CDS and its role during the project. It was stressed that the purpose of the knowledge base activities is to have better information and a better understanding of coastal conditions and processes. The development of an indicator framework was accepted and strongly supported. Activity 6.1 will pay continuous attention to the development of this framework, among other things through the execution of a need assessment. Indications were given to link-up with the indicator development activities of the PRSP.

Discussions during the Dialogue resulted in the following suggestions to reconsider the other activities under this output. Not many changes are envisaged under activity 6.2 (the inventory of existing information) that will be linked with similar activities under the ICRD. The identification of knowledge gaps and sub-projects (activity 6.3) is linked to the need assessment mentioned under 6.1. and is proposed to culminate in a research plan containing a “package of gap filling activities” at short notice. With respect to activity 6.4, the Dialogue resulted in a further specification of the scope and contents of a knowledge management strategy as a full component of a CDS. Formulating such a knowledge management strategy will be initiated in the second half of 2003.

To accommodate the activities which were defined after starting the PDO project (ICRD and the knowledge portal on estuary development), a new activity has been introduced: 6.5: tool development.

## 4.2 Aspects of implementation

ICZM being a multi-level and multi-sectoral activity, implementation would require the development and institutionalization of mechanisms for coordination and interaction between and among the many parties involved at national, regional and local levels. At the 4<sup>th</sup> Inter-Ministerial Technical Committee meeting held on 24<sup>th</sup> October 2002, an organogram showing interrelationship of various agencies and structures was adopted (Figure 3).

### *Steering & Technical Committees*

For steering the implementation of a preparatory phase of establishing the ICZM-process, the formation of an Inter-Ministerial Steering Committee (SC) and an Inter-Ministerial Technical Committee (TC) are envisaged. The SC provides policy guidelines on issues related to the coastal areas. This high level committee will be chaired by the MoWR and will include representatives (at the Secretary level) of Ministries & key departments. On the other hand, the TC assists the SC in the overall coordination of ICZM Program preparation. The TC comprises of heads of all relevant departments and representatives from universities, NGOs, Chamber of commerce and the civil society.

The TAPP contains their corresponding ToRs. It should be mentioned here that this TC is also the steering committee for the Char Development & Settlement Project (CDSP) and the Meghna Estuary Studies (MES)

The SC is yet to be constituted. The TC has been constituted & convened four times previously. The last meeting was held on October 24, 2002, after a lapse of 18 months.

### *WARPO professionals*

A team of WARPO professionals from the following disciplines is assigned to join the in-house set up: engineering; agriculture; fisheries; socio-economics; information technology; and gender

Their role and duties are:

- ◇ participate and contribute in all activities, plans, programs developed by the PDO;
- ◇ undertake field visits and participate in meetings;
- ◇ prepare position papers, as and when needed, on different issues concerning the coastal zone; and
- ◇ deliver output jointly or individually, as envisaged in the activity/work plan, as developed periodically.

### *GoB departmental professionals*

The TAPP notes that “experts having appropriate position in their parent departments and having an overview of objectives, authorities, role, duties and responsibilities of their own departments will be posted as GoB Departmental Experts to the PDO”. GoB staff would be released by their respective agencies on the basis of deputation

A total of 5 departmental experts is foreseen:

- ◇ biodiversity conservation & environment management expert – Ministry of Environment & Forests;

- ◇ coastal & marine engineer – Ministry of Water Resources;
- ◇ landuse planner & agronomy – Ministry of Agriculture;
- ◇ resources economics – Ministry of Fisheries/Planning; and
- ◇ institutional specialist – Ministry of Local Government & Co-operatives.

Their role and duties will be different, which amongst others:

- ◇ act as counterpart of the national and international experts;
- ◇ disseminate the concept of ICZM within their parent departments;
- ◇ bring forward specific needs from their departments in the ICZM; and
- ◇ act as resource person for their departments.

#### *Focal points*

Focal Points are operational contact points in relation to PDO-ICZM activities. They are: “experts having appropriate position in their parent departments/organizations and having an overview of objectives, authorities, role, duties and responsibilities of their own departments/organizations”.

The 20 departments/organizations, represented in the TC, are suggested to nominate an expert as FP of the organization. It is proposed that another 14 organizations, not represented in the TC, will also nominate an expert as FP. The inclusion of these organisations has been proposed in various round-table discussions and workshops.

#### *Task forces*

The establishment of task forces is foreseen in pursuit of the major outputs of the study. The objective of these task forces is operational. They should be in charge of: the development of approaches; drafting of work plans; carrying out or guide research and survey activities; and presentation of the results. Task forces are the main platform for interaction and work-coordination between PDO, WARPO, other relevant GoB departments; possible NGO stakeholders and consultants.

The following three task forces are proposed at this stage.

- *Task force on policy and strategy.* This task force focuses on output 1 (Coastal Development Strategy), 2 (Coastal Zone Policy) and 5 (enabling institutional environment).
- *Task force on livelihood.* This task force focuses on outputs 4 (community capacities to enhance livelihood) and partly 5.1 (review of local institutional environment).
- *Task force on knowledge base.* This task force focuses on output 6 (Integrated Knowledge Base)

Task forces remain the main vehicle for actively involving GoB organizations in project execution and create ownership for the ICZM process under design.

#### *Advisory Committee (AC)*

The general purpose of the AC is: to advise the DG of WARPO and the team leader on the approaches and outputs of the PDO-ICZM project. The Committee will not have any involvement in management related issues and in assessing the project’s performance.

The Advisory Committee presently consists of Dr A.T.M. Shamsul Huda (chairman), Dr Ainun Nishat, Dr Q.K. Ahmad and Prof. John Soussan.

Functioning of the AC is being considered: more on an individual briefing and consulting basis. At the same time, expansion of the committee is also considered.

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**Table 1: Overview of outputs, activities and milestones**

	<b>Outputs</b>	<b>Activities</b>	<b>Milestones/documents</b>
0	Overall project management	<ul style="list-style-type: none"> <li>- Outreach and awareness</li> <li>- Methodology development</li> <li>- Creating GoB home-base A</li> </ul>	<ul style="list-style-type: none"> <li>- Methodological paper: context and framework</li> <li>- Communication and dissemination strategy</li> <li>- Coast news and clipping services</li> <li>- Paper on issues and problems</li> <li>- Draft CDS</li> </ul>
1	Coastal Development Strategy (CDS)	<ul style="list-style-type: none"> <li>1.1 Analysis</li> <li>1.2 Of issues and problems</li> <li>1.3 Analysis and integration of results outputs 2 to 6</li> <li>1.4 Drafting CDS</li> </ul>	
2	Coastal Zone Policy (CZPo)	<ul style="list-style-type: none"> <li>2.3 Drafting CZPo</li> </ul>	<ul style="list-style-type: none"> <li>- Draft CZPo</li> </ul>
3	Priority investment program (PIP)	<ul style="list-style-type: none"> <li>3.1 Inventory of projects</li> <li>3.2 Development of criteria</li> <li>3.3 Series of concept notes</li> </ul>	<ul style="list-style-type: none"> <li>- Overview of projects and initiatives</li> <li>- Criteria for prioritization and selection</li> <li>- Concept notes</li> </ul>
4	Community capacities to enhance livelihoods	<ul style="list-style-type: none"> <li>4.1 Analysis coastal livelihoods</li> <li>4.2 Stakeholder consultations and case studies</li> <li>4.3 Models of good practice</li> <li>4.4 Pro-gender priority actions</li> </ul>	<ul style="list-style-type: none"> <li>- Analysis of coastal livelihoods</li> <li>- Vulnerability profiles</li> <li>- Reports on stakeholder consultation and case studies</li> <li>- Models and priority actions livelihood development (models of good practice)</li> </ul>
5	Enabling institutional environment	<ul style="list-style-type: none"> <li>5.1 Review of existing situation (combines former 2.1 and 5.1)</li> <li>5.2 Analysis of harmonization and co-ordination procedures (combines former 2.2 and 5.2)</li> <li>5.3 Models of harmonization and coordination</li> </ul>	<ul style="list-style-type: none"> <li>- Review of legal and regulatory arrangements</li> <li>- Analysis local institutional environment</li> <li>- Study on harmonization and coordination</li> <li>- Models and priority actions for establishing an enabling environment</li> </ul>
6	Integrated knowledge base	<ul style="list-style-type: none"> <li>6.1 Indicators (need assessment)</li> <li>6.2 Inventory existing information</li> <li>6.3 Research plan</li> <li>6.4 Knowledge management strategy</li> <li>6.5 Tool development</li> </ul>	<ul style="list-style-type: none"> <li>- Indicator framework</li> <li>- Coastal Zone Profile</li> <li>- Research plan</li> <li>- Knowledge management strategy</li> <li>- Reporting ICRD</li> <li>- Reporting knowledge portal</li> </ul>

**Table 2: Composition of the task forces**

In-house personnel			Out-house personnel	
TA consultants	WARPO experts	GoB dept. experts	Ministries & agencies	NGOs & others
<b><i>Task force on policy &amp; strategy</i></b>				
Rob Koudstaal (Leader) M Rafiqul Islam ATM Shamsul Huda Borhan Uddin Khan Md. Abdul Quassem Koen de Wilde	Dhali Abdul Qaium		Ministry of Water Resources  Ministry of Environment and Forests Ministry of Land Ministry of Fisheries & Livestock Ministry of Disaster Management and Relief Planning Commission	Ms. Hasna Moudud, CARDMA BELA BCAS
<b><i>Task force on livelihood</i></b>				
Mohiuddin Ahmad (Leader) Hamidul Huq Begum Shamsun Nahar M. Mustafa Alam Marianne Nugteren Wil Burghoorn Dirk R. Frans	Md. Shahjahan G. J. N. Morshed		Bangladesh Water Development Board Local Govt. Engineering Department Department of Fisheries Dept. of Agri. Extension Bangladesh Rural Dev. Board Dept. of Public Health Engineering	BRAC CARE RIC COAST CODEC
<b><i>Task forces on knowledge base</i></b>				
Abu M. Kamal Uddin (Leader) A. M. Sadeque Ahmed M. Rezaur Rahman Ahmadul Hassan Hans van Zon Tim C. Martin Danielle Hirsch	Abdul Halim Mia Md. Abdul Baten Md. Shahjahan Md. Ekram Ullah		Bangladesh Water Development Board Local Govt. Eng. Department Department of Fisheries Dept. of Forests Dept. of Environment Bangladesh Bureau of Statistics Bangladesh Agri. Research Council	Inst. of Water Modelling (IWM) DANIDA and FAO projects

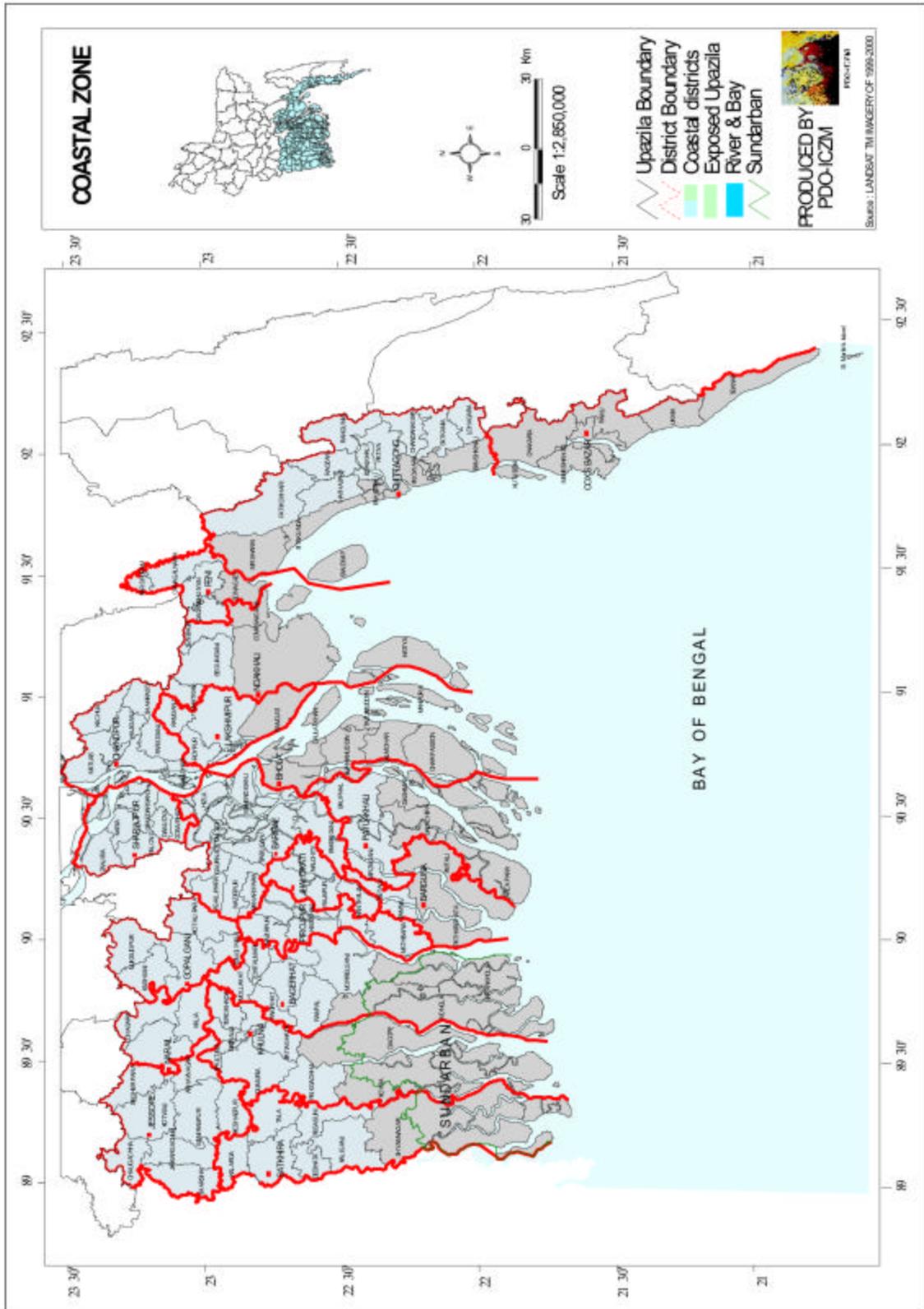


Figure 1: Coastal zone map

The diagram reflect the approach taken to coastal development, with the core process based on a flow from policy to strategy to a programme of investments on the top line and the three sets of activities that support this core process on the bottom line.

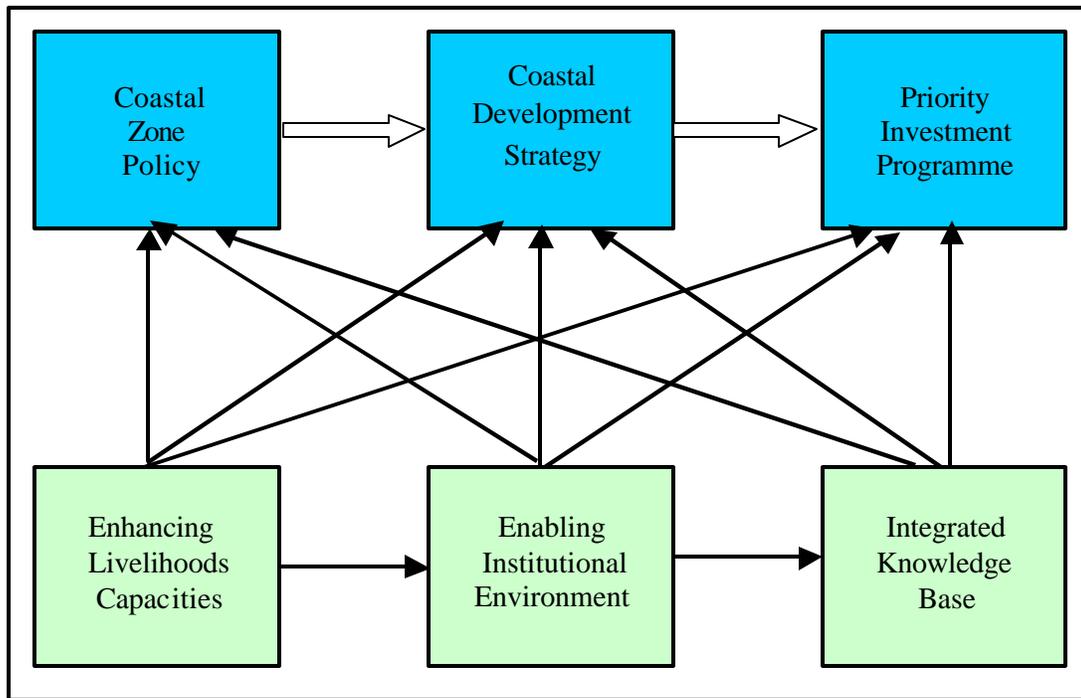


Figure 2: Relationship between PDO-ICZM outputs

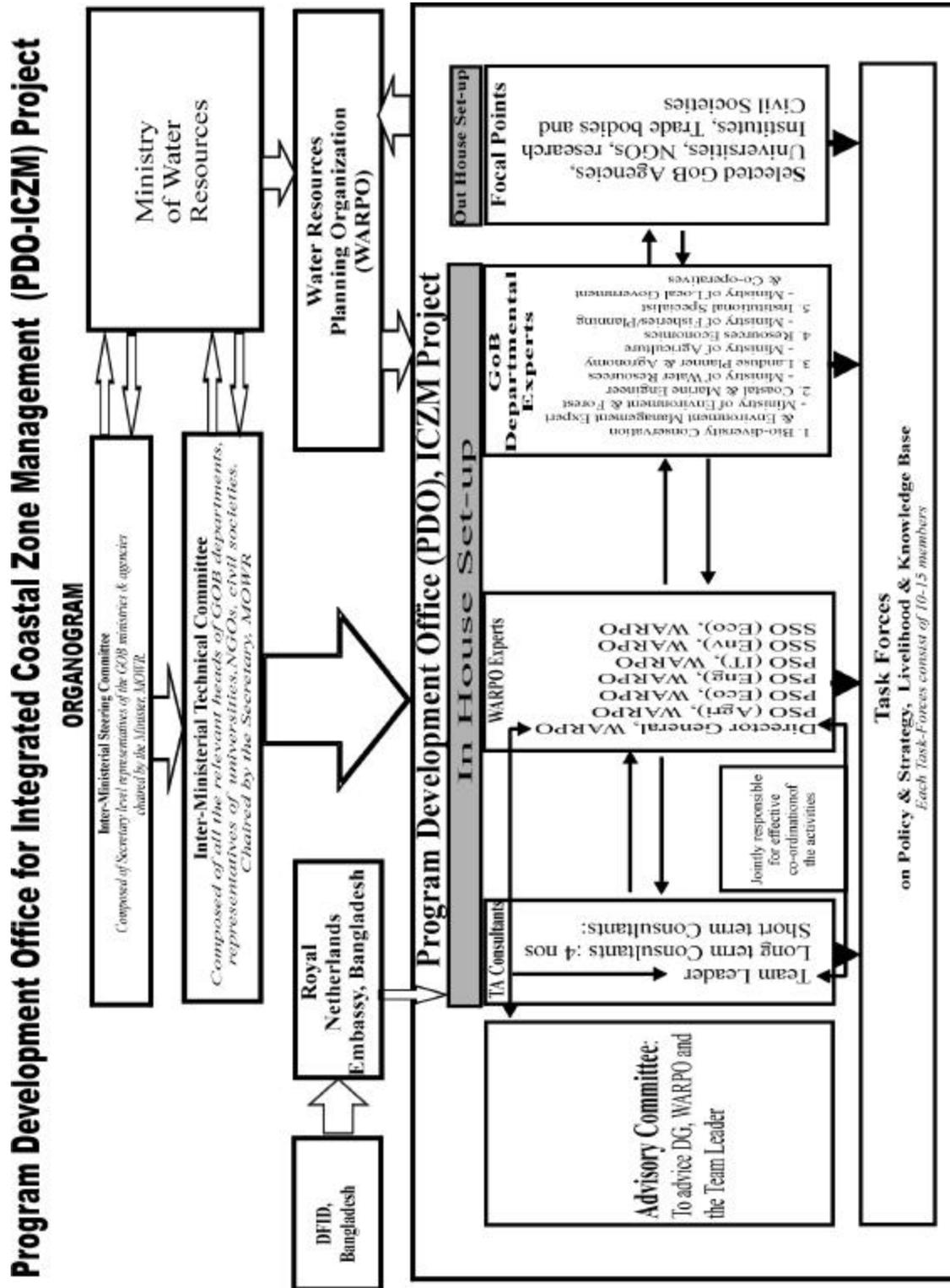


Figure 3: Organogram of the PDO-ICZM



**ANNEX B : LIST OF PARTICIPANTS**



**List of participants**

<b>Organisation</b>	<b>Name &amp; designation</b>
<b>Government</b>	
Planning Commission	Mosammat Rokeya Begum, Deputy Chief
Department of Public Health Engineering (DPHE)	Mr. Md. Moniruzzaman, Executive Engineer
Bangladesh Bureau of Statistics (BBS)	Mr. Md. Nowsher Alam, Project Director
Department of Environment (DoE)	Dr. M. K. Faruque, Joint Director (Water Resource)
<b>Projects</b>	
Coastal Embankment Rehabilitation Project (CERP)-BWDB	Mr. Md. Saeedur Rahman, Project Director
Char Development & Settlement Project (CDSP) BWDB	Mr. Md. Sarafat Hossain Khan, Executive Engineer
Small Scale Water Resources Development Sector Project (SSWRDSP) LGED	Mr. Md. Shahidul Haque, Executive Engineer
Rural Livelihood Project (RLP) BRDB	Mr. Rafiuddin Ahmed, Assistant Director
Fourth Fisheries	Mr. Luke Colavito, Consultant
Greater Noakhali Aquaculture Extension Project (GNAEP) DoF	Mr. Delwar Hossain Chowdhury, PD
Reducing Vulnerability to Climate Change (RVCC) CARE	Ms. Claudia Schaerer, Project Co-ordinator
<b>NGOs</b>	
Bangladesh Rural Advancement Committee (BRAC)	Mr. M. A. Khaleque, Regional Manager
	Ms. Dilruba Banu, Research Sociologist
Coastal Area Resources Development & Management Association (CARDMA)	Ms. Hasna J. Maudud, President
	Mr. Gazi Nurul Alam, Fisheries & Environment Specialist
Co-operative for American Relief Everywhere (CARE)	Mr. Khandaker Aminul Islam, Programme Development Officer
	Mr. Jagannath Kumer Dutta, Senior Monitoring & Evaluation Specialist
Community Development Centre (CODEC)	Mr. Ranajit Dastidar, Deputy Director Policy Advocacy Projects & Consultancy
<b>Development partners</b>	
Royal Netherlands Embassy (RNE)	Ms. Caro Krijger, Second Secretary
Department for International Development (DFID)	Dr. Merylyn Hedger
	Mr. Martin Leach, Senior Rural Livelihoods Advisor
	Mr. Tim Robertson, Fisheries Advisor
World Food Program (WFP)	Mr. Siemon Hollema, VAM Officer
Danish International Development Assistance (DANIDA)	Mr. Michael Akester, Senior Advisor Fisheries Programme
Food & Agriculture Organisation (FAO, Rome)	Mr. Fabio Pittaluga, Vulnerability & Livelihoods Officer
<b>Program Development Office – ICZM</b>	
Advisory Committee	Dr. A.T.M. Shamsul Huda, Advisor
	Dr. Q.K. Ahmed, Advisor
	Prof. John Soussan, Advisor
Water Resources Planning Organisation (WARPO)	Mr. S.M.H. Faruque, Director
	Mr. Md. Shahjahan, PSO
	Mr. Dhali Abdul Qaium, PSO
	Mr. Abdul Halim Mia, PSO
	Mr. Md. Ekram Ullah, SSO
Long-term consultants	Mr. GJN Murshed, SSO
	Mr. Rob Koudstaal, Team Leader
	Dr. Rafiqul Islam, Senior National Expert
	Mr. Mohiuddin Ahmad, Senior National Expert
	Mr. Abu. M. Kamal Uddin, Senior National Expert

Organisation	Name & designation
	Mr. A.M. Sadeque Ahmed, Senior National Expert
	Mr. Syed Iftekher, Research Officer
	Ms. Afsana Yasmeen, Research Officer
Short-term consultants international	Mr. Hans van Zon, CZ Natural Resources Specialist
	Mr. Tim C. Martin, GIS and Remote Sensing Specialist
	Ms. Marianne Nugteren, Gender and Women in Development Expert
	Ms. Wil Burghoorn, Gender Specialist
	Mr. Koen de Wilde, Public Administration and Institutional Specialist
	Mr. Dirk R. Frans, Rural Livelihood Specialist
	Ms. Danielle Hirsch, Resource Economist
Short-term consultants national	Dr. Borhan Uddin Khan, Resource Legislation Specialist
	Ms. Begum Shamsun Nahar, Gender Specialist
	Dr. Md. Abul Quassem, Public Administration and Institutional Specialist
	Dr. Hamidul Huq, Rural Livelihoods Specialist
	Mr. D.K. Choudhury, Short Term Consultant
	Mr. M. Rezaur Rahman, Natural Resources/ environmental management specialist, CEGIS
	Mr. Md. Hassan Ali, CC, Data base & IT, CEGIS
	Mr. Ahmadul Hassan, Technical Advisor, CEGIS
	Mr. Ehsan Hafiz Chowdhury, Hydrologist/GIS Specialist, CEGIS
	Mr. Maminul Haque Sarker, Morphologist, CEGIS
<b>Others</b>	
ARCADIS Euro-consult	Mr. Ton GH Jansen, Regional Manager South Asian