



PREPARATION OF A DIAGNOSTIC STUDY TO INFORM AN INTEGRATED COASTAL MANAGEMENT PLAN FOR TONGATAPU, TONGA

(COASTAL MANAGEMENT SPECIALIST)

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This consultancy was supported by the Secretariat of the Pacific Community (SPC) through the European Union-funded Global Climate Change Alliance: Pacific Small Island States (GCCA: PSIS) project.

**Output 6: Annotated Table of Contents for ICM
Plan**

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Executive Summary

Jonathan McCue (on behalf of Sustainable Seas Ltd) was contracted by the Secretariat of the Pacific Community (SPC) to complete the project entitled “**Preparation of a Diagnostic Study to inform an Integrated Coastal Management Plan for Tongatapu, Tonga**”. The report is Output 6: “Annotated Table of Contents for ICM Plan” and focuses on the indicative headings and sub-headings that should make up any future ICM Plan for Tongatapu. Some annotated advice is also provided to help future preparation of the ICM Plan.

An initial draft of this report was presented to coastal stakeholders at two separate workshop events in Tongatapu on 3 and 18 July 2014. The commentary received on that version has been used to update this final report.

This brief report is advisory in nature, and will does not represent a mandatory structure that needs to be pursued. The structure has been prepared in a bespoke manner to reflect the needs of the Government of Tonga and in a way that seeks to encourage wider coastal community and stakeholder participation to help propose implementable policies for the coastal management area (CMA).

The text presented within this report is stand alone, though maybe used to help support the necessary deliverables highlighted above if appropriate.

Document History

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1	Annotated Table of Contents for ICM Plan	JMcC	FK	GC (SPC)	GC (SPC)	31/07/14
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This consultancy was supported by the Secretariat of the Pacific Community (SPC) through the European Union-funded Global Climate Change Alliance: Pacific Small Island States (GCCA: PSIS) project.

SECTION 1 – INTRODUCTION

1.1 Project Overview

The objective of this consultancy (circa 50 man days in duration) is to prepare a diagnostic study that will inform the subsequent development of an integrated coastal management (ICM) plan for Tongatapu. The diagnostic study will (1) categorize the physical, biological and human features of the coastal management area as well as a review of policy and institutional arrangements; (2) identify the major issues facing the coastal management area; and (3) identify the extent of the coastal management area to be addressed by the ICM plan.

The successful implementation of the project is expected to contribute to the development of an ICM plan based on the diagnostic study, that will inform the sustainable use of the coastal management area through the implementation of policies designed to maintain and enhance environmental quality and promote economic development, and taking into account climate change and climate variability.

Project Title

(RFP) no: 14/05: Preparation of a Diagnostic Study to inform an Integrated Coastal Management Plan for Tongatapu, Tonga.

Project Outputs

The following activities and outputs will be undertaken as part of this proposed consultancy:

- a) Prepare a work plan and schedule of work to be undertaken (Output 1: Work plan and schedule);
- b) Review coastal management plans in other parts of Tonga and other Pacific Island Countries and Territories. Review and assess relevant literature including relevant unpublished reports and ongoing projects relating to activities and processes in the coastal area of Tongatapu (including those held by the SPC-Applied Geoscience and Technology Division). Circulate the draft to relevant stakeholders and prepare a final version. (Output 2: Compilation of coastal management approaches used elsewhere in the Pacific islands and categorization listing the information available and a report concisely describing the major characteristics of the coast (maximum length 30 pages));
- c) Prepare an issues paper concisely defining and discussing the major issues facing coastal areas in Tongatapu and identifying information gaps. Circulate the draft to relevant stakeholders and prepare a final version (Output 3: Issues paper (maximum length 15 pages)).
- d) In collaboration with key stakeholders, and based on the foregoing delineate the extent of the coastal management area. Circulate the draft to relevant stakeholders and prepare a final version. (Output 4: Short paper describing and justifying the selection of the coastal management area);
- e) Together with the Ministry of the Lands, Environment, Climate Change and Natural Resources (MLECCNR) hold a two day consultation with key stakeholders to discuss the finding of the diagnostic study and plan the framework of a future ICM plan for Tongatapu. (Output 5: Report on the consultation);

a) Prepare an annotated table of contents for an ICM plan for Tongatapu. Circulate the draft to relevant stakeholders and prepare a final version. (Output 6: Fully annotated and detailed table of contents for an ICM plan – this report).

The timeline for the project is 50 working days. The targeted starting date: was set as 21 April 2014 with a completion date of 30 July 2014.

1.2 Purpose of the Report

This annotated Table of Contents (ToC) for an ICM Plan report has been requested contracted deliverable to represent a milestone for payment of invoice 3. This brief report focuses on the indicative headings and sub-headings that should make up any future ICM Plan for Tongatapu. Some annotated advice is also provided to help future preparation of the ICM Plan.

An initial draft of this report was presented to coastal stakeholders at two separate workshop events in Tongatapu on 3 and 18 July 2014. The commentary received on that version has been used to update this final report.

This brief report is advisory in nature, and does not represent a mandatory structure that needs to be pursued. The structure has been prepared in a bespoke manner to reflect the needs of the Government of Tonga and in a way that seeks to encourage wider coastal community and stakeholder participation to help propose implementable policies for the coastal management area (CMA).

The text presented within this report is stand alone, though maybe used to help support the necessary deliverables highlighted above if appropriate.

NOTE: The report is designed to be a “Working Document”. The Coastal Management Specialist recommends that this report is used as a basic structure that can be followed, though, due to potential changing governmental circumstances in Tonga (i.e.: new Ministry of Environment, Energy, Climate Change, Disaster Management, Meteorology, Information and Communication (MEECCDMMIC) set up on 1 July 2014 at the concluding end of this contract), there is always scope to alter specific details as required by the new Ministry. At the time of writing this report, no formal detail consultation has been undertaken with the new Minister except for his opening address at the 18 July 2014 Workshop event). Consequently, the structure proposed is based on best international practice and blended (as far as possible) to the immediate needs of coastal communities in Tongatapu).

SECTION 2: ICM PLANNING REPORTING FRAMEWORK

2.1 Setting the Context of Tongan Marine and Coastal Space

The coastline and marine areas of Tonga are central to the wellbeing of all Tongans. It is an environment of tremendous value and resource but one that is now under pressure arising from the many users and industries that vie for its space. These uses can conflict with one another leading to adverse impacts blocking sustainable development and threatening the economic and social benefits that these areas can provide.

During recent years there has been a significant increase in reclamation for urban, industrial, port and other developments, including the creation of reclaimed land associated with new waterside developments. Existing industry is a major user of the coastal area, however, there is a cost to the benefits derived (in the form of pollutants) that can pose a health threat and/or reduce the value for future development opportunity. Current uses and future plans also threaten the rich Tongan historical and cultural heritage associated with traditional uses of the coastal and marine environment.

Management of the coastal and marine environment is a complex task, involving many organisations and individuals, and requires action at local, national regional and global scales. The new National Spatial Planning and Management Act (2014) recognises that its aspiration of an economy, government and society developed in accordance with the guiding principles of sustainability, competitiveness and, fairness will only be realised through better coordination and cooperation between the Private Sector, Government and Society. Sustainable development in Tonga that includes environmental considerations to underpin decision making in all sectors of activity is essential to achieving the national economic visions. This will mean addressing the Tongan coastal and marine environment as a whole (i.e.: existing coastal hinterland, newly reclaimed foreshores, inshore and offshore waters etc) – and should be forward looking in terms to provided appropriate solutions that address the challenges and demands of current and future pressures and preservation requirements around its reef areas, shores and deeper ocean waters.

2.2 Promoting an ICMSA Approach

Integrated Coastal and Marine Spatial Planning (ICMSA) is an adaptation of Integrated Coastal Management (ICM) by creating a larger geographic remit that covers a defined Coastal Management Area (CMA) as well as marine space further offshore out to the Exclusive Economic Zone (EEZ). It is also a process that goes beyond the traditional ways of planning and managing activities on an individual basis.

ICMSA is a recommended way that the new Ministry of Environment, Energy, Climate Change, Disaster Management, Meteorology, Information and Communication (MEECCDMMIC) can achieve both its economic and social goals alongside its aspirations of sustainable and environmentally sensitive development.

ICMSA shall (if undertaken correctly) provide the Kingdom of Tonga, for the first time, a framework that facilitates integrated strategic and holistic planning in relation to all activities within its coastal and marine areas in order to:

- Provide greater certainty about where and how future economic, social and national important infrastructural developments shall take place.
- Avoid and resolve planning disputes, thus helping to “fast track” important decision making and thus helping economic development and diversification.

- Help safeguard important marine biodiversity, community settlements and the Tongan culture and identity as an “atoll island” nation.

Potential benefits of ICMSPP with regard to economic activity include:

- Facilitating sector growth;
- Optimizing the use of the sea; and
- Reducing costs.

These benefits arise through:

- Strategic planning;
- Conflict resolution;
- Sustainable resource use;
- Provision of development of space;
- Promoting appropriate uses;
- Supporting the environmental economy;
- Improving stakeholder involvement;
- Information efficiency; and
- Regulatory efficiency.

ICMSPP helps also to examine the cumulative and in-combination impacts that many different industry sectors have on seas and coasts. It does this by presenting an overview of all human activities and developments in a defined “area”. ICMSPP therefore provides a framework that facilitates integrated coastal management (for a defined CMA) whilst also setting strategic and holistic planning rules for all activities within marine areas. This process thereby helps to ensure that:

- Future coastal and marine developments (and uses) in Tonga are considered across existing policies and regimes.
- There is connectivity between the various authorities responsible for individual coastal and marine activities.
- There is clarity in advice, provided from Tongan Government (in particular MEECCDMMIC) for both public and private sectors, the latter of which are likely to become a key partner in taking forward future marine developments.

2.3 The New Way Forward for Tongan coastal and marine waters

2.3.1 Proposed Phased Approach

Government endorsement and donor support to help achieve the following tasks:

- Comprehensive assessment of available baseline marine related data to support an integrated planning process:

- Using participatory processes and techniques to set clear ICMSMP objectives and associated core principles that are accepted by all national and local stakeholders:
- Agreement on setting a planning and management framework for all Tongan coastal and marine waters: and
- Procedures and support for the future implementation of the first ever formal Marine Spatial Plan (amongst all PIC nations) to include institutional arrangements, clear advice for marine regulation enforcement, future research programmes and marine data management frameworks.

Figure 2.1 outlines this iterative process, which enables lessons to be learnt and new information to be gathered over time.

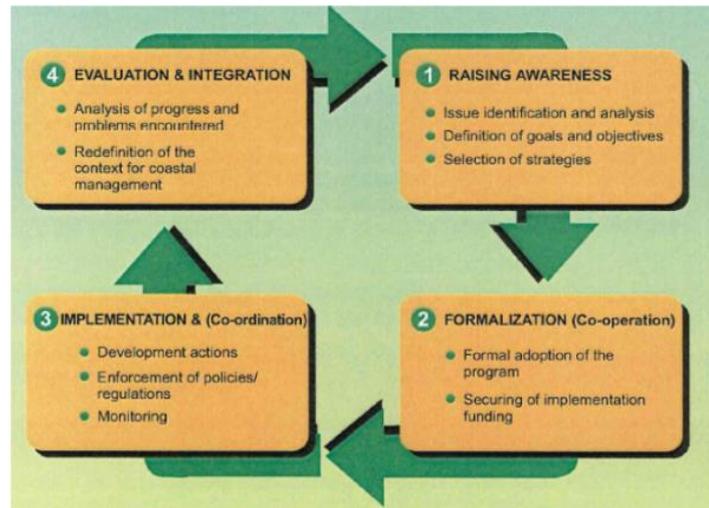


FIGURE 2.1: ICMSMP PROCEDURAL “PHASES” RECOMMENDED FOR TONGA

To ensure successful completion of Stages 1 and 2 (identified in Figure 2.1), the following steps need to be taken:

- **Raise Awareness** – of the value, vulnerability and importance of coastal and marine resources;
- **Co-operation** – amongst different sectors to achieve common objectives;
- **Coordination** – to develop policies, standards and arrangements to measure performance;
- **Integration** – implement and monitor policies to ensure objectives are being met.

Each of these elements needs to be included within any future ICMSMP Policy Framework to ensure that any proposed local actions are both practical today and sustainable for the future. International donor funds are now sought to help achieve this and to lead into delivery of Stages 3 and 4.

2.3.2 Recommended ICMSMP Output Structure

This consultancy has embarked on some preliminary consultation with national government and local community groups to determine a workable approach. No clear outcome was, however, deduced from the consultation exercises (see Sustainable Seas Ltd 2014e “Output 5). Despite this, two clear messages were received from the consultation exercises as follows:

- a) Need to consider both coastal and marine issues as opposed to spending effort on just one of these “areas”;
- b) Future implementation of any policy in these areas will only work if the local community are engage and contributing to the policy delivery and action plan.

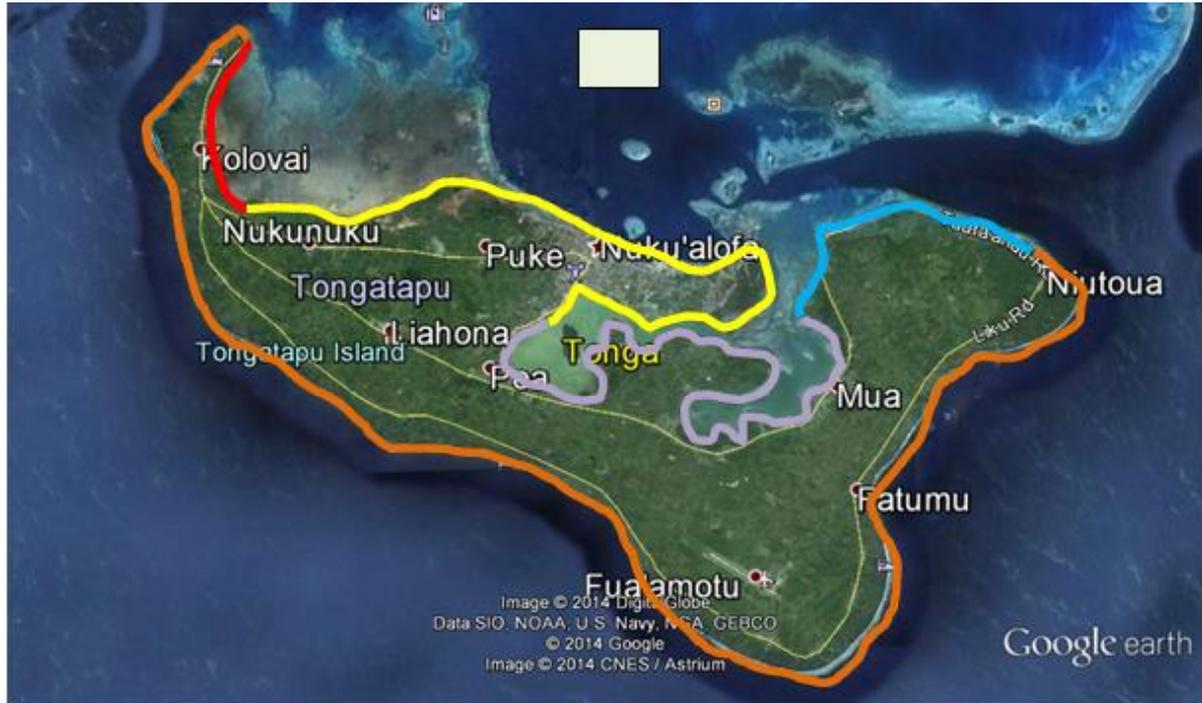
From the above, it is recommended (and as based on international best practice on ICMSPP from other small island states – see Sustainable Seas Ltd (b) 2014) that the reporting process needs to have a series of Volumes prepared. The ICMSPP process for Tonga is therefore proposed to comprise of 3 main Volumes. This should initially commence with the production of a new overarching policy framework to help frame the way forward for ICMSPP (Volume 1). It can then be supported by the production of two separate coastal and marine planning documents (Volumes 2 and 3):

- Volume 1 - Integrated Coastal and Marine Spatial Policy Framework (ICMSPP); **(NB: this document shall be designed to be relevant to all island groups in Tonga and represent the geographic coverage from the inland limit of the Coastal Management Area seawards to the limit of the EEZ);** It shall describe Government Policy and institutional framework for ICMSPP covering the whole of the Kingdom of Tonga). Details shall be provided within the ICMSPP framework such as who needs to take ownership of specific issues and when actions need to be taken (and by whom). Annotated detail of the indicative structure of that Volume is set out in Section 3.
- Volume 2 - Integrated Plan for the Coastal Management Area (CMA). This is a plan for all areas contained within the defined Coastal Management Area – referred to as the “CMA”. **(NB: one plan for each island group e.g.: Tongatapu – see Output 4);** (NB: Justification for the delineation of the Coastal Management Units is described in Output 4 “Coastal Management Area Report”. This Volume shall be comprised of a series of “Sub-Volumes” to cover different Coastal Management Units (CMUs) as defined in Figure 2.2. Volumes 2 shall describe detailed recommendations tailored to conditions along the different Coastal Management Units (CMUs) assigned along the Tongatapu coast and associated offshore islands (series of Sub-Volumes). These Sub-Volumes shall clearly outline all relevant local administrative structures and procedures, statutory requirements and guideline actions to help deliver the appropriate development, conservation and management practices that are needed within the defined CMA within the CMU. Each Sub-Volume shall set out what needs to be done, advice on how it should be done, and indicate how organisations and individuals can and should play their part. The structure of Sub-Volumes shall be very similar. Annotated detail of the indicative structure of these Sub-Volumes is set out in Section 4.
- Volume 3 - Integrated Plan for areas beyond the Coastal Management Area (Marine Spatial Plan). This is a plan for all marine waters seaward of the offshore boundary limit set for the CMA – i.e.: deeper than the -20m bathymetric contour or seaward of the reef flat. **(NB: one plan for each island group e.g.: Tongatapu/Haapai/Vavau etc);**

These 3 documents (and any new legislative regulation that may need to follow) shall represent the foundations for the future sustainable use of the Tongan coastal and marine environment. They shall demonstrate how best to ensure improved scientific understanding, communication, community involvement and cooperation are all achieved in an integrated manner to support a more robust and future-proof planning process in Tonga.

NB: For Tongatapu, the priority attention should be placed on preparing Volumes 1 and 2.

Figure 2.2 outlines the indicative Sub-Volumes areas that represent the detailed CMU action plans as part of Volume 2.



	Coastal Management Unit 1: North Coast (Nuku'alofa urban area westwards to Masilamea)
	Coastal Management Unit 2: Low lying west coast (Hihifo Peninsula – lagoon side villages)
	Coastal Management Unit 3: Low lying north east coast (Hahake Peninsula: Nukuleka to Afa Village)
	Coastal Management Unit 4: Fanga'Uta Lagoon
	Coastal Management Unit 5: Raised coast (Ha'atafu (Hihifo) to Afa (Hahake))
	Coastal Management Unit 6: Outer Islands (Tongatapu)

FIGURE 2.2: IDENTIFICATION OF DIFFERENT COASTAL MANAGEMENT UNITS AND HENCE “SUB-VOLUMES” OF ICMSVOLUME 2.

In summary, the recommended structure for the ICMSV Reports is set out below:

- Volume 1 – Integrated Coastal Management - Policy Framework for the Kingdom of Tonga;
- Volume 2 - Integrated Plan for the Coastal Management Area (CMA).
 - a) Sub-Volume a – Integrated Management Plan for Coastal Unit 1 (Nuku'alofa urban area westwards to Masilamea);
 - b) Sub-Volume b - Integrated Management Plan for Coastal Unit 2 (Low lying west coast (Hihifo Peninsula – lagoon side villages);
 - c) Sub-Volume c - Integrated Management Plan for Coastal Unit 3 (Low lying north east coast (Hahake Peninsula: Nukuleka to Afa Village);
 - d) Sub-Volume d - Integrated Management Plan for Coastal Unit 4 Fanga'uta Lagoon;
 - e) Sub-Volume e – Integrated Management Plan for Coastal Unit 5: Raised coast (Ha'atafu (Hihifo) to Afa Village (Hahake));

f) Sub-Volume f - Integrated Management Plan for the Outer islands (Tongatapu);

- Volume 3 - Integrated Plan for areas beyond the Coastal Management Area (Marine Spatial Plan).

The momentum for future ICMSD delivery must be demonstrated through the creation of clear actions (initiated with evidence of Government support), commitment and improved auditability of stakeholder actions.

It is important to stress that realising the tangible benefits of the ICMSD process is ultimately the responsibility of the Kingdom of Tonga. However, with the correct institutional structures, capacity, desire and commitment, there is no reason why ICMSD cannot become main-stream in the coming years.

SECTION 3: ANNOTATED CONTENTS FOR VOLUME 1 - INTEGRATED COASTAL AND MARINE SPATIAL POLICY FRAMEWORK (ICMSP)

3.1 Policy Framework Approach

The following key tasks are recommended to be followed by GoT when creating a new ICMSP policy document.

- a) **Issue Identification:** *this has already been undertaken as part of this consultancy;*
- a) **Diagnosis:** *this has partly been undertaken as part of the consultancy though would benefit from broader consultation with local island and national stakeholders to gather a clear consensus (i.e.: extra work required);*
- b) **Options Appraisal:** *it is recommended that a Working Group is convened on this issue. This consultancy is recommending the establishment of the “Tongan Coastal Community” which could be used to undertake research and evaluation of these options.*
- c) **Public Consultation:** *this has partly been undertaken as part of the consultancy though would benefit from broader consultation with local island and national stakeholders to gather a clear consensus (i.e.: extra work required);*
- d) **Analysis of Policy Options:** *this has not been undertaken due to time constraints on the consultancy. The proposed policy directives set out (see Section 3.4) needs to be more fully analysed (i.e.: extra work required).*
- e) **Consultation on Findings:** *this has not been undertaken due to time constraints on the consultancy. The proposed policy directives set out (see Section 3.4) needs to be more fully consulted upon (i.e.: extra work required).*
- f) **Making Policy Official:** *this stage cannot be completed until stages c, d and e have been completed.*

3.2 Draft Policy Framework (Volume 1)

At a practical level the ICMSP Policy Framework (Volume 1) seeks to set the criteria and goals for the Coastal and Marine Plans (Volumes 2 and 3 respectively, see **Error! Reference source not found.**) that address key issues and challenges faced by Tongatapu in its future planning and development of the coastal and marine space, namely:

- A lack of centralised marine planning;
- Fragmented regulatory powers for authority tasked with managing activities within the marine environment;
- Pressure to develop offshore;
- Technical knowledge deficiencies and the need for training;
- Coastal ownership and the need to improve public access to the shoreline;
- Need for the management of multiple conflicting activities.

To achieve this, it is important that a series of policy principles are established. A draft set of policy framework principles were discussed with the local community in July 2014 and which has

been subsequently developed since that time and is presented below. Acceptance needs to be reached that the information outlined below should be formally considered and included within any draft ICMS Policy Framework.

3.2.1 Vision Statement

The first step to achieving stewardship of the Tongatapu coast and marine environment is to set out a clear vision for the future. A number of options were presented to the stakeholders in Tonga. A preliminary draft ICMS Policy vision statement, is set as follows:

“A coastal and marine environment that is resilient to future natural and man induced change, that exploits the uniqueness of Tongatapu, which is safe, valued and appreciated as a place to live, work and relax; a place where development and use of resources will be sustainable, and where the natural environment is protected and enhanced to keep its essential place in Tongan heritage.”

3.2.2 Guiding Principles

The second step to achieving stewardship of the Tongatapu coast and marine environment is to set out a clear list of principles. The most appropriate draft guiding principles, are presented as follows:

- **Principle 1: Sustainability of the coastal management area**, to be achieved through effective coastal zone management, heightened environmental awareness, and community stewardship.
- **Principle 2: Application of the Precautionary Principle** in the management of the coast and marine areas. The precautionary principle holds that, faced with the threat of serious or irreversible damage, lack of scientific certainty should not constitute a reason for not taking action to protect coastal resources and ecosystems.
- **Principle 3: Good Governance**, reflecting transparency in management (governance), participation (community governance), regulations to avoid user conflicts and an understanding of the value of Tongatapu’s coast.
- **Principle 4: Equity** as manifested by transparency and fairness in decision making and provision of access to island coastal and marine resources.

3.3 Draft ICMS Policy Framework Objectives

A set of draft ICMS Policy framework objectives, are presented below. Acceptance will need to be reached with all relevant stakeholders on the draft objectives. These therefore are designed for future review and consultation after this consultancy.

To achieve this Vision Statement set out above (Section 3.2.1), **two strategic objectives** have been formulated (in draft):

- **Strategic Objective 1** “Sustainable use of the Coastal Management Area (CMA) by implementing policies which maintain and, where possible, enhance environmental quality and safety standards while enabling economic development” (SUSTAINABILITY),
- **Strategic Objective 2** “An effective legal, institutional and administrative structure in line with best international practices to implement an integrated coastal management” (EFFECTIVE FRAMEWORK FOR IMPLEMENTATION).

These two Strategic Objectives have been designed to complement and reflect the latest National Land Use policy document which was produced in April 2014. This therefore includes aspirations for the economy and society whilst providing guidelines for Tongatapu to offer its citizens even

better livelihood security standards as a result of increased employment in a safe and secure living environment. Together they provide the strategic objectives for the delivery of ICM in Tongatapu.

D3.1 Strategic Objective 1 – Sustainability

“Sustainable use of the Coastal Management Area (CMA) by implementing policies which maintain and, where possible, enhance environmental quality and safety standards while enabling economic development”

This strategic objective is set to ensure the future sustainable use of coastal resources in Tongatapu that fall within the defined Coastal Management Area (CMA). This is an approach which seeks to benefit the present island population whilst at the same time maintaining the potential to meet the needs and aspirations of future generations. An essential component is to ensure that environmental issues are viewed alongside social and economic needs. Achieving sustainability is no easy task, however, a number of techniques are available to guide those charged with its implementation:

- The **precautionary principle** which was advocated and supported in the Rio Declaration of the 1992 Earth Summit;
- The **polluter pays** principle, an incentive to reduce environmental impacts; and
- The idea of **environmental limits**, whereby the environment's capacity to absorb impacts are not viewed as infinite.

Specific draft ICMSPP policy “directives” that need to be implemented to achieve the overall objective of sustainability for the Tongatapu coastal environment are set out in Table 3.1.

Strategic Objective 2 – Effective Framework for Implementation

“An effective legal, institutional and administrative structure in line with best international practices to implement integrated coastal management”

There are two main components to successful coastal management programmes. The first is the design of a “blueprint” for future actions (to be developed for Tongatapu). The second is an effective institutional framework for implementation. The GoT lies at the centre of this framework with a number of departments and Ministries having responsibilities to support or to deliver the services, advice and information necessary for successful ICM. In addition, the local representatives/members have responsibility to ensure that its citizens comply with any recommendations that the ICMSPP Policy proposes.

Specific draft ICMSPP policy “directives” that need to be implemented to achieve the overall objective of sustainability for Tongatapu’s coastal and marine environment are set out in Table 3.1 which also outlines the relationship between the Vision, Objectives and Coastal Policies for Tongatapu.

3.4 Draft Content of the ICMSPP Policy

The indicative content of the proposed ICMSPP Policy is set out below. It is stressed here that the ICMSPP Policy will be strategic in nature, yet relevant to the issues of Tongatapu. The structure and format, however, is purposely designed so that the approach could be up-scaled for other Tongan Island groups in the future (common format etc). Table 3.1 identifies a series of draft ICMSPP policy directives which should be elaborated on in more detail within the body of Volume 1 followed by a description of the draft contents page for Volume 1.

VISION	OBJECTIVES	DRAFT ICMSPP POLICY DIRECTIVES FOR TONGATAPU
<p><i>“A coastal and marine environment that is resilient to future natural and man induced change, that exploits the uniqueness of Tongatapu, which is safe, valued and appreciated as a place to live, work and relax; a place where development and use of resources will be sustainable, and where the natural environment is protected and enhanced to keep its essential and unique place in Tongan heritage.”</i></p>	<p>“Sustainable use of the Coastal Management Area (CMA) by implementing policies which maintain and, where possible, enhance environmental quality and safety standards while enabling economic development”</p> <p>(SUSTAINABILITY)</p>	<p>Policy 1: Standards and Procedures - Apply standards and procedures to avoid degradation of the environment and to reduce the risk of long term or irreversible effects upon it.</p>
		<p>Policy 2: Improving Transport & Access (Realising Economic Potential) - To seek improvements to transport infrastructure on Tongatapu whilst ensuring compatibility between economic activity and environmental interests.”</p>
		<p>Policy 3: Conservation of Heritage, Food Security and Biodiversity - To conserve, enhance and where possible restore character and quality of the coastal and marine environment.</p>
		<p>Policy 4 – Working with Dynamic Coasts and Ecosystems - To allow the coast to function as naturally as possible and to ensure that the dynamic nature of the coastal and marine environment is recognised in management decisions.</p>
		<p>Policy 5: Climate and Disaster Resilient Livelihoods - To ensure all livelihood activities are resilient to climate and disaster risks.</p>
		<p>Policy 6 – Focus, Integration and Co-ordination - To provide a focus for coastal management in Tongatapu and to provide effective links with other parts of the public and private sector to create more consistency and respond more effectively to management issues.</p>
		<p>Policy 7 – Community Participation - To raise awareness and actively encourage community participation in all stages of the coastal management process.</p>
		<p>Policy 8: Knowledge and Understanding - To promote research, education, training and participation across all puna officials and non-governmental levels on matters linked to the coast.</p>
		<p>Policy 9: Financial Sustainability - To secure adequate financial resources to sustain successful ICMSPP in Tongatapu and to use these resources effectively.</p>

TABLE 3.1: DRAFT VISION, OBJECTIVES AND ICMSPP POLICY DIRECTIVES FOR TONGATAPU (VOLUME 1)

3.5 Draft Table of Contents (Volume 1)

The ICMS Policy Framework is proposed to consist of five (5) parts as described below. These are preceded by an Introduction which sets out the background and rationale, its purpose and structure.

- Part A – The Coast Tongatapu wants;
- Part B – The Context of ICMS Policy for Tongatapu;
- Part C – Defining the Boundaries;
- Part D – Policy Framework for Tongatapu;
- Part E – ICMS Policy Directives.

The Draft Table of Contents that is proposed is set out below.

1 INTRODUCTION

- 1.1 Overview
- 1.2 Rationale for the Policy
- 1.3 Purpose of the Policy
- 1.4 Structure of the Policy

PART A: THE COAST TONGATAPU WANTS

- A1: Tongatapu, its People, Heritage and Natural Resources
- A2: Why an ICMS Policy?
- A3: Improving the Approach to ICMS Governance
- A4: Need for ICMS Policy Coordination

PART B: THE CONTEXT OF ICMS FOR TONGATAPU

- B1: An Overview
- B2: The National Perspective
- B3: Challenges and Opportunities facing Tongatapu

PART C: SETTING THE BOUNDARIES

- C1: Coastal Management Area (CMA) for Tongatapu (an example)

PART D: POLICY FRAMEWORK FOR TONGATAPU

- D1: Signposting the Way Forward
- D2: Vision and Guiding Principles
- D3: Strategic Objectives
- D4: Gender and Disability

PART E: ICMS POLICY DIRECTIVES

A common set of nine (9) ICMS policy directives are set for Tongatapu. These are designed to (in future) adaptable to any island group in Tonga as required. This is created to ensure that both strategic objectives (outlined in Part C) for Tongatapu (or any island group in the future) are met and that a series of detailed actions necessary for their implementation are followed to make sure there is commonality between them. Together (ICMS policy directives and actions) provide the basis for ICMS in Tongatapu. Each policy directive will contain a clear statement of intent and a series of measurable targets to help monitor ICMS progress over agreed timescales.

- E1: ICMS Policy Directive 1 - Standards and Procedures
- E2: ICMS Policy Directive 2 – Improving Transport & Access (Realising Economic Potential)
- E3: ICMS Policy Directive 3 – Conservation of Heritage, Food Security and Biodiversity
- E4: ICMS Policy Directive 4 – Working with Dynamic Coasts and Ecosystems
- E5: ICMS Policy Directive 5 – Climate and Disaster Resilient Livelihoods
- E6: ICMS Policy Directive 6 – Focus, Integration and Co-ordination
- E7: ICMS Policy Directive 7 – Community Participation
- E8: ICMS Policy Directive 8 – Knowledge and Understanding
- E9: ICMS Policy Directive 9 – Financial Sustainability

PART F: ROLES, RESPONSIBILITIES AND WAY FORWARD

- F1 The Way Forward
- F2 Partnerships to Update the ICMS Policy Framework
- F3 Revising Environmental Indicators for Tongatapu

APPENDIX A: REFERENCES

APPENDIX B: ORGANISATIONS INVOLVED IN DELIVERING ICMS

APPENDIX C: STRATEGIC ACTION PLAN FOR TONGATAPU

APPENDIX D: SAMPLE SITE INSPECTION AND MONITORING PLAN

APPENDIX E: SETTING UP THE TONGAN COASTAL COMMUNITY (TCC)

APPENDIX F: TONGAN PRINCIPLES TO DELIVER ICMS

SECTION 4: ANNOTATED CONTENTS FOR VOLUME 2 - INTEGRATED PLAN FOR THE COASTAL MANAGEMENT AREA (CMA)

4.1 Overview

Volume 2 Plan is designed to cover the coastal area of Tongatapu defined as the Coastal Management Area. This is to be divided into a number of Coastal Management Units and policies will need to be set for each unit.

Volume 2 (and likewise for Volume 3 as appropriate) may require the production of a set of Guidance Manuals and technical appendices to provide planning and development details as appropriate. These would be stand alone and should be read in tandem with Volume 2 and Volume 3 as appropriate. Figure 4.1 presents the component documents making up the ICMSP “package”):

- A set of Guidelines that effectively establish the rules that need to be followed to implement the ICMSP policy directives set within Volume 1, namely;
 - Coastal Development Guidance; and
 - Environmental Policy Guidance.
- A set of Technical Appendices that determine the resource and capacity actions that need to be fulfilled in order to provide the capability to apply the rules (identified above);
 - Institutional Arrangements for ICMSP in Tonga;
 - Strengthening Coastal and Marine Consents;
 - Financing ICMSP;
 - Stakeholder Engagement.

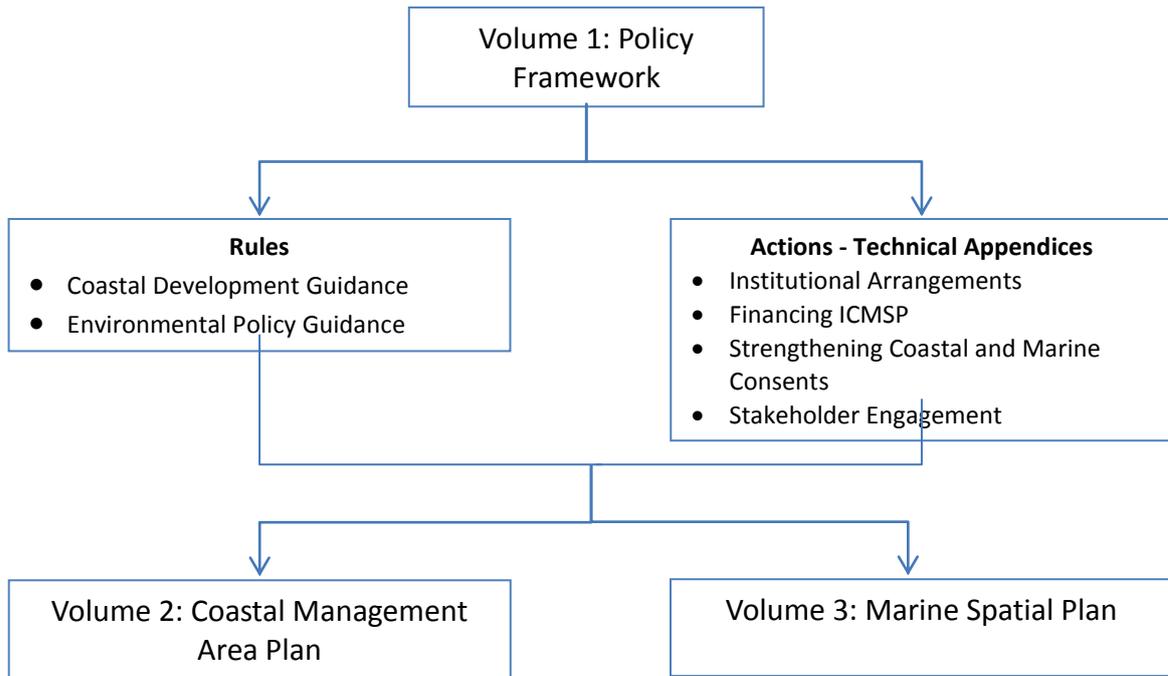


FIGURE 4.1 – SEQUENCE OF REPORTS FORMING THE COMPLETE TONGATAPU ICMSP COMPENDIUM OF DOCUMENTS.

4.2 Sectoral Integration

ICMSP is a cross-sectoral and inter-disciplinary activity and to ensure that this is reflected in the Coastal and Marine Plans (Volumes 2 and 3 respectively), to deliver the Policy Framework six cross-cutting themes for policy implementation have been identified, each with a target goal (for further discussion on ICMSP Themes see Appendix A?):

- **Access in the CMA and offshore** – Public access to the shoreline must be improved in Tongatapu to allow Tongatapu citizens to better enjoy and make use of their coastal environment through activities such as recreation and fishing;
- **Transport in the CMA and offshore** – As an island with limited land resources the immediate need is access to / from the coast and across the sea for trade and travel;
- **Protection in the CMA and offshore** – The protection and active conservation of habitats, biodiversity and the environment of Tongatapu so that they can function as productive ecosystems that support living resources that can either be exploited (harvested) for financial return, provide a service, such as shoreline protection, or enjoyed for their aesthetic, educational/scientific or recreational interest;
- **Resources in the CMA and offshore** – sustainable exploitation of living and non-living (sand, oil etc.) resources;
- **Safety and Security in the CMA and offshore** – Provide a transparent, consistent approach based on International Best Practise with regards to safety and security in coastal and marine areas. This includes clear guidance towards disaster preparedness in Tongatapu in order to achieve maximum environmental, social and economic benefits, and;

- **Culture and Heritage in the CMA and offshore** – The management of the cultural and heritage assets of Tongatapu to ensure they can be promoted for the benefit, enjoyment and education of Tongans and visitors.

By selecting common cross cutting themes that address the environmental issues facing Tongatapu, it is intended that policies shall be better integrated between sectoral groups and from this, provide a platform to foster economic and community development requirements and actions.

The relationship between these elements that collectively constitute the Policy Framework for ICMSP is shown in Figure 4.1. A more detailed representation of the evolution of ICMSP and the relationship between the component parts is presented in the Appendix A.

To help the implementation of Volumes 2 (and Volume 3), the two identified Guidance documents need to be prepared to help determine the ‘rules’ that should be followed by all stakeholders (Government, private sectors and the Public) in order to meet the objectives of the ICMSP Policy Framework.

4.3 Draft Table of Contents (Volume 2)

The Draft Table of Contents that is proposed is set out below. Specific structure detail for Part C is presented in Section 4.4.

Glossary of Terms within this ICZM Plan (*It is important to ensure that Tongan terms are used in this Glossary as appropriate*).

1. PART A - BACKGROUND

- 1.1. Introduction
- 1.2. National Planning in Tonga
- 1.3. The Integrated Coastal and Marine Spatial Plan (ICMSP)
- 1.4. What does this Plan do?

2. PART B – GENERAL GUIDANCE

- 2.1. How to use the Plan
- 2.2. Who should use the Plan?
- 2.3. ICMSP Themes
- 2.4. Identification of Priorities for ICMSP
- 2.5. Roles and Responsibilities

3. PART C – COASTAL MANAGEMENT UNITS AND POLICIES

- 3.1. Introduction
- 3.2. Integrated Coastal Management for Tongatapu at the National Scale
- 3.3. Integrated Coastal Management for Tongatapu at the Local Scale
- 3.4. Coastal Management Unit 1: North Coast (Nuku'alofa urban area westwards to Masilamea)
- 3.6. Coastal Management Unit 2: Low lying west coast (Hihifo Peninsula – lagoon side villages)

- 3.7 Coastal Management Unit 3: Low lying north east coast (Hahake Peninsula: Nukuleka to Afa Village)
- 3.8 Coastal Management Unit 4: Fanga'Uta Lagoon
- 3.9 Coastal Management Unit 5: Raised coast (Ha'atafu (Hihifo) to Afa (Hahake)
- 3.10 Coastal Management Unit 6: Outer Islands (Tongatapu)

4. PART D – ACTION PLAN

- 4.1. Action - Adopt the plan
- 4.2. Action - Publish the plan
- 4.3. Action – Implement the plan
- 4.4. Action – Collect plan implementation information
- 4.5. Action – Report on progress
- 4.6. Action – Review the plan making process
- 4.7. Action – Update the plans
- 4.8. Summary of all CMU Actions

5. REFERENCES

4.4 Recommended detail for each Coastal Management Unit

For each CMU, it is recommended that the following sub-headings are adopted for use to capture the necessary details needed.

Sub-Heading 1: Site Characterisation

Summary details of the characteristics of the CMU from a social, economic and environmental perspective

Sub-Heading 2: Land Use Development Strategy / Development Control Strategy

Summary national position regarding current or future anticipated land use development for the CMU (if known).

Sub-Heading 3: CMU vision statement

An overarching vision statement that captures the key points raised in Sub-headings 1 and 2 above.

Sub-Heading 4: Proposed CMU policies

A clear GIS produced map of the CMU is needed to outline clearly coastal risk areas, conservation and heritage areas, land use and key development opportunity areas. A series of Policy Codes (reflecting the “Themes” presented in Appendix A) should be prepared and placed on the maps to give a spatial dimension to the preferred policies. More detailed text is then required to justify the selection of the policy code adopted

APPENDIX A: DRAFT ICMSP “THEME” HEADINGS

TONGATAPU COASTAL “THEME”	TOPICS AND ISSUES OF RELEVANCE
THEME 1 – Access in the Coastal Management Area and offshore marine area	<ul style="list-style-type: none"> • Regional coastal change (climate change) • Maintenance and construction of coastal structures • Beach/water based management and recreation (public space) and tourism • Resource conservation for fisheries and wildlife • Development control in the CMA • Foreshore ownership and land use zonation • Infrastructure: Causeways, oil & gas pipelines, cables
THEME 2 - Transport in the Coastal Management Area and offshore marine area	<ul style="list-style-type: none"> • Port management; Shipping routes; Navigation rights • Leisure boating (permits/services etc); Water taxis etc • Fishing harbours and boats • Infrastructure: Causeways, oil & gas pipelines, cables
THEME 3 – Protecting the Coastal Management Area and offshore marine area.	<ul style="list-style-type: none"> • Regional coastal change • Reclamation for urban and industrial expansion • Water pollution • Habitat management; Foreshore reserve areas; MPAs • Fishery exclusion zones
THEME 4 - Resources in the Coastal Management Area and offshore marine area	<p><u>LIVING RESOURCES</u></p> <ul style="list-style-type: none"> • Pelagic fisheries; Shellfisheries; Aqua /Mari- culture <p><u>NON LIVING RESOURCES</u></p> <ul style="list-style-type: none"> • Offshore mineral resources; Sand resources; Water aquifers
THEME 5 - Safety and security in the Coastal Management Area and offshore marine area	<ul style="list-style-type: none"> • Disaster risk reduction (natural hazards) • Emergency response (accidents and oil spills) • Homeland security (offshore boundaries, ports) • Military use areas • Coastguard (piracy issues) • Illegal fishing
THEME 6 – Culture and heritage in the Coastal Management Area and offshore marine area	<ul style="list-style-type: none"> • Heritage tourism issues • Offshore cultural issues • Historic wrecks • Tongan community land tenure rights