



International Ocean Institute

Evaluation of Integrated Coastal Zone Management (ICZM) in Europe

Final Report

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Rupprecht Consult — Forschung & Beratung GmbH
Waltherstrasse 49 - 51
51069 Cologne
Germany

Tel. +49.221.60 60 55 - 0
Fax +49.221.60 60 55 - 29
Email info@rupprecht-consult.eu
www.rupprecht-consult.eu

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1 Executive Summary

The ICZM Evaluation Team of Rupprecht Consult – Forschung & Beratung GmbH and the International Ocean Institute in Gzira, Malta has been appointed by the European Commission to carry out an independent evaluation of Integrated Coastal Zone Management (ICZM) in Europe. The objectives were

- To evaluate the implementation of the EU ICZM Recommendation of May 2002;¹
- To evaluate the added-value of ICZM in the context of relevant existing and evolving Community policies/legislation;
- To identify where a need for further action exists as regards coastal zone policy and to provide recommendations for further relevant action at Community level.

The results of this Evaluation shall assist the European Commission to review the EU ICZM Recommendation (2002/413/EC), concerning the implementation of ICZM in Europe, and to submit an evaluation report to the European Parliament and Council at the end of 2006 for further Community action on ICZM.

**EC Evaluation
Report to
Parliament &
Council**

Context of ICZM in Europe

An environmentally good state of the seas and coastal areas of Europe will be a vital success factor for improving the European Union's long-term growth and employment, and the well-being of its citizens. In recognition of this urgent need for an integrated and strategic approach to the management of the coastal areas of Europe and based on experiences of a Demonstration Programme,² eight principles of good ICZM (see box below) were agreed as part of the EU ICZM Recommendation of 2002. All Member States were requested to undertake a national stocktaking exercise and to develop national strategies; intensive cooperation on the European level was also agreed.

**Eight principles
of good ICZM to
be implemented**

ICZM is a strategy for an integrated approach to planning and management, in which all policies, sectors and, to the highest possible extent, individual interests are properly taken into account, with proper consideration given to the full range of temporal and spatial scales, and involving all coastal stakeholders in a participative way. It demands good communication among governing authorities (local, regional and national), and promises to address all three dimensions of sustainability: social/cultural, economic and environmental. It thus provides management instruments that are not per se included or foreseen in the different policies and directives in such comprehensiveness.

**ICZM = integra-
tion of policies,
sectors &
interests**

¹ 2002/413/EC, Recommendation of the European Parliament and of the Council of 30 May 2002 concerning the implementation of integrated coastal zone management, OJ L148 of 6.6.2002.

² See Communication by the Commission to the Council and the Parliament on Integrated Coastal Zone Management: a Strategy for Europe (COM/2000/547), adopted 27 September, 2000.

Eight Principles of Good ICZM

Principle 1:

A broad overall perspective (thematic and geographic) which will take into account the interdependence and disparity of natural systems and human activities with an impact on coastal areas.

Principle 2:

A long-term perspective which will take into account the precautionary principle and the needs of present and future generations.

Principle 3:

Adaptive management during a gradual process which will facilitate adjustment as problems and knowledge develop. This implies the need for a sound scientific basis concerning the evolution of the coastal zone.

Principle 4:

Local specificity and the great diversity of European coastal zones, which will make it possible to respond to their practical needs with specific solutions and flexible measures.

Principle 5:

Working with natural processes and respecting the carrying capacity of ecosystems, which will make human activities more environmentally friendly, socially responsible and economically sound in the long run.

Principle 6:

Involving all the parties concerned (economic and social partners, the organisations representing coastal zone residents, non-governmental organisations and the business sector) in the management process, for example by means of agreements and based on shared responsibility.

Principle 7:

Support and involvement of relevant administrative bodies at national, regional and local level between which appropriate links should be established or maintained with the aim of improved coordination of the various existing policies. Partnership with and between regional and local authorities should apply when appropriate.

Principle 8:

Use of a combination of instruments designed to facilitate coherence between sectoral policy objectives and coherence between planning and management.

Evaluation Methodology (Chapter 3)

The Evaluation Team has undertaken a comprehensive information collection campaign, including country-case assessments of all coastal Members States and Accession Countries, screening of a wide range of policy documents, face-to-face interviews with key stakeholders, and a widely distributed stakeholder questionnaire.

Interviews were primarily telephone interviews, but also a limited amount of personal/face-to-face interviews were carried out. They follow pre-determined interview guidelines (see Annex C) with a common section, and stakeholder group-specific parts. Full confiden-

**Pro-active
information
collection**

**Common
guideline for
interviews**

tiality was ensured. Transcripts were non-personal and were not made public.

The questionnaire (see Annex D) was distributed by e-mail to targeted key ICZM stakeholders in the twenty coastal Member States and the four Acceding and Candidate Countries in order to enlarge the empirical basis of our findings. Organisations such as the EUCC – The Coastal Union as well as many coastal management related projects further distributed our questionnaire within their networks. The EUCC announcements reached more than 2000 members alone.

The questionnaire was translated from English into French by the Evaluation Team and into Romanian and Croatian by dedicated experts in the respective countries. It contained a mix of open and closed questions and was fully anonymous.

At total of 140 questionnaires from 21 countries were submitted until early July 2006 and analysed to complement and validate findings, trends and recommendations. The statistical representativity of the questionnaire results, especially in cases where only responses from stakeholders of a specific regional sea were counted, is limited. The primary value of the questionnaire lies in its qualitative results, in particular responses to “open questions” and suggestions/comments from the ICZM stakeholders.

In developing its conclusions and recommendations, the Evaluation Team has followed an iterative approach, consulting closely with the European Commission’s ICZM Steering Group and ICZM Expert Group, representatives from reporting institutions of coastal Member/ Accession States’, NGOs and other coastal stakeholders.

Validation of findings with stakeholders

At the mid-term phase of the Evaluation, a Validation Workshop was held at the Center for Tropical Marine Ecology in Bremen, the host of the Operational Centre of the International Ocean Institute in Germany. The Evaluation Team together with leading experts and stakeholders in the area of ICZM at the national and European level took stock and validated interim trends and recommendations at this workshop.

Participation and validation

Further means for exchange with experts and stakeholders throughout Europe were an access-restricted electronic “ICZM Evaluation Space” and a public website developed by the Evaluation Team. The public website accessible under www.rupprecht-consult.de/iczm and www.rupprecht-consult.eu/iczm offered a single information space for accessing national ICZM Strategies and Reports and, not least to offer feedback opportunities for all coastal stakeholders interested in contributing to the evaluation.

The Evaluation Team has accommodated substantial delays in the submission of National Strategies and alternative ICZM plans considerably beyond the recommended deadline (February 2006).³

³ The final Strategies and Plans considered in the ICZM evaluation were submitted as late as June 2006 for analysis.

Implementation of ICZM in Europe (Chapter 4)

Overall, 18 of the 24 coastal Member States and Accession Countries have officially reported on the implementation of the EU ICZM Recommendation by mid-June 2006. For the six missing countries⁴ alternative information sources were used to establish the status of implementation of the EU ICZM Recommendation.

**18 of 24
countries
reported**

In the 24 EU coastal Member States and Accession Countries the status of policy implementation is as follows:

- No country has implemented an ICZM National Strategy as prompted by the EU ICZM EU Recommendation.
- In seven countries, namely Finland, Germany, Malta, Portugal, Spain, Romania, and United Kingdom, the implementation of an ICZM National Strategy is pending.
- In six further countries, namely Belgium, Cyprus, France, Greece, Netherlands, and Slovenia, documents considered as equivalent to an ICZM National Strategy have been developed, or coastal zone management strategies have become (or planned to become) an integral part of its spatial planning processes.
- In eleven countries, namely Bulgaria, Croatia, Denmark, Estonia, Ireland, Italy, Latvia, Lithuania, Poland, Sweden, and Turkey, no ICZM equivalent policies are in advanced stages of preparation, only fragmented tools are in place to address coastal issues.

**13 countries are
implementing
ICZM principles**

**11 countries have
no agreed ICZM
policy**

One of the key principles of any effective ICZM policy is to have a view of problems faced by coastal zones in a wide context – to see and acknowledge the ‘big picture’. Many well-intentioned efforts towards ICZM, in the past, have failed because they were looked at in isolation.

Whereas some of the threats to coastal area environments can be approached most effectively on a global scale, their individual characteristics and relevance tend to vary from region to region, and from sea to sea. The European Commission itself, in their leadership role for future ICZM actions at the European level, should hence consider a regional approach.

The Evaluation Team has based its analysis of implementation of the ICZM Recommendation on a regional seas approach which is clearly the most effective method for governance of European coastal areas, as effective coastal and marine resource management transcends boundaries. The ICZM approach encourages cross-border cooperation, a “regional seas” approach to coastal policy in countries bordering seas. It makes good sense for countries sharing a coastline on the same sea to make efforts to coordinate their activities, rather than putting into place a series of what could be conflicting national policies.

**Regional Seas
approach**

⁴ Bulgaria, Croatia, Estonia, Ireland, Italy, Turkey.

The twenty-four countries subject to this evaluation border one or more of five European regional seas, namely the Baltic Sea, the North Sea, the Atlantic (North-East region), the Mediterranean Sea and the Black Sea. For each regional sea, a detailed analysis of reporting and the degree of implementation is provided in chapter 4 of this document.

The analysis of implementation trends has shown that the ICZM Recommendation has been beneficial for the coastal management in Europe:

- The eight "Principles of good ICZM" as promoted in the EU ICZM Recommendation have created a new awareness and a higher level of preparedness at the regional level regarding long-term coastal challenges.
- The EU ICZM Recommendation has initiated a rethinking of traditional planning approaches by promoting a reconciliation of economic, social and environmental interests.
- Although the actual involvement of stakeholders is still unsatisfactory overall, successful local ICZM-based processes have created a strong pressure to increase participative elements in decision making.
- ICZM has shown that it could become the instrument to link "terrestrial" to marine legislation, especially on a "regional sea level".
- Proper implementation of ICZM improves the livelihood and employment of coastal areas, as cost-benefit-analyses for the EU countries have shown. Hence, an EU-wide implementation of ICZM would have a significant economic and social impact.

**Clear benefits of
ICZM in Europe**

At the same time, this evaluation concludes there is wide scope to improve the implementation of ICZM along the European coasts; these include improved regional cooperation within the regional seas, stronger exchange of expertise and information, better stakeholder participation, monitoring of implementation through common methodologies and a long-term funding perspective for regional ICZM initiatives.

**Scope for further
improvement**

The specific conclusions drawn for each of the five Regional Seas subject to the evaluation exercise are as follows:

Baltic Sea Region

National Strategies for ICZM have not yet been elaborated by a number of countries (Denmark, Latvia, Lithuania), while others are in the process of including ICZM elements in their national Spatial Planning Strategies (Sweden). Finland has drafted its National ICZM Strategy and Germany has optimised its legislative instruments according to the principles of ICZM. Poland has stepped up its efforts to move from its multi-sectoral legal framework towards the formulation of a National ICZM Strategy.

It is likely that public participation and co-decision in the Baltic Sea Region may still be very weak. However, initial steps to enforce this element in ICZM are being taken.

Efforts have intensified to establish ICZM and sustainable spatial planning principles on the regional and local levels. Aspects addressing strategic, holistic and participatory approaches seem to have been considered in this process.

**Increased efforts
to establish ICZM
and sustainable
spatial planning**

Moreover, there has been extensive participation by Baltic Sea countries in a number of INTERREG and LIFE projects concerning integrated management and spatial planning in the coastal zone.

Bulleted Summary of Findings for the Baltic Sea Region:

- The countries under evaluation show varied development of actual strategies for ICZM implementation, ranging from developed, formulated strategies, such as Germany and Finland, to Poland, which is still in the process of formulating its plan. Denmark delivered a short report on its stocktaking activities, but states that the present legal framework seems to override the need to develop an ICZM-specific strategy.
- Most countries base their strategies for ICZM implementation on their formal Spatial Planning or environmental protection/ecologically-driven systems. It is often claimed, that a spatial planning framework (albeit its strong sectoral nature) provides a well-established, functioning legal framework for the increased nature protection in the coastal zone into the existing administrative processes.
- Participation from all sectors of the economy should be further encouraged, coupled with increased training, education and public awareness programmes. ICZM is not widely known on the respective administrations at local and regional levels.
- The legal and regulatory framework for ICZM in the Baltic Sea countries displays an array of different laws, measures, and authorities relevant to the coastal area management.
- Although legislation may show a relatively high protection level, as regards coastal landscapes and management practices, this does not necessarily imply an integrated coastal zone management approach.
- It is perceived that the frameworks that have been or are being formulated will be adequate to manage the challenges to secure a proper balance between conservation and development of the coastal zone. Weaknesses and gaps are dealt with currently by adjusting existing laws and fine-tuning the governance structures, as well as implementing EU directives and policies.

North Sea Region

In all Member States bordering the North Sea, a set of planning instruments and mechanisms are in place, which address ICZM issues to some extent. Besides Denmark and Sweden, where ICZM is currently low on the political agenda, all North Sea States are aware of the specific role of their coast and the difficulties of adequately managing such complex, dynamic systems. Whereas some of the ICZM principles feature high in all countries, e.g. the elaboration of local-context specific processes, the recognition of sustainability and the precautionary principle, others are yet improvable, i.e. the use of the adaptive management principle and the balanced combination of instruments within the planning and management process.

In this respect, participation is a major asset that requires further optimisation. Through the OSPAR convention, the Trilateral Wadden Sea Programme and the Irish Sea project, the ground is laid to intensify collaboration and exchange on a regional seas basis. These may act as window-of-opportunity to streamline the respective ICZM national efforts to promote further cross-boundary sharing of information, communication and management in the coastal zones.

Bulleted Summary of Findings for the North Sea Region:

- All six EU States (Belgium, Denmark, Germany Netherlands, Sweden, and the United Kingdom) that border (to some extent) the North Sea delivered a national report on the National ICZM efforts which have been assessed.
- One of the key obstacles to ICZM is the current strong legislative separation between land and sea- based activities in many of the North Sea countries.
- National coastal forums should be established that have a permanent structure and more funding and long-term staff. They should report on a regular basis to the respective National Government but also link national activities and foster Regional Sea communication and exchange.
- Regional Sea Partnerships of key bodies such as National coastal forums could have a role by facilitating stakeholder participation and dialogue in any future system of marine spatial planning.
- Voluntary partnerships should be given a specific role, financial and political support.
- Further the progress on international agreements such as the OSPAR Convention.
- Promotion of training, education and awareness programmes on the Regional Sea level (EU programme on communication and exchange between Member States of a Regional Sea, e.g. exchange of practitioners, facilitating interregional and trans-national co-operation on coastal issues).

- Address the problems of consistency, compatibility and accessibility of data collection and storage methods, as well as agreements on cross-border sharing of information in a Regional Seas context.
- Develop a set of sustainability indicators that is regularly assessed on the basis of careful monitoring of the coastline and other Information could provide the basis for a regular national reporting system to the EU, based as far as possible on data which are simple to collect.
- Use synergies between ICZM and Water Framework Directive (WFD) principles (e.g. public participation as key to ICZM and a requirement to WFD and the use of existing coastal observations).

Atlantic Coastal Region

Structures and activities towards an ICZM along the Atlantic coast are under development. Adjacent states have mostly followed the EU recommendation to start a process of formulating an ICZM strategy. However, no ICZM strategy has been implemented formally in the five countries, only first steps have been taken mainly based on existing spatial planning that is converted into ICZM with more or less conviction. At the moment coastal zone management suffers the historically founded sectoral perspective of the planning authorities. Spain has targeted the full implementation for 2008.

Fundamental principles of ICZM such as communication and participation are recognised and a common vision horizontally within each level and vertically between levels is requested. Most strategy papers show clearly that the horizontal and vertical flow of information and participation has been neglected in former policies. The countries give the principles as goals for their ICZM, but the reports show that especially participation and communication has not been applied. There is a gap between theory and practice.

Nevertheless some principles are met in some countries. For most of the Atlantic coastline a holistic thematic and geographic perspective is in progress, at least on a national basis. Good progress can also be stated for principles 4 and 7, in which all countries fulfil the criteria fully or at least partly. The local specific context is well represented along the Atlantic coast and relevant administrative bodies are involved.

Adaptive management (Principle 3) is included in only one of the five reports/strategies, and only two countries do respect natural processes (Principle 5) in their strategies.

Tasks in the implementation of an ICZM lie in the development of an overall adaptive management approach, and the strengthening of the participatory approach in planning and management, as well as an improvement in the combination of planning and management instruments. Respecting and working with natural processes needs a paradigm shift from high elaborated technical solutions to less invasive methods to support natural regulating processes.

Compared to other European seas, the Atlantic coast is lacking a common regional policy to deal with problems and concerns on a regional basis. Even if the coastline is not as "closed" as e.g. Baltic Sea or North Sea but a very open stretch with some embayments, a regional platform would be helpful to address common problems along this coast.

Bulleted Summary of Findings for the Atlantic Coastal Region:

- No ICZM strategy has been implemented formally in the five countries. Only first steps have been taken. Spain has targeted the full implementation for 2008.
- Developed strategies are originating in most cases from spatial planning and have been converted into ICZM with more or less conviction, suffering the historically founded sectoral perspective of the planning authorities.
- Most strategy papers show clearly that the horizontal and vertical flow of information and participation has been neglected in former policies.
- There is a gap between theory and practice in meeting the principles of good ICZM in the countries' strategies. Several countries give the principles as goals for their ICZM, but the reports show that especially participation and communication have not been applied during the development.
- For most of the Atlantic coastline a holistic thematic and geographic perspective is in progress.
- Good progress can be stated for principle 4 and 7, in which all countries fulfil the criteria fully or at least partly. The local specific context is well represented along the Atlantic coast and relevant administrative bodies are involved.
- Application of adaptive management (Principle 3) has to be improved.
- Only two countries do respect natural processes (Principle 5) in their strategies. Respecting and working with natural processes needs a paradigm shift from high elaborated technical solutions to less invasive methods to support natural regulating processes.
- All countries have used a holistic and integrative approach to develop their strategy. Sustainable development is defined as a central goal.
- Compared to other European seas, the Atlantic coast is lacking a common regional policy to discuss and analyse problems and concerns on a regional basis.

Mediterranean Region

Overall progress in implementing a national ICZM strategy varies to a great extent and can formally only be reported for four cases, i.e. Malta, France, Slovenia and Spain. The other Mediterranean states have not formally responded to the ICZM recommendation.

In Malta, two years of implementation are stated. Slovenia, having a short coast of 50 km, has implemented several highly successful regional development initiatives with strong ICZM content since 2002 and will continue the implementation process in the coming years. France intends to start the first tangible step of ICZM activities in this year of 2006 by establishing a National Council for the Coast with the responsibility for integrated coastal management. In Spain, formal actions from the ICZM strategy have to some extent started in 2006, but are planned to be implemented in full in 2008⁵.

The reasons for this strong variation of the general progress in implementation are summarized in the following:

Malta prepared its strategy prior to 2004 as one of the activities leading to EU accession which was an important incentive to look into ICZM issues on the national level. Spain invested substantial efforts into producing a national strategy and just started to implement it. However, it appears that for a full implementation of ICZM, Spain is awaiting the outcome of the EU reviewing the ICZM process in Europe at the end of 2006 since the full implementation is only envisaged for 2008. Greece has been active in drafting of a Special Framework of Spatial Planning and Sustainable Development of the Coastal Areas, calling for coordination, compatibility of sectoral policies and efficiency of infrastructures. France did not submit a formal national ICZM strategy. An equivalent document was elaborated largely independent of the EU ICZM Recommendation.

In Cyprus, Greece and Turkey the capacity of organizations and professionals to work out a national ICZM strategy appears to be rather limited. This is compounded with other factors such as conflicting interests between main stakeholders.

A final group of countries (Croatia, Italy and Turkey) did not submit a national strategy. Of these, two were previously not required to provide a strategy (Croatia and Turkey). Most noteworthy in this latter group is the lack of ICZM activities in Italy. Being geographical central in the Mediterranean area with a very important and long coastal zone and of paramount political importance in the European context, this lack is a point of concern. One impediment for Italy might be the highly decentralized nature of the country vesting almost all coastal planning and management to lower tiers of administration and possibly luring national level government into a position of not having a mandate. On the other hand, a quasi-federal, highly decentralized

⁵ The Spanish strategy was worked out in Phase I (2002 to 2006). Phase II (2007-2008) will be concerned with more detailed planning of activities and forming of coordination mechanisms. Thereafter in phase III (2008-2010) the (formal) start and revision of activities are envisaged.

country such as Spain demonstrates that even in such a case, a national strategy can be developed.

Bulleted Summary of Findings for the Mediterranean Region:

- From nine countries the following six: Cyprus, France, Greece, Malta, Slovenia and Spain delivered a national ICZM report to EU that has been assessed, while Croatia, Italy and Turkey did not do so.
- The most pronounced common problem to the majority of the countries along the Mediterranean is the artificialisation of the coast driven by an ever expanding tourism: urban sprawling, building up of second homes, sealing of soils, etc. Other common issues are: the change of coastal dynamics; a dwindling of the traditional fishery industry; the degradation of ecosystems and habitats; environmental risks along the coast; the loss and degradation of landscape; and environmental problems due to aquaculture, water sports activities and maritime transport.
- There is a multitude of laws, however, a consistent set of laws directing coastal governance and management is usually lacking. The main legislative and policy frameworks governing the development in the coast are usually planning instruments that have a physical preponderance and little room for needs of integration of different sectors and participation of stakeholders.
- There are five major groups of stakeholders: i) government institutions, ii) private sector actors, iii) non-governmental organizations, iv) researchers and experts, and finally v) coastal citizens. The interests of these groups vary to a great deal, between groups as well as within groups. Some are very much focused towards coastal environmental goals, others want to achieve economic growth, often neglecting long-term considerations.
- Interregional organizations and cooperation structures do not yet feature high in the reports of the countries.
- Implementation of national ICZM strategies or equivalent has been going on since a few years in Malta and Slovenia, while it has started in 2006 for France and Spain.
- The observance of principles of good ICZM vary to a great deal among countries. Long-term sustainable development intentions, local-specific orientation and a holistic approach are incorporated in quite a number of national strategies or equivalent, at least nominally. Much more problems appear in participation of stakeholders, application of adaptive planning and management procedures, working with natural processes, proper integration of various administrative bodies and the use of a balanced combination of instruments in planning and management.

Black Sea Region

In the region, significant steps have been initiated towards a holistic ICZM strategy. The scope is to harmonize the various Laws and Directives at the National and at the Regional Level and to further re-enforce the need to address the Regional Convention and related instruments in safeguarding the Black Sea coastal zone.

National ICZM Strategies are currently being debated at the Governmental level and are waiting adoption. The level of participation varies from one country to another, but an overall general participation of stakeholders is evident.

So far along the Southern and Western Black Sea Coasts, only Romania and Bulgaria have reached the formulation of a National ICZM Strategy or equivalent which is waiting adoption by the respective Governments. Actions have emanated in the form of public consultation, elevated awareness of the problems affecting the coastal zones, as well as identification of specific hot spots requiring urgent attention. Scientific projects and rehabilitation measures are already underway.

In these proposed Strategies, a link is made to the maritime sphere, in particular to the subject of transboundary pollution resulting from land-based pollution from the coasts or rivers. They also address sea-based pollution of the marine environment originating from shipping and harbour activities and off-shore oil exploitation. Other problems arise from beach erosion and over-fishing by some Black Sea riparian countries.

Bulleted Summary of Findings for the Black Sea Region:

- The Black Sea coastal zone is being seen as 1) a highly vulnerable resource due to increasing human population, and 2) the backbone of the national economy in competition with various stakeholders, which may result in conflicts and destruction of the functional integrity of the resource system.
- The most common problems in the Black Sea region are coastal erosion, over-urbanisation, lack of law enforcement and unsustainable tourism. Currently, the benefits related to environmental conservation and protection may rank lower than those that can be attributed by tourism and industry.
- The effectiveness of National ICZM strategies in the Black Sea countries mainly depends on their coherency with those of the other Black Sea countries. This is due to the similar geo-physical, often interacting, features.
- ICZM-related actions in the region are leading to the setting-up, for the first time, of appropriate cross-sectoral management and legal frameworks to address the EU ICZM recommendation and other regional and international frameworks.
- The participation of the civil society and stakeholders in nationally-recognised ICZM working groups is becoming common at least in some parts. Consensus building and conflict

resolution mechanisms between competing stakeholders are improving.

- Identification of priority coastal areas requiring immediate conservation and rehabilitation actions is being done in support of dedicated action-oriented projects.

Reasons for Differences in the Progress to Introduce and Implement ICZM in Europe

There are several important factors which individually, in conjunction or in conflict with each other either support or hamper progress of ICZM in Europe.

The main success factors for progress in ICZM are:

- Small size and high importance of coast in relation to total size of country
- A proper allocation of competences, functions and tasks between central and lower state levels
- Leadership or at least a dedicated caretaker role (“political will”) by the national level driving and/or coordinating ICZM
- Connecting on-going administrative and governance changes within Member States with necessities of ICZM
- Utilizing and strengthening existing territorial planning and management institutions (e.g. from spatial planning) for ICZM
- National, regional and local levels working in connection with regional seas initiatives
- ICZM projects, programmes and initiatives showing benefits to and increasing communication among stakeholders
- Reliable funding for ICZM initiatives with a medium- to long-term time frame
- Qualified personnel and management on all levels conversant with ICZM
- Strong civil society organizations promoting environmental affairs.

The main fail factors for progress in ICZM are:

- Unclear distribution of functions between national and lower levels of government with national government not feeling “in-charge” of ICZM
- ICZM introduction coming at the wrong time (when the respective country is undergoing major reforms that organize the larger structure)
- Countries (purportedly) claiming that ICZM is sufficiently being taken care of by spatial planning institutions

- Insufficient time, unqualified manpower and insufficient funds provided to introduce the complex idea of ICZM through awareness, education and demonstration projects.

Added-value of ICZM in the Context of Policies and Legislation (Chapter 5)

The analysis of the added-value of ICZM *vis á vis* existing and evolving EU policies and legislation has shown that ICZM relates positively to many EU policies⁶ and legal frameworks⁷:

- ICZM is capable to help translate often very abstract policies to local and regional situations (e.g. Governance White Paper)
- ICZM can help to harmonise short-term aims with long-term policy objectives.
- ICZM can help to improve the coordination among policies, sectors and across scales.
- ICZM promotes participatory methods, thus greatly improving transparency in decision-making and co-management of coastal areas.
- A very important specific area of ICZM will be its intermediary function between the terrestrial/coastal management as stipulated in the Water Framework Directive and the planned Marine Strategy Directive as part of the Maritime Policy.

**ICZM connects
existing policies
& regulations**

**ICZM connects
land & water**

Recommendations (Chapter 6)

A discussion is ongoing among many ICZM stakeholders in Europe, whether an “ICZM Directive” should be proposed. Even if there is a strong demand for a regulatory approach in some countries (and possibly this may have to be followed in the long-term), this evaluation concludes that the potentials of the current EU ICZM Recommendation are not yet fully exploited, and that an incentive-based approach will be more effective on the European level.

**Incentives
instead of
regulation**

It is clear however that the EU ICZM Recommendation has initiated a non-reversible process that can lead to an integrated coastal management in most of the Member States, provided that EU support will be continued, strengthened and focussed. Thus, for the success of a European-wide implementation of ICZM, the EU will play a central and important role, especially to provide guidance and standards in following the general goals of a sustainable development along the coast respecting a balance between ecological, economical and social interests.

⁶ The following policy frameworks were analysed: Lisbon Strategy; Governance White Paper; The EU Cohesion Policy; The Emerging Maritime Policy, Sustainable Development Strategy; The EU Sustainable Tourism Policy; European Spatial Development Perspective; Sixth EU Environmental Action Programme; Thematic Strategy on Urban Environment (TSUE).

⁷ The following legal frameworks were analysed: The Planned Marine Strategy Directive; The Water Framework Directive (WFD) and Directly Related Directives (Urban Waste Water Treatment, Nitrate Directive, Drinking Water Directive, Directive for Integrated Pollution and Prevention Control (IPPC); Strategic Environmental Assessment (SEA) Directive; Environmental Impact Assessment (EIA) Directive; The Birds Directive; The Habitat Directive; Industrial Installations and the Integrated Pollution Prevention and Control Directive (IPPC), Global Monitoring for Environment and Security (GMES) and the Planned Directive for Spatial Information in the Community (INSPIRE).

As summarised in table 1 below, the Evaluation Team has grouped its recommendations into four cross-cutting and strategic recommendations (1-4) and five operational and action-loaded recommendations (5-9) with specific suggestions for implementation. These suggestions include indications on the EU's cost of implementation and its available funding sources. The total implementation costs of the suggested recommendations amount to approximately €30.5 million.

Table 1: Overview of ICZM Evaluation Recommendations and Actions

Strategic recommendations

- 1 Strengthen the European dimension of ICZM based on a Regional Seas approach**
Follow the EEA recommendation of regionalisation and enhance ICZM activities on a supra-national level, providing a common European frame to help bringing actors together, building capacities and harmonising practices in a trans-national perspective.
- 2 Raise the profile of ICZM and enhance its integration with sectoral policies**
Enhance stakeholders' identification with ICZM, create a cross-sectoral policy community from EU to local level and ensure incorporation of ICZM into current practices.
- 3 Elaborate the strategic approach of ICZM - oriented at a balanced ecologic, social, economic and cultural development**
Develop a common conceptual framework describing the geographical delimitations, development orientations, stakeholder responsibilities, and procedures to be followed, linking the EU ICZM recommendation and stakeholder routines in a practical way.
- 4 Address major long-term risks: Vulnerability to disasters and climate change**
Include the vulnerability of the coast to disasters as well as consequences of climate change, sea level rise and pollution on a Regional Sea level and in a long-term perspective, striving for the adoption of the precautionary principle.

Recommendations

Actions

- 5 Endorse awareness, guidance, training and education**
Raise awareness among coastal stakeholders by making better use of all instruments of information dissemination. Provide guidance and develop human capacities through education and training. Support ICZM training centres, staff exchange opportunities, university courses and advanced adult education.
 - 5.1** Raise awareness and promote ICZM
 - 5.2** Provide guidance on the preparation and performance of ICZM
 - 5.3** Support the establishment of ICZM training centres of excellence
 - 5.4** Offer possibilities for staff exchange between different regions and countries
 - 5.5** Review, endorse and promote academic courses on ICZM

Recommendations	Actions
6 Enhance stakeholder coordination and participation	
Obtain a more comprehensive overview and insight of current ICZM practices in Europe. Establish an ICZM Advisory Board and create open stakeholder fora at European, Regional Sea and national levels to facilitate cross-sectoral stakeholder participation. Build on existing organisations and practices for implementation.	<p>6.1 Complete the stocktake exercise in due time</p> <p>6.2 Set up an ICZM advisory board at European level</p> <p>6.3 Create ICZM stakeholder fora at national, Regional Seas and European levels</p> <p>6.4 Build on existing organisations and practices, but modify these where necessary</p>
7 Perform a mainstreaming of European policies	
Incorporate ICZM in all pertinent programmes and instruments regarding their orientation (objectives) and the provision of funds. Clarify the role and relationship of the different policies and instruments in ICZM for all stakeholders.	<p>7.1 Make clear the practical role of relevant policy strategies and regulation affecting ICZM</p> <p>7.2 Incorporate ICZM in all pertinent funding instruments regarding their orientation and the conditioning of funds.</p>
8 Harmonise monitoring and evaluation frameworks	
Draw up a baseline from a sustainable development perspective, including a risk registry. Harmonise methodologies and indicators, data collection and exchange arrangements. Monitor implementation progress and carry out a long-term evaluation.	<p>8.1 Establish a common baseline for coastal zone development in Europe</p> <p>8.2 Harmonise monitoring and assessment methodologies and indicators</p> <p>8.3 Improve data collection and exchange</p> <p>8.4 Monitor ICZM implementation and carry out a long-term evaluation</p>
9 Improve the knowledge basis for ICZM	
Support ICZM research, in particular by linking into relevant action lines of FP7, and provide priority funding for projects fully in line with the principles of good ICZM. Promote learning from good and bad practices and tools to support decision making. Create a single European ICZM knowledge centre.	<p>9.1 Strengthen the ICZM component in FP7 research programmes</p> <p>9.2 Evaluate coastal management project results and experiences</p> <p>9.3 Develop and demonstrate suitable decision support systems (DSS) for policy makers and practitioners</p> <p>9.4 Create a common knowledge centre</p>

Zusammenfassung

Das IKZM Evaluationsteam, bestehend aus Rupprecht Consult – Forschung & Beratung GmbH in Köln und dem International Ocean Institute in Gzira, Malta, wurde von der Europäischen Kommission mit der unabhängigen Evaluierung des Integrierten Küstenzonenmanagements (IKZM) in Europa beauftragt. Die Hauptziele waren

- die Evaluierung der Implementierung der IKZM Empfehlung des Europäischen Parlaments und des Rates vom Mai 2002⁸;
- die Evaluierung des Mehrwerts von IKZM im Zusammenhang mit relevanten bereits existierenden und sich entwickelnden Richtlinien und Gesetzgebungsverfahren der Europäischen Kommission;
- weiteren Handlungsbedarf in der Küstenzonenpolitik zu ermitteln sowie Empfehlungen für weitere Maßnahmen auf europäischer Ebene zu erarbeiten.

Die Ergebnisse dieser Evaluierung sollen der Europäischen Kommission helfen, die IKZM Empfehlung des Europäischen Parlaments und des Rates (2002/413/EG) in Bezug auf die Implementierung von IKZM in Europa zu überprüfen und Ende 2006 einen Evaluationsbericht an das Parlament und den Rat zu übergeben, aus dem sich dann weitere IKZM-Maßnahmen ableiten lassen.

**EU Evaluations-
bericht an
Parlament & Rat**

IKZM im Europäischen Kontext

Ein ökologisch guter Zustand der Meere und Küstengebiete Europas ist ein entscheidender Erfolgsfaktor für langfristiges Wachstum und Beschäftigung und das Wohlergehen der Bürger in der Europäischen Union. In Anerkennung der dringenden Notwendigkeit eines integrierten und strategischen Ansatzes zum Management der europäischen Küstengebiete und gestützt auf Erfahrungen eines Demonstrationsprogramms⁹ wurden acht Grundsätze guten IKZMs als Teil der EU IKZM Empfehlung von 2002 beschlossen (siehe Kasten unten). Alle Mitgliedsstaaten wurden aufgefordert, eine nationale Bestandsaufnahme durchzuführen und nationale Strategien zu entwickeln; intensive Zusammenarbeit auf europäischer Ebene wurde ebenfalls vereinbart.

**Acht Grundsätze
guten IKZMs
sollen imple-
mentiert werden**

IKZM ist eine Strategie für eine integrierte Herangehensweise an Planung und Management, in der alle Politikansätze, Sektoren und, im höchstmöglichen Grad, individuelle Interessen angemessen berücksichtigt werden. Der gesamten Bandbreite von temporären und räumlichen Rahmenbedingungen wird Rechnung getragen und alle Interessenvertreter der Küstenbereiche werden partizipativ eingebunden. IKZM setzt eine gute Kommunikation zwischen den Regierungsebenen (lokal, regional und national) voraus, und gibt vor, alle drei Dimensionen von Nachhaltigkeit anzugehen: sozial/kulturell,

**IKZM =
Integration von
Politik,
Bereichen &
Interessen**

⁸ 2002/413/EG, Empfehlung des europäischen Parlaments und des Rates vom 30. Mai 2002 zur Umsetzung einer Strategie für ein integriertes Management der Küstengebiete in Europa, OJ L148 vom 6.6.2002.

⁹ Siehe Communication by the Commission to the Council and the Parliament on Integrated Coastal Zone Management: a Strategy for Europe (COM/2000/547), angenommen am 27. September 2000.

wirtschaftlich und umweltbezogen. Auf diese Weise stellt IKZM Managementinstrumente zur Verfügung, die nicht per se in solchem Umfang in den verschiedenen Richtlinien und Direktiven vorgesehen sind.

Acht Grundsätze guten IKZMs

Prinzip 1:

Eine umfassende globale Betrachtungsweise (thematisch wie geografisch), die die Interdependenz und die Unterschiedlichkeit natürlicher Systeme und der Tätigkeiten des Menschen, die die Küstengebiete beeinflussen, berücksichtigt.

Principle 2:

Eine langfristige Sichtweise, die das Vorsorgeprinzip berücksichtigt und den Bedürfnissen der heutigen und der künftigen Generationen Rechnung trägt.

Prinzip 3:

Ein anpassungsfähiges Management im Zuge eines mehrstufigen Prozesses, das eine Anpassung je nach der Entwicklung der Probleme und der Kenntnisse ermöglicht. Das setzt eine solide wissenschaftliche Grundlage in Bezug auf die Entwicklungsprozesse voraus, denen das Küstengebiet unterliegt.

Prinzip 4:

Eine Widerspiegelung der spezifischen Bedingungen in dem betreffenden Gebiet und der großen Vielfalt der europäischen Küstengebiete, die eine Antwort auf die konkreten Erfordernisse mit spezifischen Lösungen und flexiblen Maßnahmen ermöglicht.

Prinzip 5:

Die Ausnutzung natürlicher Prozesse und Berücksichtigung der Belastbarkeit von Ökosystemen, um die menschlichen Tätigkeiten umweltfreundlicher, sozial verträglich und auf lange Sicht wirtschaftlich tragbar zu machen.

Prinzip 6:

Die Einbeziehung aller betroffenen Parteien (Wirtschafts- und Sozialpartner, Organisationen zur Vertretung der ortsansässigen Bevölkerung der Küstengebiete, Nichtregierungsorganisationen und der Wirtschaftssektor) in den Managementprozess, z. B. mittels Vereinbarungen und auf der Basis gemeinsamer Verantwortung.

Prinzip 7:

Die Einbeziehung von und Unterstützung der maßgeblichen Verwaltungsstellen auf nationaler, regionaler und lokaler Ebene, zwischen denen angemessene Verbindungen mit dem Ziel hergestellt bzw. aufrechterhalten werden sollten, die verschiedenen bestehenden Politiken besser zu koordinieren. Gegebenenfalls sollten Partnerschaften mit und zwischen regionalen und lokalen Behörden geschlossen werden.

Prinzip 8:

Der Einsatz einer Kombination von Instrumenten, die die Kohärenz zwischen den sektoralen politischen Zielen sowie zwischen Planung und Bewirtschaftung steigern können.

Evaluationsmethode (Kapitel 3)

Das Evaluationsteam hat auf den verschiedensten Wegen umfangreiche Mengen an Informationen zusammengetragen, u.a. durch die Bewertung von Länderstudien aller Mitgliedsstaaten und Beitrittsländer mit Küstenregionen, die Überprüfung einer großen Auswahl von Politikdokumenten, einen großflächig verteilten Fragebogen für Interessenvertreter sowie persönliche Interviews.

Die Interviews wurden im wesentlichen als Telefoninterviews gehalten, es gab aber auch eine begrenzte Anzahl an Interviews von Angesicht zu Angesicht. Diese folgen vorgefertigten Interviewrichtlinien (siehe Annex C) mit einem allgemeinen und einem spezifischen Teil je nach Interessenvertreter. Völlige Vertraulichkeit wurde zugesichert. Transkripte wurden nicht personifiziert und nicht öffentlich zugänglich gemacht.

Der Fragebogen (siehe Annex D) wurde per e-mail an gezielte IKZM Interessenvertreter in den zwanzig Küstenmitgliedsstaaten und den vier zukünftigen Mitgliedsstaaten und Beitrittskandidatenländer verteilt, um die empirische Erkenntnisbasis zu erweitern. Organisationen wie die EUCC – die Coastal Union sowie weitere Vertreter von Küstenmanagementinitiativen verteilten diesen weiter innerhalb ihrer Netzwerke. Allein das EUCC-Netzwerk erreichte durch seine Ankündigung mehr als 2000 Mitglieder.

Der Fragebogen wurde vom Evaluierungsteam vom englischen ins französische übersetzt und von engagierten Experten aus den jeweiligen Ländern sogar ins rumänische und kroatische. Der Fragebogen enthielt eine Mischung aus offenen und geschlossenen Fragen und war anonym.

Insgesamt wurden bis Anfang Juli 2006 140 Fragebögen aus 21 Länder zugesandt und dann analysiert, um die gutacherlichen Erkenntnisse und Empfehlungen zu ergänzen und zu verifizieren. Die statistische Repräsentativität der Fragebogenergebnisse ist jedoch begrenzt, insbesondere in den Fällen wo es nur Eingänge aus spezifischen Gebieten der Regionalmeere gab. Der hauptsächliche Wert der Fragebogen liegt in den qualitativen Beiträgen, insbesondere die Antworten zu den offenen Fragen und den Anregungen/Kommentaren der IKZM Interessenvertreter.

Bei der Erstellung seiner Schlussfolgerungen und Empfehlungen hat das Evaluationsteam einen iterativen Prozess verfolgt, bei dem fortwährende Konsultationen mit der IKZM Lenkungsgruppe der Europäischen Kommission und der IKZM Expertengruppe, Repräsentanten der Bericht erstattenden Institutionen der Mitgliedsstaaten und Beitrittsländer, Nichtregierungsorganisationen und anderen Interessenvertretern im Mittelpunkt stand.

Gegen Mitte der Evaluierung wurde ein Verifizierungsworkshop am Zentrum für Marine Tropenökologie in Bremen, dem Gastinstitut für das deutsche Operationszentrum des International Ocean Institute (IOI), durchgeführt. Das Evaluierungsteam zusammen mit führenden Experten und Interessenvertretern auf nationaler und europäischer Ebene auf dem Gebiet des IKZM nahmen auf diesem Workshop eine Bestandsaufnahme und Verifizierung der vorläufigen Erkenntnisse, Trends und Empfehlungen vor.

**Pro-aktive
Informations-
erfassung**

**Validierung der
Ergebnisse**

Weitere Instrumente des Austauschs zwischen Evaluierern und Interessenvertretern wurden durch einen zugangsbegrenzten elektronischen „ICZM Evaluation Space“ und eine öffentliche Webseite durch das Evaluierungsteam bereitgestellt. Die Webseite zugänglich unter www.rupprecht-consult.de/iczm und www.rupprecht-consult.eu/iczm stellte einen einzigartigen Informationsraum für die nationalen IKZM Strategien und Berichte zur Verfügung und eröffnete außerdem allen Interessenvertretern die Möglichkeit selbst zur Evaluierung beizutragen.

Das Evaluationsteam musste beträchtlichen Verzögerungen bei der Abgabe der Nationalen Strategien und alternativen IKZM Pläne Rechnung tragen, sie trafen zum Teil erheblich nach dem empfohlenen Abgabetermin (Februar 2006) ein.¹⁰

Implementierung von IKZM in Europa (Kapitel 4)

Insgesamt haben 18 der 24 Mitgliedsstaaten und Beitrittsländer mit Küstenregionen bis Mitte Juni 2006 offizielle Berichte über die Implementierung der EU IKZM Empfehlung abgegeben. Für die fehlenden sechs Länder¹¹ wurden alternative Quellen genutzt, um den Status der Implementierung der EU IKZM Empfehlung dort feststellen zu können.

**18 von 24
Ländern haben
teilgenommen**

In den 24 Mitgliedsstaaten und Beitrittsländern mit Küstenregionen ist der Status der Umsetzung der Empfehlung wie folgt:

- Kein Land hat eine nationale IKZM Strategie implementiert, wie von der EU IKZM Empfehlung angeregt.
- In den sieben Ländern Deutschland, Finnland, Malta, Portugal, Rumänien, Spanien und Vereinigtes Königreich steht die Implementierung der nationalen IKZM Strategie noch aus.
- In den weiteren sechs Ländern Belgien, Zypern, Frankreich, Griechenland, den Niederlanden und Slovenien wurden Dokumente entwickelt, die man als äquivalent zu einer nationalen IKZM Strategie ansehen kann, oder Küstenzonenmanagementstrategien sind ein integraler Bestandteil der jeweiligen Raumplanungsprozesse geworden oder sollen es werden.
- In den elf Ländern Bulgarien, Kroatien, Dänemark, Estland, Irland, Italien, Letland, Litauen, Polen, Schweden und die Türkei sind keine IKZM-relevanten Politiken in fortgeschrittenen Stadien der Vorbereitung, es gibt nur fragmentierte Werkzeuge, die Küstenbelange ansprechen.

**13 Länder
implementieren
IKZM
Grundsätze**

**11 Länder
haben keine
IKZM Richtlinie
verabschiedet**

¹⁰ Die Strategien und Pläne, die letztendlich im IKZM Evaluierungsbericht berücksichtigt wurden, trafen zum Teil erst im Juni 2006 zur Analyse ein.

¹¹ Bulgarien, Kroatien, Estland, Irland, Italien, Türkei.

Eins der Schlüsselprinzipien einer effektiven IKZM Politik besteht darin, die Küstenzonenprobleme in einem weiten Kontext zu betrachten – das „große Bild“ zu sehen und anzuerkennen. Viele gutgemeinten Bemühungen in Richtung IKZM schlugen in der Vergangenheit fehl, weil die Probleme isoliert betrachtet wurden.

Während man sich einigen Bedrohungen der Küstenumwelt am effektivsten auf einer globalen Skala nähert, tendieren die individuellen Charakteristika von Gebiet zu Gebiet und von Regionalmeer zu Regionalmeer stark zu variieren. Die Europäische Kommission selbst, in ihrer Führungsrolle für zukünftige Aktivitäten auf europäischem Niveau, sollte deshalb einen regionalen Ansatz erwägen.

Das Evaluationsteam hat seine Analyse der Implementierung der IKZM Empfehlung auf einen Regionalmeer („regional seas“)-Ansatz gestützt. Dies erscheint der effektivste Ansatz zu Europas Küstengebieten zu sein, denn das Management von natürlichen marinen Ressourcen ist grenzüberschreitend. Der IKZM Ansatz regt zu grenzüberschreitenden Kooperationen geradezu an, und damit zu einem Regionalmeeransatz mit grenzüberschreitender Zusammenarbeit in der Küstenpolitik zwischen Küstennachbarländern. Es macht viel Sinn, wenn Länder, die eine Küste teilen, ihre Aktivitäten koordinieren und so eine Serie an unabgestimmten Maßnahmen vermeiden, die sich u.U. zwischenstaatlich sogar als konfliktär erweisen.

Die 24 Länder, die Teil der vorliegenden Evaluierung sind, grenzen alle an einem oder mehreren Regionalmeeren, nämlich dem Baltischen Meer, der Nordsee, dem Atlantik (Nord-Ost-Region), dem Mittelmeer und dem Schwarzen Meer. Für jedes „Regionalmeer“ enthält Kapitel 4 dieses Dokuments eine detaillierte Analyse der Berichte und des Grades der IKZM Implementierung.

Die Analyse von Implementierungstrends hat gezeigt, dass die IKZM Empfehlung förderlich für das Küstenzonenmanagement in Europa gewesen ist:

- Die acht "Grundsätze guten IKZMs", wie sie von der EU IKZM Empfehlung empfohlen werden, haben auf der regionalen Ebene ein neues Bewusstsein und eine erhöhte Handlungsbereitschaft erzielt, auf langfristige Herausforderungen in Küstenregionen zu reagieren.
- Die EU IKZM Empfehlung hat ein Umdenken bei traditionellen Planungsansätzen hervorgebracht, indem sie ein Abwägen wirtschaftlicher, sozialer und umweltpolitischer Interessen fordert.
- Obwohl die tatsächliche Beteiligung von Interessenvertretern noch zu wünschen übrig lässt, haben erfolgreiche lokale IKZM-basierte Prozesse einen starken Druck erzeugt, vermehrt partizipative Elemente in Entscheidungsprozesse einzubinden.
- IKZM hat gezeigt, dass es das Instrument werden könnte, das "terrestrische" mit "maritimer" Gesetzgebung verbinden könnte, insbesondere auf der „Regionalmeer-Ebene“.

**Detaillierte
Analysen von
fünf „Regional-
meeren“**

**Klarer Nutzen
von IKZM in
Europa**

- Die sorgfältige Implementierung von IKZM verbessert die Lebensbedingungen und Beschäftigung in Küstenregionen, wie Kosten-Nutzen-Analysen für die EU-Länder gezeigt haben. Demzufolge hätte eine EU-weite Implementierung von IKZM eine signifikante wirtschaftliche und soziale Bedeutung.

Gleichzeitig folgert diese Evaluierung, dass es noch einen weiten Rahmen für die Verbesserung der Implementierung von IKZM an den europäischen Küsten gibt; dazu gehören verbesserte regionale Kooperation innerhalb der „Regionalmeerregionen“, ein stärkerer Austausch von Expertise und Informationen, verbesserte Einbeziehung der Interessenvertreter, die Überwachung der Implementierung durch gemeinsame Methodologien und eine langfristige Finanzierungsperspektive für regionale IKZM Initiativen.

**Rahmen für
weitere
Verbesserungen**

Die spezifischen Schlussfolgerungen für jedes der fünf Regionalmeere, die der Evaluierung unterzogen wurden, sind wie folgt.

Die Baltische Meerregion

Dänemark, Letland und Litauen haben noch keine nationalen IKZM Strategien erarbeitet. Andere Länder sind im Prozess IKZM Elemente in ihre nationalen Raumplanungsstrategien aufzunehmen (Schweden). Finnland hat einen Entwurf für eine Nationale IKZM Strategie erarbeitet und Deutschland ist dabei, seine legislativen Instrumente nach den Prinzipien von IKZM zu optimieren. Polen hat seine Bemühungen erhöht, von einem multisektoralen Rechtsrahmen zur Formulierung einer Nationalen IKZM Strategie zu kommen.

Augenscheinlich ist die öffentliche Beteiligung und Mitentscheidung in der Baltischen Meerregion noch sehr schwach. Andererseits wurden wichtige Schritte zu diesem IKZM Element eingeleitet.

Bemühungen wurden intensiviert, um IKZM und nachhaltige Raumplanungsprinzipien auf regionaler und lokaler Ebene zu etablieren. Aspekte, die sich auf einen strategischen, holistischen und partizipativen Ansatz ausrichten, scheinen in diesem Prozess berücksichtigt worden zu sein.

Darüber hinaus haben sich Länder der Baltischen Meerregion intensive an einer Reihe von INTERREG und LIFE Projekten beteiligt, die integriertes Management und Raumplanung in der Küstenzone betreffen.

Zusammenfassung der Erkenntnisse aus der Baltischen Meerregion:

- Die evaluierten Länder weisen eine unterschiedliche Entwicklung ihrer aktuellen IKZM Strategien in Bezug auf die IKZM Implementierung auf. Sie erstrecken sich von entwickelten, ausformulierten Strategien, wie z.B. für Deutschland und Finnland, bis nach Polen, das noch an der Formulierung eines Plans arbeitet. Dänemark lieferte einen kurzen Bericht bzgl. seiner IKZM Bestandsaufnahme ab, merkte allerdings an, dass das gegenwärtige Rechtssystem die Entwicklung einer IKZM spezifischen Strategie wohl nicht erlauben würde.

- Die meisten Länder basieren ihre Strategien der IKZM Implementierung auf die formelle Raumplanung oder auf durch den Umwelt- und ökologischen Schutz getriebene Systeme. Es wird oft behauptet, dass der Raumplanungsrahmen (obgleich von starker sektoraler Natur) einen gut-etablierten, funktionierenden Rechtsrahmen für einen verbesserten Naturschutz in der Küstenzone bereit stellt und in die existierenden Verwaltungsprozesse voll integriert ist.
- Die Beteiligung von allen Sektoren sollte zusammen mit zusätzlichen Trainingskursen, Bildung und Programmen der öffentlichen Wahrnehmung voran getrieben werden. IKZM ist den entsprechenden lokalen und regionalen Verwaltungen noch nicht weit genug bekannt.
- Der rechtliche Rahmen für IKZM in der Baltischen Meer-region wird von einer Bandbreite sehr unterschiedlicher Gesetze, Maßnahmen und Institutionen geprägt, die für das Küstenzonenmanagement von Relevanz sind.
- Obwohl Gesetze einen relativ hohen Schutzrahmen in Bezug auf Küstenlandschaften und –managementpraktiken widerspiegeln, impliziert dies noch lange nicht einen ausreichenden Küstenzonenmanagementansatz.
- Es wird wahrgenommen, dass Rahmen, die entwickelt oder momentan entwickelt werden, eine adäquate Reaktion auf die gegenwärtigen Herausforderungen darstellen und eine ausgewogene Balance zwischen Schutz und Entwicklung der Küstenzone sicherstellen. Man begegnet Schwächen und schließt Lücken, in dem Gesetze und Managementstrukturen angepasst so wie auch EU Direktiven und Politiken umgesetzt werden.

Die Nordseeregion

In allen die Nordsee angrenzenden Mitgliedsstaaten werden Planungsinstrumente und Mechanismen eingesetzt, die IKZM in einem gewissen Maße bereits einschließen. Abgesehen von Dänemark und Schweden, wo IKZM gegenwärtig niedrig auf der politischen Agenda erscheint, sind sich alle Nordseeländer der spezifischen Rolle ihrer Küste und den Schwierigkeiten eines adäquaten Managements solch eines komplexen und dynamischen Systems bewusst. Während einige IKZM Prinzipien in allen Ländern hoch aufgehängt sind, z.B. die Berücksichtigung lokal spezifischer Prozesse, die Anerkennung der Nachhaltigkeit und des Vorsorgeprinzips, müssen andere noch stärker in den Vordergrund rücken: wie z.B. die Berücksichtigung des adaptiven Managementprinzips und der ausgewogenen Kombination von Planungsinstrumenten und Managementprozessen.

In dieser Beziehung ist der Gesichtspunkt der Beteiligung ein gewichtiger Punkt, der der weiteren Optimierung bedarf. Mittels der OSPAR Konvention, dem Trilateralen Wattenmeerprogramm und dem Projekt des Irischen Meeres ist die Grundlage bereitet für eine intensive Zusammenarbeit und einen Erfahrungsaustausch auf der

Basis des Regionalmeeres Nordsee. Diese Plattformen dienen als ausgezeichnete Gelegenheit die unterschiedlichen nationalen IKZM Anstrengungen abzustimmen und weitere grenzüberschreitende Aktivitäten wie Informationsaustausch, Kommunikation und Management entlang der Küste zu fördern.

Zusammenfassung der Erkenntnisse aus der Nordseeregion:

- Alle sechs EU Mitgliedsländer (Belgien, Dänemark, Deutschland, die Niederlande und das Vereinigte Königreich), die an der Nordsee angrenzen, haben nationale Berichte bzgl. Ihrer IKZM Bemühungen abgegeben und wurden evaluiert.
- Eine der Schlüsselhindernisse für IKZM ist gegenwärtig die ausgeprägte rechtliche Trennung zwischen Land und Meer gestützten Aktivitäten der Nordseeländer.
- Nationale Küstenforen sollten etabliert werden, die eine permanente Struktur aufweisen und die über eine bessere Finanz- und Personalausstattung verfügen. Diese Foren sollten auf regelmäßiger Basis den jeweiligen nationalen Regierungen berichten, aber auch die nationalen Aktivitäten in einem Regionalmeerkontext fördern.
- Regionalmeerpartnerschaften von Schlüsselinstitutionen wie z.B. Küstenforen könnten dabei eine wichtige Rolle in der Beteiligung von Interessenvertretern einnehmen und den Dialog in Bezug auf die zukünftigen Systeme der Meeresraumplanung vorantreiben.
- Freiwillige Partnerschaften sollten eine besondere Rolle spielen und finanzielle und politische Unterstützung finden.
- Weiterhin sollte an Fortschritten internationaler Vereinbarungen wie der OSPAR Konvention gearbeitet werden.
- Training, Ausbildung und Bewusstseinsbildung auf der Ebene des Regionalmeeres (EU Programme zur Kommunikation und Austausch zwischen Mitgliedsstaaten der Regionalmeere zum Austausch von Praktikern und zur Moderation von interregionalen und transnationalen Kooperationen in Bezug auf Küstenproblemen) werden vorgeschlagen.
- Die Konsistenz, Kompatibilität und der Zugang zu Datenerhebungs und –speicherungsmethoden sollten gefördert, wie auch Abkommen zur grenzüberschreitenden Teilhabe an Information in einem Regionalmeerkontext geschlossen werden.
- Indikatoren basierend auf möglichst einfach zu erhebenden Daten zur Prüfung der nachhaltigen Küstenentwicklung sollten regelmäßig auf der Basis eines sorgfältigen Monitoringsystems gesammelt und auf nationaler und europäischer Ebene berichtet werden.
- Synergien zwischen Schlüsselprinzipien von IKZM und Wasserrahmenrichtlinie (z.B. öffentliche Beteiligung,

gemeinsame Beobachtung der Küsten) sollten genutzt werden

Die Atlantische Küstenmeerregion

Strukturen und Aktivitäten im Hinblick auf IKZM entlang der atlantischen Küste sind in der Entwicklung. Anliegerstaaten haben überwiegend die EU Empfehlung aufgenommen und einen Prozess der Formulierung von IKZM Strategien begonnen. Andererseits ist noch nirgendwo damit begonnen worden eine nationale IKZM Strategie umzusetzen. Allein erste Schritte basierend auf existierender Raumplanung mit mehr oder weniger überzeugter Anpassung an IKZM Notwendigkeiten sind unternommen worden. Momentan leidet Küstenzonenmanagement immer noch an der historisch begründeten sektoralen Ausrichtung der Planungsinstitutionen. Spanien zielt auf eine volle Umsetzung für das Jahr 2008.

Fundamentale IKZM Prinzipien wie Kommunikation und Beteiligung werden anerkannt und eine gemeinsame Vision mit Ausstrahlung innerhalb einer Ebene horizontal und zwischen den Ebenen vertikal soll angegangen werden. Die meisten Strategien zeigen, dass die horizontalen und vertikalen Informations- und Beteiligungsflüsse in vorherigen Politiken vernachlässigt wurden. Die Länder haben diese Prinzipien zu Zielen ihrer IKZM Strategien erklärt, die Berichte zeigen aber, dass insbesondere Beteiligung und Kommunikation kaum Anwendung finden. Hier besteht also eine Lücke zwischen Theorie und Praxis.

Nichtsdestotrotz werden von einigen Ländern einige Prinzipien bereits aufgegriffen. Für den größten Teil der atlantischen Küstenlinie wird eine holistisch-thematische und geographische Perspektive geteilt, zumindest auf nationaler Ebene. Ein guter Fortschritt kann auch in Bezug auf die Prinzipien 4 und 7 vermeldet werden, die von allen Ländern entweder voll oder zumindest zum Teil erfüllt werden. Das Prinzip der Beachtung des lokal-spezifischen Kontextes ist entlang der atlantischen Küsten gut repräsentiert und relevante Verwaltungskörperschaften involviert.

Adaptives Management (Prinzip 3) wird nur in einem Bericht/Strategie von fünf Ländern aufgeführt, und nur in zwei Ländern werden natürliche Prozesse (Prinzip 5) in den Strategien berücksichtigt.

Die Aufgaben bei der Umsetzung eines IKZM liegen in der Entwicklung eines adaptiven Managementansatzes und der Stärkung der Beteiligung an Planung und Management, so wie in der Verbesserung der Kombination von Planungs- und Managementinstrumenten. Die Beachtung und das Arbeiten mit natürlichen Prozessen bedeutet einen Paradigmenwechsel von hoch technologischen Lösungen zu weniger invasiven Methoden, die natürliche Regulationsprozesse unterstützen.

Verglichen mit anderen europäischen Regionalmeeren fehlt der atlantischen Küste eine entsprechende Regionalpolitik, die die gemeinsamen Probleme auf einer Regionalmeerebene behandelt. Wenn auch dieses Küstenmeer nicht „umschließend“ ist wie z.B. das

Baltische Meer oder die Nordsee, so stellt sie doch eine hilfreiche regionale Plattform zur Verfügung, auf der die gemeinsamen Probleme dieser Küste angegangen werden können.

Zusammenfassung der Erkenntnisse aus der Atlantischen Küstenmeerregion:

- Keins der fünf Länder hat eine IKZM Strategie im formalen Sinne umgesetzt. Allein erste Schritte wurden unternommen. Spanien beabsichtigt die volle Umsetzung ab 2008.
- Entwickelte Strategien gehen in den meisten Fällen aus der Raumplanung hervor, die historisch an einer sektoralen Ausrichtung krankt, und die in IKZM Strategien mit mehr oder weniger Überzeugung konvertiert wurde.
- Die meisten Strategiepapiere zeigen klar, dass horizontale und vertikalen Informations- und Beteiligungsflüsse in vorherigen Politiken vernachlässigt wurden.
- Es ist ein Lücke zwischen Theorie und Praxis bei der Berücksichtigung der Prinzipien guter IKZM in den Landesstrategien zu verzeichnen. Mehrere Länder setzen die Prinzipien als Ziele in ihrer IKZM Strategie ein, die Berichte zeigen aber, dass besonders die Beteiligung und Kommunikation nicht oder nur unzureichend angewandt werden.
- Die meisten Anrainerstaaten der atlantischen Küste berücksichtigen eine holistisch-thematische und geographische Perspektive in ihrem IKZM Ansatz.
- Gute Fortschritte werden bei den Prinzipien 4 und 6 gemacht, die von allen Ländern voll oder wenigstens zum Teil erfüllt werden. Das Prinzip der Berücksichtigung des lokal-spezifischen Kontextes wird von allen Ländern der atlantischen Küste und den relevanten Verwaltungskörperschaften in Betracht gezogen.
- Die Berücksichtigung des Prinzips des adaptiven Managements (Prinzip 3) muss verbessert werden.
- Nur zwei Länder nehmen das Prinzip der Beachtung natürlicher Prozesse (Prinzip 5) auf. Das Beachten und das Arbeiten mit natürlichen Prozessen bedeutet einen Paradigmenwechsel von hoch-technischen Lösungen zu weniger invasiven Methoden, die natürliche Regulationsprozesse unterstützen.
- Alle Länder haben einen holistischen und integrativen Ansatz zur Entwicklung ihrer Strategie gewählt. Nachhaltige Entwicklung wird als zentrales Ziel definiert.
- Verglichen mit anderen europäischen Meeresregionen fehlt der atlantischen Küstenregion eine gemeinsame Regionalpolitik, die die Küstenprobleme und –anliegen analysiert und diskutiert.

Die Mittelmeerregion

Insgesamt variiert der Fortschritt bei der Implementierung nationaler IKZM Strategien in einem grossen Ausmaß und kann formal nur für vier Fälle berichtet werden, nämlich Malta, Frankreich, Slovenien und Spanien.

Für Malta werden zwei Jahre der Implementierung verlautet. Slovenien hat eine sehr kurze Küste von 50 km und hat eine Reihe höchst erfolgreicher Regionalentwicklungsinitiativen mit starkem IKZM Inhalt seit 2002 implementiert und wird diesen Prozess in den kommenden Jahren fortsetzen. Frankreich beabsichtigt erste nennenswerte IKZM Schritte im Jahr 2006 zu unternehmen. Das Land will dann einen Nationalen Rat für die Küste mit der Verantwortlichkeit für integriertes Küstenmanagement einrichten. In Spanien haben formale Aktivitäten zur IKZM Strategie zwar im Jahre 2006 begonnen, aber die volle Implementierung soll erst in 2008 erfolgen¹².

Die Gründe für die starken Variationen beim allgemeinen Fortschritt der IKZM Implementierung sind im Folgenden zusammengefasst:

Malta erarbeitete seine Strategie vor 2004 als eine zum EU Beitritt führende Aktivität. Dies war ein wichtiger Anreiz, IKZM Angelegenheiten auf nationaler Ebene zu untersuchen. Spanien hat grosse Anstrengungen unternommen, eine nationale Strategie zu erarbeiten und hat gerade mit deren Umsetzung begonnen. Bezüglich der vollständigen IKZM Umsetzung scheint Spanien allerdings auf die Resultate des anstehenden EU IKZM Beurteilungsprozess in Europa Ende 2006 zu warten, da die vollständige Umsetzung erst für 2008 vorgesehen ist. Griechenland war aktiv im Entwerfen eines speziellen Rahmens zur Raumplanung und der Nachhaltigen Entwicklung seiner Küstenregionen, der eine verbesserte Koordination, die Kompatibilität sektoraler Politiken und die Effizienz von Infrastrukturen erreichen soll. Frankreich hat formal keine nationale IKZM Strategie eingereicht. Es wurde weitestgehend unabhängig von der EU IKZM Empfehlung von 2002 ein äquivalentes Dokument erarbeitet.

In Zypern, Griechenland und der Türkei scheinen die organisatorischen und personellen Kapazitäten zur Ausarbeitung einer nationalen IKZM Strategie begrenzt zu sein.

Letztlich ist auch die Gruppe an Ländern zu nennen, die keinen nationalen Bericht eingereicht haben (Kroatien, Italien und die Türkei), wobei es für Kroatien und die Türkei keine Anforderung war, einen Bericht einzureichen. Bemerkenswert in dieser Gruppe ist der Mangel an IKZM Aktivitäten in Italien. Insbesondere wegen der zentralen Lage des Landes im Mittelmeerraum, seiner sehr wichtigen und langen Küstenzone sowie seiner politisch außerordentlichen Bedeutung im europäischen Kontext bietet dieser Mangel Grund zur Besorgnis. Ein Beweggrund mag der hochdezentralisierte Aufbau des Landes sein, der dazu geführt hat, dass die Küstenplanung und das

¹² Die spanische Strategie wurde in einer ersten Phase (2002 – 2006) erstellt, Phase II (2007 – 2008) wird mit weiterer Detailplanung der Aktivitäten und der Ausarbeitung von Koordinationsmechanismen befasst sein. Danach soll die (formale) Umsetzung stattfinden und auch schon die Revision der geplanten Aktivitäten ins Auge gefasst werden.

Küstenmanagement nahezu vollständig auf niedrigere Regierungskörperschaften übertragen worden sind, und deshalb die nationale Ebene für diesen Bereich kein Mandat hat. Andererseits demonstrieren andere ebenfalls hoch dezentralisierte, föderale oder quasi-föderale Länder wie z.B. Spanien, dass sogar in diesen Fällen die nationale Ebene eine entscheidende und erfolgreiche Rolle in der Ausarbeitung einer nationalen IKZM Strategie einnehmen kann.

Zusammenfassung der Erkenntnisse aus der Mittelmeerregion:

- Von neun Ländern haben die sechs Länder Frankreich, Griechenland, Malta, Slovenien, Spanien und Zypern einen nationalen IKZM Bericht bei der EU eingereicht, während Kroatien, Italien und die Türkei dies nicht getan haben.
- Das wichtigste Problem, das die große Mehrheit aller Küstenländer dieser Region aufweisen, ist die Verkünstlichung der Küste, die durch einen unaufhaltsam expandierenden Tourismus angetrieben wird: städtische Zersiedelung, der Bau von Zweitwohnungssitzen, die Versiegelung von Böden, etc. Weitere gemein geläufige Probleme sind: die Veränderung der Dynamic der Küstengewässer und –uferbereiche, das Schwinden der traditionellen Fischerei, die Degradierung von Ökosystemen und Habitaten, verstärkte Umweltrisiken entlang der Küste, Verlust und Degradierung der Landschaft und Umweltprobleme aufgrund von Aquakultur, Wassersportaktivitäten und Schiffstransport.
- Es gibt eine Vielzahl an Gesetzen, jedoch fehlt in der Regel ein konsistenter Satz an Gesetzen, der sich direkt mit dem Küstenmanagement befasst. Die hauptsächlichen legislativen und politischen Rahmenbedingungen, die die Küste bestimmen, betreffen in der Regel Raumplanungsinstrumente mit Schwergewicht auf physischer und Infrastrukturplanung, der wenig Raum für die Notwendigkeiten einer Integration der verschiedenen Sektoren und einer wirklichen Beteiligung von Interessengruppen lässt.
- Es gibt im wesentlichen fünf Interessengruppen:
i) Regierungsstellen, ii) der Privatsektor, iii) Nicht-Regierungsorganisationen, iv) Wissenschaftler und Experten und schließlich v) die Küstenbewohner. Die Interessen dieser Gruppen variieren stark, sowohl zwischen als auch innerhalb der Gruppen. Einige sind sehr intensiv auf Umweltziele ausgerichtet, andere wollen ökonomisches Wachstum, oft auf Kosten der Nachhaltigkeit.
- Grenzüberschreitende Organisationen und Kooperationsstrukturen besitzen noch keinen hohen Stellenwert in den Berichten der Länder.
- Die Implementierung nationaler IKZM Strategien bzw. deren äquivalent kann für Malta und Slovenien seit einigen wenigen Jahren verzeichnet werden, während diese im Jahr 2006 in Frankreich und Spanien beginnen sollen.

- Die Beachtung der Prinzipien guten IKZM variiert stark unter den Ländern. Langfristig nachhaltige Entwicklungsabsichten, lokal-spezifische Orientierung und ein holistischer Ansatz wird von den meisten nationalen Strategien oder deren Äquivalent gut vertreten, während eine ganze Reihe von nationalen Strategien oder deren Äquivalent dies zumindest nominell angeben. Ein größeres Problem scheint in der Beteiligung von Interessengruppen zu bestehen, bei der Anwendung von adaptiven Planungs- und Managementverfahren, beim Arbeiten mit natürlichen Prozessen, bei der vernünftigen Integration der verschiedenen Verwaltungskörperschaften und dem Einsatz einer ausgewogenen Kombination von Planungs- und Managementinstrumenten.

Die Region des Schwarzen Meeres

In der Region wurden signifikante Schritte in Richtung auf holistische IKZM Strategien getan. Bereiche der Harmonisierung der verschiedenen Gesetze und Direktiven auf nationaler und regionaler Ebene und die weitere Stärkung der Regionalkonvention und bezugnehmender Instrumente zur Sicherung der Schwarzmeerküste müssen darüber hinaus in Angriff genommen werden.

Nationale IKZM Strategien werden gegenwärtig auf Regierungsebene debattiert und harren der Verabschiedung. Der Grad der Beteiligung von Interessengruppen und deren Vertreter ist von Land zu Land verschieden, aber insgesamt erkennbar.

Bis jetzt haben nur Rumänien und Bulgarien eine Nationale IKZM Strategie formuliert, die das Stadium erreicht haben, von den betreffenden Regierungen verabschiedet zu werden. Aktivitäten sind aus diesen Strategien in der Form von öffentlichen Konsultationen, einer erhöhten Bewusstseinsbildung bzgl. der Probleme, die die Küstenzonen betreffen, wie auch der Identifizierung von brennenden Problemen, die dringender Aufmerksamkeit bedürfen, hervor gegangen. Wissenschaftliche Projekte und Rehabilitationsmaßnahmen sind bereits auf dem Wege.

In diesen vorgeschlagenen Strategien wird eine Verbindung von dem maritimen Bereich, insbesondere der grenzüberschreitenden Verschmutzung, zu dem terrestrischen Bereich und der Verschmutzungsauslösung auf dem Land über die Flüsse ins Meer, gezogen. Auch Verschmutzungen der marinen Umwelt, die auf dem Meer durch Schiffe, Häfen oder Öl aus Off-shore-Förderung verursacht werden, werden in die Betrachtungen einbezogen. Andere Probleme ergeben sich aus der Küstenerosion und der Überfischung durch Schwarzmeeranliegerstaaten.

Zusammenfassung der Erkenntnisse aus der Schwarzmeerregion:

- Die Küste des Schwarzen Meeres wird eingeschätzt als
1) eine hoch verletzbare Ressource aufgrund einer wachsenden Bevölkerung und 2) Rückgrat der nationalen Wirtschaften im gegenseitigen Wettstreit, der in Konflikte ausarten mag und die Gefahr der Zerstörung der funktionalen Integrität des Ressourcensystems in sich birgt.

- Die hauptsächlichen Probleme der Schwarzen Meerregion betreffen die Küstenerosion, die Verstädterung, die fehlende Einhaltung der Gesetze und den nicht-nachhaltigen Tourismus. Gegenwärtig werden die Vorteile aus dem Umweltschutz niedriger angesehen als diejenigen, die sich aus dem Tourismus und der Industrialisierung ergeben.
- Die Effektivität der nationalen IKZM Strategien der Anrainerstaaten des Schwarzen Meeres hängt hauptsächlich von dem Zusammenhalt zwischen den Staaten des Schwarzen Meeres ab. Dies liegt an den ähnlichen geo-physischen, oft interagierenden Charakteristika.
- IKZM Bezug nehmende Aktivitäten in der Region führen zum ersten Mal zum Aufbau geeigneter Managementschnittstellen und gesetzlicher Rahmen, die sich an der EU IKZM Empfehlung und anderen regionalen und internationalen Bezügen ausrichten.
- Die Beteiligung der Zivilgesellschaft und anderer Interessengruppen in national anerkannten IKZM Arbeitsgruppen wird in Ansätzen sichtbar. Konsensbildung und Konfliktlösungsmechanismen zwischen im Wettstreit liegenden Interessengruppen verbessern sich.
- Die Identifizierung von prioritären Küstengebieten, die sofortigen Schutz und Rehabilitierung benötigen, wird in engagierten aktionsorientierten Projekten unternommen.

Gründe für die Unterschiede im Fortschritt bei der Einführung und Implementierung von IKZM in Europa

Es gibt eine ganze Reihe wichtiger Faktoren, die einzeln, zusammen oder im Widerspruch miteinander den IKZM Fortschritt in Europa entweder unterstützt oder gehindert haben.

Die wichtigsten Erfolgsfaktoren für Fortschritte beim IKZM sind:

- Eine geringe Landesgröße und hohe Bedeutung der Küste im Vergleich zur Gesamtgröße des Landes.
- Eine geeignete Verteilung von Kompetenzen, Funktionen und Aufgaben zwischen zentralstaatlichen Stellen und solchen auf niedrigeren Ebenen.
- Führung bzw. engagierte Koordination („politischer Wille“) auf der nationalen Ebene.
- Die Verbindung von laufenden Strukturreformen mit den Notwendigkeiten von IKZM.
- Die Nutzung und Stärkung existierender territorialplanerischer und Management-Institutionen (Raumplanung) für IKZM.
- Verstärkte Zusammenarbeit von zentralstaatlichen Stellen und solchen auf niedrigerer Ebene mit Initiativen, die von den Regionalmeeren aus organisiert werden.

- Die Durchführung von IKZM-Projekten, Programmen und Initiativen, die die Vorteile von IKZM und eine verbesserte Kommunikation zwischen Interessengruppen demonstrieren.
- Die zuverlässige Ausstattung von IKZM Initiativen mit ausreichender finanzieller Basis und mittel- bis langfristigen Laufzeiten.
- Die Ausstattung von IKZM Initiativen mit qualifiziertem Personal, das sich mit IKZM auskennt.
- Die Nutzung von bzw. Zusammenarbeit mit starken zivilgesellschaftlichen Organisationen, die eine Verbesserung der Lebensqualität über eine verbesserte Umwelt anstreben.

Die wichtigsten Misserfolgsfaktoren für Fortschritte beim IKZM sind:

- Eine unklare Verteilung der Funktionen zwischen zentralstaatlichen Regierungsstellen und solchen auf niedrigerer Ebene mit dem Zentralstaat sich als „nicht-verantwortlich“ fühlend.
- Die Einführung von IKZM zur unpassenden Zeit (z.B. wenn das betreffende Land gerade größere Reformen unternimmt, in die sich IKZM einpassen muss).
- Länder, die (vorgeblich) angeben, dass IKZM hinreichend von Raumplanungsinstitutionen abgedeckt werden.
- Ungenügende Laufzeiten, unqualifiziertes Personal und eine unzureichende Finanzausstattung, um die komplexen Sachverhalte des IKZM durch bewusstseinsbildende Projekte einzuführen.

Mehrwert von IKZM im Kontext von Politik und Gesetzgebung (Kapitel 5)

Die Analyse des Mehrwerts von IKZM angesichts existierender und sich entwickelnder EU Politik und Gesetzgebung hat gezeigt, dass IKZM in positiver Beziehung zu vielen EU Politiken¹³ und rechtlichen Rahmenbedingungen¹⁴ steht:

**IKZM verbindet
existierende
Richtlinien &
Vorschriften**

- IKZM ist in der Lage, oftmals sehr abstrakte Richtlinien für lokale und regionale Situationen zu „übersetzen“ (z.B. Governance White Paper).
- IKZM kann helfen, kurzfristige Planungen mit langfristigen politischen Zielen in Einklang zu bringen.

¹³ Die folgenden Politiken wurden analysiert: die Lissabon Strategie; das Governance Weissbuch; die EU Kohesionspolitik; die im Entstehen befindliche Maritime Politik, die Nachhaltige Entwicklungsstrategie; die EU Politik über nachhaltigen Tourismus, die europäische Raumentwicklungsperspektive; das Sechste EU Umweltaktionsprogramm; die Thematische Städtische Umweltstrategie (TSUE).

¹⁴ Die folgenden Rahmenwerke wurden analysiert: die geplante Richtlinie zur Marinen Strategie, die Wasserrahmenrichtlinie und direkt damit zusammen hängende Direktiven (Städtische Abwasserbehandlung, die Nitratdirektive, die Trinkwasserrichtlinie, die Richtlinie zur integrierten Verschmutzungskontrolle); die Strategische Umweltbegutachtungsdirektive, die Umweltwirkungsdirektive, die Vogelschutzdirektive, die Habitatdirektive, das globale Monitoring System für Umwelt und Sicherheit (GMES) und die geplante Richtlinie für räumliche Information in der Gemeinschaft (INSPIRE).

- IKZM kann helfen, die Koordination zwischen Politikfeldern, Sektoren und Handlungsebenen zu verbessern.
- IKZM fördert partizipative Methoden, und steigert so die Transparenz bei Entscheidungsprozessen und beim Co-Management in Küstenbereichen erheblich.
- Ein ganz besonderer Aspekt von IKZM wird seine vermittelnde Funktion zwischen dem terrestrischen/Küstenmanagement (wie in der EU Wasserrahmenrichtlinie festgelegt) und der geplanten Maritimen Strategie Direktive, als Teil der Maritimen Politikrichtlinie, sein.

**IKZM verbindet
Land & Wasser**

Empfehlungen (Kapitel 6)

Zwischen vielen IKZM Interessenvertretern in Europa ist eine Diskussion darüber entbrannt, ob eine IKZM Direktive initiiert werden sollte. Selbst wenn es einen großen Bedarf für eine gesetzliche Regelung in einigen Ländern gibt (und die vielleicht langfristig auch umgesetzt werden muss), schlussfolgert diese Evaluierung, dass das Potenzial der gegenwärtigen EU IKZM Empfehlung noch nicht voll ausgeschöpft ist und dass ein Ansatz, der auf Anreizen beruht, auf der europäischen Ebene erfolgreicher sein wird.

**Anreize statt
Regulierung**

Es ist offensichtlich, dass die EU IKZM Empfehlung einen irreversiblen Prozess ausgelöst hat, der zu einem integrierten Küstenzonenmanagement in den meisten Mitgliedsstaaten führen wird, vorausgesetzt, dass die Unterstützung seitens der EU fortgesetzt, verstärkt und fokussiert wird. Aus diesem Grund wird die EU auch für die europaweite Umsetzung von IKZM eine zentrale und wichtige Rolle spielen, besonders in der Bereitstellung von Leitlinien und Standards in der Abverfolgung von Nachhaltigkeitszielen entlang der Küste, die eine ausgewogene Balance zwischen ökologischen, ökonomischen und sozialen Interessen herstellen.

Wie in der nachfolgenden Tabelle 1 aufgeführt hat das Evaluations-team seine Empfehlungen in vier übergreifende und strategische Empfehlungen (1-4) und fünf operative und handlungs-orientierte Empfehlungen (5-9) mit speziellen Anregungen für ihre Implementierung eingeteilt. Die Anregungen enthalten Hinweise über die Kosten und verfügbaren Finanzquellen der EU. Die Gesamtkosten für die Umsetzung der vorgeschlagenen Empfehlungen betragen in Abhängigkeit der verfolgten empfohlenen Maßnahmen etwa €30,5 Millionen für die nächsten drei Jahre.

Tabelle 1: Überblick über IKZM Evaluierungsempfehlungen und -maßnahmen

Strategische Empfehlungen

- 1 Stärken der europäischen Dimension von IKZM basierend auf einem Regionalmeeransatz**

Aufnehmen der EEA Empfehlung der Regionalisierung und Stärkung von IKZM Maßnahmen auf supra-nationaler Ebene, mit zur Verfügungstellung eines europäischen Rahmens, um Akteure zusammen zu bringen, Kapazitäten aufzubauen und Praktiken mit grenzüberschreitender Perspektive auszutauschen.
- 2 Anheben des IKZM Profils und Stärken der Integration von sektoralen Politiken**

Verbessern der Identifizierung von IKZM Betroffenen und Interessengruppen, Schaffen einer Politik-Gemeinschaft quer über alle Sektoren von der EU- bis zur lokalen Ebene und Sicherstellen der Einarbeitung von IKZM in gegenwärtige Planungs- und Managementverfahren.
- 3 Ausarbeiten eines strategischen IKZM Ansatzes, der auf einer ausgewogenen sozialen, ökonomischen und kulturellen Entwicklung basiert**

Entwickeln eines gemeinsamen Konzeptrahmens, der die geographischen Grenzen, die Entwicklungsorientierung, die Verantwortlichkeiten von Betroffenen und Interessengruppen und die Verfahren, die einzuhalten sind, beschreibt und diesen mit der EU IKZM Empfehlung verknüpft und regelmäßigen Austausch mit Betroffenen und Interessengruppen in praktischer Weise ermöglicht.
- 4 Angehen von bedeutenden langfristigen Risiken: Katastrophenanfälligkeit und Klimawandel**

Miteinschließen der Anfälligkeit der Küsten für Naturkatastrophen so wie Klimawandel, Anstieg des Meeresspiegels und Verschmutzung; dies auf der Ebene der Regionalmeere und mit langfristiger Perspektive und unter Berücksichtigung der Aufnahme des Vorsorgeprinzips.

Empfehlungen

Maßnahmen

5 Zustimmung zur Bewusstseinsbildung, Leitlinienerstellung, Ausbildung und Bildung

Erhöhen der Bewusstseinsbildung unter den Betroffenen und Interessengruppen, in dem alle Instrumente der Informationsverbreitung besser genutzt werden. Zur Verfügungstellung von Leitlinien und Entwicklung von qualifiziertem Personal durch Bildung und Ausbildung. Unterstützung von IKZM Ausbildungszentren, Universitätskursen und fortgeschrittener Erwachsenenbildung.

- 5.1** Erhöhen der Bewusstseinsbildung und IKZM Förderung
- 5.2** Bereitstellung von Anleitungen zur Vorbereitung und Durchführung von IKZM Maßnahmen
- 5.3** Unterstützung der Einrichtung von IKZM Exzellenz- und Ausbildungszentren
- 5.4** Eröffnung von Möglichkeiten für Personalaustausch zwischen verschiedenen Regionen und Ländern
- 5.5** Zustimmung zu, Förderung und Überprüfung von akademischen Kursen in IKZM

6 Verbessern der Koordination und Teilhabe von Betroffenen und Interessengruppen

Erhalten eines umfassenden Über- und Einblicks in gegenwärtige IKZM Praktiken in Europa. Etablierung eines IKZM Rates und Schaffung von offenen Foren auf den Ebenen Europas, der Regionalmeere und der Länder um über Sektoren hinweg Interessengruppen und Betroffene zu beteiligen. In der Durchführung aufbauen auf existierende Organisationen und Verfahren.

- 6.1** Vervollständigung der IKZM Bestandsaufnahme in vertretbarer Zeit
- 6.2** Etablierung eines IKZM Rates auf europäischer Ebene
- 6.3** Schaffung von IKZM Foren auf den Ebenen Europas, der Regionalmeere und der Länder
- 6.4** Aufbauen auf existierenden Organisationen und Praktiken, diese so weit wie notwendig modifizieren

7 Allgemeine Abstimmung der Europapolitiken

Einarbeiten von IKZM in alle relevanten Programme und Instrumente unter Beachtung ihrer Orientierung (Ziele) und der Bereitstellung von Finanzmitteln. Klärung der Rolle und Abstimmung der unterschiedlichen Politiken und Instrumente untereinander in Bezug auf IKZM und Betroffenen so wie Interessengruppen.

- 7.1** Klärung der praktischen Rolle von relevanten Politikstrategien und Verordnungen, die IKZM betreffen.
- 7.2** Einarbeitung von IKZM in alle relevanten Finanzinstrumente unter Beachtung ihrer Orientierung und Bedingungen der Finanzierungen

Empfehlungen

Maßnahmen

8

Harmonisieren der Monitoring- und Evaluierungsrahmen

Erarbeiten einer Grundlage basierend auf einer nachhaltigen Entwicklungsperspektive, einschließlich eines Risikoregisters.

Harmonisieren von Methoden und Indikatoren, so wie Verfahren der Datensammlung und des Datenaustausches

8.1 Erarbeitung einer gemeinsamen Grundlage für die Küstenzonenentwicklung in Europa

8.2 Harmonisierung von Monitoring- und Evaluierungsmethoden und –indikatoren

8.3 Verbesserung der Datensammlung und des Datenaustauschs

8.4 Gewissenhafte Beobachtung der IKZM Umsetzung und Durchführung von langfristigen Evaluierungen

9

Verbessern der Wissensbasis von IKZM

Unterstützen von IKZM Forschung, insbesondere Verbindungen schaffen zu Maßnahmen in FP7, und prioritär Finanzmittel für Projekte, die mit den Grundsätzen guten IKZM übereinstimmen, bereit stellen. Das Lernen von guten und schlechten Praktiken sowie von Instrumenten zur Entscheidungsfindung fördern. Die Schaffung eines singulären IKZM Wissenszentrum auf europäischer Ebene.

9.1 Stärkung der IKZM Komponente in FP7 Forschungsprogrammen

9.2 Evaluierung von Küstenmanagementprojekten bzgl. Ihrer Ergebnisse und Erfahrungen

9.3 Entwicklung und Demonstration von geeigneten Entscheidungssystemen für Entscheidungsträger und Praktiker

9.4 Schaffung eines gemeinsamen Wissenszentrums

Résumé

L'Équipe d'évaluation GIZC de Rupprecht Consult – Forschung & Beratung GmbH et l'Institut International de l'Océan à Gzira, Malte ont été engagés par la Commission Européenne pour réaliser une évaluation indépendante de la gestion intégrée des zones côtières (GIZC) en Europe. Les objectifs étaient

- d'évaluer la mise en œuvre de la recommandation sur la GIZC de mai 2002;¹⁵
- d'évaluer la valeur ajoutée de la GIZC dans le cadre des politiques et de la législation communautaire existantes ;
- d'indiquer les mesures à prendre en ce qui concerne la politique des zones côtières et préparer des recommandations d'actions au niveau de la Communauté.

Les résultats de cette évaluation doivent permettre à la Commission Européenne de réexaminer la recommandation (2002/413/CE) relative à la mise en œuvre de la gestion intégrée des zones côtières en Europe, et de soumettre un rapport d'évaluation au Parlement Européen et au Conseil à la fin de l'année 2006 relatif à de nouvelles mesures communautaires.

**Rapport
d'évaluation de
la Commission
Européenne au
Parlement & au
Conseil**

Contexte de la GIZC en Europe

Le bon état des zones côtières et la salubrité du milieu maritime de l'Europe constitueraient un facteur de réussite essentiel dans l'amélioration de la croissance et de l'emploi de l'Union Européenne ainsi que du bien-être de ses citoyens. Afin de répondre à ce besoin urgent d'une approche stratégique intégrée relative à la gestion des zones côtières d'Europe et en s'appuyant sur les résultats d'un programme de démonstration,¹⁶ huit principes de bonne pratique pour la GIZC (voir encadré ci-dessous) ont été convenus dans le cadre de la Recommandation sur la GIZC de 2002. Tous les États membres ont été invités à réaliser une évaluation nationale et à développer des stratégies nationales ; il a également été convenu une étroite collaboration au niveau européen.

**Mise en œuvre
de 8 principes de
bonne pratique
de la GIZC**

La GIZC constitue une stratégie d'approche intégrée de planification et de gestion prenant en considération de façon adaptée toutes les politiques, tous les secteurs et, dans la mesure maximale du possible, tous les intérêts individuels, dans le respect de l'ensemble des échelles temporelles et spatiales, et à laquelle participent toutes les parties prenantes des zones côtières. Elle nécessite une bonne communication entre les autorités administratives (locales, régionales et nationales), et doit répondre aux trois dimensions du développement durable : social/culturel, économique et environnemental. Elle propose donc des instruments de gestion qui ne sont pas obligatoi-

**GIZC =
intégration des
politiques, des
secteurs & des
intérêts**

15 Recommandation 2002/413/CE du Parlement européen et du Conseil du 30 mai 2002 relative à la mise en oeuvre d'une stratégie de gestion intégrée des zones côtières en Europe, JO L 148 du 6.6.2002.

16 Voir la communication de la Commission adressée au Conseil et au Parlement Européen relative à la Gestion intégrée des zones côtières : une stratégie pour l'Europe (COM/2000/547), adoptée le 27 septembre 2000.

rement inclus ou prévus dans une telle globalité dans les différentes politiques et directives.

Huit principes de bonne pratique pour la GIZC

Principe 1 :

Perspective globale élargie (thématique et géographique) qui tienne compte de l'interdépendance et de la disparité des systèmes naturels et des activités humaines qui influent sur les zones côtières.

Principe 2 :

Perspective à long terme qui tienne compte du principe de précaution et des besoins des générations actuelles et futures.

Principe 3 :

Gestion adaptative dans le cadre d'un processus graduel qui permette des ajustements en fonction de l'évolution des problèmes et des connaissances. Cela nécessite une base scientifique solide en ce qui concerne l'évolution des zones côtières.

Principe 4 :

Prise en compte des spécificités locales et de la grande diversité des zones côtières européennes de façon à pouvoir répondre à leurs besoins concrets par des solutions spécifiques et des mesures souples.

Principe 5 :

Mise à profit de processus naturels et respect de la capacité d'absorption des écosystèmes, ce qui rendra les activités humaines plus respectueuses de l'environnement, plus responsables sur le plan social et plus saines économiquement à long terme.

Principe 6 :

Association de toutes les parties intéressées (partenaires économiques et sociaux, organisations représentant les résidents des zones côtières, organisations non gouvernementales (ONG) secteur commercial) au processus de gestion, par exemple au moyen d'accords et sur la base de responsabilités partagées.

Principe 7 :

Soutien et participation des instances administratives compétentes aux niveaux national, régional et local, entre lesquelles des liens adéquats devraient être établis ou maintenus en vue d'améliorer la coordination des différentes politiques existantes. Un partenariat avec les autorités régionales et locales et entre celles-ci devrait être mis en œuvre, le cas échéant.

Principe 8 :

Utilisation conjointe de plusieurs instruments visant à favoriser la cohérence entre les objectifs des politiques sectorielles et entre l'aménagement et la gestion.

Méthode d'évaluation (Chapitre 3)

L'Équipe d'évaluation a procédé à une vaste campagne de collecte d'informations, incluant des évaluations de cas de pays de tous les États membres côtiers et des pays en voie d'adhésion, un examen d'une majorité des documents politiques, des entretiens face à face

Collecte proactive des informations

avec les principales parties prenantes ainsi qu'un questionnaire largement distribué aux parties prenantes.

Les entretiens ont principalement été réalisés par téléphone, avec un nombre limité d'entretiens personnels/face à face. Ces derniers respectent des consignes d'entretien pré-déterminées (voir Annexe C) contenant une section commune et des parties spécifiques aux parties prenantes. La confidentialité totale des informations fournies a été assurée. Les transcriptions étaient anonymes et n'ont pas été rendues publiques.

Le questionnaire (voir Annexe D) a été distribué par courrier électronique aux principales parties prenantes cibles de la GIZC dans les 20 États membres côtiers et les 4 pays en voie d'adhésion et pays candidats afin d'élargir la base empirique de nos observations. Par ailleurs, des organisations telles que l'EUCC – The Coastal Union (Union Européenne pour la Conservation du Littoral – L'Union côtière) ainsi que de nombreux projets liés à la gestion côtière ont également distribué notre questionnaire au sein de leurs réseaux. Plus de 2 000 membres ont ainsi été contactés par le seul moyen des annonces de l'EUCC.

Le questionnaire a été traduit de l'anglais vers le français par l'équipe d'évaluation, et les versions roumaine et croate par des experts spécialisés dans leurs pays respectifs. Il contenait à la fois des questions ouvertes et fermées, et était totalement anonyme.

Au total, 140 questionnaires provenant de 21 pays ont été présentés jusqu'au début du mois de juillet 2006 et analysés en vue de compléter et valider les résultats, tendances et recommandations. La représentativité statistique des résultats du questionnaire, en particulier dans des cas où seules les réponses données par des parties prenantes d'une mer régionale spécifique étaient comptabilisées, est limitée. La principale valeur de ce questionnaire repose sur ses résultats qualitatifs, en particulier les réponses aux « questions ouvertes » et les suggestions/commentaires faits par les parties prenantes de la GIZC.

Pour développer ses conclusions et ses recommandations, l'Équipe d'évaluation a adopté une approche itérative, menée en étroite collaboration avec le groupe d'experts et le groupe de pilotage dans le domaine de la GIZC de la Commission Européenne, les représentants des institutions déclarantes des États membres côtiers/États en voie d'adhésion, des ONG et autres parties prenantes des zones côtières.

À mi-parcours de l'Évaluation, un Atelier de validation a été organisé au Centre d'Écologie Marine Tropicale de Brême qui accueille le Centre Opérationnel de l'Institut International de l'Océan en Allemagne. Lors de cet atelier, l'Équipe d'évaluation en association avec les principaux experts et parties prenantes dans le domaine de la GIZC au niveau national et européen a procédé à une évaluation et à la validation de tendances intermédiaires et de recommandations.

Un « Espace d'évaluation de la GIZC » à accès électronique restreint ainsi qu'un site web public développé par l'Équipe d'évaluation ont également été mis en place afin de pouvoir échanger des informations avec les experts et les parties prenantes dans toute l'Europe.

**Consignes
d'entretien
officielles**

**Validation des
résultats en
association avec
les parties
prenantes**

**Participation et
validation**

Accessible depuis les deux adresses suivantes, www.rupprecht-consult.de/iczm et www.rupprecht-consult.eu/iczm, le site web public constituait un espace d'informations unique permettant à toutes les parties prenantes des zones côtières désireuses de participer à l'évaluation d'accéder aux Rapports de stratégies nationales dans le domaine de la GIZC, mais aussi de faire des suggestions.

L'Équipe d'évaluation a dû gérer des retards considérables, dépassant de loin la date limite recommandée (février 2006), pour la soumission des Stratégies Nationales et des plans de GIZC alternatifs.¹⁷

Mise en œuvre de la GIZC en Europe (Chapitre 4)

D'un point de vue général, 18 États membres côtiers et pays en voie d'adhésion sur 24 ont officiellement rendu leur rapport sur la mise en œuvre de la recommandation sur la GIZC à la mi-juin 2006. Pour les six pays restants,¹⁸ d'autres sources d'informations ont été utilisées pour déterminer l'état des lieux relatif à la mise en œuvre de la recommandation sur la GIZC.

**18 pays sur 24
ont rendu un
rapport**

Pour les 24 États membres côtiers et pays en voie d'adhésion, l'état des lieux relatif à la mise en œuvre de la politique est le suivant :

- Aucun pays n'a mis en œuvre de Stratégie Nationale de GIZC comme le préconisait la recommandation sur la GIZC.
- Dans sept pays, à savoir la Finlande, l'Allemagne, Malte, le Portugal, la Roumanie, l'Espagne et le Royaume-Uni, la mise en œuvre d'une Stratégie Nationale de GIZC est en attente.
- Dans six autres pays, à savoir la Belgique, Chypre, la France, la Grèce, les Pays-Bas et la Slovénie, des documents considérés comme équivalents à une Stratégie Nationale de GIZC ont été développés, ou bien les processus de planification spatiale intègrent désormais (ou vont intégrer) des stratégies de gestion des zones côtières.
- Dans onze pays, à savoir la Bulgarie, la Croatie, le Danemark, l'Estonie, l'Irlande, l'Italie, la Lettonie, la Lituanie, la Pologne, la Suède et la Turquie, aucune politique équivalente de GIZC n'est en préparation de manière avancée, seuls quelques outils sont en place pour traiter les problèmes des zones côtières.

**Mise en œuvre
des principes de
GIZC par
13 pays**

**Aucune politique
de GIZC
approuvée dans
11 pays**

Toute politique de GIZC efficace repose principalement sur une bonne évaluation des problèmes rencontrés par les zones côtières dans un large contexte, autrement dit la compréhension et la prise en compte de la vue d'ensemble. Nombreux ont été les efforts bien intentionnés menés dans le passé en faveur d'une bonne GIZC et qui ont échoué, faute d'avoir été considérés dans leur ensemble.

¹⁷ Les Stratégies et Plans finaux présentés dans l'évaluation de la GIZC n'ont été soumis pour analyse qu'au mois de juin 2006.

¹⁸ Bulgarie, Croatie, Estonie, Irlande, Italie, Turquie.

Si certaines menaces pesant sur l'environnement des zones côtières peuvent être traitées plus efficacement à l'échelle mondiale, leurs caractéristiques individuelles et leur pertinence en revanche ont tendance à varier d'une région à l'autre, et d'une mer à l'autre. La Commission Européenne elle-même, en vertu de sa position dominante relative aux futures actions pour la GIZC au niveau européen, devrait par conséquent prendre en considération une approche régionale.

Puisqu'une gestion efficace des ressources maritimes et côtières dépasse le cadre des frontières, l'Équipe d'évaluation a fondé son analyse de la mise en œuvre de la recommandation sur la GIZC sur une approche régionale de politique maritime, sans conteste la méthode la plus efficace de gestion des zones côtières en Europe. L'approche de la GIZC favorise la coopération transfrontalière, une approche par « mers régionales » pour la politique côtière des pays bordant les mers. Les pays ayant une bande côtière commune pour une même mer ont tout intérêt à coordonner leurs activités plutôt que de mettre en place des politiques nationales qui pourraient s'avérer contradictoires.

Les 24 pays faisant l'objet de cette évaluation bordent une ou plusieurs des 5 mers régionales européennes, à savoir la Mer Baltique, la Mer du Nord, l'Atlantique (région Nord-Est), la Mer Méditerranée et la Mer Noire. Vous trouverez au chapitre 4 du présent document une analyse détaillée des rapports ainsi que le degré de mise en œuvre de la GIZC pour chaque mer régionale.

D'après l'analyse des tendances de mise en œuvre, la recommandation sur la GIZC a été bénéfique pour la gestion côtière en Europe :

- Les huit « Principes de bonne pratique pour la GIZC » développés dans la Recommandation sur la GIZC ont permis une prise de conscience et une meilleure préparation au niveau régional concernant les défis à long terme des zones côtières.
- La Recommandation sur la GIZC, qui favorise une réconciliation des intérêts économiques, sociaux et environnementaux, est à l'origine d'un remaniement des approches de planification traditionnelles.
- Même si la participation actuelle des parties prenantes est encore globalement insuffisante, le succès de certains processus locaux basés sur la GIZC a entraîné une forte pression pour une plus grande participation dans les prises de décision.
- La GIZC a prouvé qu'elle pouvait devenir l'instrument permettant de relier les législations « terrestre » et maritime, en particulier au « niveau des mers régionales ».
- D'après les résultats des analyses coût/bénéfice des pays de l'Union Européenne, la mise en œuvre adéquate de la GIZC permet d'améliorer les sources de revenus et d'augmenter l'emploi dans les zones côtières. Par conséquent, une mise en œuvre de la GIZC dans toute l'Union Européenne devrait avoir un impact économique et social significatif.

**Approche
régionale de
la politique
maritime**

**Avantages
incontestables
de la GIZC en
Europe**

Parallèlement, cette évaluation conclut à l'existence de vastes possibilités d'amélioration de la mise en œuvre de la GIZC le long des côtes européennes, notamment une amélioration de la coopération régionale au niveau des mers régionales, un partage renforcé des connaissances et des informations, une plus grande participation des parties prenantes, la surveillance de la mise en œuvre à l'aide de méthodologies communes et une perspective de financement à long terme des initiatives régionales de GIZC.

**Possibilités de
nouvelles
améliorations**

Les conclusions spécifiques tirées pour chacune des cinq Mers régionales faisant l'objet de l'évaluation sont les suivantes :

Région de la Mer Baltique

Certains pays (Danemark, Lettonie, Lituanie) n'ont pas encore mis au point de Stratégies Nationales pour la GIZC, alors que d'autres sont sur le point d'intégrer des éléments de GIZC dans leurs Stratégies de planification spatiale nationale (Suède). La Finlande a rédigé son projet de Stratégie Nationale de GIZC et l'Allemagne a optimisé ses instruments législatifs conformément aux principes de GIZC. La Pologne a intensifié ses efforts pour passer de son cadre législatif multisectoriel à la mise en place d'une Stratégie Nationale de GIZC.

La participation publique ainsi que la co-décision dans la Région de la Mer Baltique peuvent certes s'avérer encore très faibles, mais les mesures initiales décidées pour renforcer ce point dans la GIZC sont en cours d'application.

Les pays ont intensifié leurs efforts pour mettre en place des principes de GIZC et de planification spatiale durable aux niveaux régional et local. Les pays semblent avoir tenu compte dans ce processus des aspects traitant des approches stratégique, holistique et participative.

**Efforts accrus
pour mettre en
place la GIZC et
une planification
spatiale durable**

En outre, les pays de la Mer Baltique ont amplement participé à de nombreux projets INTERREG et LIFE en ce qui concerne la gestion intégrée et la planification spatiale des zones côtières.

Liste résumée des observations faites pour la Région de la Mer Baltique :

- Les pays sous évaluation présentent des stades de développement différents des stratégies actuelles de mise en œuvre de la GIZC, avec notamment une préparation et un développement finalisés des stratégies pour l'Allemagne et la Finlande, et une préparation des plans encore en cours pour la Pologne. Le Danemark a rendu un bref rapport sur ses activités d'évaluation, mais déclare que le cadre législatif actuel semble l'emporter sur la nécessité de développer une stratégie de GIZC spécifique.
- La plupart des pays fondent leurs stratégies de mise en œuvre de GIZC sur leur Planification Spatiale ou leurs systèmes d'écologie/de protection environnementale officiels. Il est souvent affirmé qu'un cadre de planification spatiale (malgré son caractère sectoriel marqué) fournit aux processus administra-

tifs existants un cadre législatif opérationnel et bien établi permettant d'améliorer la protection de la nature dans les zones côtières.

- Il faudrait encourager davantage la participation de tous les secteurs de l'économie, mais aussi développer les programmes de formation, d'enseignement et de prise de conscience du public. Les administrations locales et régionales n'ont pas suffisamment connaissance de la GIZC.
- Le cadre réglementaire et législatif de la GIZC dans les pays de la Mer Baltique présente une liste de lois, de mesures et d'autorités différentes relatives à la gestion de la zone côtière.
- La législation peut indiquer un niveau de protection relativement élevé, mais en ce qui concerne les zones côtières et les pratiques de gestion, cela ne nécessite pas obligatoirement une approche de gestion intégrée des zones côtières.
- Les cadres qui ont été préparés ou qui sont en cours de préparation devraient être bien adaptés pour gérer les défis et garantir un équilibre approprié entre conservation et développement de la zone côtière. Afin de traiter les faiblesses et lacunes, les lois existantes et les structures de gestion font actuellement l'objet d'un ajustement, et des politiques et directives européennes sont mises en œuvre.

Région de la Mer du Nord

Tous les États membres bordant la Mer du Nord ont mis en place un ensemble de mécanismes et d'instruments de planification traitant les problèmes de GIZC dans une certaine mesure. Outre le Danemark et la Suède qui n'accordent encore qu'un faible intérêt à la GIZC dans leur programme politique, tous les États de la Mer du Nord ont conscience du rôle spécifique de leur côte et des difficultés rencontrées pour gérer de façon adéquate de tels systèmes dynamiques et complexes. Si certains des principes de GIZC sont bien intégrés dans tous les pays, comme par exemple la mise au point de processus spécifiques au contexte local, la prise en compte de la durabilité et le principe de précaution, d'autres en revanche peuvent encore être améliorés, par exemple l'utilisation du principe de gestion adaptative et l'utilisation harmonieuse de plusieurs instruments dans le processus de gestion et de planification.

À cet égard, la participation est un atout majeur qui nécessite d'être optimisé. La convention OSPAR, le Plan trilatéral de la mer de Wadden et le projet relatif à la Mer d'Irlande devraient intensifier la collaboration et les échanges au niveau des mers régionales. Ils devraient permettre de rationaliser les efforts nationaux respectifs pour la GIZC et favoriser davantage le partage transfrontalier des informations, ainsi que la communication et la gestion des zones côtières.

Liste résumée des observations faites pour la Région de la Mer du Nord :

- Chacun des six États Européens (Belgique, Danemark, Allemagne, Pays-Bas, Suède et Royaume-Uni) bordant (dans une certaine mesure) la Mer du Nord a rendu un rapport national relatif aux efforts nationaux pour la GIZC qui ont été évalués.
- La séparation législative marquée qui existe actuellement entre les activités terrestres et maritimes dans de nombreux pays de la Mer du Nord constitue l'un des principaux obstacles à la GIZC.
- Des forums de discussion nationaux sur les zones côtières devraient être mis en place, qui bénéficieraient d'une structure permanente, d'un financement plus important et d'un personnel à long terme. Ils devraient faire un rapport régulier à chaque Gouvernement national respectif, mais aussi lier les activités nationales et favoriser la communication et les échanges autour des Mers régionales.
- Les partenariats des principales instances au niveau des Mers Régionales, comme par exemple les forums de discussion nationaux sur les zones côtières, pourraient jouer un rôle important et favoriser la participation et le dialogue des parties prenantes dans tous les futurs systèmes de planification spatiale maritime.
- Un rôle spécifique, ainsi qu'un soutien politique et financier devraient être accordés aux partenariats volontaires.
- Favoriser les progrès réalisés au niveau des accords internationaux, comme par exemple la Convention OSPAR.
- Favoriser les programmes de formation, d'enseignement et de prise de conscience au niveau des Mers Régionales (programmes européens relatifs à la communication et aux échanges entre les États membres d'une Mer Régionale, par exemple échange de praticiens, favorisant la coopération inter-régionale et transnationale sur les problèmes de zones côtières).
- Traiter les problèmes de cohérence, de compatibilité et d'accessibilité des méthodes de stockage et de collecte des données, ainsi que ceux liés aux accords de partage trans-frontalier des informations dans un contexte de programme pour les Mers régionales.
- Développer un ensemble d'indicateurs de durabilité faisant l'objet d'une évaluation régulière basée sur une surveillance attentive des côtes, les autres informations pouvant servir de base à un système de reporting national régulier à l'UE, s'appuyant dans la mesure du possible sur des données faciles à collecter.
- Utilisation de synergies entre les principes de la Directive-cadre sur l'Eau (DCE) et la GIZC (par exemple, une participation publique essentielle pour la GIZC et une exigence pour la DCE, et l'utilisation des observations côtières existantes).

Région côtière de l'Atlantique

Des structures et activités visant à mettre en œuvre une GIZC le long de la côte Atlantique sont en cours de développement. La majorité des États limitrophes a respecté la recommandation de l'Union Européenne visant à entamer un processus de préparation d'une stratégie de GIZC. Aucune stratégie de GIZC n'a cependant été officiellement mise en œuvre dans les cinq pays membres. Seules les premières mesures ont été prises, reposant principalement sur la conversion, avec plus ou moins de conviction, de la planification spatiale existante en stratégie de GIZC. Actuellement, la gestion des zones côtières souffre de la sectorisation historique des autorités de planification. L'Espagne prévoit la mise en œuvre complète de sa stratégie de GIZC pour 2008.

Les principes fondamentaux de la GIZC tels que la communication et la participation sont appliqués, et une vision commune est requise horizontalement (au sein du niveau) et verticalement (entre les niveaux). D'après la plupart des documents relatifs aux stratégies, les flux d'information horizontaux et verticaux n'ont pas été pris en considération dans les précédentes politiques. Les pays membres définissent ces principes comme des objectifs à atteindre dans le cadre de leur stratégie de GIZC, mais les rapports révèlent que notamment la participation et la communication n'ont pas été mises en application. Il y a un décalage entre la théorie et la pratique.

Certains pays mettent cependant ces principes en œuvre. Une approche holistique, thématique et géographique est en cours de développement pour une grande partie du littoral atlantique, au moins à l'échelle nationale. L'application des principes 4 et 7 est également en bonne voie, et tous les pays satisfont pleinement ou en partie aux exigences requises. Les spécificités locales sont bien représentées sur l'ensemble de la côte Atlantique et les instances administratives compétentes sont associées.

La gestion adaptative (principe 3) n'est mentionnée que dans un(e) seul(e) des cinq rapports/stratégies, et seules les stratégies de deux pays respectent les processus naturels (principe 5).

La mise en œuvre d'une stratégie de GIZC repose sur les actions suivantes : le développement d'une approche de gestion adaptative globale, la consolidation de l'approche participative en matière de gestion et de planification ainsi que l'amélioration dans l'association des outils de planification et de gestion. Le respect et l'utilisation des processus naturels impliquent un changement de paradigme des solutions techniques sophistiquées vers des méthodes moins invasives visant à gérer les processus de régulation naturelle.

Contrairement aux autres mers d'Europe, aucune politique régionale commune visant à traiter les problèmes et les questions au niveau régional n'est en place pour la côte Atlantique. Si le littoral Atlantique n'est pas aussi « fermé » que la Mer Baltique ou la Mer du Nord par exemple et a plutôt la forme d'une étendue ouverte composée de quelques embouchures, une plateforme régionale permettrait tout de même de traiter les problèmes courants le long de cette côte.

Liste résumée des observations faites sur la Région côtière de l'Atlantique :

- Aucune stratégie de GIZC n'a été officiellement mise en œuvre dans les cinq pays membres. Seules les premières mesures ont été prises. L'Espagne prévoit la mise en œuvre complète de sa stratégie de GIZC pour 2008.
- Les stratégies développées s'appuient dans la plupart des cas sur la planification spatiale existante ; elles ont été transformées en stratégies de GIZC avec plus ou moins de conviction, souffrant de la sectorisation historique des autorités de planification.
- D'après la plupart des documents relatifs aux stratégies, les flux d'information horizontaux et verticaux n'ont pas été pris en considération dans les précédentes politiques.
- Il existe un décalage entre la théorie et la pratique lorsqu'il est question de respecter l'application des principes de bonne pratique pour la GIZC au niveau des stratégies des pays. Plusieurs pays définissent ces principes comme des objectifs à atteindre dans le cadre de leur stratégie de GIZC, mais les rapports indiquent que les principes relatifs à la participation à et à la communication notamment n'ont pas été appliqués lors du développement.
- Une approche holistique, thématique et géographique est en cours de développement pour une grande partie du littoral atlantique.
- L'application des principes 4 et 7 est également en bonne voie puisque tous les pays satisfont pleinement ou en partie aux exigences requises. Les spécificités locales sont bien représentées sur l'ensemble de la côte Atlantique et les instances administratives compétentes sont associées.
- L'application de la gestion adaptative (principe 3) doit être améliorée.
- Seules les stratégies de deux pays respectent les processus naturels (principe 5). Le respect et l'utilisation des processus naturels impliquent un changement de paradigme des solutions techniques sophistiquées vers des méthodes moins invasives visant à gérer les processus de régulation naturelle.
- Tous les pays ont utilisé une approche holistique d'intégration pour développer leur stratégie dont l'objectif principal est le développement durable.
- Contrairement aux autres mers d'Europe, aucune politique régionale commune visant à mettre en évidence et analyser les problèmes et questions au niveau régional n'est en place pour la côte Atlantique.

Région Méditerranéenne

L'état d'avancement global de la mise en œuvre d'une stratégie nationale de GIZC varie beaucoup et ne peut être rapporté de façon officielle que pour quatre cas, à savoir Malte, la France, la Slovénie et l'Espagne. Les autres états méditerranéens n'ont pas officiellement suivi la recommandation GIZC.

A Malte, on peut observer deux ans de mise en œuvre. La Slovénie, dont la côte s'étend seulement sur 50 km, a mis en place plusieurs initiatives de développement régional fortement orientées GIZC depuis 2002 couronnées de succès et poursuivra le processus de la mise en œuvre dans les années à venir. La France prévoit de lancer la première mesure tangible en matière d'activités de GIZC au cours de l'année 2006, avec l'établissement d'un Conseil national du littoral responsable pour la gestion intégrée des zones côtières. L'Espagne a démarré dès 2006 des actions officielles dans sa stratégie de GIZC, mais la mise en œuvre complète est prévue pour 2008¹⁹.

Les raisons pour cette variation importante concernant l'état d'avancement global de la mise en œuvre sont résumées ci-dessous :

Malte a préparé sa stratégie avant 2004 comme une des actions en vue de l'adhésion à l'Union Européenne, ce qui constituait un facteur de motivation important pour étudier les questions de la GIZC au niveau national.

L'Espagne a déployé beaucoup d'efforts pour développer sa stratégie nationale qu'elle vient à peine lancer. Néanmoins, il semble que l'Espagne soit dans l'attente des résultats de la révision des procédures de GIZC menée par l'Union Européenne d'ici la fin de l'année 2006, avant une mise en œuvre complète de la GIZC qui n'est prévue que pour 2008. La Grèce a activement préparé la rédaction d'un projet de Cadre spécifique pour la planification spatiale et le développement durable des zones côtières, exigeant la coordination, la compatibilité des politiques sectorielles et l'efficacité des infrastructures. La France n'a pas officiellement soumis de stratégie nationale de la GIZC. Un document équivalent a été élaboré indépendamment de la recommandation communautaire GIZC.

A Chypre, en Grèce ou en Turquie, les capacités des organismes et des professionnels semblent être un frein à l'élaboration d'une stratégie nationale de GIZC, auquel viennent s'ajouter d'autres facteurs comme les conflits d'intérêts entre les principales parties prenantes.

Un dernier groupe de pays, composé de la Croatie, de l'Italie et de la Turquie, n'a pas soumis de stratégie nationale mais deux d'entre eux (la Croatie et la Turquie) n'avaient pas été invités à en fournir une au préalable. On remarquera particulièrement dans ce groupe le manque d'activités GIZC en Italie. Située au centre de la région méditerranéenne, avec une zone côtière très largement étendue,

19 La stratégie de l'Espagne a été définie dans la phase 1 (2002 à 2006). La phase II (2007-2008) présentera une planification plus détaillée des activités et l'élaboration de mécanismes visant à assurer leur coordination. La phase III enfin (2008-2010) prévoit le début (officiel) des activités et leur révision.

l'Italie, qui occupe une place politique primordiale dans le contexte européen, demeure un cas préoccupant. L'une des raisons pourrait être le caractère fortement décentralisé du pays qui délègue la majeure partie de la gestion et de la planification des zones côtières à des administrations locales de façon à amener l'état à se désengager. Par ailleurs, un pays comme l'Espagne, quasiment fédéral et fortement décentralisé, prouve qu'en dépit de ce contexte, il est possible de mettre en œuvre une stratégie nationale.

Liste résumée des observations faites sur la Région Méditerranéenne :

- Six des neuf pays, dont Chypre, la France, la Grèce, Malte, la Slovaquie et l'Espagne, ont rendu un rapport national de GIZC qui a été soumis à évaluation. La Croatie, l'Italie et la Turquie n'en ont rien fait.
- Le principal problème commun à la majorité de ces pays de la côte Méditerranéenne est l'artificialisation du littoral dû à un tourisme en constant essor : expansion urbaine, construction de résidences secondaires, érosion des sols, etc. D'autres problèmes communs concernent : le changement de la dynamique côtière, une diminution des rendements de l'industrie traditionnelle de la pêche, la dégradation des écosystèmes et des habitats, les risques environnementaux le long du littoral ; la perte et la dégradation des zones côtières, les problèmes environnementaux liés à l'aquaculture, aux activités nautiques et au transport maritime.
- Malgré les différentes lois en vigueur, des lois adaptées destinées à la gouvernance et à la gestion des zones côtières font défaut. Les principaux cadres législatifs et politiques qui réglementent le développement au niveau des zones côtières planifient généralement des instruments dotés d'une autorité physique mais faisant peu de cas des besoins d'intégration des différents secteurs et de la participation requise des parties prenantes.
- Les parties prenantes se répartissent en cinq groupes majeurs : i) les institutions gouvernementales, ii) les acteurs du secteur privé, iii) les organisations non gouvernementales, iv) les chercheurs et les experts, et en dernier lieu, v) les citoyens des zones côtières. Les intérêts de ces groupes varient considérablement, entre les groupes et au sein d'un même groupe. En effet, certains ont pour principal objectif la protection des côtes, quant d'autres recherchent plutôt la croissance économique et bien souvent ne tiennent pas compte des considérations à long-terme.
- Les organisations interrégionales et les structures coopératives ne sont pas encore bien représentées dans les rapports des pays.
- La mise en œuvre des stratégies nationales de GIZC ou équivalentes se poursuit depuis plusieurs années à Malte et en

Slovénie, tandis qu'elle n'a débuté qu'en 2006 pour la France et l'Espagne.

- Le respect des principes de bonne gestion intégrée des zones côtières varie considérablement d'un pays à un autre. Les objectifs de développement durable à long-terme, les orientations spécifiques au niveau local ainsi que l'approche holistique sont inclus dans la majorité des stratégies nationales ou équivalentes, du moins de façon nominative. De nombreux autres problèmes concernent la participation des parties prenantes, l'application des procédures de gestion et de planification adaptatives, l'utilisation des processus naturels, l'intégration appropriée des différentes instances administratives et l'utilisation harmonieuse d'instruments de planification et de gestion.

Région de la Mer Noire

Dans la région de la Mer Noire, des mesures significatives ont été prises en faveur d'une stratégie holistique de GIZC. Leur but est d'harmoniser les lois et les directives au niveau national et régional, et de renforcer à long-terme le recours à la Convention régionale et aux instruments associés dans le domaine de la préservation de la zone côtière de la Mer Noire.

Certaines stratégies nationales de GIZC suscitent actuellement la controverse au niveau gouvernemental et sont en attente d'approbation. Le niveau de participation varie d'un pays à l'autre, mais la participation générale des parties prenantes est manifeste.

Le long des côtes méridionales et occidentales de la Mer Noire, seules la Roumanie et la Bulgarie sont parvenues à préparer une stratégie nationale de GIZC ou équivalente qui est en attente d'approbation par leur gouvernement respectif. Les actions se sont concrétisées sous la forme de consultation publique, prise de conscience accrue des problèmes touchant les zones côtières, identification des zones sensibles spécifiques nécessitant des actions urgentes. Des projets scientifiques et des mesures de réhabilitation sont déjà en cours de développement.

Les stratégies proposées ont trait à la sphère maritime, et notamment à la pollution transfrontalière résultant de la pollution d'origine terrestre qui affectent les côtes et les rivières. Elles abordent également le problème de la pollution marine de l'environnement maritime résultant des activités marchandes et portuaires ainsi que de l'exploitation pétrolière extraterritoriale. D'autres problèmes découlent de l'érosion des dunes et de la surexploitation des fonds de pêche par les pays riverains de la Mer Noire.

Liste résumée des observations faites sur la région de la Mer Noire :

- La zone côtière de la Mer Noire est considérée comme 1) une ressource très vulnérable en raison de l'augmentation de la population humaine, 2) la colonne vertébrale de l'économie nationale en proie à la concurrence des différentes parties prenantes, ce qui peut générer des conflits et la destruction de l'intégrité de l'écosystème.
- Les problèmes courants rencontrés dans la région de la Mer Noire sont l'érosion du littoral, l'urbanisation excessive, le vide juridique et le tourisme non durable. Actuellement, les retombées positives liées à la préservation et à la protection de l'environnement sont inférieures à celles incombant au tourisme et à l'industrie.
- L'efficacité des stratégies nationales de GIZC dans les pays de la Mer Noire dépend essentiellement de leur cohérence avec celles des autres pays. Cela s'explique par leurs caractéristiques géophysiques semblables qui interagissent souvent entre elles.
- Les actions relatives à la GIZC dans la région de la Mer Noire conduisent à la mise en place, pour la première fois, d'une gestion transsectorielle et de cadres législatifs appropriés visant à répondre aux principes de la recommandation sur la GIZC et aux autres cadres régionaux et internationaux.
- La participation de la société civile et des parties prenantes au sein de groupes de travail sur la GIZC, reconnus au niveau national, se généralise, au moins en ce qui concerne certains pays. Les mécanismes de réalisation de consensus et de résolution des conflits entre les parties prenantes concurrentes sont améliorés.
- L'identification des zones côtières prioritaires nécessitant des actions de préservation ou de réhabilitation immédiates est en cours et s'accompagne de projets d'actions stratégiques.

Raisons expliquant les différences d'évolution en matière d'introduction et de mise en œuvre de la GIZC en Europe.

Plusieurs facteurs importants, qu'ils soient pris individuellement, associés ou en contradiction les uns par rapport aux autres, favorisent ou entravent l'évolution de la GIZC en Europe.

Les principaux facteurs de réussite favorisant les progrès en matière de GIZC sont les suivants :

- La faible étendue et la grande importance du littoral par rapport à la superficie totale du pays.
- L'attribution appropriée des compétences, des fonctions et des actions à exécuter entre les niveaux de gouvernement central et local.

- L'identification d'un dirigeant ou bien d'un rôle de contrôle (« volonté politique ») à l'échelle nationale visant à assurer l'orientation et/ou la coordination de la GIZC
- La cohérence des changements d'administration et de gouvernance actuels au sein des Etats membres avec les priorités imposées par la GIZC.
- L'utilisation et le renforcement des institutions de gestion et de planification territoriales existantes (issues de la planification spatiale par exemple) en faveur de la mise en œuvre de la GIZC.
- La participation des instances administratives au niveau national, régional et local aux programmes maritimes régionaux
- La mise en place de projets, programmes et initiatives de GIZC ayant des retombées positives sur les parties prenantes et favorisant la communication entre elles.
- La mise en place d'un financement fiable en faveur des initiatives de GIZC à moyen et court-terme.
- La gestion et la fourniture d'un personnel qualifié, à tous les niveaux en matière de GIZC.
- La mise en avant des questions liées à l'environnement par des organisations de la société civile.

Les principaux facteurs d'échec en matière de GIZC sont les suivants :

- Une répartition inappropriée des fonctions entre les niveaux de gouvernement locaux et nationaux et les gouvernements nationaux qui se sentent « désengagés » de la GIZC
- L'introduction inopportune de la GIZC (tandis que le pays subit des réformes majeures visant à mettre en place une plus grande structure)
- Les pays déclarant (soi-disant) que les institutions de planification spatiale tiennent suffisamment compte de la GIZC.
- Le manque de temps, de main d'oeuvre qualifiée et de fonds suffisants nécessaires à l'introduction du concept complexe de GIZC grâce à des programmes de prise de conscience, d'enseignement et de démonstration.

Valeur ajoutée de la GIZC dans le cadre des politiques et de la législation (chapitre 5)

D'après l'analyse de la valeur ajoutée de la GIZC *vis à vis* des politiques et de la législation existantes, la GIZC est liée de façon positive à plusieurs politiques²⁰ et cadres législatifs européens²¹:

- La GIZC permet d'adapter des politiques souvent abstraites à des situations locales ou régionales (Livre Blanc sur la Gouvernance par exemple)
- La GIZC contribue à harmoniser les objectifs à court-terme avec les objectifs à long-terme.
- La GIZC permet d'améliorer la coordination entre les politiques, les secteurs et entre les différentes échelles.
- La GIZC favorise les méthodes de participation, améliorant ainsi considérablement la transparence en matière de prise de décision et de gestion conjointe des zones côtières.
- Un point spécifique très important concernant la GIZC sera son rôle intermédiaire entre la gestion terrestre/des zones côtières telle que stipulée dans la Directive-cadre sur l'eau et le projet de Directive sur la stratégie marine comme partie intégrante de la Politique maritime.

**La GIZC établit
un lien entre
politique
terrestre et
maritime**

Recommandations (chapitre 6)

Plusieurs parties prenantes de la GIZC en Europe débattent actuellement sur l'éventuelle mise en place d'une « Directive sur la GIZC ». Malgré une forte demande émanant de certains pays (probablement à suivre à long-terme) en faveur d'une approche réglementaire, la présente évaluation établit la conclusion selon laquelle les possibilités de la présente recommandation sur la GIZC ne sont pas pleinement exploitées et qu'une approche fondée sur la motivation sera plus efficace au niveau européen.

**La
réglementation
laisse place aux
stimulations**

Pourtant, il semble évident que la recommandation sur la GIZC de l'Union Européenne a été le moteur d'un processus irréversible permettant d'aboutir à une gestion intégrée des zones côtières dans la plupart des Etats-membres sous réserve d'un soutien continu, renforcé et ciblé de la part de l'Union Européenne. Afin de garantir le succès de la mise en œuvre de la GIZC au niveau européen, l'Union européenne jouera un rôle primordial, notamment dans l'orientation et la normalisation en la matière pour atteindre les objectifs de dévelop-

20 Les cadres politiques suivants ont été analysés : La Stratégie de Lisbonne ; Le Livre Blanc sur la Gouvernance ; la Politique de cohésion européenne ; la Nouvelle Politique Maritime, La stratégie de développement durable ; La politique sur le tourisme durable de l'Union Européenne ; Le Schéma de développement de l'espace communautaire ; le 6ème plan d'action environnementale ; Stratégie communautaire pour l'environnement urbain (TSUE).

21 Les cadres législatifs suivants ont été analysés : Le projet de directive sur la stratégie mari; La Directive-cadre sur l'eau (DCE) et les directives connexes (Traitement des eaux urbaines résiduaires, la Directive sur les nitrates, la Directive « eau potable », la Directive Prévention et Réduction Intégrées de la Pollution (IPPC), Directive sur l'évaluation environnementale stratégique (EES); Directive sur l'évaluation de l'impact sur l'environnement; La Directive « Oiseaux »; La Directive « habitats »; La Directive sur les installations industrielles et sur la Prévention et Réduction Intégrées de la Pollution (IPPC), le projet de Surveillance globale pour la sécurité et l'environnement (GMES) et le projet de Directive établissant une infrastructure d'information spatiale dans la Communauté (INSPIRE).

pement durable sur le littoral respectant l'équilibre entre les intérêts sociaux, écologiques et économiques.

Comme l'indique le tableau 1 ci-dessous, l'équipe d'évaluation a défini quatre recommandations stratégiques transversales (1 à 4) et cinq recommandations opérationnelles en vue d'actions (5 à 9) accompagnées de suggestions spécifiques pour leur mise en œuvre. Ces suggestions tiennent compte du coût de mise en œuvre et des sources de financement disponibles. Les coûts globaux de mise en œuvre des actions recommandées s'élèvent dans un premier temps, selon l'action recommandée, pour les trois prochaines années, à environ 30.5 M€.

Tableau 2: Présentation des recommandations et actions relatives à l'évaluation de la GIZC

Recommandations stratégiques

1 Renforcer la dimension européenne de la GIZC en s'appuyant sur une approche par Mers régionales

Se conformer à la recommandation de l'EEE sur la régionalisation et favoriser les activités de GIZC à l'échelle nationale afin de fournir un cadre commun au niveau européen qui permette de regrouper les différents acteurs, de créer des nouvelles compétences et d'harmoniser les procédures dans une perspective transnationale.

2 Dresser le profil de la GIZC et favoriser son intégration dans les politiques sectorielles

Favoriser l'identification des parties prenantes impliquées dans la GIZC, créer une communauté politique intersectorielle, allant du niveau européen au niveau local, et s'assurer de l'intégration de la GIZC dans les procédures courantes.

3 Elaborer une approche stratégique de GIZC orientée vers un développement écologique, social, économique et culturel harmonieux

Développer un cadre conceptuel commun qui décrit les limites géographiques, les orientations de développement, les responsabilités des parties prenantes et les procédures à suivre et qui associe de façon concrète la recommandation sur la GIZC aux actions courantes des parties prenantes.

4 Prendre en compte les principaux majeurs à long-terme : la vulnérabilité face aux changements climatiques et aux catastrophes naturelles.

Tenir compte de la vulnérabilité du littoral face aux catastrophes naturelles ainsi que des conséquences du changement climatique, de l'élévation du niveau des mers et de la pollution au niveau des mers régionales et dans une perspective à long-terme, se battre pour l'adoption du principe de précaution.

Recommandations

Actions

5 Favoriser la prise de conscience, l'orientation, la formation et l'enseignement

Sensibiliser les parties prenantes des zones côtières en utilisant de façon appropriée l'ensemble des instruments de diffusion de l'information. Orienter et développer des compétences grâce à l'enseignement et la formation. Soutenir les centres de formation dans le domaine de la GIZC, favoriser les opportunités de mutation et la mise en place de cours universitaires et de cours intensifs pour adultes.

- 5.1** Faire connaître et promouvoir la GIZC.
- 5.2** Apporter des conseils sur la préparation et l'application de la GIZC.
- 5.3** Soutenir la création de centres de formation d'excellence dans le domaine de la GIZC.
- 5.4** Offrir des opportunités de mutation entre les différentes régions et les différents pays.
- 5.5** Examiner, approuver et favoriser la création de cours universitaires sur la GIZC.

6 Encourager la coordination et la participation des parties prenantes

Avoir un aperçu général et une meilleure compréhension des procédures actuelles en matière de GIZC en Europe. Mettre en place une Commission consultative de GIZC et créer des forums aux niveaux européen, national et des mers régionales pour faciliter la participation des parties prenantes dans tous les secteurs. Utiliser les organismes et les procédures en place pour favoriser la mise en œuvre.

- 6.1** Réaliser l'évaluation dans les délais impartis.
- 6.2** Mettre en place une Commission consultative au niveau européen.
- 6.3** Créer des forums composés des parties prenantes de la GIZC aux niveaux national, européen et des mers régionales.
- 6.4** Utiliser les organismes et les procédures en place, mais les modifier le cas échéant.

7 Assurer l'intégration des politiques européennes

Intégrer la GIZC dans tous les programmes et instruments pertinents en fonction de leurs orientations (objectifs) et de leurs capacités de financement. Expliquer aux parties prenantes le rôle des différents instruments et politiques en matière de GIZC et leurs liens entre eux.

- 7.1** Expliquer le rôle concret des stratégies politiques et la réglementation concernant la GIZC.
- 7.2** Intégrer la GIZC dans tous les instruments pertinents en fonction de leurs orientations et des conditions de financement.

Recommandations	Actions
<p>8 Assurer la cohérence entre les cadres de contrôle et d'évaluation</p> <p>Etablir une base de référence en matière de développement durable, ainsi qu'un registre des risques. Harmoniser les indicateurs et les méthodes, ainsi que les procédures de collecte et d'échange d'information. Surveiller les progrès réalisés en matière de mise en œuvre et assurer une évaluation à long terme.</p>	<p>8.1 Etablir une base de référence commune pour le développement des zones côtières en Europe.</p> <p>8.2 Harmoniser les indicateurs et les méthodes de contrôle et d'évaluation.</p> <p>8.3 Améliorer la collecte et l'échange d'informations.</p> <p>8.4 Surveiller la mise en œuvre de la GIZC et réaliser une évaluation à long-terme.</p>
<p>9 Améliorer les connaissances élémentaires dans le domaine de la GIZC</p> <p>Soutenir la recherche dans le domaine de la GIZC, en particulier en finançant en priorité les projets en accord avec les principes de bonne gestion de la GIZC. Favoriser l'apprentissage et la reconnaissance des pratiques et outils bons et mauvais pour faciliter la prise de décision. Créer un centre de recherche européen unique sur la GIZC.</p>	<p>9.1 Renforcer la composante de la GIZC dans les programmes de recherche FP7.</p> <p>9.2 Evaluer les expériences et résultats relatifs aux projets de gestion des zones côtières.</p> <p>9.3 Développer et utiliser des systèmes d'aide à la décision destinés aux décideurs et praticiens.</p> <p>9.4 Créer un centre de connaissances commun.</p>

2 Guide to the Reader

This Evaluation Report is the concluding documentation of the Evaluation of Integrated Coastal Zone Management (ICZM) in Europe.

The main objective of the Evaluation has been to provide an evaluation report on the implementation of prospects for ICZM in the EU. In particular, the Evaluation Team of Rupprecht Consult – Forschung & Beratung GmbH (Cologne, Germany) and the International Ocean Institute (Gzira, Malta) has been contracted to:

**Evaluation
on the ICZM
implementation
in Europe**

- evaluate the implementation of the EU ICZM Recommendation (2002/413/EC);
- evaluate the added-value of ICZM in the context of relevant existing and evolving Community policies and legislation;
- identify where a need for further action exists as regards to coastal zone policy and
- ultimately provide recommendations for further relevant action at the Community level.

The Evaluation Report covers in a comprehensive manner the evaluation methodology used (chapter 3), trends in ICZM implementation in Europe (chapter 4), and the added-value of ICZM in the context of relevant existing and evolving EU policies and legislation (chapter 5). The Evaluation report culminates in conclusions and recommendations (chapter 6).

It is anticipated that, in addition to other coastal stakeholders interested in the evaluation results, this report will primarily be of interest to:

- Political decision makers, in particular the Members of the European Parliament and Council
- The European Commission, in particular the ICZM Steering Group
- National Reporting Agencies and Ministries, including Members of the EC's ICZM Expert Group
- Regional and local ICZM implementers
- ICZM project partners and potential applicants

**... five different
reader types**

Who should read what?

All readers are expected to have an interest in the “conclusions & recommendations” (chapter 6) of the Evaluation of ICZM in Europe. In addition, the Evaluation Team suggest the following to the respective reader groups:

Political decision makers and representatives of the European Commission will be most interested in the comprehensive results of the evaluation. Therefore, these readers should concentrate on the “conclusions & recommendations” (chapter 6). Furthermore, the summary chapters concerning the “major impacts of ICZM implementation ICZM in Europe” (chapter 4.7), the “analysis of reasons for differences in Member State responses to EU ICZM Recommendation and the identification of success and fail factors underlying the progress of ICZM in Europe” (chapter 4.8) and the “added-value of ICZM to EU policy and legal frameworks” (chapter 5.3) may be their primary reading material. Chapter 3 concerning the evaluation methodology may be of particular interest to the European Commission for future programme or project evaluations.

National Reporting Agencies and Ministries will be interested in chapter 4 “trends of ICZM Implementation in Europe”. This chapter is structured according to the five European regional seas (Baltic Sea, North Sea, (North-East) Atlantic, Mediterranean Sea, Black Sea) and assesses for each country the progress of implementation of the EU ICZM Recommendation (2002/413/EC) as well as the compliance with the eight “principles of good ICZM”.

Regional and local ICZM implementers as well as ICZM project partners and potential applicants may be most interested in their geographic context of ICZM implementation and are therefore referred to chapter 4 “trends of ICZM Implementation in Europe” where they will find their local, regional, national, and regional sea perspective of ICZM (implementation) addressed in the respective regional sea sub-chapters (Baltic Sea, North Sea, (North-East) Atlantic, Mediterranean Sea, Black Sea).

3 Methodology Overview

Rationale

A multifaceted task as the ICZM Evaluation in Europe requires a careful consideration of methodology. The consortium partners are also well aware of the strategic, professional and operational needs of the ICZM Evaluation.

Based on our experience in similar exercises on the European level where we have applied a wide range of methodologies (including for example log-frame analysis, moderated focus techniques, Delphi, formal and informal interviews, focus group discussions, quantitative analysis, etc.) we are applying a "pragmatic mix" of methodologies and tools in order to capture the wide-ranging aspects of the evaluation and the levels of implementation in the different countries.

**"Pragmatic mix"
of methodologies
and tools**

Basic features

Our first major task was to define a co-ordinated process of collecting a very wide spectrum of information, then to condense it increasingly, focus on key aspects and prioritise finally on the definition of practical and unambiguous recommendations, considering also the feedback from the validation tasks.

**Priorities in a
wide range of
activities**

The evaluation consisted of five major activities:

- **Activity 1: Inception.** Detailed work planning following consultations with the European Commission, preparation of overview and analysis of basic information, Kick-Off Meeting & consultation with Steering Group; results finalised in the Inception Report
- **Activity 2: Analysis of national ICZM strategies and alternative ICZM plans.** Analysis of documents for coastal Member States and for acceding and candidate countries
- **Activity 3: Complementary information collection & analysis.** Key actor interviews, questionnaire campaign among stakeholders, Interim Report, second consultation meeting with Steering Group.
- **Activity 4: Validation of interim recommendations.** Major Validation Workshop, preparation of Draft Final Report and third consultation with Steering Group.
- **Activity 5: Consolidation of results and recommendations.** Final in-depth analyses and comparisons, preparation of Final Report.

During each step a specific set of "tools" was used for data collection and information refinement.

Close interaction was sought with the European Commission's Steering Group throughout the contract.

The Evaluation Team

Throughout the evaluation process a team of evaluators covering all coastal European countries was involved in assembling the information. Team members were split into core and extended team members. Extended Team members were working on information collection assigned to specific countries and were developing the “country cases”. The core team members guided the process (e.g. by providing assessment formats), analysed, made comparison between countries and constantly updated and consolidated the information.

Core
and extended
evaluation team
members

Collecting and processing secondary information

To make sure that by the end of the evaluation a standard and minimum set of information would be available for each coastal country (“the country case”), a common format (assessment grid, see Annex B) was developed which presents the essential features of the development and implementation of the ICZM strategy (or alternative policy approaches). The main source materials for this exercise were the Member States reports that were expected to be issued around February 2006. In case of absence of (final) reports informal drafts and proxy-material was analyzed either derived from on-line research or other sources.

Developing
country cases
and clustering for
comparisons
across countries

A wide variation between countries as to whether they have developed, or had still been on the way of elaborating a national ICZM strategy was observed. Therefore, an explorative investigation of the documents at hand was undertaken.

The **assessment grid** (see Annex B) contains the country case. It was made available to and completed by the respective country evaluator. The grid starts with the summary of the country analysis including major findings (Section 1). This is followed by preliminary information on the main country's institution driving the ICZM process (Section 2).

All country
evaluators follow
common
assessment grid

The descriptive parts of the grid (Sections 3 and 4) follow in their structure as much as possible the outline of Chapter III, National stocktaking and Chapter IV, National strategies of the Recommendation of the EU on ICZM in Europe. The main elements of the process followed by each country to arrive at a national strategy were also described. The process was regarded as important as the final output of this process, i.e. the national strategy, and therefore a high degree of elaboration was allocated.

The assessment part (Section 5) analyses the comprehensiveness and quality aspects of the national strategy and the process that led to it. Here the eight Principles of the Recommendation of the EU on ICZM in Europe guide the evaluators to arrive at a balanced and fair judgement.

The recommendation part (Section 6) draws conclusions on pitfalls and lessons learned. Here the evaluators were asked to include suggestions and recommendations for enhancing the ICZM process in the countries.

Based on the country assessments, the core evaluators prepared **cross country assessments** for each of the Regional Seas. Here suggestions for the specific case of the countries were analysed on

Cross country
assessments

actions to pursue the cause of ICZM are given. The recommendation part proposed activities for the European Union to facilitate and support the ICZM activities in the Member States.

In addition to these country-based analyses, important EU policies and legislation directly or indirectly related to coastal zone management were analysed with a view of gauging the compatibility and Added-value of ICZM to other EU governance and policy frameworks.

Scoring Method (applied in chapter 4)

ICZM is a complex process with an ideally broad network of actors, policies and issues covered. The evaluation of the ICZM implementation process in the reviewed countries shows a wide variety of activities and levels of implementation. In addition, countries have different histories and traditions in organising their coastal and near-coast areas. These different factors have to be taken into account to give a statement on the level of implementation of ICZM in a country.

For the evaluation process, the evaluation team had to find an approach that appropriately simplified the variety of factors to provide an overall score for certain issues of ICZM, e.g. the degree of participation or the Scope and Implementation of ICZM in a regional seas perspective. These scores are not based on numbers but on qualitative judgements based on the reports the countries have provided and/or auxiliary material that was available, and which has been analysed by the respective country-evaluators. Scoring in each case therefore is influenced by availability of information and subjective impression of regional seas evaluator with intermediate influence of country-evaluator.

As a consequence, we have selected a very robust scoring system of only four categories plus one category of "No Information" which gives a fair idea of the position of the assessment. The advantage of such a scoring system is that it can be applied to general statements and considers the high variability of information that can not be expressed by an accurate number. Categories may be arranged along an axis of fulfilment with thresholds at 25%, 50% and 75 % to separate the four classes. The disadvantage is that countries may be in the same category (53% and 73%) but more distant from each other than two others which are in two different categories (73% and 77%).

However, such disadvantages decrease with increasing information and classifications. Thus, from the statistical point of view we have a bottom-up increase of consistency in the results and conclusions (Galton effect). Even if we have a high variability in the information we work with, the conclusions (the average) are significant and close to an average we are confident with.

This implies, that especially chapter 4 has to be seen as the bridge between the information included in the countries' reports and the final conclusions in the different chapters 4.2 through 4.7 and not as a source of primary (secondary) information.

Tools for collecting primary information

Secondary information (from documents) was complemented and validated by various means of collecting information from primary sources.

Our main tools for primary information collection were:

- structured face-to-face and telephone interviews with key ICZM national and European experts and stakeholders;
- focus group discussions on topics that appear to be particularly important to the evaluation and that will be directed to small groups of experts and stakeholders;
- a stakeholder questionnaire;
- a validation workshop with selected ICZM experts and stakeholders.

**Tools for primary
and secondary
data collection**

Interviews

Core Evaluation Team members carried out interviews in a two-stage process. During the first stage, we conducted interviews with ICZM stakeholders from countries which have not submitted a national strategy or report, in order to cover information deficits on ICZM activities in these countries. The second stage included interviews based on factual gaps identified by the Evaluation Team to support the content of the Final Report.

**Interviews to
cover informa-
tion deficits**

Interviews were primarily telephone interviews, but also a limited amount of personal/face-to-face interviews were carried out. They follow pre-determined interview guidelines (see Annex C) with a common section, and stakeholder group-specific parts. Full confidentiality was ensured. Transcripts were non-personal and were not made public.

**Common
guideline for
interviews**

Questionnaires

Despite placing an emphasis on qualitative and face-to-face primary information collection, we designed a questionnaire (see Annex D) which was finalised at an Evaluation Team meeting on 24 April 2006, and approved by the ICZM Steering Group.

The questionnaire was distributed by e-mail to targeted key ICZM stakeholders in the twenty coastal Member States and the four Acceding and Candidate Countries in order to enlarge the empirical basis of our findings. Organisations such as the EUCC – The Coastal Union as well as many coastal management related projects further distributed our questionnaire within their networks. The EUCC announcements reached more than 2000 members alone.

**Questionnaire
available as hard
copy and online**

In addition to the hard copy distribution, the questionnaire was also placed on the (access-restricted) ICZM Evaluation Space and the public ICZM Evaluation site (www.rupprecht-consult.de/iczm and www.rupprecht-consult.eu/iczm).

The questionnaire was translated from English into French by the Evaluation Team and into Romanian and Croatian by dedicated experts in the respective countries. The questionnaire contained a mix of open and closed questions and was fully anonymous. Questions referred to the process and results of developing and implementing national ICZM strategies as well as to EU policies and measures that were conducive or hampering. Also suggestions were invited as to how the respective Member States and the EU may promote the process in future.

**Questionnaire
in four languages:
English, French,
Croatian, and
Romanian**

At total of 140 questionnaires from 21 countries were submitted until early July 2006 and analysed to complement and validate findings, trends and recommendations. Questionnaire results are not representative of ICZM on the European scale. The statistical significance of the questionnaire results, especially in cases where only responses from stakeholders of a specific regional sea were counted, is in fact very limited and needs to be viewed with caution. Nevertheless, questionnaire results are valuable in supporting the findings and the Evaluation Team decided that in cases of low sample sizes, absolute numbers of responses rather than percentage values are illustrated (see chapters 4.2 to 4.6). The primary value of the questionnaire lies in its qualitative results, in particular responses to "open questions" and suggestions/comments from the ICZM stakeholders.

Validation Workshop

At the mid-term phase of the Evaluation, a Validation Workshop was organised to take stock and validate interim trends based on cross-country analyses and recommendations. Leading experts and stakeholders in the area of ICZM at the national and European level, representing all regional seas areas, were identified and invited to use their expertise in helping the Evaluation Team to fill in the gaps and strengthen recommendations.

**Participation and
validation**

Substantial workshop time was dedicated to specific and important open questions that were tackled in focus group work and plenary sessions. The workshop was a major tool to validate findings, conclusions and recommendations.

The Validation Workshop was held on 22-23 June 2006 at the Center for Tropical Marine Ecology in Bremen, the host of the Operational Centre of the International Ocean Institute in Germany.

"Triangulation" and iterative up-dating

Extended Evaluation Team members, key experts and other stakeholders were invited to participate in the "ICZM Evaluation Space" (see Figure 1 below), an easy to use "virtual cooperation tool" which the consortium partners set-up and which allowed all stakeholders to get an overview on the progress of the evaluation at any time via a secure Internet connection.

**Virtual
cooperation tool**

All collected (non-confidential) documents were made available in a structured form; participants were able to down/upload documents, to start discussions, etc.

The "ICZM Evaluation Space" significantly increased the transparency of the evaluation exercise for all stakeholders and we believe that the approval and acceptance of its findings were significantly enhanced through our widened participatory approach.

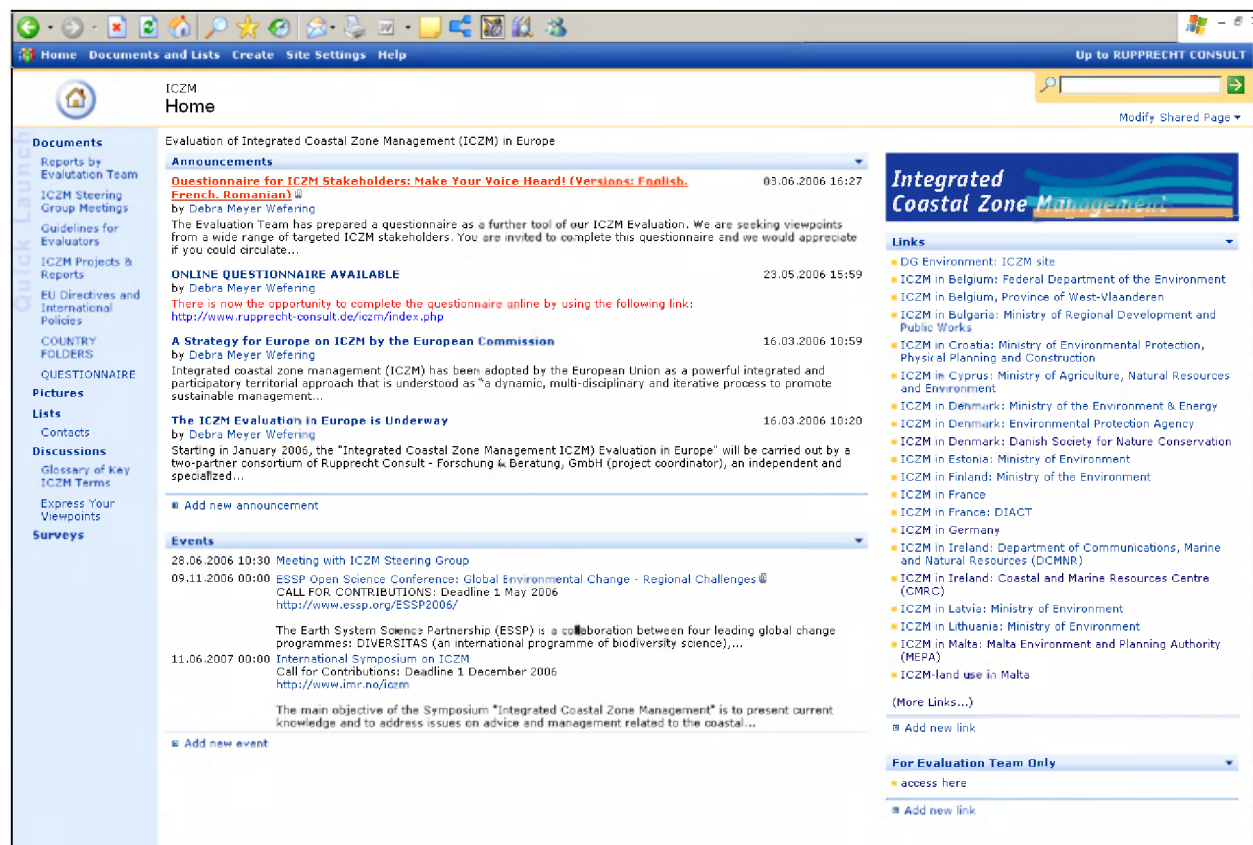


Figure 1: Screenshot of ICZM Evaluation Space

The Evaluation Team has made all non-confidential information available to the general public, in order to further increase the transparency of the evaluation exercise. The public website of the ICZM evaluation (see Figure 2 below) has offered a single information space for accessing national ICZM Strategies and Reports and, not least to offer feedback opportunities for all coastal stakeholders interested in contributing to the evaluation. It can be accessed via www.rupprecht-consult.de/iczm and www.rupprecht-consult.eu/iczm.

Transparency and feedback option through public website



Figure 2: Screenshot of Public ICZM Evaluation Website

4 Trends of ICZM Implementation in Europe

4.1 Overview

One of the key principles of any effective ICZM policy is to have a view of problems faced by coastal zones in a wide context – to see and acknowledge the ‘big picture’. Many well-intentioned efforts towards ICZM, in the past, have failed because they were looked at in isolation.

Whereas some of the threats to coastal area environments can be approached most effectively on a global scale, their individual characteristics and relevance tend to vary from region to region, and from sea to sea. The European Commission itself, in their leadership role for future ICZM actions at the European level, should hence consider a regional approach.

A regional approach is clearly the most effective method for governance of European coastal areas, as effective coastal and marine resource management transcends boundaries. The ICZM approach encourages cross-border cooperation, a “regional seas” approach to coastal policy in countries bordering seas. It makes good sense for countries sharing a coastline on the same sea to make efforts to coordinate their activities, rather than putting into place a series of what could be conflicting national policies.

**Regional Seas
approach**

The following chapter offers an analysis of trends of ICZM implementation in Europe, taking a regional seas approach. All five regional seas, i.e. the Baltic Sea (chapter 4.2), the North Sea (chapter 4.3), the Atlantic (chapter 4.4), the Mediterranean Sea (chapter 4.5), and the Black Sea (chapter 4.6) reflect a similar approach. However, each national ICZM strategy has been tailored to its own governments and institutions to suit their particular coastal challenges. The major impacts observed to be common impacts of ICZM implementation on the European level are summarised (chapter 4.7). Finally, the reasons for differences in Member State responses to EU ICZM Recommendation are analysed and success and fail factors underlying progress of ICZM in Europe identified (chapter 4.8).

Figure 3 below provides an overview on the level of implementation of the EU ICZM Recommendation in the 20 coastal Member States and four Accession Countries subject to this evaluation.

Overall, 18 of the 24 coastal Member States and Accession Countries have officially reported on the implementation of the EU ICZM Recommendation by mid-June 2006. For the six missing countries²² alternative information sources were used to establish the status of implementation of the EU ICZM Recommendation.

**18 of 24
countries
reported**

In the 24 EU coastal Member States and Accession Countries the status of policy implementation is as follows:

²² Bulgaria, Croatia, Estonia, Ireland, Italy, Turkey.

- No country has implemented an ICZM National Strategy as prompted by the EU ICZM EU Recommendation.
- In seven countries, namely Finland, Germany, Malta, Portugal, Spain, Romania, and United Kingdom, the implementation of an ICZM National Strategy is pending.
- In six further countries, namely Belgium, Cyprus, France, Greece, Netherlands, and Slovenia, documents considered as equivalent to an ICZM National Strategy have been developed, or coastal zone management strategies have become (or planned to become) an integral part of its spatial planning processes.
- In eleven countries, namely Bulgaria, Croatia, Denmark, Estonia, Ireland, Italy, Latvia, Lithuania, Poland, Sweden, and Turkey, no ICZM equivalent policies are in advanced stages of preparation, only fragmented tools are in place to address coastal issues.

13 countries are implementing ICZM principles

11 countries have no agreed ICZM policy

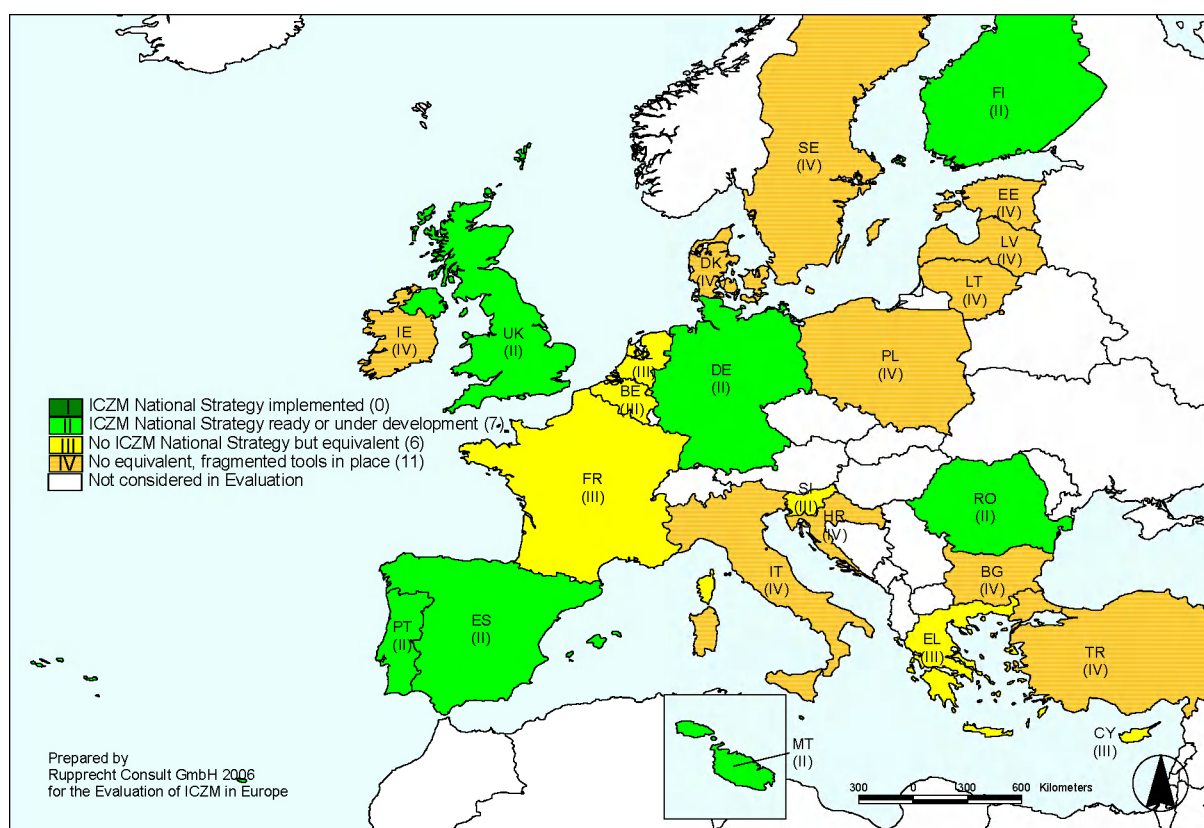


Figure 3: Towards Implementation of the EU ICZM Recommendation (2002/413/EC)

Categorization of Implementation Levels:

ICZM National Strategy Implemented: A country that has prepared an ICZM national strategy as prompted by the ICZM EU Recommendation; currently being implemented.

ICZM National Strategy ready or under development: A country having prepared an ICZM national strategy as prompted by the ICZM EU Recommendation; implementation pending. Approval of the National Strategy by relevant National authorities may be the cause of such a delay.

No ICZM National Strategy but equivalent: A country having developed a coastal zone management strategy not formally the ICZM national strategy as prompted by the ICZM EU Recommendation; instead seen as an integral part of its spatial planning process. In such cases, the country may not feel the need to develop formal ICZM Strategies, but rather to include this element in its existing management processes.

No equivalent, fragmented tools in place: A country with no developed ICZM national strategy; instead using its current, fragmented legal and management framework to address coastal issues.

4.2 The Baltic Sea

Eight EU member countries have a coast with the Baltic Sea: Denmark, Estonia, Finland, Germany, Latvia, Lithuania, Poland and Sweden. Of these countries, seven submitted a report or Ministerial statement on their respective progress towards implementation of the ICZM Recommendation (2002/413/EC), namely Denmark, Finland, Germany, Latvia, Lithuania, Poland and Sweden (see Figure 4). The assessment outcome of these reports, in addition to ancillary information collected to support, in many cases, a lack of detail on national situations, forms the basis for the following evaluation for the region.

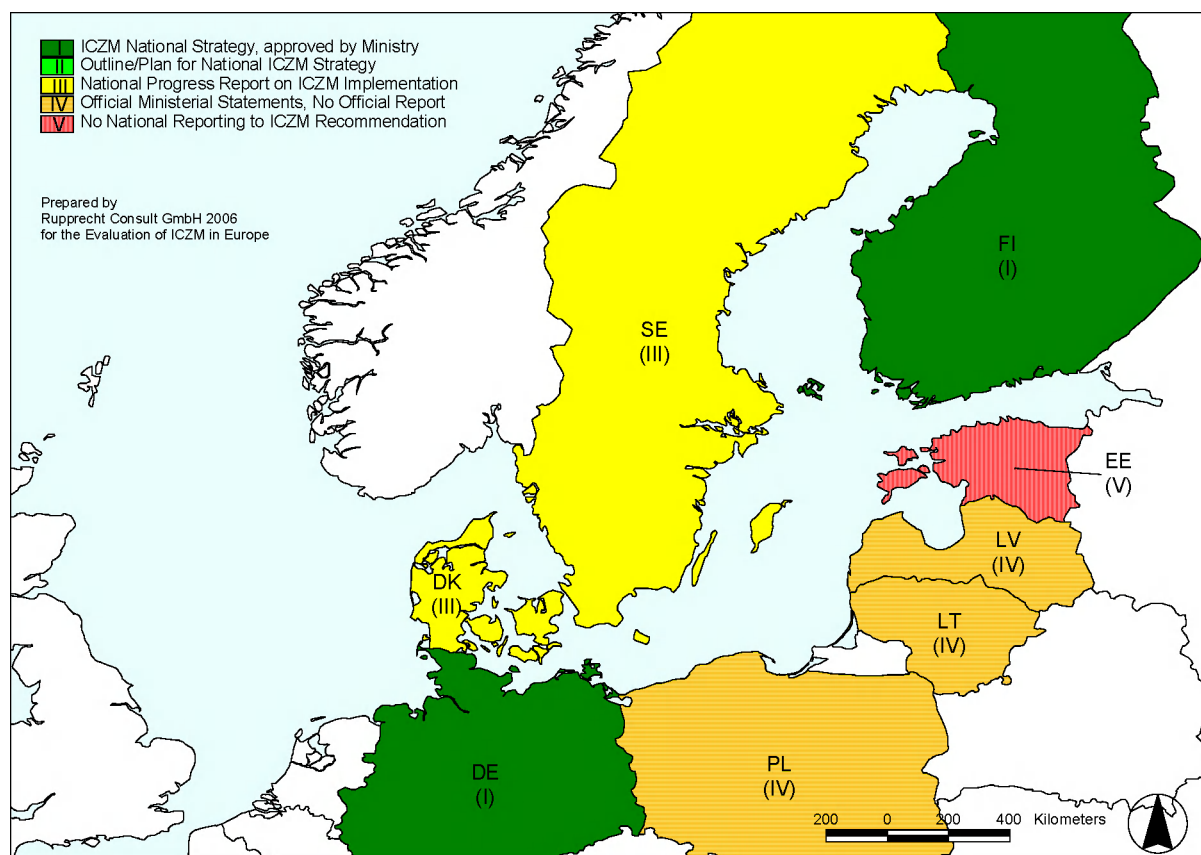


Figure 4: National Reporting to ICZM Recommendation (2002/413/EC) for the Baltic Sea Countries

4.2.1 Coastal Zones and Major Coastal Issues

Whereas in the low-lying south-west part of the Baltic sandy beaches and cliffs, dunes and lagoons/bodden are the dominant coastal features (Denmark, Germany, Poland, Lithuania, Estonia and Latvia) the north-eastern part displays the typical Nordic rocky skerry landscape (Sweden, Finland). These two different natural settings provoked a different view of the coast; e.g. Sweden and Finland being not dominantly concerned about erosion and sea-level rise, whereas the southern States are facing the problem of erosion, climate change and sea-level rise for quite some time. This implies that there are

different coastal issues for the different parts of the Baltic Sea Region. In addition, the salinity gradient from the Western to the Eastern part of the Baltic is strong, and thus the impact on and scope of fisheries changes along this gradient.

The Baltic Sea country evaluations highlight commonalities on the main problems and opportunities for their coastal zones. Especially for the southern parts of the Baltic, sea-level rise is a major issue. Coastal industries such as shipbuilding (e.g. those in Gdansk, Poland) are considered as highly important. Important issues are also the location of new oil terminals and petro-chemical processing plants on the coast that require more space (such as along the eastern coast of the Gulf of Finland). Considerable conflicts arise between native communities, industrial chemical firms, and the tourist and recreation industries. Further issues comprise maritime shipping and regulation, naval operations, mining, pipelines and cables, land-based transport regional development, e.g. infrastructure, climate change, renewable energy, waste management, sustainable fisheries, mariculture, agriculture and cultural heritage, coastal and marine protection, research and education, involvement of the civil society in the consultative and decision-making process, employment, and flood hazards.

Large variety of coastal issues in Baltic Sea Region

A policy towards integrating environmental protection with the economy (such as fishing and energy production) has been suggested in the case of Finland. The national coastal zones of Poland, Latvia, Lithuania and Estonia are featured high with Natura2000 sites. A number of the latter include the land-sea connection, which is especially important for the Baltic region. Protected zones under the Habitats Directive (see Chapter 5) cover 45% of the Latvian coastal zone.

High degree of Natura2000 sites in Baltic coastal zones

Policies towards abating marine pollution are still very important despite the fact that considerable investment has been made available to deal with this problem. Riverine and coastal pollution, such as nitrogen and phosphorus, result in high amounts of planktonic algae and thus increased frequencies of extensive harmful algal blooms. This contributes to the reduction of oxygen levels in the deep waters of the Baltic Sea, and a decline of larger perennial macroalgae. This problem, which is negatively affecting the tourism industry, is being exacerbated by the observed increase in sea-surface temperature due to climate change. However, improved treatments of industrial and domestic wastewaters, nutrient discharges from point sources were reduced significantly during the last decade.

Oil pollution from ships remains a constant problem for the Baltic Sea region and there is an ongoing debate regarding the risk of oil spills due to the rapidly increasing oil transport from Russian oil terminals in the Gulf of Finland. For example, there is a potential threat from the Kratsovskoye oilfield and the DR platform off Kaliningrad coast. The Nordic governments, through the HELCOM initiative, have pressed for the implementation of a number of measures that would make oil transportation safer and more controlled through a number of actions, particularly by classifying the Baltic Sea as a Particularly Sensitive Sea Area (PSSA). It is felt that the only effective method to prevent

Oil pollution from ships remains constant problem

major oil spillages in the Sea from washing onto the EU shores is to integrate Russia closer to the relevant decision-making bodies of the EU.

4.2.2 ICZM Framework

Legislative and Policy Framework

The predominant legal framework for the Baltic coastal zone is based on two main instruments foremost dealing with nature protection (Denmark and Lithuania,) and spatial planning (Denmark, Finland, Germany, Lithuania, Poland and Sweden).

Focus on nature
protection and
spatial planning

The spatial planning legal framework is applicable on all land-based activities, in some cases up to the EEZ, and provides the general planning principles as well as the framework for regional, municipal and local planning. In doing so, it establishes a *coastal planning zone* where Environmental Impacts Assessments are seen as important tool for cross-sectoral communication.

Other important sectoral legislations for coastal zone management in the Baltic Sea include i.e. acts for mining, coastal protection, harbours and fisheries.

In addition, Poland's Act on Marine Areas and on Maritime Administration (1991) provides rules for spatial planning and management in marine areas, including internal waters, territorial sea and EEZ. The regulation of the coastal belt boundaries as well as the definition of its main functions and specification of the competent administrations to manage that part of the coast are included. The Polish Act is of particular interest on the establishment of a long-term programme of coastal protection (2003) over a perspective of 100 years, which is an important tool of coastal management based on the coastal protection strategy. It takes into account safety, risk management and environmental protection, including climate change prediction.

In contrast, the use, development and regulation of the coastal zone area in Lithuania is covered by non-specific legislation, which is considered to be appropriate for national coastal management without any further need to include new laws. However, some of these legislations bear the potential of conflict, especially those addressing environmental protection and oil exploration and extraction.

In Sweden, ICZM is not being given high priority. Notwithstanding this, in 2005, the Swedish government has presented an Environmental Code covering the Swedish Environmental Quality Objectives aiming towards balanced marine environment, flourishing coastal areas and archipelagos by endorsing the "polluter pays"- and the precautionary principle. Together with Sweden's National Strategy for the marine environment, this intends the conservation of biological diversity and ensures the sustainable productive capacity of the Baltic Sea.

Sectoral Directives commissioned by the EU are of relevance to the coastal and marine areas, such as the Water Framework Directive, Lisbon Strategy, EU Strategy on Sustainable Development, the

Common Fisheries Policy, the Birds and Habitats Directives, and Natura2000 (see Chapter 5).

Administrative Levels

The coverage of the administrative levels in the Baltic Sea region is very often a nested, sectoral system, with a responsible leading administrative unit. Planning at the regional level, including coastal zone planning, is normally the responsibility of the county authorities. At the municipal and local levels planning comes under local municipal authorities. The legislation related to Spatial Planning in most Baltic Sea states provides for public participation in the planning procedures and Environmental Impact Assessment procedures. Sea-based activities are mainly regulated by sectoral laws, such as those described above, and are administered by the respective Ministries.

Germany, being a federal State, follows a Federal State System. The regulation authority, as well as public administration and organizational structures are shared between the national State and the 16 federal states ("Länder"). The public administration within the federal states follows a multi-level organisation. Under this framework, several levels (national to local) as well as several governmental institutions are responsible for regional and/or coastal development. On land in contrast, shipping, maintenance of waterways and administration of the exclusive economic zone (EEZ) falls under the auspices of the national state level.

Sectoral systems of administration

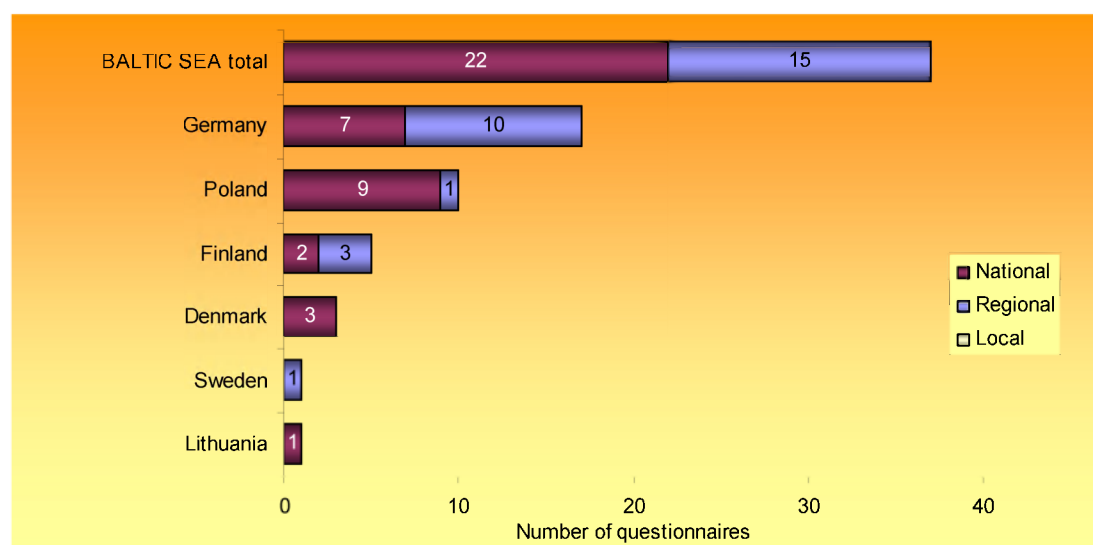


Figure 5: Response to ICZM evaluation questionnaire (Baltic Sea): Which administrative levels are involved in coastal management in your country?

Stakeholders and Their Concerns

A wide range of stakeholders take part in the participative process in the Baltic Sea Region. The stakeholder groups may be categorised as follows:

1. National, regional and local governmental authorities; with wide-ranging issues mainly dealing with socio-economic and administrative matters
2. Private sector; including commercial cooperative organisations (such as fisheries, tourism) and companies
3. Non-Governmental Organisations and civil societies are well established in the Region, particularly those dedicated to nature conservation
4. Researchers and experts with cross-cutting interests on coastal zone activities
5. Coastal Citizens

Generally, most of these groups tend to be biased in favour of environmental issues. Additionally, problems of legal enforcement, control of development, unemployment due to decline of manufacturing industry, reduction of jobs in fishery and fish processing, environmental degradation, urbanisation, and transportation networks are some of the main issues of concern of these groups. Major conflicts between stakeholders arise due to land ownership and land speculation.

**Major conflicts
due to land
ownership and
speculation**

Public participation is often a central element of the spatial planning strategies of most of the Baltic Sea countries. However, in practical terms, the potential and methods of analysis of stakeholder interests and concerns, as well as stakeholder involvement are not always fully utilized and implemented. For the improvement of this issue there is a need for a reinforcement of public participation processes.

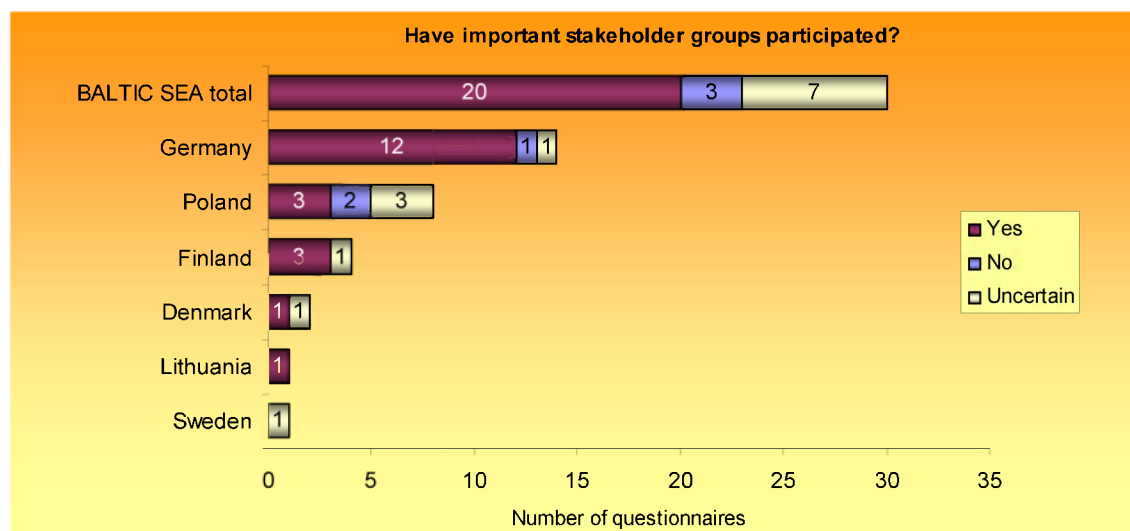


Figure 6: Response to the ICZM Evaluation Questionnaire (Baltic Sea): Have important stakeholder groups participated?

Inter-Regional Organisations and Cooperation Structures

Inter-regional organizations and related structures are in place. Coasts are benefiting from an enlarged network of MPAs. This system has been recommended by the European Regional Sea Convention

(HELCOM) and is consequently being implemented by participating member countries. Their establishment can further support the spatial planning of sea areas. The Natura2000 Directive also offers inter-regional cooperation opportunities. All Baltic Sea States are part of the HELCOM conventions concerning the protection of the marine environment. Baltic 21 and the Committee responsible for the Vision and Strategies around the Baltic Sea 2010 Committee - VASAB 2010 (see next section) are actively supporting the ICZM Recommendation implementation process.

**Inter-regional
organisation
stipulate enlarged
network of Marine
Protected Areas**

Community INTERREG Initiatives concerning cooperation on Spatial Planning and Regional Development also offer tangible cooperative structures. The INTERREG IIB project SEAREG²³, Sea Level Change Affecting the Spatial Development in the Baltic Sea Region, is a case in point that aimed at strengthening the linkages between coastal planning and decision-making for different sea level change scenarios affecting the Baltic countries.

Inter-regional organisations such as the pan-European Platform for Coastal Research Coordination Action (ENCORA), the Project ICZM-Oder, Research for an ICZM in the German Oder Estuary Region, EUCC (The Coastal Union), the academic/research organisation EUROCOAST, WWF-Baltic Programme, Coalition Clean Baltic, and the Polish-Netherlands ICZM Workshops also exist, and are important channels of cooperation; however their resulting impact on regional coastal issues has remained weak.

At the local level, several inter-regional organisations exist on various levels. The Finnish Regional Council, for example, coordinates municipality-level policies, while the coordination of individual regional councils takes place on a governmental level in the form of sectoral framework plans. Also, regions and regional councils actively interact with other regions in neighbouring States. The creation of the Baltic Sea Region ICZM Platform, founded in 2003, is another cooperative structure with the task to continue supporting the work done in the individual countries by exchanging information about ICZM work among the regional States and Baltic-wide organisations. Additionally, bilateral agreements between EU and Non-EU States also exist, such as between Lithuania and the Russian Federation, for the management of coastal lagoons.

**Low impact of
inter-regional
organisations
on regional
coastal issues**

Interconnectedness to Regional Development Planning Mechanisms

On the regional level, the HELCOM Convention for the Baltic Sea region is a most prominent legal agreement on the protection of marine waters in a supra-national scale, linking all the Baltic States together and providing added impetus in fields such as pollution control and spatial planning.

This Baltic-wide coordination within HELCOM, which was initiated by Finland, offers a strong connection to regional development. In 1996, the Prime Ministers of the Baltic Sea Region took the initiative to

²³ The SEAREG project focuses on the socio-economic and environmental assessment of climate change in the Baltic Sea Region (BSR) specially the sea level rise and the changing runoff patterns of rivers.
<http://www.gsf.fi/projects/seareg/index.html>

develop an Agenda 21 for the Baltic Sea Region, which was adopted in 1998. The lead party for the implementation of the “Baltic 21” (dealing with Sustainable Development and promotion of the local Agenda 21) is the Vision and Strategies Around the Baltic Sea 2010 Committee (VASAB 2010), which is, amongst others responsible for outlining a spatial development perspective for the Region and developing a useful basis for further strengthening and harmonizing the national and regional spatial planning policies. VASAB’s objectives are still based on the very important “Common recommendations for spatial planning of the coastal zone in the Baltic Sea Region” that was adopted in 1996.

It is important to note that in 2005, HELCOM Member States and the EU agreed to develop a strategic Baltic Sea action plan by 2007. This plan will be used to evaluate the efficiency of existing environmental measures and to provide guidance for the development of future management measures for the region in pollution reduction and abatement. One of the main recommendations adopted by HELCOM is the “Implementation of integrated marine and coastal management of human activities in the Baltic Sea area”, in which the identification of coastal zone stakeholders, the identification of data gaps and gaps in knowledge, improvement of environmental assessments and management plans are some of the salient recommendations to the Contracting Parties.

**Strategic
Baltic Sea
action plan
by 2007**

Other inter-regional structures exist for the management of the Archipelago Sea (Finland-Aland-Sweden) and the Kvarken area. In the Gulf of Finland, tri-lateral cooperation between Estonia, Finland and Russia exists in several sectors. The participation in these organizations is voluntary (with the exception of HELCOM as an inter-governmental body), and they do not have legislative powers.

A regional Agenda 21 is ongoing between Germany and Poland for the sustainability of the Oder Lagoon Region. Part of its work programme addresses integrated coastal zone management, sustainable tourism, environmental awareness as well as scientific cooperation.

A Baltic Ports Waste Information System is also in place to provide information on approximately 100 Baltic ports in Poland, Lithuania, Latvia, Estonia and Russia. This system assists ships in finding information on waste reception facilities.

**Baltic Ports
Waste Information
System**

4.2.3 Status and Effectiveness of Implementation

The following figure gives an overview on the status of the implementation of the ICZM process.

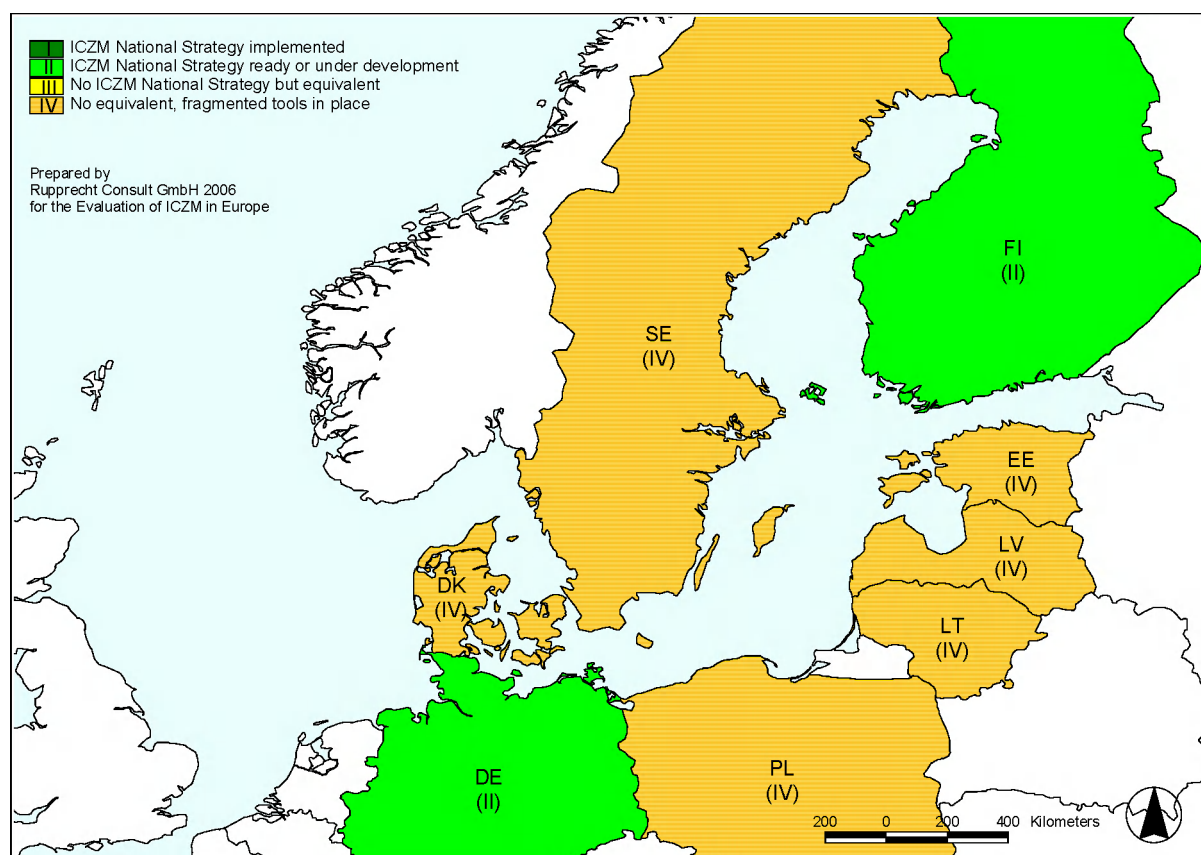


Figure 7: Status of ICZM Implementation for the Baltic Sea Countries

The following table gives a descriptive overview on the status of the implementation of the ICZM process.

Table 3: Status of ICZM Implementation for the Baltic Sea Countries

	Status	Main achievements	Main shortcomings
Denmark	◆ (IV)	<ul style="list-style-type: none"> Identification of un-coordinated laws that act as obstacle to ICZM through survey on management practices. Establishment of network of national authorities engaged in marine environment. 	<ul style="list-style-type: none"> Little progress made since 2003 due to major structural reform of the Danish municipal system in 2007 is underway, following which initiatives on the development of a national ICZM strategy will be taken. The disappearance of regional planning authorities in 2007 is a major issue. The current coastal planning system does not integrate water/land issues, as well as the other pressing coastal issues.
Estonia	◆ (IV)	<ul style="list-style-type: none"> Insufficient information available. Estonia has a number of laws and policies that address coastal planning, environmental protection and sustainable use of resources. 	<ul style="list-style-type: none"> Insufficient information available

	Status	Main achievements	Main shortcomings
Finland	✓ (II)	<ul style="list-style-type: none"> An ICZM strategy has been formulated, adopting a cross-sectoral framework. It defines six development areas where ICZM specific development goals and recommended actions are presented. There are many national and regional projects that have a strong ICZM dimension. 	<ul style="list-style-type: none"> No clear actions have emanated from the strategy yet. The link to maritime planning is weak. An improved involvement of stakeholders is lacking. Effective cross-sectoral cooperation has not been observed. Separation of “coastal” and “inland” issues hampers an effective handling of run-off problems.
Germany	✓ (II)	<ul style="list-style-type: none"> ICZM strategy is formulated as an informal strategic voluntary long-term mission and process statement. It shall penetrate all national planning and decision-making bodies while at the same time being an instrument for an integrated identification of development and conflict potentials and their possible solutions. Current legislative framework is capable of meeting most of the ICZM principles, however further legislative adaptation and optimisation of governance instruments are encouraged by the national ICZM strategy ICZM strategy initiated a high dialog- and communication degree and with strong efforts on public participation on the national level. 	<ul style="list-style-type: none"> Dominated by two contrasting ICZM perspectives on the national level which have not yet been satisfactorily clarified. On the one hand, ICZM is seen as approach that supports sustainable, integrative horizontal and vertical spatial planning. On the other hand, ICZM is seen as an ecological driven approach with strong emphasis on the state-of-the-environment. The German strategy falls short to address important economic and social dimensions. Federal structure of Germany holds the risk that each of the coastal states of Germany will pursue its own ICZM plan without the essential consultation and cooperation among each other (e.g. lack of exchange between Baltic and North Sea regions)
Latvia	◆ (IV)	<ul style="list-style-type: none"> ICZM strategy is considered as part of the National Spatial Planning. Latvia is not in favour of creating new institutions to coordinate ICZM. Evaluation studies on the quality and implementation of the spatial plans of the municipalities and districts have been carried out on a regular basis. The legislative basis relevant to coastal management is in place and in line with EU Directives. 	<ul style="list-style-type: none"> The Report does not analyse the influence of various sectors. Economic and social impact of ICZM not assessed
Lithuania	◆ (IV)	<ul style="list-style-type: none"> No National ICZM report has been submitted. 	<ul style="list-style-type: none"> ICZM and marine affairs do not seem to be on the list of priorities. There are very little administrative resources and funds at the county level administration. The hinterland is not taken into account and does not go deep into the sectoral conflicts and their solution along the coastal zone Lack of public awareness.
Poland	◆ (IV)	<ul style="list-style-type: none"> The National Strategy has not been developed yet. The national stocktaking has not been conducted either. Some solutions very much in line with ICZM have been incorporated in Polish law and improved upon. Public consultation is ongoing to evaluate current state of ICZM and implement ICZM progress indicator. 	<ul style="list-style-type: none"> Some elements of ICZM have been incorporated and implemented, but they don't have the character of a national strategy. Sector integration, participation of all stakeholders, and coverage of socio-economic and ecological issues remain uncertain. Lack of financial resources and political changes seem to be the reason behind this lag.
Sweden	◆ (IV)	<ul style="list-style-type: none"> No formal process is in place to develop and implement ICZM. The main Planning and Building Act is being revised to include ICZM issues. The traditional approach to coastal man- 	<ul style="list-style-type: none"> The existing “Planning and Building Act” is very focused on environmental and to some extent social aspects, whereas economic sector dimensions are weak. Very limited involvement of stakeholders from

	Status	Main achievements	Main shortcomings
		agement and planning has been successful from an environmental conservation stand-point.	<p>non-governmental or private sector in coastal management. This is by tradition a local government and central government affair.</p> <ul style="list-style-type: none"> No significant bottom-up initiatives to expand stakeholder involvement. Co-management is not envisaged and participatory monitoring does not take place.

Status of Implementation of ICZM Process:

- ☑ Category I: ICZM National Strategy implemented
- ✓ Category II: ICZM National Strategy ready or under development
- Category III: No ICZM National Strategy but equivalent
- ◆ Category IV: No equivalent, fragmented tools in place

A national strategy for ICZM in Denmark has not yet been elaborated. The Danish approach to coastal zone management on land prior to 2002 showed some degree of integration, especially regarding vertical governmental integration. Some steps towards ICZM were taken until 2003, when it was decided first to have a major structural reform of the Danish municipal and regional system which will be implemented next year. The initial steps towards a national strategy have been documented which evaluate the Danish management practices and recommend changes, of which some relate to the integrated management of the coastal zone. The Danish report has stressed, that they will pick up ICZM activities following the structural reform in 2007.

**Danish approach
to coastal zone
management to
be revised in
2007**

The formulated Finnish ICZM strategy foresees important actions, such as e.g. strengthening the sustainability of the Finish coastal zone environment and the strengthening of Baltic-Sea cooperation. It does make an attempt to provide a holistic and integrative approach. Additional participation methods are envisioned as a normal part of the spatial planning routines. However, no clear actions have emanated from the strategy yet, but there are national and regional projects that have a strong ICZM dimension. The progress in the implementation is built on pre-existing mechanisms. No significant increase in stakeholder involvement through e.g. participatory monitoring methods is foreseen. Effective cross-sectoral cooperation was not observed. There appears to be a discrepancy between the thorough sectoral stocktaking process and its application in the Finish ICZM Strategy.

From the German ICZM Strategy four major developments are expected: 1) optimization of the legislative instruments according to the principles of ICZM, 2) establishment of preconditions to continue the dialogue process, 3) promotion of the “best practice” projects and their evaluation, and 4) development and operationalisation of ICZM indicators. Federal States have intensified their efforts to establish ICZM principles on the regional and local level and developed own ICZM mission statements.

**ICZM mission
statements
developed by
German Federal
States**

Latvia considers ICZM as an organic part of the National Spatial Planning and therefore the development of specific National ICZM Strategy is not envisaged. Instead, aspects of ICZM will be reflected in the revised National planning due to be finalised by mid-2007. Since no draft plan has been made available during this evaluation, it is difficult to judge how fully this strategic document will encompass the EU ICZM recommendation. At the same time, the achievements of Latvia in the ICZM process can be considered as significant. As far as the planning at the regional level is concerned, all ICZM aspects addressing strategic, holistic, and participatory and governance approaches seem to be present.

ICZM included in revised National Planning in Latvia

The Lithuanian Government has conceptualised but not elaborated an ICZM strategy. The main reason for this seems to be rooted in the lack of a strategic approach. The document that is nearest to ICZM is the Development Strategy for the Klaipeda County, addressing the whole coastal municipalities in Lithuania (draft issued in 2005). However, in spite of its explicit call for an ICZM strategy, this document does not go deep into the sectoral conflicts and their solution along the coastal zone. It also has no links to water management. It is interesting to note that respondents to the Evaluation questionnaires indicate that the Lithuanian coastal management policies adequately consider the current coastal issues.

Lack of a strategic approach in Lithuania

Some solutions in line with ICZM have been incorporated in Polish law prior to the EU ICZM Recommendation (2002/413/EC), however no Polish administrative unit specifically responsible for coordinating ICZM has been set up. This lack of specific unit can be viewed as one of the weak features causing a major obstacle in the process of an ICZM strategy development and its implementation. Despite this, the EU ICZM Recommendation has further defined and triggered ICZM in Poland. Additionally, the Water Framework Directive has also been an instrument in boosting ICZM. Some elements of ICZM have been implemented including the elaboration and presentation of a report on ICZM to the public for discussion. One of the main achievements resulting from the ICZM concept is the extension of statutory spatial planning to all Polish sea areas. Links between ICZM and policies related to water management have not been established at the central level. The upcoming EU Maritime Policy and development of a European Marine Strategy form an essential part of the policies related to the coastal zone. Because of these two instruments the role of ICZM in Poland is expected to increase in the coming years.

First steps towards a National Report on ICZM in Poland

In Sweden, no ICZM Strategy was developed. The existing Environmental Code and the Planning and Building Act (1987) is used as a focused legal instrument addressing both environmental and social sectors and applies to both terrestrial and marine areas. According to the Planning and Building Act, all municipalities must produce a comprehensive plan that covers their entire area and can be used as a decision making tool. This instrument ties the different sector agencies together, and is currently under review to include stronger ICZM issues.

Major Steps Towards Implementation of the EU ICZM Recommendation - 2000-2006

The overall progress in implementing national ICZM strategies in the Baltic Sea during the last six years varies considerably between member countries. Significant steps have been taken towards:

- collecting valuable information useful for coastal management (Denmark and Lithuania),
- establishment and consolidation of appropriate administrative units and related strategies (Denmark, Finland, Lithuania and Poland),
- amending the relevant legal instruments to promote sustainable development of the Baltic coastal zone (Denmark and Germany),
- harmonization of laws between national and EC legislation (Latvia, Lithuania and Poland),
- participation in a number of INTERREG and LIFE projects concerning integrated management and spatial planning in the coastal zone (Denmark, Estonia, Finland, Germany, Latvia, Lithuania, Poland, Sweden),
- trans-sectoral networking of individual initiatives (Lithuania) and promotion of public-wide acceptance through information dissemination, and cooperation (Germany, and Poland),
- water management (Latvia and Poland), and
- nature protection (Finland, Latvia, Poland, and Sweden).

Observing the Principles of Good ICZM

The following section analyses to which extent the national ICZM Strategies have covered the principles of good ICZM (as described by the EU ICZM Recommendation). As far as possible, the analysis has been also extended to those countries where there is no formal ICZM strategy and/or report, based on the information and statements available related to these principles.

Table 4: Observing the Principles of Good ICZM in the Baltic Sea

Principles of Good ICZM	Denmark*	Estonia**	Finland	Germany	Latvia	Lithuania	Poland	Sweden
1) Is there a holistic thematic and geographic perspective in the process?	■	■	□	☑	◎	□	◎	☑
2) Is there a long-term perspective envisaged?	■	■	☑	□	☑	☑	□	□
3) Is an adaptive management approach applied during a gradual process?	■	■	□	☑	◎	☑	☒	□
4) Is the process local-context specific?	■	■	☑	☑	◎	□	◎	◎

Principles of Good ICZM	Denmark*	Estonia**	Finland	Germany	Latvia	Lithuania	Poland	Sweden
5) Does the ICZM respect and work with natural processes?	■	■	☑	□	□	☑	☒	□
6) Is the process based on participatory planning and management?	■	■	☑	□	⊙	□	□	□
7) Does the process support and involve all relevant administrative bodies?	■	■	□	☑	☑	□	□	□
8) Is there a balanced combination of instruments in planning and management?	■	■	□	□	⊙	⊙	⊙	⊙

Level of Observance

- ☑ Yes, fully : The principle is fully covered by the strategy/equivalent and in place (or close to).
- Partly fulfilled: Essential aspects of the principle are covered by the strategy/equivalent and in place. Serious initiatives for implementation are taken or foreseen.
- ⊙ Significant gaps Only some aspects of the principle are covered or implementation is foreseen.
- ☒ Not fulfilled The principle is not or only marginally covered.
- Insufficient information Insufficient information available for assessment

The scoring method is explained in chapter 3 of this Report.

* Because of the ongoing reform of the municipal and regional system, no assessment could be made in Denmark.

** No reporting to the EU.

In Denmark, Sweden and Estonia, ICZM features low on the political agenda, whereas in Poland, first promising steps have been taken to address ICZM issues. Most notable is the gap between long-term and new EU Member States. All of the first have, to some degree, planning instruments and mechanisms in place that address the ICZM principles. The “New” Member States of the former East are still in the process of reformation and have initiated to a lesser or wider extent ICZM activities.

**Promising steps
in the new EU
Member States**

Most notably for the Baltic region is the diverse range of coverage of the ICZM principle to respect and work with natural processes and to apply adaptive management. In addition, the balanced combinations of instruments in planning featured low in most of the Baltic Sea States.

**Natural
processes not
well considered**

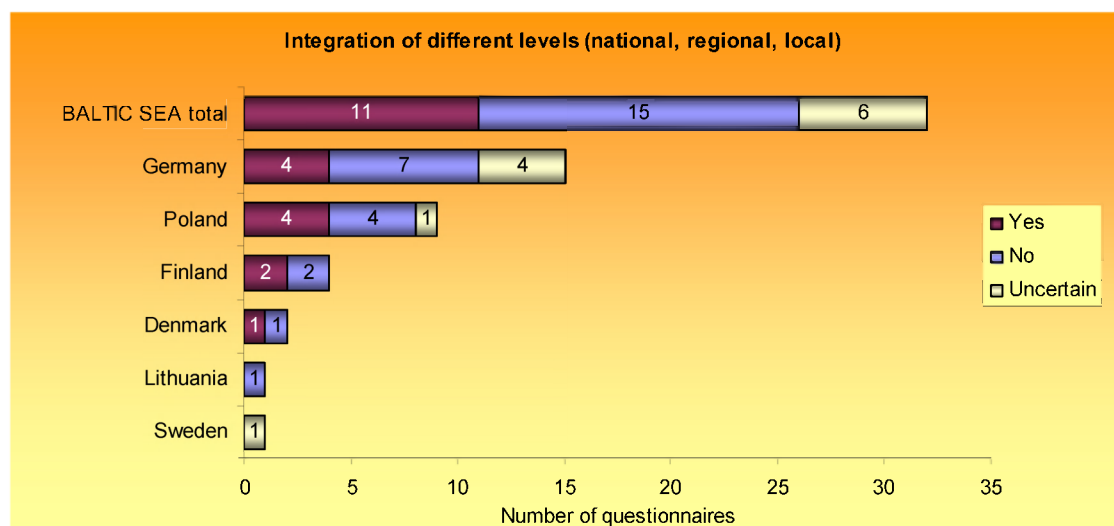


Figure 8: Response to the ICZM Evaluation Questionnaire (Baltic Sea): Do you feel your country's approach for coastal management in general sufficiently covers the following principle: Integration at different levels?

However a long-term perspective (e.g. sea-level rise and climate change) and a support and involvement of all relevant administrative bodies are to a certain degree covered by all States of the Baltic Sea. This is somewhat reflected in the results of the questionnaire. Most efforts have been placed on supporting and involving all relevant administrative bodies and to include local perspectives via participatory planning.

Table 5: Degree of Implementation of ICZM Principles in the Baltic Sea Countries

Degree of Implementation of ICZM Principles in the Baltic Sea Countries	
Denmark	
Principle 1 - 8	Because of the ongoing reform of the municipal and regional system, no ICZM strategy has been developed, thus no comment .
Estonia	
Principle 1 - 8	No reporting to the EU.
Finland	
1) Is there a holistic thematic and geographic perspective in the process?	A broad overall perspective, covering different geographic and thematic areas, has been pursued in the stocktaking report and carried over into the Strategy. The Strategy emphasizes nature conservation issues more than would be justified by the stocktaking exercise, at the cost of other sectors. In particular, paragraphs (d) and (f-h) of Chapter I in COM2002/413/EC deserve more consideration in the Strategy.
2) Is there a long-term perspective envisaged?	A long-term perspective is incorporated through the national spatial planning process, which is at the highest level of governmental administration.
3) Is an adaptive management approach applied during a gradual process?	An adaptive management is proposed, based on good monitoring of the coast. It would seem that the implementation of the ICZM Strategy would benefit from a forward-looking mechanism. Here the probabilistic approach elaborated in the National Strategy for Sustainable Development is expected to be of high additional value.
4) Is the process local-context specific?	Local specificity is ensured by the lowest and most detailed level of spatial planning – the municipality. Richness of diversity between the coastal types and their communities is recognised.

Degree of Implementation of ICZM Principles in the Baltic Sea Countries	
5) Does the ICZM respect and work with natural processes?	Working with natural processes is included, with an emphasis on nature conservation.
6) Is the process based on participatory planning and management?	Participatory planning is considered and included through the existing spatial planning mechanism. Some additional mechanisms are considered, but their effectiveness cannot be certain.
7) Does the process support and involve all relevant administrative bodies?	Since the strategy is built on the existing spatial planning process, the administrative hierarchies and sectoral co-operation inherent in this mechanism are well covered. However, the relations between the proposed ICZM strategy and other regional planning mechanisms (economic, administration) requires elaboration.
8) Is there a balanced combination of instruments in planning and management?	The main envisioned instrument for planning and management is the well-established spatial planning mechanism for land use. Other instruments, i.e. economic incentives and promotion of regional SME co-operation/clustering are proposed. Their coupling to the ICZM requires further elaboration.
Germany	
1) Is there a holistic thematic and geographic perspective in the process?	There is good consideration of sectors and levels in a geographical context. The complex interlinkage between federal and state authorities is well-documented and conflicting sectoral and geographical issues are addressed
2) Is there a long-term perspective envisaged?	No explicit statement is made concerning the time horizon of the ICZM strategy, but a future sustainable development is the denominator. Climate change, sea-level rise, increase of storm events and the precautionary principle are mentioned and considered.
3) Is an adaptive management approach applied during a gradual process?	The spatial planning act allows informal regional and trans-regional collaboration which has gained prominence since the 1990s. Instruments endorse regional development concepts, township networks, and regional marketing. Several programmes have been initiated that monitor the state of the coastal areas, where most of the data is available for public use.
4) Is the process local-context specific?	Because of the federal nature of the German republic, the regional and local aspects of the various coastal states are well covered in terms of legal processes. The authorities have different schemes and approaches in place to meet the challenges. The local/municipal and regional authorities' have been actively engaged in various activities related to the promotion of sustainable development and ICZM (chapter 4.7.3.). Coastal protection measures are carried out through the auspice of the federal states. Cultural heritage is protected on the federal state level and on the national level by the nature conservation act which protects also historic cultural landscapes.
5) Does the ICZM respect and work with natural processes?	The Report deals with the problem of climate change and the related problems of maintaining the current coastline, but does not lead to a satisfactory resolution. Strong focus is placed on the protection of biodiversity and environmental quality, indicating a strong ecological centred approach. This is also reflected in the fact, that carrying capacity assessments are not listed in the German Strategy.
6) Is the process based on participatory planning and management?	The relevant stakeholders are involved to a certain degree, but in the strategy paper only limited information is provided on degree of public accessibility of coastal areas. As most of the coastal areas in the North Sea belong to the Wadden Sea National Park, it can be assumed that a rather limited access is provided. Similar situation accounts for the Bodden landscape of Western-Pomerania. The established spatial planning endorses a wide range of participation structures, such as public hearings, public display of plans and submission of complains. Public conferences, websites and workshops with focus groups were the main mechanisms for the development of the national strategy.
7) Does the process support and involve all relevant administrative bodies?	The spatial planning instruments in place already interact at various levels. The Report documents that there are already suitable instruments for horizontal, vertical, territorial and temporal integration in the ICZM process. However, clearer allocation of responsibilities at national and federal state level is required. A clear-cut cross-sectoral coastal and marine policy appears appropriate.
8) Is there a balanced combination of instruments in planning and management?	Gaps are identified that show that there is still an ample need to structure the instruments in a more coherent way. The German strategy report is mainly focused on the legislative outline of current management practices. Several informal, voluntary agreements exist on the regional level pertaining to spatial planning, but are not extensively elaborated in the Report. Research and education activities currently focus mainly on the potentials of offshore wind farms as alternative income source for local livelihood, on basic science related questions to marine

Degree of Implementation of ICZM Principles in the Baltic Sea Countries	
	measurement techniques and ecological dynamics. The information gathered by the environmental monitoring programmes is mostly accessible. No information is provided on economic instruments (e.g. taxes, subsidies, incentives), nor on their interlinkage with other activities addressing environmental issues. Economic issues revolve mainly around port development and offshore wind farms as alternative income.
Latvia	
1) Is there a holistic thematic and geographic perspective in the process?	Thematic perspective not fully comprehensive due to gaps in stocktaking. Actions are subordinated to four administrative/planning levels: local, district, planning region, and national.
2) Is there a long-term perspective envisaged?	The national spatial planning documents typically operate on a 20 year horizon. It is important to secure that processes of similar time frame, e.g. global change and coastal erosion, are taken into account.
3) Is an adaptive management approach applied during a gradual process?	Necessity to involve environmental and socio-economic monitoring with associated loops of adaptive management have been proposed by various projects. The Report does not refer to any application of adaptive management, although, the elements of adaptive management are present in the National Planning documentation.
4) Is the process local-context specific?	Information on the coastal zone is still inadequate, but gradually accumulating, especially within the limits of MPAs, areas under WFD coastal waters monitoring and coastal fish survey areas. Data on cultural heritage are given a lower priority. The implementation of LIFE projects, datasets are now available to assist coastal planners at the local scale
5) Does the ICZM respect and work with natural processes?	Coastal conservation measures have been taken, such as dune protection, grazing management of meadows, strengthening of dunes; removal of alien species plants and shrubs, reed cutting have been performed within this project. It is not clear however how these activities will be sustained for long periods of time, since they are project-based. The conservation of cultural heritage is given a lower priority compared to that given to the preservation of the natural environment.
6) Is the process based on participatory planning and management?	It must be noted that since the coastal zone is a very sensitive area due to the vested interests of different stakeholders, the recommendations of Natura2000 sites and protected biotopes, if implemented, would change land use and its value considerably. Relationships between local residents and local governments may be stressful enough due to the specific management actions needed. Residents usually consider that nature protection measures are exaggerated, or even suspect that the introduced restrictions are deliberately aiming at forcing down land prices.
7) Does the process support and involve all relevant administrative bodies?	Because ICZM is not separated from the general Spatial planning and development, administrative bodies of all levels are full partners of the process.
8) Is there a balanced combination of instruments in planning and management?	Laws and regulations are deemed sufficient; Voluntary agreements could be more elaborated. Since there are no specific organizations responsible for ICZM, there is no umbrella to initiate such voluntary agreements; Research and education requires financial sustainability, especially to maintain coastal monitoring. Data portals on coastal dynamics are much lacking; Information provision is lacking; Economic instruments may be helpful since gaps exist between regulatory basis and capacity to enforce implementation.
Lithuania	
1) Is there a holistic thematic and geographic perspective in the process?	The comprehensive plan of the national territory, prepared under the Supervision of the Ministry of the Environment, addresses integrated development strategy and regional policies. The Plan forms the main directions of the regional policy and to define the main guidelines and planning preconditions for national special and country level comprehensive and special plans. One of the common territorial structure identified is a guarantee of landscape and biodiversity protection, including nature framework, use and protection of cultural heritage territories; to provide favourable conditions for public use of coastal amenities for leisure purposes.
2) Is there a long-term perspective envisaged?	The Klaipeda county master plan has been developed, and some issues of ICZM can be regarded as state policy as Klaipeda County covers the whole coastal area of Lithuania. The master plan aims to provide clear guidelines for sustainable and integrated development priorities of the Klaipeda county until the year 2020. It is to become a key part of the state spatial planning system and a guide for other plans.

Degree of Implementation of ICZM Principles in the Baltic Sea Countries	
3) Is an adaptive management approach applied during a gradual process?	Yes it is adaptive. The Nature Protection Department assesses the current status and natural processes of the coast and the formulation of policy recommendations in order to make the coastal protection measures more effective. Specific CZM projects focussed on new economic trends, recent natural processes and evaluated coastal protection measures with a view to future action, and modified the necessary measures and related financing to implement those measures.
4) Is the process local-context specific?	Within the coastal strip, at a county level, planning is organised by the Klaipeda County Administration. At the local level, there is "the Master Plan of the Klaipeda Palanga cities" which includes issues on ICZM. A local-context pilot project related to coastal management has been carried out in Kaunas and Tampere regions aiming at promoting environmental cooperation between businesses, colleges and the authorities in these regions
5) Does the ICZM respect and work with natural processes?	Among the main ICZM principles defined in the Law on the Coastal Strip include to (1) conserve natural coastal landscapes and coastal processes; (2) integration of coastal conservation and coastal use objectives; (3) differentiation of coastal management measures according to specific priorities for coastal conservation and wise use on a particular coastal strip. In the planning documents of the Klaipeda county and other relevant municipalities, the Lithuanian coastal zone is interpreted as an area of environmental protection priority with sustainable tourism and fisheries proposed as the main activities to be developed. On a local scale, the municipalities of Neringa and Palanga have drawn up special programmes for coastal dunes protection and sustainable management. Conservation programmes, such as that of Rusne island, have been running since 1994 and has become a model of integration of sustainable agriculture, sustainable farming and conservation of natural values.
6) Is the process based on participatory planning and management?	The recent EU Demonstration Programme on ICZM was aimed at the promotion of public participation at the local level. The municipality of Palanga for example, is implementing its plans which place particular emphasis on mobilising the interests of local private tourism and fishery enterprises, balanced by conservation and environmental education.
7) Does the process support and involve all relevant administrative bodies?	Outside the coastal strip, the 5 municipalities of the Klaipeda County are responsible for the territorial planning and development and have the right for their own territory to develop comprehensive and detailed plans in accordance with state interests. Each municipality has the right to develop master and detailed spatial plans for their respective territory, which legally permit sectoral or integrated development in the coastal zone. Coastal management is split into 11 management units each having different ICZM measures.
8) Is there a balanced combination of instruments in planning and management?	There is less of a balance between instruments and enforcement processes, and Planning is still not fully transparent. A Steering Committee was established by the order of the Minister of the Environment with the aim to ensuring, together with the Klaipeda County Head Administration, a systematic implementation of the Programme for the Lithuanian Coastal Strip Management. In spite of this, legal enforcement is still lacking against construction at the seashore, especially close to cross-border sites is common. Worth mentioning are the projects that were part of the EU Demonstration Programme on ICZM. These were aimed at applying an integrated approach to management and to establish a policy, regulatory, institutional and management framework for coastal areas. So things are moving in the appropriate direction.
Poland	
1) Is there a holistic thematic and geographic perspective in the process?	Not all sectors and hardly any sectoral policies have been considered at this stage. Important stakeholders have been invited to take part in formulation of the national ICZM strategy, but this consultation process was hampered by lack of funding and political changes. There is an intention to limit the geographic perspective of the strategy towards the coastal communes and major coastal agglomerations. This approach seems inappropriate because very often important factors influencing the coastal zone are located outside the coastal communes (such as riverine pollution located in the catchment areas of two big Polish rivers flowing into the Baltic Sea).
2) Is there a long-term perspective envisaged?	The exact time horizon of the national ICZM strategy has not been considered yet, but the sustainable development, satisfying the need of future generations, has been adopted as a basis for the strategy. Additionally, a long-term program of coastal protection to minimise threat to coastal zone posed by climate change and related rise in sea level has been adopted and is being implemented. A program has been adopted in the form of legal act, and financing for its implementation has been allocated. The programme is based on the coastal protection strategy prepared with a 100-year perspective.
3) Is an adaptive management approach applied during a gradual process?	At present preliminary stage of work, the interactive character of ICZM process has not been discussed in detail. However, the need for establishing the programme of monitoring of the coastal zone, with secured financing, and for systematic assessment of the ICZM progress has been recognised. At present, the monitoring is of sectoral character, often limited to data collection, without any analyses and synthesis of its results. A serious drawback is the incompatibility of many of these databases.

Degree of Implementation of ICZM Principles in the Baltic Sea Countries	
4) Is the process local-context specific?	Coastal protection at the local level has been fully covered and a full set of measures to protect the coast against foreseen sea level rise have been included in the national programme for coastal protection. The national stocktaking exercise has not been carried out. As a consequence, there is no detailed inventory of specific problems, challenges and opportunities in individual areas of the coastal zone. Such knowledge exists at provincial and local levels, but has not been utilised to formulate the strategy yet.
5) Does the ICZM respect and work with natural processes?	The estimation of carrying capacity of the coastal zone is a challenging task and there is no comprehensive evaluation yet. Existing law does regulate actions that affect environment and nature conservation issues.
6) Is the process based on participatory planning and management?	Most of the administration has been involved (regional and national governments, scientific community) in the consultation process. Still some effort is needed to enhance participation of some sectors (such as residents, private business sector, etc.). The Polish legal system provides an opportunity for public consultation of spatial development plans. The creation of Forum for the systematic exchange of information and assessing ICZM progress is being supported by the Government.
7) Does the process support and involve all relevant administrative bodies?	The main local, regional and national governments participated in the first national conference organised to discuss the national policy of the coastal zone. The horizontal integration between sectoral ministries seems to be highly challenging.
8) Is there a balanced combination of instruments in planning and management?	It is a standard practise in coastal zone management and planning at regional and national level to adapt and combine existing legal instruments. There is a set of laws and regulations that provides for management and planning in the coastal zone. There are also examples of voluntary agreements created to facilitate joint actions. Coastal management and planning is supported by some research activities, but very often the priority is not given to address the emerging issues. Provision of information still need to be enhanced (information dispersed between different institutions).
Sweden	
1) Is there a holistic thematic and geographic perspective in the process?	There is a holistic thematic and geographic perspective. An integrated approach is already practiced in many plans and projects, which is demanded by national legislation. Several projects have been started up by the government, local or international NGOs or other interest groups that take this integration into perspective (such as Archipelago projects; Nordre Alv Estuary Project; SAMS Project; SUCOZOMA Project and VILLNET Project). The parliament decided on 15 national environmental quality objectives in order to achieve sustainable development, many of which are relevant to coastal areas. The aim of this environmental code is to promote sustainable development. The code incorporates now 15 former environmental laws with the aim of creating a stronger environmental legislation. The Environmental Code establishes legally binding principles, including the "polluter pays" principle and the precautionary principle. However, thus far, no national authority has looked at the coastal zone in an integrated fashion, but there is recently a growing interest in this respect from all levels of government. Also, the protection of the coastal areas is still mainly seen as a hurdle to spatial planning and infrastructure development.
2) Is there a long-term perspective envisaged?	Specific ICZM projects have and still address a long-term sustainable perspective in terms of rural spatial planning and cooperation at the local and regional level. A long-term planning perspective is also present in the current spatial planning process but it is still difficult to ensure full protection of the coastal zone.
3) Is an adaptive management approach applied during a gradual process?	Yes to some extent. The present process is still rather rigid but sector plans are available. The County Administrative Board has the responsibility to develop regional guidelines and coordinate different state-sectors interests in the physical plans of the municipalities. It is important to note that the planning control system is mainly restrictive.
4) Is the process local-context specific?	It is rather limited. The responsibility for planning is at the local commune level. All municipalities must produce a comprehensive plan that covers their entire area and can be used as a decision making tool. It is mandatory that the communes consult with the County Administrative Board which provides guidance and strategic analysis and also approve the final plans and grant permissions. The municipalities are responsible for physical planning both at the comprehensive and detailed level although the County Administrative Board can intervene if decisions by the municipalities threaten national interests. Municipalities enjoy the freedom to enact their own decisions within the national and regional framework.
5) Does the ICZM respect and work with natural processes?	Comprehensive plans of the municipalities cover both land and water until the territorial border, with all their biological diversity, opportunities for aesthetic experiences and natural and cultural values. Industrial activities and recreations shall be carried out in a way that promotes sustainable envelopment. Several former environmental laws have been turned into the new Environmental Code, with the purpose of creating a stronger environmental legislation. This may favour

Degree of Implementation of ICZM Principles in the Baltic Sea Countries	
	environmental protection in general, and is not specific to ICZM. Specific projects, such as the SUCOZOMA Project, have and are providing local and national government with reports on findings and analysis to re-structure the problems identified in exploitation of coastal and marine resources.
6) Is the process based on participatory planning and management?	Public participation is a bottom-up approach, and the influence from public stakeholders may be more formal than real, and consequently local-context specificity may be in reality limited and weak. However, the new Environmental Code enables civil societies, such as NGOs, to participate in decision-making in a concrete way, rather than in the usual reactive way. Recently, NGOs have become more active in the planning process, especially trying to protect certain areas for natural and cultural purposes. In addition, spatial planning involves public participation, with public phases during which the planning proposals are made public and to which objections can be made, if any. This public information in the planning process is regulated by law. In this regard, public access to information is very high.
7) Does the process support and involve all relevant administrative bodies?	Yes, the relevant administrative bodies in central, regional and local government are involved. There are three relevant levels of statutory planning: the central government, the counties and the municipalities. The municipality has the most overall responsibility, but for more special sector planning it can be the regional level or even the national level that is responsible. However, a need is being felt to invoke more ICZM in municipal planning.
8) Is there a balanced combination of instruments in planning and management?	The National environmental code is meant to take into account the development within environmental policy. Legislation is used as a tool for reaching the environmental objectives, while the spatial planning is the instrument to achieve these goals. In spite of this, however, there is no overall national legislation specifically for coastal zone planning. On the other hand, there is a long planning tradition and comprehensive planning is used as a tool for integrated planning. A regional planning programme or policy, established by the county administration, could be an appropriate management tool. Weaknesses occur in order to get financial means to achieve an active continuous planning. There is also a lack of environmental data to fulfil the demands of the Environmental Code. In the meantime, there is an increased awareness on the national level, but the municipalities are supposed to plan for the coastal areas and here ICZM is not a well known expression. Thus the municipalities should be promoted to let them act with their own power. HELCOM recommendations are being incorporated into the Swedish environmental policies as much as possible.

4.2.4 Scope and Implementation of ICZM on the Regional Sea Level

The following sub-chapter focuses on those ICZM elements, which are viewed as being most relevant on the regional seas level. Of special interest is the degree of scope and implementation of these elements in the country towards a regional sea's context. This cross-country analysis emphasis on the respective national levels whether there is scope for and existing implementation of bi- and/or multi-lateral agreements. The issues of cross-integration of different institutions from local, regional to national and international levels are another focal point in this chapter. Therefore the scoring in these elements (see table 5 below) may differ from the country-case assessment of the ICZM principles in Chapter 4.2.3.

- ICZM element "Strategic Approach" endorses aspects of whether and how far the respective country has considered this element to be of relevance to a regional sea policy, e.g. achieving an integrated system that will function across the different jurisdictions that cover the coasts and estuaries of the respective regional sea.
- ICZM element "Participation" covers aspects beyond the scope of local participation, but looks more on whether there are mechanisms in place that provide dialogue arenas across national borders, e.g. "whole estuary approach". Similarly,

- ICZM element "Holistic Approach/Integration" looks on the transboundary issues at the land-sea interface and the inclusion of the hinterland in a regional seas perspective.
- ICZM element "Governance" endorses the improvement of horizontal and vertical integration for better-concerted action across political levels, as well as considers the balance between different interests, e.g. nature conservation, economic growth and social welfare, in a regional seas perspective.
- ICZM element "Regional Policy" looks on the existing instruments and mechanisms that foster a joint collaboration on problems and concerns on a regional basis. Special attention is given on existing or planned common policies that hold the potential for orchestrated actions on the regional sea level.

Table 6: Scope and Implementation of ICZM in the Baltic Sea

ICZM Elements	Denmark*	Estonia**	Finland	Germany	Latvia	Lithuania	Poland	Sweden
Strategic approach	□	▪	□	✓	⊙	□	⊙	□
Participation	□	▪	✓	✓	□	□	⊙	⊙
Holistic approach / integration	⊙	▪	□	✓	⊙	□	⊙	□
Governance	□	▪	□	□	▪	⊙	⊙	□
Regional Policy	□	▪	✓	✓	▪	⊙	□	⊙

Level of Observance

✓	Yes, fully	The ICZM element is fully covered and in place (or close to).
□	Partly fulfilled	Essential aspects of this ICZM element are covered and in place; Serious initiatives for implementation are taken or foreseen. Convincing activities are planned.
⊙	Significant gaps	Only some aspects of this ICZM element are in place or implementation is planned.
✗	Not fulfilled	The ICZM element is not or only marginally covered.
▪	Insufficient information	Insufficient information available for assessment

The scoring method is explained in chapter 3 of this Report.

* Scoring for Denmark extracted from auxiliary data sources.

** No reporting to the EU.

Strategic approach

Sustainable development is strongly recognized by the national ICZM plans. The protection of the cultural heritage and the natural environment are key goals in the strategies (e.g. Finland).

The sustainable development approach varies according to the countries. In Finland and Poland for example, the plans are not clearly based on an ecosystem approach, considering the ecosystem

as an asset with a value. Rather, they are somewhat sided towards a nature protection approach/socio-economic dimension of the coastal zone. In others, such as Lithuania, an approach towards sustainable development is widely accepted; yet it is shifted towards economic and social sectors only, and is considered to be very generic. Insufficient information is available in the case of Latvia.

The measures to improve the livelihood in the coastal zone are mostly unspecified in most plans. The German Strategy does refer to the enhancement of livelihood and employment by securing and developing the necessary frameworks. Strategies do not provide quantitative objectives or indicators of progress, making it difficult to monitor progress.

No quantitative objectives or indicators of progress in place

It is important to note that the Polish approach attempts to address the improvement of welfare of coastal populations and maintaining/improving the safety of hinterland. However, no specific measures in this direction have been developed yet, but the vision of development has been outlined. The welfare of coastal population, as a superior goal, is to be achieved mainly by economic development of the region by development of ports and related trade and shipping. No strong links between employment and sustainable coastal zone management exist in Latvia.

Conflicts and consensus building is not commonly addressed. Also, there is no indication of any specific financial commitment towards implementing the strategy.

Participatory methods

Good governmental representation in the formulation of the ICZM Strategy and alternative plans is given in all Baltic Sea countries. NGOs and the private sector are important participants in this process. However, a clear distinction between the commonly supported 'consultative' status and the more participative 'co-decision-making' role can be made, by which the latter is more difficult to identify. Poland, for example, is working in this direction, i.e. to enhance co-decision participatory methods in its framework, but significant gaps still occur. The effectiveness of stakeholder participation, which is not backed up by appropriate educational and promotional mechanisms is somewhat weak.

Consultative but not participatory status of NGOs

For instance, this situation is similar in Latvia. In spite of the fact that past projects, such as the LIFE-funded "Protection and Management of Coastal Habitats in Latvia", had an elaborated educational and information component, as well a wide participatory plan, relatively little attention has been given to the real impact and involvement made by the various participants.

Training, education and awareness programmes need a more thorough assessment, in view of their need to ensure effectiveness. In the case of Finland, for example, the stream of information down the hierarchical levels is seen to be oriented in top-down direction, and sharing with stakeholders takes place only on the local level. The German Strategy specifies the need to improve the bottom-up flow of information, and to further optimize the interplay between the two

Training, education and awareness programmes need assessment to ensure effectiveness

levels, using a dialogue co-management process initiated through the discussions during the Strategy development, through a proposed financial support. The Polish approach fails to address this important need and assistance is being suggested in this respect.

Project initiatives in Lithuania stress on the importance of public participation. Municipalities are implementing plans to mobilise the interests of coastal stakeholders (developers and conservationists alike). In the meantime, EIA procedures ensure public consultation.

Holistic and integrative approach

The common inclusion of ICZM within the National Development and Spatial Planning umbrella, as commonly observed in the Baltic region, is supported by a number of arguments, mainly: 1) the economy of resources and personnel, 2) securing coherence in spatial planning, 3) clear links to hinterland, and 4) avoiding overlapping competences and functions with existing administrative levels.

Due concern is however placed here not to "dilute" but rather integrate ICZM in spatial planning. The coastal zone requires an adaptive management approach because of its broader terrestrial and marine components.

It is annotated, however, that a simple inclusion of the convenient ICZM principles in spatial planning alone is not a solution but rather an integration of the ICZM concept with all principles should be strived for. The coastal zone requires an adaptive management approach because of its broader terrestrial and marine components.

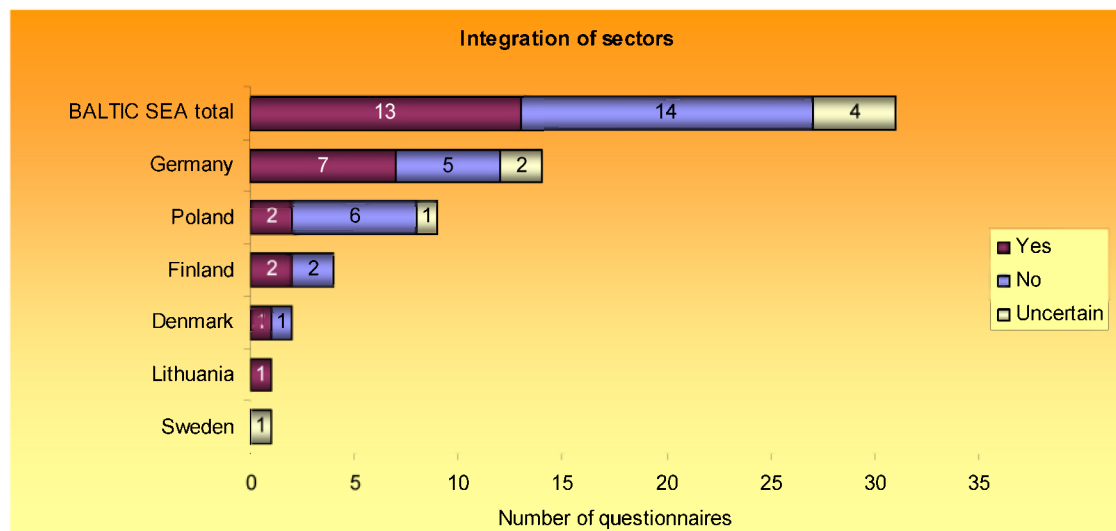


Figure 9: Response to the ICZM Evaluation Questionnaire (Baltic Sea): Do you feel your country's approach for coastal management in general sufficiently covers the following principle: Integration of sectors?

In countries like Poland, the hinterland effects on the coastal area have not been taken into account, and this is considered a serious drawback. Similarly, the land-water integration in the Danish coastal management planning is currently weak. Concern has been expressed on the need to include in the ICZM Strategy, such as in the

case of Finland, the support of the livelihoods of disadvantaged inhabitants, such as those residing in archipelagos and in sustaining the population in remote coastal zones.

The vertical integration from the EU level to regional and local level is being addressed to a varying extent by the different Baltic Sea States. This is deemed important in order to find the right balance of policy measures and the method of implementation of integrated action for the coast. A holistic approach can thus act as a model for the further integration of policies required to pursue socio-economic sustainability in coastal communities.

Governance and management structures

No new organizations have been proposed to be necessary to establish as result of the formulation of a national ICZM Strategy, such as Finland. However, the actions taken are expected to improve cooperation and integration between all sectors.

In Germany, the sectoral dissections between land, coastal waters and EEZ act as a major obstacle to implementation and governance of over-arching ICZM principles. The dissections can be related to the federal nature of Germany. It is not clear how these territorial and legal separations will be overcome.

For other Baltic countries that are in the process of revising and building up their national ICZM, such as Latvia, this may not be the appropriate time to assess the level of governance and management structures. Given a period of another year, systems may rapidly develop and CZM-related planning as well as implementation will start.

Sweden's ICZM governance is strongly weighed in favour of environmental protection interests rather than the introduction of new economic activities or the expansion of existing ones. Issues such as improvement in the livelihood and the provision of employment to coastal communities are weakly reflected in the spatial planning Act.

Regional Seas Specific Policies

HELCOM is the major transnational policy that covers the entire Baltic Sea region including Non-EU States. The "Baltic 21" agenda as well as the VASAB 2010 are also further promising mechanisms to bring together the different States in a regional seas perspective. The latter two are running for ten years now and show some promising potential to foster ICZM and spatial planning in the coastal zone on the regional level. On a smaller regional scale, inter-regional structures have been established, such as the Finland-Aland-Sweden management that may serve as showcase to other inter-regional cooperation, such as the initiated Oder-Lagoon Region cooperation between Germany and Poland. The new EU Member States clearly are still in the process of reformation and have initiated to a lesser or wider extent ICZM activities on a regional seas perspective.

4.2.5 Conclusions on the Baltic Sea Region

National Strategies for ICZM have not yet been elaborated by a number of countries (Denmark, Latvia, Lithuania), while others are in the process of including ICZM elements in their national Spatial Planning Strategies (Sweden). Finland has drafted its National ICZM Strategy and Germany has optimised its legislative instruments according to the principles of ICZM. Poland has stepped up its efforts to move from its multi-sectoral legal framework towards the formulation of a National ICZM Strategy.

It is likely that public participation and co-decision in the Baltic Sea Region may still be very weak. However, initial steps to enforce this element in ICZM are being taken.

Efforts have intensified to establish ICZM and sustainable spatial planning principles on the regional and local levels. Aspects addressing strategic, holistic and participatory approaches seem to have been considered in this process.

Moreover, there has been extensive participation by Baltic Sea countries in a number of INTERREG and LIFE projects concerning integrated management and spatial planning in the coastal zone.

Bulleted Summary of Findings

- The countries under evaluation show varied development of actual strategies for ICZM implementation, ranging from developed, formulated strategies, such as Germany and Finland, to Poland, which is still in the process of formulating its plan. Denmark delivered a short report on its stocktaking activities, but states that the present legal framework seems to override the need to develop an ICZM-specific strategy.
- Most countries base their strategies for ICZM implementation on their formal Spatial Planning or environmental protection/ecologically-driven systems. It is often claimed, that a spatial planning framework (albeit its strong sectoral nature) provides a well-established, functioning legal framework for the increased nature protection in the coastal zone into the existing administrative processes.
- Participation from all sectors of the economy should be further encouraged, coupled with increased training, education and public awareness programmes. ICZM is not widely known on the respective administrations at local and regional levels.
- The legal and regulatory framework for ICZM in the Baltic Sea countries displays an array of different laws, measures, and authorities relevant to the coastal area management.
- Although legislation may show a relatively high protection level, as regards coastal landscapes and management practices, this does not necessarily imply an integrated coastal zone management approach.

Increased efforts to establish ICZM and sustainable spatial planning

Training, education and public awareness programmes to be strengthened

- It is perceived that the frameworks that have been or are being formulated will be adequate to manage the challenges to secure a proper balance between conservation and development of the coastal zone. Weaknesses and gaps are dealt with currently by adjusting existing laws and fine-tuning the governance structures, as well as implementing EU directives and policies.

4.3 The North Sea

The EU Member States of Belgium, Denmark, Germany, the Netherlands, Sweden and the United Kingdom are part of the Regional Sea area of the North Sea. Of these countries, five submitted a report on their respective National ICZM strategy/reporting status in due time, namely Belgium, Germany, Netherlands, Sweden and the United Kingdom. Denmark has provided a short report as late as 6 June 2006. The assessment outcomes of the respective National strategy reports, in addition to ancillary information collected to support the understanding on national situations, form the basis for the following evaluation across the North Sea countries.

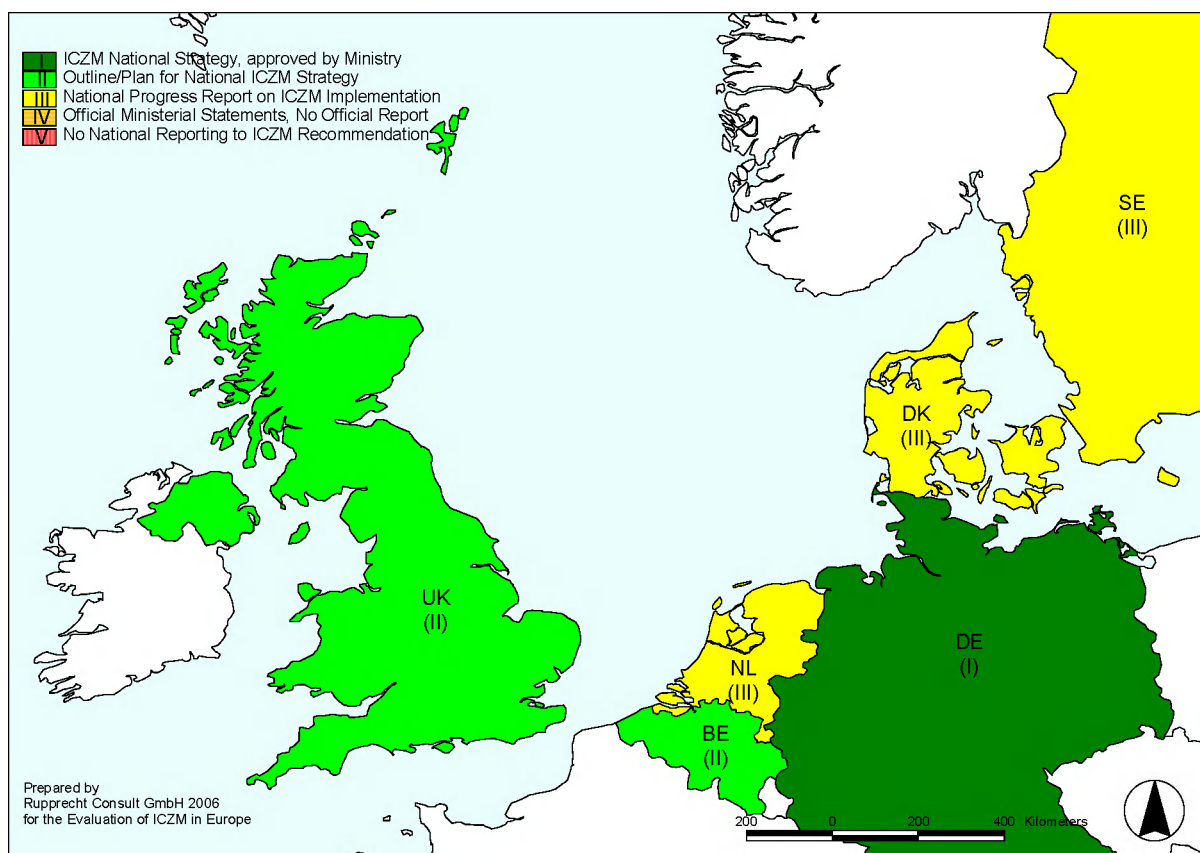


Figure 10: National Reporting to ICZM Recommendations from North Sea Countries

4.3.1 Coastal Zones and Major Coastal Issues

In contrast to the southern States of the North Sea (Belgium, Germany, the Netherlands, and Denmark), which are dominated by low-lying coastal areas, the UK has a vast coastline and a variety of different coastal systems (e.g. cliffs and low-lands). Only the west coast of Sweden can be assigned to the North Sea region, displaying a typical Nordic rocky skerry landscape. Because of the mostly low-lying nature of the coast in this Regional Sea, the paramount themes revolve around climate change and sea-level rise and their consequences.

**Climate change
and sea-level rise
are paramount
issues**

In most of the North Sea States, a structural weakness and a dominance of rural landscapes with agriculture as a main source of income is a common feature of most of the coastal areas. For instance, in the Netherlands, the proportion of the coastal zone that is urbanised is smaller than that of the rest of the country. For several coastal regions, the peripheral location far off the developing centres and from the fundamental European development axis is given. This causes a strong dependence on agriculture, fisheries and tourism, promoting an increase in the disparity between strong and weakly developed coastal areas. Furthermore, economic interests have a tendency to buy out ecological and social interests in the more peripheral locations.

In contrast to these peripheral regions, hot spots of spatial competition, mainly around the big coastal cities and their harbours exist. A case in point is Denmark, in which the 12 largest cities of the country are located at the coast. Especially harbour locations act as key economic drivers in the regional dynamics of coastal areas. In these areas, space in the coastal zone is and will remain the limiting factor (e.g., in finding the balance between coastal defence and settlements, between highly competitive use in the coastal waters through shipping, fisheries, tourism, aquaculture, wind farms, etc.).

**Strong disparity
between well-
developed
coastal areas
and peripheral
rural coastal
communities**

Maritime Shipping Activities have increased rapidly during the last decade and are expected to continue in the near future. Currently, the North Sea Region hosts one of the world's largest cargo transportation routes, e.g. to the harbours of Rotterdam and Hamburg, as well as the Kattegat area as major point of entry to the Baltic Sea markets. Policies addressing maritime safety are given high priority.

Common issues along the North Sea are the dwindling of the traditional fishery industry and the increase of maritime shipping and their associated risks. Aquaculture is increasing in importance and more so, offshore wind farm operations as alternative energy resource. All of the North Sea EU States are in the stage or have already set up offshore wind farms. How to embed these with e.g. open ocean aquaculture and to ensure safe maritime shipping is currently investigated.

Especially Belgium, Denmark, the Netherlands and the West coast of Sweden are dominated by and depend strongly on tourism and recreation in coastal areas. Being the mainspring of the tertiary sector of the economy (trade and services), tourism has a strong influence on the socioeconomic status of the coastal zone and on the environment. The improvement of quality of water has been successfully tackled by the "Blue Flag" Framework Directive guide value for bathing water quality, which had lead to the recognition, that cleaner waters also imply more tourists.

Of high relevance throughout the North Sea are the issues of resources management, species and habitat protection, establishment and management of reserves and protected areas. Nature conservation and the acknowledgement of the benefits of "working with nature" are notably of high importance in most of the North Sea States.

**Nature conserva-
tion and habitat
protection
feature high**

In a Regional Seas perspective, one other major problem concerning the North Sea is the existence of artificial boundaries/borders. This is especially prominent between the land-sea interface and at estuaries, which are shared by two different Member States. The latter calls for a “whole estuary approach” addressing the problems of consistency, compatibility and accessibility of data collection/storage methods, as well as agreements on cross-border sharing of information.

The successful establishment of such cross-border sharing of responsibilities is the Trilateral Wadden Sea Cooperation. The three adjoining nations of the Netherlands, Germany and Denmark have been working together on the protection and conservation of the Wadden Sea covering management, monitoring and research, as well as political matters. This provided the basis to set up a multi-stakeholder forum, the Wadden Sea Forum (ICZM Forum), with the request to report back to the Trilateral governmental conference. This programme and its lessons learnt can act as showcase for extended interregional cooperation on ICZM issues.

Trilateral Wadden Sea Cooperation as showcase example of successful inter-regional ICZM cooperation

4.3.2 ICZM Framework

Legislative and Policy Framework

Belgium, Denmark, Germany, Netherlands and Sweden have stated to have sufficient policy instruments in place that are capable of addressing and implementing the ICZM principles noted by the EU. The United Kingdom however has recognised that ICZM is not sufficiently addressable within the current national policy and legislation framework, but requires the national development of a Marine Bill. This is reflected in the results from the questionnaires which imply that existing management policies do not cover the coastal issues in an adequate way, most notably in the UK.

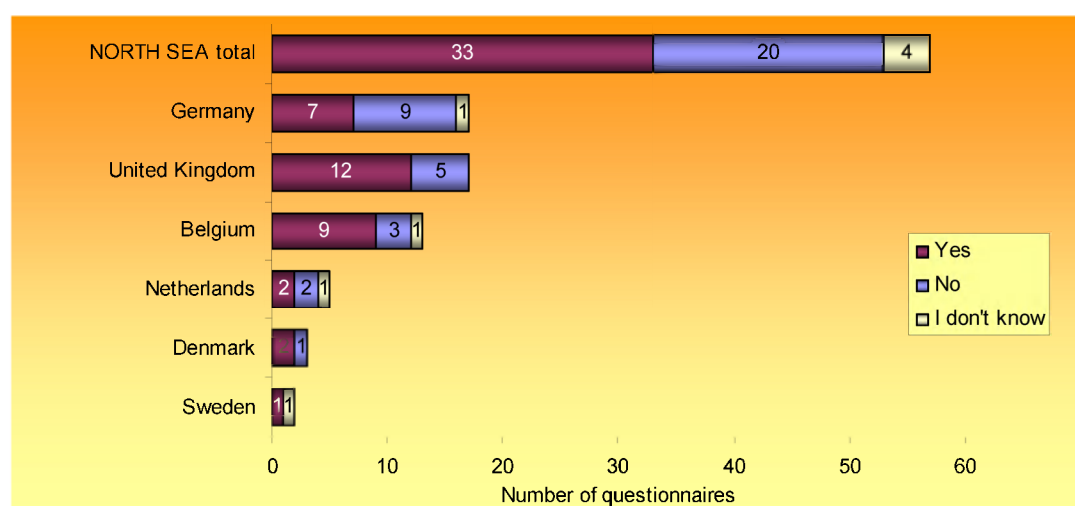


Figure 11: Response to the ICZM Evaluation Questionnaire (North Sea): In your opinion, is there a need for important new laws, regulations or policies to regulate and manage coastal zones in your country?

Thus, the EU recommendation has promoted a process of looking in more detail into the principles of integration in coastal areas in the UK. Due to a major reform of the regional and local government

structure in Denmark, ICZM issues are currently low on the political agenda. In Sweden, there is no formal process to develop and implement ICZM in the country as the traditional approach to coastal management and planning has been successful from an environmental conservation standpoint. Hence the need to introduce the ICZM approach to planning may not be considered a priority, at least not from an environmental perspective.

**EU ICZM
recommendation
fostered fresh
view on the coast**

Administrative Levels

In most cases, planning in the coastal zone is sectoral driven. In the Netherlands and in Belgium a pragmatic mix seems to be installed, in which policy is driven on a sectoral basis, but also in an issue-based context. In contrast, Sweden has a spatial planning process which is strongly centralized and uniform throughout the country with no decentralization mechanisms. The sectoral approach in the United Kingdom and Germany acts as dissector of communication between different sectors as well as disintegrator of territorial responsibilities. In most cases, leading administrations on land are the environmental agencies of the respective National States and regional planning authorities. In contrast, the sea territory falls under the National State sovereignty mandate, in which a non-environmental Federal State Ministry takes most of the planning responsibilities (e.g. Crown Estate (UK), Federal Ministry for Transport & Energy (Denmark)).

**Administrative
coastal zone
planning mostly
sector driven**

Stakeholders and Their Concerns

Several different stakeholder groups on different levels act within the North Sea region. Much of their concerns are driven by an environmental agenda - in particular the conservation of coastal biodiversity and the recognition of the need to safeguard areas of scenic beauty. However other drivers such as economic growth have become more apparent. Mainly, these pertain to facilitating economic development of industry, tourism & recreation, trade, shipping and fisheries, protection areas of scenic value, geological or ecological importance, and protecting vulnerable communities against the effects of erosion and flooding.

**Environmental
protection and
economic growth
key concerns of
stakeholders**

On the National State level, several government departments concerns revolve around sustainable development, environment protection, coastal defence, fisheries and water quality, offshore oil and gas, and offshore renewable energy. Harbours and shipping affairs, aggregate extraction and military operations are further concerns. Additionally, in the case of the Netherlands, the central government has stated its concern to create more scope in central government policy and national legislation for approaches tailored to regional circumstances and to socio-economic aspects fully into decision-making.

A number of executive agencies and non-departmental public bodies have varying levels of interests and jurisdiction over the regulation and management of the coast (e.g. English Nature (UK) or Sea Fisheries Committees (England and Wales)).

Local governments are also key stakeholders in the coastal areas. For instance, rural communities have a strong interest in issues

revolving around social deprivation, long-term unemployment, coastal demography, but also in tourism and recreation.

The academic sector is another stakeholder group, which is supported through a number of EU-funded projects. There concerns revolve around the promotion of knowledge on dynamic relationships between ecosystems economics and social processes, research on sustainable ICZM, and the promotion of alternative income sources (e.g. new marine technologies).

The stakeholders of the non-governmental sector in the North Sea surface most prominently in the Wadden Sea Forum and in the Euregio “Die Watten” (30 communal regional authorities combined to jointly consult on problems and projects).

Inter-Regional Organisations and Cooperation Structures

The OSPAR Convention is the major inter-regional mechanism that integrates the coastal zones of the North Sea States. A case in point is the UK in which this convention has promoted the recognition that the UK is embedded in a wider EU Regional Sea context and collaboration with other Member States is timely.

Successful interregional cooperation in the North Sea context is documented by Trilateral Wadden Sea Cooperation and its emanated Wadden Sea Forum, which have a reputation as being an outstanding example of international cooperation on integrated coastal zone management. Exchange between authorities and practitioners of these countries to support ICZM on the ground have taken place and have acted as positive stimulus to learning and capacity building on the local level. The three governments of the Netherlands, Germany and Denmark have voiced their intent to coordinate the integrated management of the Wadden Sea with their national strategies for the implementation of ICZM.

Additionally, a number of INTERREG Initiatives, such as the Wadden Sea Forum, concerning Transnational Co-operation on Spatial Planning and Regional Development (2000-2006) in the North Sea Region, have promoted exchange and co-operation among the North Sea States.

National governments as well as the federal states and the regional municipalities are engaged in several international boards, which deal with the coordination of economic activities and/or marine protection. These collaborations are based mainly on political agreements, not on statutory sources. Examples are the International Conferences on the Protection of the North Sea (INK), the North Sea Conferences and the North Sea Commission.

Furthermore, several international marine science programmes promote interregional co-operation, such as the International Council for the Exploration of the Sea, Global Oceans Observing System (GOOS), Group of Experts on Scientific Aspects of Marine Environment Protection, and the International Geosphere-Biosphere Programme (IGBP).

Rural communities strongly interested in advancing local livelihood conditions

Wadden Sea Forum promoter of ICZM issues across several North Sea States

Interconnectedness to Regional Development Planning Mechanisms

The European Fund for Regional Development and the adjoining INTERREG programme is a major instrument in limiting the effect of the peripheral location of most of the coastal areas in the North Sea region.

The other prominent mechanism is the cross-border sharing of responsibilities in the framework of the Trilateral Wadden Sea Programme and its adjoined Wadden Sea Forum. In this programme, an intensive dialogue among the three Member States on a regional level has been initiated.

4.3.3 Status and Effectiveness of ICZM Implementation

An ICZM regime is already in place in the North Sea region, which addresses to a further or lesser extent the 8 principles of ICZM, even though no national ICZM strategies has been formally implemented so far. The below figure and following summary table provides a detailed overview of the status of these ICZM regimes and their respective progress in the sense of the ICZM principles.

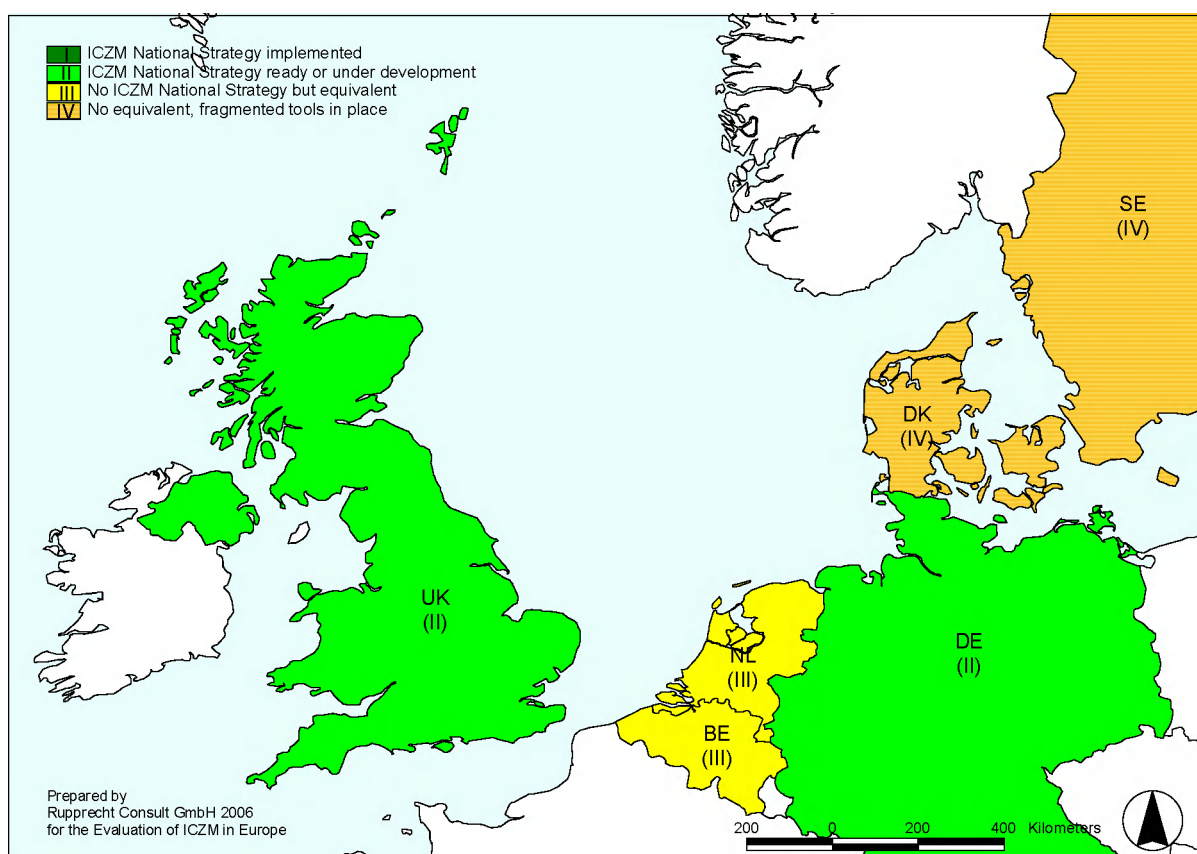








Figure 12: Status of ICZM Implementation for the North Sea Countries





The following table gives an overview on the status of implementation of the ICZM process in the North Sea countries.

Table 7: Status of ICZM Implementation for the North Sea Countries

	Status	Main achievements	Main shortcomings
Belgium	 (III)	<ul style="list-style-type: none"> ICZM Report intends to be a source of inspiration for the government to optimize its integrated policy for the coast and provide information for all actors involved who wish to acquire better insight into the efforts made so far on the coast and current lines of thinking for the future. Monitoring & sustainability indicators for ICZM set up. Identifies resources needed to optimize integrated sustainable coastal management. 	<ul style="list-style-type: none"> Very focused on economic and social drivers. The natural system has not been prominently considered to date. No structural consultation with the general population about the future for the coast.
Denmark	 (IV)	<ul style="list-style-type: none"> Identification of un-coordinated laws that act as obstacle to ICZM through survey on management practices. Establishment of network of national authorities engaged in marine environment. 	<ul style="list-style-type: none"> Little progress made since 2003 due to major structural reform of the Danish municipal system in 2007 is underway, following which initiatives on the development of a national ICZM strategy will be taken. The disappearance of regional planning authorities in 2007 is a major issue. The current coastal planning system does not integrate water/land issues, as well as the other pressing coastal issues.
Germany	 (II)	<ul style="list-style-type: none"> ICZM strategy is formulated as an informal strategic voluntary long-term mission and process statement. It shall penetrate all national planning and decision-making bodies while at the same time being an instrument for an integrated identification of development and conflict potentials and their possible solutions. Current legislative framework is capable of meeting most of the ICZM principles, however further legislative adaptation and optimisation of governance instruments are encouraged by the national ICZM strategy ICZM strategy initiated a high dialog- and communication degree and with strong efforts on public participation on the national level. 	<ul style="list-style-type: none"> Dominated by two contrasting ICZM perspectives on the national level which that have not yet been satisfactorily clarified. On the one hand, ICZM is seen as approach that supports sustainable, integrative horizontal and vertical spatial planning. On the other hand, ICZM is seen as an ecological driven approach with strong emphasis on the state-of-the-environment. The German strategy falls short to address important economic and social dimensions. Federal structure of Germany holds the risk that each of the coastal states of Germany will pursue its own ICZM plan without the essential consultation and cooperation among each other (e.g. lack of exchange between Baltic and North Sea regions)
The Netherlands	 (III)	<ul style="list-style-type: none"> Flexible, multi-criteria & issue driven process of coastal zone management The strand of ICZM information is continuously been followed up in processes employing media, e.g. e-newsletters targeting at administrative staff on national, regional and local level, considering results and input from EU Interreg projects and various often public oriented web based information portals iterative participatory and consultation approaches involving players from all relevant scales including various non-governmental interest groups and communities 	<ul style="list-style-type: none"> Not a formal ICZM National strategy developed, but current frame covers most of the ICZM principles The national report does not provide a detailed stock take for all sectors relevant in the Dutch coastal zone nor does it quote every single action taken, but a synthesis

	Status	Main achievements	Main shortcomings
Sweden	 (IV)	<ul style="list-style-type: none"> No formal process is in place to develop and implement ICZM. The main Planning and Building Act is being revised to include ICZM issues. The traditional approach to coastal management and planning has been successful from an environmental conservation stand-point. 	<ul style="list-style-type: none"> The existing "Planning and Building Act" is very focused on environmental and to some extent social aspects, whereas economic sector dimensions are weak. Very limited involvement of stakeholders from non-governmental or private sector in coastal management. This is by tradition a local government and central government affair. No significant bottom-up initiatives to expand stakeholder involvement. Co-management is not envisaged and participatory monitoring does not take place.
UK	 (II)	<ul style="list-style-type: none"> Reorganisation of legislation pertaining to the coast initiated. The Marine Bill is likely to introduce a system of marine spatial planning, streamline the existing marine consenting processes, and to strengthen ICZM tools and processes. 	<ul style="list-style-type: none"> Many of the ICZM principles still require attention, especially the aspect of long-term planning for ICZM The UK government needs to "champion" a more integrated approach to the management of coastal activities Most if not all ICZM initiatives in the UK to date have been short-term projects rather than being an integral part of an established decision-making and delivery process

Status of Implementation of ICZM Process

-  Category I: ICZM National Strategy implemented
-  Category II: ICZM National Strategy ready or under development
-  Category III: No ICZM National Strategy but equivalent
-  Category IV: No equivalent, only fragmented tools in place

A stocktake was performed in Belgium, Germany, the Netherlands and the UK, and a first strategy paper/report was produced. All of these country stocktakes looked at the existing frameworks and institutional dimensions of policymaking and management, and paid attention to the implications of current EU legislation on coastal zone management on the national scale. In Denmark and Sweden, ICZM is low on the political agenda and therefore the performed stocktake was not well detailed, and not subsequently introduced into a more detailed ICZM strategy paper. In Sweden, no ICZM Strategy exists in the country. The existing Environmental Code and the Planning and Building Act (1987) is used as a focused legal instrument addressing both environmental and social sectors and applies to both terrestrial and marine areas. This instrument is currently under review to include ICZM issues.

Belgium and the Netherlands, submitted a report which does not provide a new strategy specifically tailored towards implementing ICZM, but takes those existing policy elements of national strategies into consideration that encompass the relevant aspects for coastal zone management in the sense of the EU Recommendation. These pertain mostly to the existing strategies on spatial planning processes that have been extended to endorse ICZM in their mission statement or to provide an integrated framework, respectively. Germany has developed an ICZM strategy and placed this as a mission statement

**Institutional
dimensions
analysed in North
Sea stocktake
exercises**

onto their spatial planning act, which is believed to foster the strategic implementation of ICZM policies on all administrative and sectoral levels.

An analysis to identify the problems of the cross-sectoral sea-land interactions and what resources are needed to optimise these in the sense of ICZM was undertaken. In these countries it was recognised, that more scope in central government policy and national legislation for approaches tailored to regional circumstances should be created. The fact that there is no specifically dedicated coastal management strategy does not seem to be negative per se.

**Problems of
cross-sectoral
sea-land interac-
tions identified in
Germany**

The hierarchy of policy instruments including decentralised decision-making on the regional and local level and horizontal exchange between the administrative bodies seems to be a platform sufficiently strong to actually conduct coastal zone management in an integrative manner, especially in the example of the Netherlands. Though Denmark has reported that it has a well-functioning regulation and administration of the coastal zone, indeed no further statements are made on how the ICZM principles are addressed in the current institutional framework. However, because of a major ongoing reform of the regional local governmental structure the debate on how to possibly develop a national ICZM strategy has been postponed until 2007.

In contrast to these States, the EU Recommendation has provoked the UK to recognise that the development of a new Marine Bill is timely. The current lack of a strategic overarching National approach to their coastal zones can be related to the historically rooted “piecemeal” development of a complex system of legislation and regulation relating to ICZM, but also to the ongoing devolution process on the other hand. However, apart from this declaration of intent no further indication is given in the UK report, of how the establishment of the Marine Bill will be met.

**UK considering
a new National
Marine Bill**

At the same time, the Devolved Administrations from Scotland, Wales, Northern Ireland and England all have put up strong efforts in the development of own National ICZM strategies that are to date in different development stages. The risk of this two-track approach roots in the fact that there is no clear-cut distinction between UK national state responsibilities and Devolved Administration responsibilities of marine and coastal affairs is given. Therefore redundancies, overlap and obstacles to integrated coastal management may occur.

Major steps towards the implementation of the EU Recommendation - 2000-2006

The EU “Demonstration Programme” on ICZM during the 1990s as well as the EU ICZM recommendations stimulated manifold examinations on pressures and problems facing coasts. In its wake it was recognized in most North Sea States that the lack of land-sea integration due to the regulation system's failure to transcend the shoreline, whether from the seaside or from land acts as major obstacle to ICZM. So far, difficulties remain how to overcome this dissection, as current legislation framework in most Regional Seas States show a distinction between national level management of the

**Lack of
institutional land-
sea integration in
most North Sea
States**

sea territory and regional or local level management of the land territory.

Exempt for Denmark and Sweden, throughout the North Sea region a lively public dialogue emanated from the EU recommendation on if and how to develop an ICZM national strategy. Most notably this highly participatory process of the National strategy development was initiated in Germany, as up to the 1990ies, ICZM did not play a significant role in Germans policies at all. In contrast, the Netherlands initiated ICZM– although not always explicitly mentioned as such – even before the EU Recommendation and has been anchored to spatial planning.

**ICZM anchored
in spatial
planning in
several countries**

In the countries with a federal or quasi-federal structure (Germany and the UK), the devolved administrations/states (“Länder”) have initiated efforts in developing own “regional” ICZM strategies. The concurrent development of ICZM Strategy plans of the devolved administrations with strong efforts on stakeholder participation and public discourse can be viewed as the main outcomes of the EU recommendation.

For instance, in Scotland a long-term sustainability strategy of Scotland’s coasts and seas was published after broad public consultation in 2005. The strategy distinguished between high-level objectives and specific action-focused targets. For Scotland’s coasts and inshore waters the Scottish Coastal Forum produced a specific strategy, which was presented as a report to Scottish Ministers. It has been taken forward by the Scottish Executive via the publication of “Seas the Opportunity” in 2005, and the ongoing work of the Advisory Group on Marine and Coastal Strategy.

In Germany, for example, Schleswig-Holstein developed an own ICZM strategy already in 2003, in which main emphasis was placed on the trans-sectoral networking of individual initiatives and the promotion of wide public acceptance through information, cooperation and reconciliation. An Information and coordination centre for ICZM was established within the State Ministry of the Interior.

Several Networks have been established, e.g. Marinet in Denmark, which includes national authorities engaged in the task related to the marine environment. In the Netherlands, several networks have been established partly statutory in nature and enforcement power. In Belgium, cooperative projects, involving interested parties, and the use of indicators and studies about the coast were fostered. Since two years the coastal municipalities in Belgium have been organising their own consultation meetings between mayors, who represent the entire coast. This consultation features a six-month rotating presidency. At this political municipal consultation, priority problems are brought forward from a local perspective.

**Establishment of
national
networks**

In Sweden, ICZM issues were addressed by participation in a number of INTERREG and LIFE projects concerning integrated management and spatial planning in the coastal zone.

One major cross-boundary project is located in the North Sea area. The Trilateral regional forum of the Wadden Sea serves as successful example for participation and trust and ownership building mechanism that refers to the EU demonstration programme recommenda-

tions and fosters dialogue and consensus for ICZM and strengthening ties between Denmark, Germany and the Netherlands.

However, there are examples of interactions where integration of actions is absent or insufficient, e.g. pertaining to the development of aquaculture in sea and on land and on activities undertaken in the context of coastal defence, storm tide, predictions and warning systems. A case in point is Belgium in which recent surveys have indicated that people feel that the government poorly informs them although there is heightened awareness of coastal issues.

**Marine
aquaculture
poorly integrated
in existing
coastal activities**

In Denmark since 2003 the ICZM debate has been put on hold until the structural reform reshaping the municipal system in Denmark has come into force from January 2007. In the planning process for that reform there has so far been little attention to ICZM issues. A Danish ICZM strategy will not enter the political agenda in Denmark until some time after 2007.

Observing the Principles of Good ICZM

Most National reports have a notably focal point on environmental issues. Social, cultural and economic issues are addressed to a much lower degree, formally in economic terms. An overview is provided in the following summary table.

Table 8: Observing the Principles of Good ICZM in the North Sea

Principles of Good ICZM	Belgium	Denmark*	Germany	Nether-lands	Sweden	UK
1) Is there a holistic thematic and geographic perspective in the process?	✓	■	✓	✓	□	✓
2) Is there a long-term perspective envisaged?	□	■	□	✓	✓	□
3) Is an adaptive management approach applied during a gradual process?	✓	■	✓	□	□	◎
4) Is the process local-context specific?	✓	■	✓	✓	◎	□
5) Does the ICZM respect and work with natural processes?	□	■	□	✓	□	✓
6) Is the process based on participatory planning and management?	✓	■	□	✓	□	□
7) Does the process support and involve all relevant administrative bodies?	✓	■	✓	✓	□	□
8) Is there a balanced combination of instruments in planning and management?	✓	■	□	✓	◎	□

Level of Observance

✓	Yes, fully :	The principle is fully covered by the strategy/equivalent and in place (or close to).
□	Partly fulfilled:	Essential aspects of the principle are covered by the strategy/equivalent and in place. Serious initiatives for implementation are taken or foreseen.
⊙	Significant gaps	Only some aspects of the principle are covered or implementation is foreseen.
✗	Not fulfilled	The principle is not or only marginally covered.
▪	Insufficient information	Insufficient information available for assessment

The scoring method is explained in chapter 3 of this Report.

** Because of the ongoing reform of the municipal and regional system, no assessment could be made in Denmark*

Sustainability issues and precautionary principle although not explicitly mentioned in all cases reflect in various approaches and activities aiming at integrated management. Mechanisms for decision-making rely on participation and flexible networks to give justice to local and regional issues, as well as to stakeholder aspirations in the legal national framework.

Sustainability and precautionary principle baseline of most approaches

The importance of mid- to long-term planning is stressed, but has not been solidly established in all of the North Sea states, the main underlying reason being the prominence of political and economic short-term planning. The exception is the Netherlands, since the key feature is the very low-lying nature of the country resulting in a long-term history and vision of flood defence and protection. The west coast of Sweden has been subject to long-term programmes on ICZM that well endorse a long-term perspective in contrast to its Baltic Sea coast where gaps are felt. The lack of a long-term perspective has been clearly recognised by the UK. However, in the UK National ICZM Strategy report, not statement is made on how to overcome this significant gap.

Political and economic short-term planning as major obstacle to long-term planning principle

The principle of a balanced combination of instruments in planning and management is one of the more problematic ones, in which more efforts must be undertaken in most of the North Sea States. It is notable for instance in Germany that whilst there are several activities related to environmental issues, instruments for planning and management of social affairs seem to be the minority. Coherence between legal instruments and administrative objectives and between planning and management is not given in a formal sense, but there appears to be exchange via informal channels. Thus, despite that many activities seem to run side-by-side without the necessary interchange, these informal dialogues hold the potnetial to foster more balanced outcomes of desicions.

In terms of participation, the public is endorsed in formal routines of planning, e.g. public hearings and exhibition of development plans for pubic consultation. However, participatory planning instruments are improvable in all of the North Sea states. Generally, a strong public interest in coastal affairs can be noted. Voluntary partnerships and networks have only partly statutory character and powers. Therefore

Major shortcomings of participatory planning instruments

they should be given a specific role, financial and political support to tap on this valuable resource.

In all countries bordering the North Sea, the ICZM principles of the EU recommendation have created a stronger focus on participation in the planning process. In most States the formulated ICZM policy aims to decentralise wherever possible and keep responsibility centralised only where necessary.

For the coastal zone, this means that a regional and local approach underlies policy implementation and management, within the broader framework set by national governments. This approach requires a much higher degree and improvement of participation than traditional top-down decision-making. Thus, a largely decentralised policy and decision-making requires a new paradigm of governance on the part of national government.

How to implement such a new paradigm has been addressed differently in the North Sea States: the UK through regional coastal fora and the development of “Sub-national” ICZM strategies (Scotland, Northern Ireland, Wales and England). In Belgium, the Netherlands and Germany the public discourse is performed through public hearings, communication and workshops. In Denmark, activities towards ICZM have discontinued in 2003 due to the governmental structural reform. However, the Danish report notes that it is intended to analyse further the recommendations at a later stage. Similarly, in Sweden the traditional set up of coastal management being mainly a local government and central government affair has not been capable of resolving satisfactorily how to promote bottom-up initiatives to expand stakeholder involvement.

Thus, despite the recognition that participation plays a vital role in ICZM, most of the North Sea countries do not seem to have sufficiently installed instruments in place that can act as a vehicle for continuous and elaborative stakeholder participation, especially on the local level. Further streamlining and clarification of participative management approaches within the planning process is necessary.

Public hearings
and ICZM
workshops

Table 9: Degree of Implementation of ICZM Principles in the North Sea Countries

Degree of Implementation of ICZM Principles in the North Sea Countries	
Belgium	
1) Is there a holistic thematic and geographic perspective in the process?	There is a geographic perspective to the process that is not confined to a narrow definition of the coastal zone but includes the hinterland and catchments. There is good integration and cooperation between the academic and government sectors and some components of the private sector.
2) Is there a long-term perspective envisaged?	Although time lines are not articulated, approaches and consideration of ICZM in Belgium is closely embedded within approaches to sustainable development that are taking place in Belgium. This includes considering future scenarios of change associated with climate change and particularly the precautionary principle.
3) Is an adaptive management approach applied during a gradual process?	Adaptive management although not described as such is strongly inculcated within ICZM in Belgium primarily through an indicator approach to monitoring that feeds information back into relevant bodies.

Degree of Implementation of ICZM Principles in the North Sea Countries	
4) Is the process local-context specific?	Given the length of the coastline in Belgium only the local scale really applies. However, protection and conservation of cultural heritage and natural systems plays a strong driving force within the ICZM approach. All levels of administration are strongly involved in the process although opportunity for a public voice to be heard appear limited.
5) Does the ICZM respect and work with natural processes?	Belgium has a strongly man-made and altered coastline and there is a strong indication that future management strategies will seek to work more closely with natural processes and conserve and protect natural system to provide natural function to coastal systems.
6) Is the process based on participatory planning and management?	Participation within administrative levels good and communication to the public strong, however, avenues for public participation are limited. Opportunity for public voice in the process is currently weak but recognised as such. It appears that not all groups within the private sector are included in the process yet and unclear if there is a strategy to address this.
7) Does the process support and involve all relevant administrative bodies?	There does appear to be good vertical and horizontal integration within and between administration levels as well as some components of the private sector.
8) Is there a balanced combination of instruments in planning and management?	There is a strong balance of approaches and materials produced that inform all stakeholders of the ICZM process in Belgium that covers laws and regulations, voluntary agreements, research and education and information provision. Funding is identified as a potential barrier to a sustainable integration of ICZM within the management process of coasts in Belgium.
Denmark	
Principles 1-8	Because of the ongoing reform of the municipal and regional system, no ICZM strategy has been developed, thus no comment.
Germany	
1) Is there a holistic thematic and geographic perspective in the process?	Good consideration of sectors and levels in a geographical context. The complex interlinkage between national state and federal state authorities is well-documented and conflicting sectoral and geographical issues are addressed.
2) Is there a long-term perspective envisaged?	No explicit statement is made concerning the time horizon of the ICZM strategy, but a future sustainable development is the denominator. Climate change, sea-level rise, increase of storm events and the precautionary principle are mentioned and considered.
3) Is an adaptive management approach applied during a gradual process?	The spatial planning act allows also informal regional and trans-regional collaboration which has gained prominence since the 1990ies. Instruments endorse regional development concepts, township networks, and regional marketing. All of which are flexible and problem focused. Several programmes have been initiated that monitor the state of the coastal areas, such as the continuous spatial observation carried out by the Federal Office for Building and Regional Planning (BBR), the national-federal state monitoring programme on the status of environmental quality in North Sea and Baltic (BLMP) and CONTIS (continental shelf information system) by the Federal Office for Maritime Shipping and Hydrography (BSH). Most parts of these data are available to the public.
4) Is the process local-context specific?	Because of the federal nature of the German republic, the regional and local aspects of the various coastal states are well covered in terms of legal processes. Next, due to the heterogeneous nature of the coast (tidal dominated Wadden Sea versus non-tidal brackish waters of the Baltic), the authorities have different schemes and approaches in place to meet the challenges. The local/municipal and regional authorities' have been actively engaged in various activities related to the promotion of sustainable development and ICZM (chapter 4.7.3.). Maybe the most prominent and successful example is the communal Euregio "The Wadden" cluster of all Wadden Sea islands and the high sea island of Helgoland. Coastal protection measures are carried out through the auspice of the federal states. Cultural heritage is protected on federal state level through their respective monument conservation act and on national level by the nature conservation act which protects also historic cultural landscapes.
5) Does the ICZM respect and work with natural processes?	Chapter 3.8. of the national ICZM report deals with the problem of climate change and the related problems of maintaining the current coastline, but does not lead to a satisfactory resolution (e.g. buffer zones so far only in the suggestion stage). Strong focus is placed on the protection of biodiversity and environmental quality, indicating a strong ecological centred approach where people and their needs are mainly regarded as "impacting disturber". This is also reflected in the fact, that caring capacity assessments are not listed in the German strategy. This underlines the yet in Germany unresolved issue of whether to understand ICZM foremost as a spatial planning problem or an environmental protection tool.

Degree of Implementation of ICZM Principles in the North Sea Countries	
6) Is the process based on participatory planning and management?	The relevant stakeholders are involved to a certain degree, but in the strategy paper only limited information is provided on degree of public accessibility of coastal areas. As most of the coastal areas in the North Sea belong to the Wadden Sea National Park, it can be assumed that a rather limited access is provided. Similar situation accounts for the Boddenlandscape of Western-Pomerania. The established stepped spatial planning endorses a wide range of participation structures, such as public hearings, public display of plans and submission of complains. Public conferences, websites and workshops with focus groups were the main mechanisms for the national strategy development.
7) Does the process support and involve all relevant administrative bodies?	The spatial planning instruments in place interact already on the various levels. The report documents that there are already suitable instruments for horizontal, vertical, territorial and temporal integration during the ICZM process. However, clearer allocation of responsibilities at national and federal state level seems to be timely. A clear-cut cross-sectoral coastal and marine policy which overcomes current obstacles of the dissection of territorial responsibilities and the adjoined hampered communication between different sectors appears appropriate.
8) Is there a balanced combination of instruments in planning and management?	The German strategy report is mainly focused on the legislative outline of current management practices. In the paper their relevance for ICZM is analysed. Several informal, voluntary agreements exist on the regional level pertaining to spatial planning, but are not extensively elaborated in the report. Research and education activities currently focus mainly on the potentials of offshore wind farms as alternative income source for local livelihood, on basic science related questions to marine measurement techniques and ecological dynamics. The information gathered by the environmental monitoring programmes is mostly accessible. No information is provided on economic instruments (e.g. taxes, subsidies, incentives). It appears that most of the activities run side-by-side without the necessary interchange. It is notable that whilst there are several activities related to environmental issues, instruments for planning and management of social affairs seem to be the minority. Economic issues revolve mainly around port development and offshore wind farms as alternative income. Aquaculture is mentioned only to a very little extent. These gaps show that there is still an ample need to structure the instruments in a more coherent way.
The Netherlands	
1) Is there a holistic thematic and geographic perspective in the process?	Overall one may conclude “yes”, visible from the report at least in terms of protection, water quality and housing (urban development and tourism). The underlying exploration of the sectors as part of the sustainability indicators approach published in 2006 is even more comprehensive but it also confirms that political and management focus is on those sectors which have highest significant influence on employment and livelihood in the coastal zone.
2) Is there a long-term perspective envisaged?	<p>Yes, planning of restoration of salinity gradients has an underlying mid to long-term perspective, e.g., the long-term vision for the Scheldt Estuary looks until 2030 and combines economic (harbour access), protection (flood defence) and conservation aspects (habitats) and promotes soft solutions “more room for the river” where appropriate. Management of coastal defence and flood protection looks for sustainable solutions increasing coastal resilience in a time frame of the coming next 200 years (scientific information to feed in a.o. IPCC scenarios). Where possible this aims to build on using natural sediment dynamics and sand-based solutions as compared to focusing on hard constructions.</p> <p>The close links of ICZM with the Water Framework Directive and the Management of the North Sea ask for a mid-term perspective at least. (Time focus is 2015).</p>
3) Is an adaptive management approach applied during a gradual process?	As far as the underlying report is concerned to reflect a comprehensive appreciation of adaptive management in the coastal zone there is no complete picture. One needs to look into additional information in particular the sustainability indicator review (2006), which looks at all the sectors incl. fisheries and provides trends (whereas the submission to the Commission doesn't).
4) Is the process local-context specific?	The underlying philosophy of decentralisation of governance structures and responsibilities addresses the need for improved regionalisation and even localisation of policy making and management. This approach is in recognition of the three broad zones of the Dutch coast, i.e. Wadden Sea (Islands included), Holland and the Delta area. However, if it comes to coastal defence and water resources, the increasingly strong role of provinces and municipalities as well as the various networks involving different stakeholders indicate an appreciation of the need for even locally tailored solutions.
5) Does the ICZM respect and work with natural processes?	Flood protection considers the natural transport processes of sediments as a natural resource and engine to be employed for defence management. In terms of estuarine renaturation, opening polders to switch back into a wetland characteristic indicates a natural process perspective again not only looking at the aspects of nature conservation but in appreciation of the flood protection potential that lies in these system functions.

Degree of Implementation of ICZM Principles in the North Sea Countries	
6) Is the process based on participatory planning and management?	<p>All in all the decentralisation (see above) allows to involve different networks of authorities and stakeholders on different scales enabling a mix of competence and at least in principle to do justice to the differences between the Wadden Sea area, the coast of North and South Holland, and Zeeland.</p> <p>In terms of access to the coast restrictions are minor except that for reasons of nature conservation and habitat protection (e.g. breeding periods) there can be considerable seasonal access restrictions to certain areas but largely affecting the dunes and wetlands. Communication is usually available and acceptance by tourists is rather high.</p>
7) Does the process support and involve all relevant administrative bodies?	The ICZM process involves national down to local (municipality) government level and decentralises decision making where possible. Communication links and media seem to be appropriate for internal (authority internal) and external use.
8) Is there a balanced combination of instruments in planning and management?	Legal instruments in particular on national level provide a rather solid foundation for coastal management and the coastal zone has been recognized as a key national structure. The fact that there is no specifically dedicated coastal management strategy does not seem to be negative per se. The hierarchy of policy instruments including decentralised decision-making on the regional and local level and horizontal exchange between the administrative bodies seems to be a sufficiently strong enough platform to actually conduct integrated coastal zone management. The report however does not make a secret out of the obviously conflicting views that can lead to disagreement and require a high amount of mentoring and discourse. The underlying networks for consultation and participation seem to be appropriate to deal with these issues and foster conflict resolution, assuming that it is not just consultation but active involvement in decision-making they promote.
Sweden	
1) Is there a holistic thematic and geographic perspective in the process?	There is a holistic thematic and geographic perspective. An integrated approach is already practiced in many plans and projects, which is demanded by national legislation. Several projects have been started up by the government, local or international NGOs or other interest groups that take this integration into perspective (such as Archipelago projects; Nordre Alv Estuary Project; SAMS Project; SUCOZOMA Project and VILLNET Project). The parliament decided on 15 national environmental quality objectives in order to achieve sustainable development, many of which are relevant to coastal areas. The aim of this environmental code is to promote sustainable development. The code incorporates now 15 former environmental laws with the aim of creating a stronger environmental legislation. The Environmental Code establishes legally binding principles, including the "polluter pays" principle and the precautionary principle. However, thus far, no national authority has looked at the coastal zone in an integrated fashion, but there is recently a growing interest in this respect from all levels of government. Also, the protection of the coastal areas is still mainly seen as a hurdle to spatial planning and infrastructure development.
2) Is there a long-term perspective envisaged?	Specific ICZM projects have and still address a long-term sustainable perspective in terms of rural spatial planning and cooperation at the local and regional level. A long-term planning perspective is also present in the current spatial planning process but it is still difficult to ensure full protection of the coastal zone.
3) Is an adaptive management approach applied during a gradual process?	Yes to some extent. The present process is still rather rigid but sector plans are available. The County Administrative Board has the responsibility to develop regional guidelines and coordinate different state-sectors interests in the physical plans of the municipalities. It is important to note that the planning control system is mainly restrictive.
4) Is the process local-context specific?	It is rather limited. The responsibility for planning is at the local commune level. All municipalities must produce a comprehensive plan that covers their entire area and can be used as a decision making tool. It is mandatory that the communes consult with the County Administrative Board which provides guidance and strategic analysis and also approve the final plans and grant permissions. The municipalities are responsible for physical planning both at the comprehensive and detailed level although the County Administrative Board can intervene if decisions by the municipalities threaten national interests. Municipalities enjoy the freedom to enact their own decisions within the national and regional framework.
5) Does the ICZM respect and work with natural processes?	Comprehensive plans of the municipalities cover both land and water until the territorial border, with all their biological diversity, opportunities for aesthetic experiences and natural and cultural values. Industrial activities and recreations shall be carried out in a way that promotes sustainable development. Several former environmental laws have been turned into the new Environmental Code, with the purpose of creating a stronger environmental legislation. Specific projects, such as the SUCOZOMA Project, have and are providing local and national government with reports on findings and analysis to re-structure the problems identified in exploitation of coastal and marine resources.

Degree of Implementation of ICZM Principles in the North Sea Countries	
6) Is the process based on participatory planning and management?	Public participation is a bottom-up approach, and the influence from public stakeholders may be more formal than real, and consequently local-context specificity may be in reality limited and weak. However, the new Environmental Code enables civil societies, such as NGOs, to participate in decision making in a concrete way, rather in the usual reactive way. Recently, NGOs have become more active in the planning process, especially trying to protect certain areas for natural and cultural purposes. In addition, spatial planning involves public participation, with public phases during which the planning proposals are made public and to which objections can be made, if any. This public information in the planning process is regulated by law. In this regard, public access to information is very high.
7) Does the process support and involve all relevant administrative bodies?	Yes, the relevant administrative bodies in central, regional and local government are involved. There are three relevant levels of statutory planning: the central government, the counties and the municipalities. The municipality has the most overall responsibility, but for more special sector planning it can be the regional level or even the national level that is responsible. However, a need is being felt to invoke more ICZM in municipal planning.
8) Is there a balanced combination of instruments in planning and management?	The National environmental code is meant to take into account the development within environmental policy. Legislation is used as a tool for reaching the environmental objectives, while the spatial planning is the instrument to achieve these goals. In spite of this, however, there is no overall national legislation specifically for coastal zone planning. On the other hand, there is a long planning tradition and comprehensive planning is used as a tool for integrated planning. A regional planning programme or policy, established by the county administration, could be an appropriate management tool. Weaknesses occur in the problem to get financial means to achieve an active continuous planning, keeping the plan up to date. Also there is a lack of environmental data to fulfil the demands of the Environmental Code. In the meantime, there is an increased awareness on the national level, but the municipalities are supposed to plan for the coastal areas and here ICZM is not a well known expression. Thus the municipalities should be promoted to let them act with their own power. HELCOM recommendations are being incorporated into the Swedish environmental policies as much as possible.
United Kingdom	
1) Is there a holistic thematic and geographic perspective in the process?	There is consideration of sectors and levels in a geographical context, but strongly ecological centred. A complex interlinkage between the different institutional authorities on the various levels of the National Government and the Devolved Administrations is documented in the attached stocktake. However, most of the proposed new legislation concerning the Marine Bill deals with areas that are mainly concerned with marine related issues. Specific coastal issues, such as how to integrate land-sea interactions, are not well addressed.
2) Is there a long-term perspective envisaged?	No long-term perspective is established so far, but this lack is clearly recognised. However, in the UK National ICZM Strategy report, no statement is made on how to overcome this significant gap.
3) Is an adaptive management approach applied during a gradual process?	The principle of adaptive management is not mentioned in the ICZM Strategy report and only covered in the Stocktake to a limited extent. In the latter document, it is noted that changes in management systems in the UK about when problems with existing arrangements emerge. It is reactive such as in the case of the development of oil spill contingency planning along the Welsh coast which evolved as reaction to experience gained in dealing with a number of shipping accidents and associated oil spills.
4) Is the process local-context specific?	On the administrative level coastal management on land is primarily the responsibility of Local Government bodies. The introduction of a new terrestrial planning system (since the stocktake) requires the development of new Regional Spatial Strategies and Local Development Frameworks, which are contributing to a more integrated approach. However, in the absence of any statutory basis for ICZM processes on the local level, the driving force behind many ICZM initiatives has been a desire to tackle issues of local concern. These are often dealt with by the local to national coastal forums and partnerships, which had made ICZM relevant to local people but also has encouraged the development of practical solutions. The draw-back of the voluntary nature of this approach is that some of these local initiatives lack an involvement of all sectoral interests. They are prone to 'consultation fatigue' as a result of the large number of initiatives, and face the problem of a limited pool of people with the relevant expertise and time. Being voluntarily, decisions made on the local level are at risk to get bypassed by the authorities as the local initiatives lack adequate resources and political support from higher administrative levels. The lack of consistent or sustainable funding is a further obstacle to local specific ICZM.
5) Does the ICZM respect and work with natural processes?	Throughout all provided documents, the importance to work with the natural processes is recognised. The most prominent example, where this principle has been followed and implemented is the case of shoreline management. The emphasis given to working with natural processes in the development and review of Shoreline Management Plans shows that this approach has become an accepted practice in the UK, at least in the area of coastal protection and flood defence.

Degree of Implementation of ICZM Principles in the North Sea Countries	
6) Is the process based on participatory planning and management?	In the ICZM strategy report (attached to the ICZM National report) participation is understood foremost as being a consultative/informative activity, notably always coming last in the paragraphical order. The sectoral listing of visions, e.g. biodiversity, water quality, etc. makes the visions repetitive. No strategy is explicitly stated on what instruments may be introduced to enhance participation on all levels.
7) Does the process support and involve all relevant administrative bodies?	The UK has a complex system of legislation and regulation in place, which relates to ICZM. The different sectors and levels are not nested within a coherent structure and have a limited endorsement of issues related to the land-sea interface. The inappropriate and uncoordinated sectoral legislation and policy, often working against the long-term interests of sustainable management of coastal zones has been recognised and tackled by the current development of a National Marine Bill. The regulatory regimes for considering and licensing certain types of marine activities in the sense of ICZM are to date not streamlined due to the current rigid bureaucratic systems and the lack of coordination between relevant administrative bodies.
8) Is there a balanced combination of instruments in planning and management?	The necessary mix of instruments to deliver ICZM is not stated in the National report, but is briefly elaborated in the stocktake. Coherence between legal instruments and administrative objectives and between planning and management is not given to date on the UK National level.

4.3.4 Scope and Implementation of ICZM on the Regional Sea Level

The following sub-chapter focuses on those ICZM elements, which are viewed as being most relevant on the regional seas level. Of special interest is the degree of scope and implementation of these elements in the country towards a regional sea's context. This cross-country analysis emphasis on the respective national levels whether there is scope for and existing implementation of bi-and/or multi-lateral agreements. The issues of cross-integration of different institutions from local, regional to national and international levels are another focal point in this chapter. Therefore the scoring in these elements (see table 9 below) may differ from the country-case assessment of the ICZM principles in the previous chapter 4.3.3.

- ICZM element "Strategic Approach" endorses aspects of whether and how far the respective country has considered this element to be of relevance to a regional sea policy, e.g. achieving an integrated system that will function across the different jurisdictions that cover the coasts and estuaries of the respective regional sea.
- ICZM element "Participation" covers aspects beyond the scope of local participation, but looks more on whether there are mechanisms in place that provide dialogue arenas across national borders, e.g. "whole estuary approach". Similarly,
- ICZM element "Holistic Approach/Integration" looks on the transboundary issues at the land-sea interface and the inclusion of the hinterland in a regional seas perspective.
- ICZM element "Governance" endorses the improvement of horizontal and vertical integration for better-concerted action across political levels, as well as considers the balance between different interests, e.g. nature conservation, economic growth and social welfare, in a regional seas perspective.
- ICZM element "Regional Policy" looks on the existing instruments and mechanisms that foster a joint collaboration on

problems and concerns on a regional basis. Special attention is given on existing or planned common policies that hold the potential for orchestrated actions on the regional sea level.

Table 10: Scope and Implementation of ICZM Elements in the North Sea

ICZM Elements	Belgium	Denmark *	Germany	Nether-lands	UK	Sweden
Strategic Approach	✓	□	✓	✓	□	□
Participation	□	□	✓	✓	□	⊙
Holistic Approach / Integration	✓	⊙	✓	✓	✓	□
Governance	□	□	□	✓	□	□
Regional Policy	✓	□	✓	✓	□	⊙

Level of Observance

- ✓ Yes, fully The ICZM element is fully covered and in place (or close to).
- Partly fulfilled Essential aspects of this ICZM element are covered and in place; Serious initiatives for implementation are taken or foreseen. Convincing activities are planned.
- ⊙ Significant gaps Only some aspects of this ICZM element are in place or implementation is planned.
- ✗ Not fulfilled The ICZM element is not or only marginally covered.
- Insufficient information Insufficient information available for assessment

The scoring method is explained in chapter 3 of this Report.

* Scoring for Denmark extracted from auxiliary data sources

Strategic approach

A key challenge for the future will be achieving an integrated system that will function across the different jurisdictions that cover the coasts and estuaries of the North Sea region. In all of the countries, some degree of strategic approach in coastal planning exists. Sustainable development in recognition of the interplay of natural and socio-economic processes features strong in most of the decisions/activities and approaches.

In Germany, strategic key principles and mechanism, which shall be addressed in the future, revolve around good integration, good participation and communication, and knowledge transfer. These four mechanisms are quoted to hold the potential to solve most of the conflicting issues of space, water and labour. These shall be improved on national as well as on state and regional/local level. In the Netherlands, a strategic approach chosen for coastal flood protection is to give priority to sediment-based measures rather than artificial structures 'soft wherever possible, hard only where necessary'. This supports 'dynamic preservation' by allowing natural processes to be

Challenge of streamlining integrated systems that function across different jurisdictions

Strategic approach for coastal flood protection in the Netherlands

employed as best as possible under consideration of social, ecological and economic goals.

In Denmark, according to the available auxiliary data, an assessment of the scope of existing management regulations pertaining to the coast was initiated and documented. The importance of careful planning and administration is recognised as well as the promotion of better common understanding between regional and local authorities.

In the UK, the most prominent issue which has not yet been satisfactorily addressed in a strategic approach revolves around the promotion of long-term planning for ICZM. So far, most if not all ICZM initiatives have been short-term projects rather than being an integral part of an established decision-making and delivery process. Improvement is also intended to deliver a more holistic management on the ground and to enhance appreciation of coastal issues through a greater consultation with stakeholders at all levels.

In Belgium there appears a resistance to identifying a strategy specifically under a label of ICZM but instead a preference to utilise existing strategic development mechanisms with a greater degree of integration of sectors and stakeholders coupled with a greater consultative process.

Sweden is strongly focused on environment and to some extent social aspects, whereas economic aspects are not well covered and improvable.

**Sweden strongly
focussed on
environmental
issues**

Participatory Methods

In most countries bordering the North Sea, participation in the ICZM national strategy process was mentioned but not well-documented or elaborated in the respective reports. This information gap was covered by the auxiliary data and interviews. For instance, Germany has stimulated a wide public debate via several open conferences and workshops with selected groups, in which governmental, NGOs and private sector representatives were invited. A broad range of institutions, federal and State ministries, administration, research institutions and NGOs were represented. Furthermore, experts were invited to the conference to provide international input. All minutes of meetings of the various groups were displayed in the internet and the National Strategy was presented to the public in a conference held in April 2006. On the regional North Sea level, participation has surfaced prominently in the Wadden Sea Forum and the Euregio "The Wadden". This is also well reflected in the questionnaire results, in which Germany has gained mostly positive replies, compared to the UK or Belgium, where the replies have been more diverse. However, the general trend implies that most of the North Sea states have undertaken some efforts in stakeholder participation.

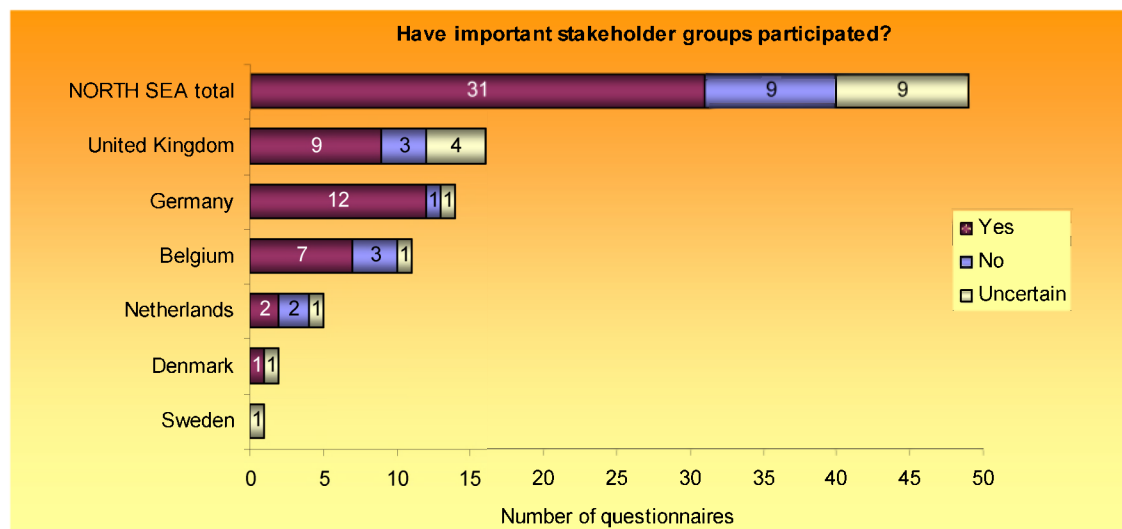


Figure 13: Response to the ICZM Evaluation Questionnaire (North Sea): Do you feel participatory methods were sufficiently used in preparation of the national ICZM strategy?

The Dutch government aims, by implementing its spatial policy, to decentralise wherever possible and keep responsibility centralised only where necessary. For the coastal zone, this implies that a regional and local approach underlies policy implementation and management, within the broader framework set by national government. This approach obviously requires a much higher degree of participation than traditional top down decision-making.

The UK ICZM strategy report gives only little information on the process of how the “involvement of all parties” in coastal planning and management strategy development was facilitated and encouraged, especially on national and regional level. However, on the UK local level, local non-regulatory actions can look back on a long tradition, by which many organisations, groups and individuals are engaged in coastal management issues throughout in the UK.

Because of the voluntary nature of such coastal partnerships, there is a risk that these get bypassed during decision-making, as so far no statutory hearing process is in place to communicate between national and local level interests. Interestingly, on the devolved administration level, more emphasis on participation during the ICZM strategy development process can be noted, such as the strong efforts of the Scottish Coastal Forum (SCF) to involve all relevant government bodies as well as the public in several meetings, number and quality of reports and papers, and the well maintained website of the SCF, which raised the SCF profile. Similar efforts can be observed for the other devolved administrations.

Regional coastal partnerships in UK at risk of being bypassed in decision-making due to their voluntary nature

In Belgium, there are well defined mechanisms and programmes of education and awareness building for ICZM and the political structure in Belgium ensures that there is fairly strong bottom-up voice within the decision making process. But although programmes have been successful in building a greater level of awareness and understanding within the general public on coastal issues and the need for ICZM, they have not been given strong participation in the administrative

processes to date. It is not clear to what extent the public has a subsequent voice within the decision-making and consultative process. In Denmark, according to the available material, public hearings are part of the Planning Act process. Sweden has a long tradition of local government and central government planning and implementation of coastal management issues with limited involvement of stakeholders from non-governmental or private sectors. So far, there are no significant bottom-up initiatives to expand stakeholder involvement.

Holistic and Integrative Approach

In this category, all of the North Sea States with the exempt of Denmark and Sweden have reached the highest scoring. In the case of Denmark it was found that there were major problems in the integration of planning in land and sea areas. Horizontal and vertical integration can be found in places, but not necessarily directed towards the coast. Because of the current structural reform no further statement can be made, if and how these integrative obstacles will be met in the future. In Sweden, no national authority has looked at the coastal zone in an integrated fashion, however such integration is practiced in many plans and projects, but not on the national level targeting on the North Sea region. The dissection of transboundary issues at the land-sea interface and the exclusion of the hinterland have been identified as one of the key weaknesses of the current management regimes in most of the countries. It was recognised that it is not sufficient only to establish ICZM on the local and regional level, as there are aspects in the coastal development that require the commitment of the national level as well. All States, including Denmark and Sweden have committed themselves to the principle of sustainable development. The EU-Water Framework Directive (WFD) although not explicitly mentioned in most of the reports has an implication for both ICZM and a Regional North Sea Management Strategy.

Stronger focus on transboundary issues at land-sea interface required

Governance and Management Structure

Germany and the Netherlands state that there are already sufficient structures and instruments in place but the need for better-concerted action across political levels is exposed. In Germany, several activities of relevance to ICZM have been already initiated on the national as well as on the federal state level, such as the improvement of horizontal and vertical integration. In the Netherlands, it is intended to reduce national influence where no major vulnerability functions are at stake and no major financial input is required. Market forces shall play a stronger role. This decentralised governance structure seems appropriate allowing flexible and better-accepted solutions.

In contrast, in Sweden the governance process is intended to remain driven by the central government in a top-down fashion. It is strongly weighed in favour of environmental protection interests rather than the introduction of new economic activities or the expansion of existing ones. Issues such as improvement in the livelihood and the provision of employment to coastal communities are weakly reflected in the spatial planning Act in Sweden. The UK is currently undergoing

Coastal fora in the UK

a re-organisational phase following the devolution process since the mid-90ies. To achieve integration between the different existing sectoral-based management bodies mechanisms to improve communication and co-ordination were installed that led to the establishment of several coastal groupings (commonly known as fora), at national, regional and local levels. These fora were established in England, Scotland, Northern Ireland and Wales.

In Belgium, there is to-date no explicit intention to develop policy or legislation under a label of ICZM, but rather to attempt to inculcate principles of ICZM within existing policy and legislative implementation and within the development of new policy albeit that this will remain focussed on traditional sector areas. Notwithstanding this, organisational structures have been established that have a clear mandate to use principles of ICZM within activities relating to the coastal zone.

In Denmark, several problems related to the vertical transfer of responsibilities between different administrative levels as well as horizontal integration still needs to be resolved. So far, these issues have not been politically processed, but have been recognised as lack by the Danish government.

Regional Seas Specific Policies

The OSPAR Convention has a clear mandate to foster a joint collaboration on problems and concerns on a regional basis. All of the North Sea States have contributed to this convention to a higher or lesser degree. More specifically, the Trilateral Wadden Sea programme has introduced recognition among the three participating States that a common policy to the Wadden Sea area is timely. This has lead to the declaration of orchestrated actions to protect the Wadden Sea. Thus, for the North Sea, the German Regional Sea policies rank higher, in contrast to the Baltic Sea situation. Denmark has been actively involved in the Wadden Sea programme and therefore has, despite the current structural reform, a higher rank for the North Sea Region context.

**Declaration of
joint actions for
the protection of
the Wadden Sea**

4.3.5 Conclusions on the North Sea Region

In all Member States bordering the North Sea, a set of planning instruments and mechanisms are in place, which address ICZM issues to some extent. Besides Denmark and Sweden, where ICZM is currently low on the political agenda, all North Sea States are aware of the specific role of their coast and the difficulties of adequately managing such complex, dynamic systems. Whereas some of the ICZM principles feature high in all countries, e.g. the elaboration of local-context specific processes, the recognition of sustainability and the precautionary principle, others are yet improvable, i.e. the use of the adaptive management principle and the balanced combination of instruments within the planning and management process.

In this respect, participation is a major asset that requires further optimisation. Through the OSPAR convention, the Trilateral Wadden Sea Programme and the Irish Sea project, the ground is laid to intensify collaboration and exchange on a regional seas basis. These may act as window-of-opportunity to streamline the respective ICZM

national efforts to promote further cross-boundary sharing of information, communication and management in the coastal zones.

Bulleted Summary of Findings

- All six EU States (Belgium, Denmark, Germany Netherlands, Sweden, and the United Kingdom) that border (to some extent) the North Sea delivered a national report on the National ICZM efforts which have been assessed.
- One of the key obstacles to ICZM is the current strong legislative separation between land and sea- based activities in many of the North Sea countries.
- National coastal forums should be established that have a permanent structure and more funding and long-term staff. They should report on a regular basis to the respective National Government but also link national activities and foster Regional Sea communication and exchange.
- Regional Sea Partnerships of key bodies such as National coastal forums could have a role by facilitating stakeholder participation and dialogue in any future system of marine spatial planning.
- Voluntary partnerships should be given a specific role, financial and political support.
- Further the progress on international agreements such as the OSPAR Convention.
- Promotion of training, education and awareness programmes on the Regional Sea level (EU programme on communication and exchange between Member States of a Regional Sea, e.g. exchange of practitioners, facilitating interregional and trans-national co-operation on coastal issues).
- Address the problems of consistency, compatibility and accessibility of data collection and storage methods, as well as agreements on cross-border sharing of information in a Regional Seas context.
- Develop a set of sustainability indicators that is regularly assessed on the basis of careful monitoring of the coastline and other Information could provide the basis for a regular national reporting system to the EU, based as far as possible on data which are simple to collect.
- Use synergies between ICZM and Water Framework Directive (WFD) principles (e.g. public participation as key to ICZM and a requirement to WFD and the use of existing coastal observations).

4.4 The Atlantic Coast

The following European Member States are bordering the Atlantic Ocean: United Kingdom, Ireland, France, Spain and Portugal. So far, four countries have submitted a report on their strategy for ICZM at the national level: France, UK, Spain and Portugal - the reports of the last three include a chapter on stocktaking. Ireland has not delivered a report but has rather a National Spatial Strategy in place.

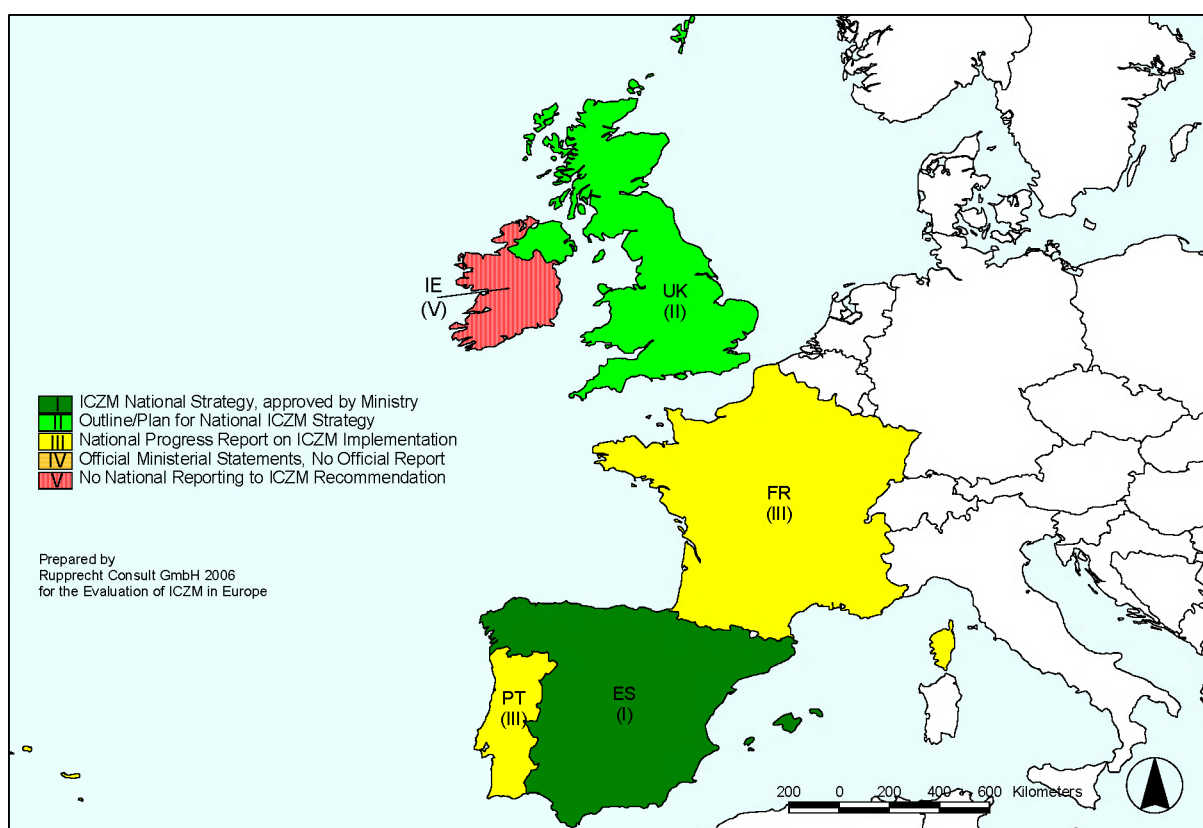


Figure 14: National Reporting to ICZM Recommendation for Atlantic Countries

4.4.1 Coastal Zones and Major Coastal Issues

The Atlantic coast in the respective countries is very diverse and all kinds of coast occur: Sandy beaches, rocky shores, estuaries etc. This makes it difficult in some areas to give a sound definition of the coastal zone. The five countries included here have thus come to quite different approaches how to define the coastal zone and coastal issues and where to set the limitations.

In France the coastal zone is not delimited by a fixed boundary definition. Within the Law Littoral (86-2) the coast – littoral - means the territory of coastal "communes", but this is based on land planning and not on marine regulations where the sea bottom cannot be considered as part of a commune's territory. Over the past generation there has been a marked change from traditional industries (centred on fisheries and agriculture) to tourism, a place for retirement and

**Change from
traditional
industries to
tourism and new
technologies**

new technology industries creating conflict for space, uses and expectations of the coastal environment and “experience”.

Other issues centre on quality of environment that largely result from a conflict between the needs and pressures of “traditional” coastal industries with the expectations arising from the new economies of the coastal zone where perceptions of a “pristine” environment prevail. In general, water quality is considered a principle source of concern, particularly in relation to pollution from oil and river borne pollution of nutrients and heavy metals that often may originate from outside coastal areas. The other principal issue is competition for a space that is under constant change, pressure and dynamics from both natural variables as well as anthropogenically driven change. Climate change is also an emergent pressure.

**Water quality
and competition
for space as
main sources of
concern**

There is no formal definition of the coastal zone in Ireland either, but in practice it would appear to be emerging a consensus that the zone is delimited by the nature of environment and management needs that seldom corresponds with existing administrative or planning units. Coastal issues of importance include: development, agriculture, fishing and aquaculture, tourism and recreation, waste disposal, water quality, renewable energy sources, off-shore resources, dredging, coastal industry, ports and harbours, conservation, erosion and flooding and preservation of archaeology heritage.

Portugal has established four categories to describe different ranges in the coastal area:

- 1) The "littoral" covering the complete EEZ at the marine side and all terrestrial area influenced directly or indirectly by the sea.
- 2) The "Zona costeira" ranging at the seaside from the 200m depth line to the interior as far as tides, waves or winds reach and have an influence.
- 3) The "Orla costeira" being a stretch along the coast which is under direct influence of the sea's activity, and
- 4) The "Linha da costa" as a reference line defined as the mean height of sea level.

ICZM issues are mainly related to the coastal border (orla costeira) and coastal zone (zona costeira). The Portuguese continental coast has been divided into nine regions, that are subject to coastal zone use plans, the so-called "Planos de Ordenamento da Orla Costeira" (POOC, Resolution 86/98). The major issue in the coastal zones is tourism and all related problems and opportunities. There is a strong gradient with increasing importance and problems from north to south. Major tourism industry is situated in the southern regions, and here is where severe problems with irregular house building, water supply and urbanisation occur. On the other hand, tourism provides many opportunities for employment and regional development.

Another major issue is maritime transport with port development along the Portuguese coast supporting a growing economy in freight and passenger transport.

The Spanish Shores Act's (*Ley de Costa*) definition of the coast is much narrower and only covers the shore of the sea and its inlets, including the foreshore between high and low water marks, the banks of tidal rivers and low-lying land that is at least occasionally flooded by the action of the sea. The Spanish report reflects on three groups of coastal issues, the environmental group (urban sprawling and "cementation" of the coast, the change of coastal dynamics, the reduction of the quality of water bodies, the degradation of ecosystems and habitats, environmental risks along the coast, and the loss and degradation of landscape along the coast), the socio-economic group (urban and touristic trends and perspectives, fisheries and aquaculture, water sports activities, maritime transport, regional development, new opportunities (energy from wind and wave plants, desalination plants), and the governance group (preservation of marine-terrestrial public domain along the coast, laws and institutions, distribution of competencies and responsibilities, administrative coordination, and transboundary coordination).

The coast of UK is of considerable contrast and makes a general definition of the coastal zone difficult. The coast is described therefore in the UK stocktake foremost in general geographical terms as "*an area of dynamic transition where land and sea interact and which includes both the landward margin and inshore waters*". Hence, each of the devolved administrations of the UK, namely Wales, Scotland, Northern Ireland and England, have set different definitions for the coastal zone. One major problem throughout the UK pertains to the climate change and its related issues, such as sea-level rise and, accordingly, the increase of coastal erosion.

Another major issue has been recognised and addressed specifically in the Irish Sea pilot project that had been launched in 2004 up to 2006. As the Irish Sea falls within the area of the North Western Waters Regional Advisory Council and a specific Irish Sea working group, mainly involving stakeholders groups from the UK and Republic of Ireland, has been established. They are specifically expected to advise the Commission on fisheries management issues within the area.

It is evident from the reports that the main problems along the Atlantic coast are connected with tourism and maritime activities (ports, transport, ship building), to a lesser extent fisheries and aquaculture as well as agriculture and urbanisation. Tourism and port industry are, up to a certain degree, conflicting because both are space demanding, but in addition tourism seeks for pristine, environmentally healthy areas while ports are striving for expansion and need maintenance of infrastructure (dredging, bank protection etc.).

**Main problems
along Atlantic
coast connected
with tourism and
maritime activities
(ports, transport,
ship building)**

Tourism and port industry are also mainly responsible for pollution and land devastation problems. Tourism causes tremendous problems of water pollution and shortage, especially in the southern countries (see EEA, 2006). The problem areas tourism and urbanisation (house and road building) are closely linked and especially in Portugal and Spain have reached a critical threshold. No functioning spatial planning is in place to guarantee a balanced planning mechanism taking into account different sectors as requested by Urban Thematic Strategy.

Climate change is an issue in the Atlantic region, but not recognised as such in all countries. Those countries with more lowlands (Ireland, France; EEA, 2006) feel more vulnerable than the others and are more concerned. But also Spain and Portugal are vulnerable to climate change as it will enhance problems such as increasing temperature and drought and this will impact tourism, water supply and agriculture! Ground water is overexploited already in the two countries causing salt water intrusion along the southernmost coasts (EEA, 2006).

Long-term issues such as climate change low on agenda

On the other hand the sectors mentioned above are, in the same order, the major opportunities for the coast. The coastal zones normally belong to the least economically developed regions in Europe (EEA, 2006), and attraction of mass tourism has been identified as the major economic tool to improve the situation along the Atlantic coast. Tourism and ports produce the highest employment and income in the countries' coastal zones, while traditional uses such as agriculture and fisheries are decreasing in job opportunities. The boosting development of hotels and resorts along (especially) the southern Atlantic coast has created a great demand for employees in the service area and substituted other sectors.

Sectors of concern are also those providing the major opportunities for the coast

The Atlantic coast doesn't play the major role in European port industry, but a couple of medium sized ports have developed and gained a regional role for transport of goods and passengers. Strengthening of the connection to the hinterland would improve the role of the ports and further stimulate their development. Expansion of ports, however, puts pressure on use of coastal space and increase water pollution by ship related waste (ballast water, intrusion of alien species, oil spills).

4.4.2 ICZM Framework

Legislative and Policy Framework

The main instruments in most of these countries are the spatial planning laws (France, Ireland, Portugal). In Spain there is a special 1988 Shores Act that is referred to in the National strategy. There is a similar law in France dealing with coastal issues (Loi littoral), that also can be seen as a predecessor for the National Strategy.

Spatial planning laws are main legal instruments in coastal zone

There is no special legal/policy agreement in place for the five Atlantic coastal countries. OSPAR covers the whole Northeast Atlantic including the North Sea, but it does not really focus on ICZM. Regional agreements and cooperation exist on a smaller level between Ireland and UK in the Irish Sea and between Portugal and Spain.

Results from the questionnaires imply that existing management policies do not cover the coastal issues in an adequate way. Responses from all countries show more negative than positive answers.

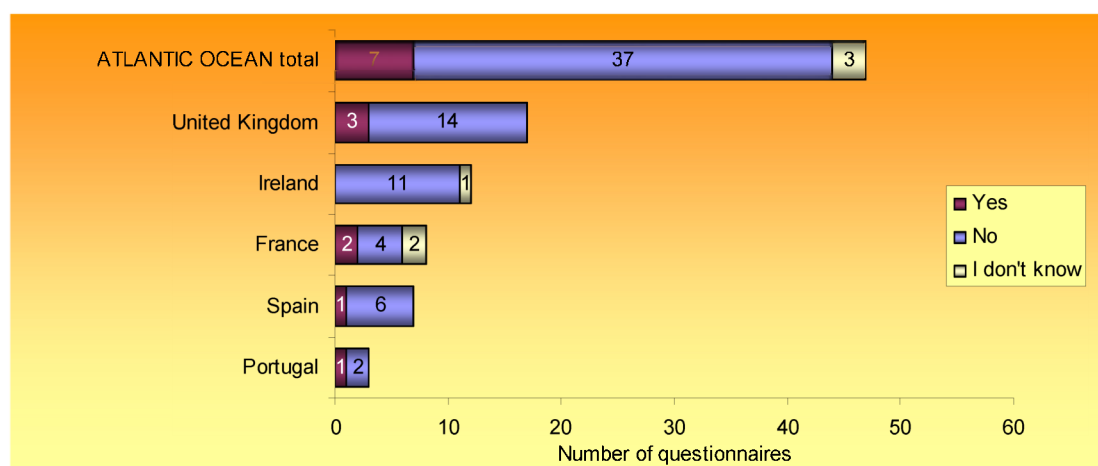


Figure 15: Response to the ICZM Evaluation Questionnaire (Atlantic): Do you think that coastal management policies of your country adequately consider the above mentioned coastal issues?

Administrative Levels

Leading authorities on a national level in the ICZM process in the five countries are the ministries for Transport and for Environment: France: Ministère de l'Équipement, des Transport et du Logement and Ministère de l'Aménagement du Territoire et de l'Environnement, Ireland: Department of Communications, Marine and Natural Resources, Department of Community, Rural and Gaeltacht Affairs, Department of Environment and Local Government and others, Portugal: Instituto da Água in the Ministério do Ambiente, do Ordenamento do Território e do Desenvolvimento Regional, Spain: General Directorate of Coasts in the Ministry of Environment, UK: no strategic system involved. These authorities execute the legislative framework for the coastal management. The practical work is done on the municipal or regional level, where a variety of institutions and authorities is involved.

Countries such as Portugal or Spain still seem to be very centralised in their decision making processes. The need for de-centralisation is recognised, but traditional structures still remain to be dominant and have to be overcome. The most diverse case of responsibilities appears to be found in Ireland. However it is argued, that the ongoing process of de-centralisation in this case is not helpful for the implementation of ICZM.

**Need for
de-centralisation
recognised**

The link between spatial planning and ICZM has been established in most countries by at least accepting principles of ICZM in planning processes, and in using ICZM tools in cross-national projects and problems.

The institutional structure in the different countries is formed after the needs for spatial planning etc. No special structure for ICZM is present. Countries have in some cases (France, Portugal, Spain) started to modify this structure towards a better fit for tasks in ICZM. However, this re-structuring or modification is in the very beginning.

Also decision-making responsibilities are not re-organised towards ICZM for each institutional level.

Stakeholders and Their Concerns

The main stakeholders along the Atlantic coast are tourism and ports, to a lesser extent fisheries and aquaculture as well as agriculture. They are mainly responsible for pollution and land devastation problems. Tourism, ports and aquaculture are competing for coastal land and labour. On the other hand these sectors are also, in the same order, the major opportunities for the coast. Tourism and ports produce the highest employment and income in the countries' coastal zones.

In UK and Ireland Offshore Industries have a major interest in the coast, particularly in the Irish Sea. Accidental spills of oil and gas, but also sand and gravel mining are of great concern and may impact fisheries and tourism.

Possibilities for stakeholders to bring in their complaints are not going beyond those instruments already foreseen in the spatial planning processes, i.e. public hearings and display of spatial plans. Further ICZM-like instruments are not reflected in the strategies. This is also reflected in the results of the questionnaires with a large part of answers being not satisfied with the involvement of stakeholders.

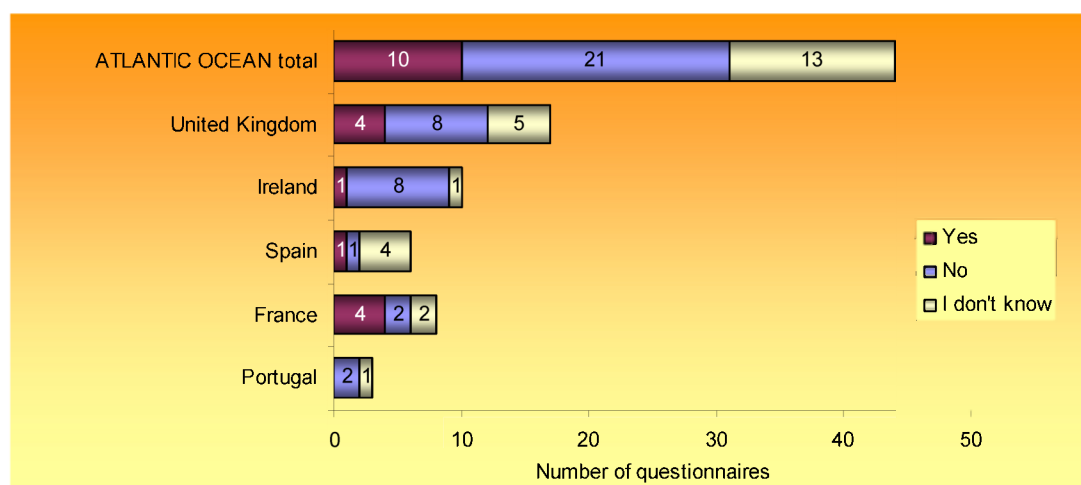


Figure 16: Response to the ICZM Evaluation Questionnaire (Atlantic): In your opinion, have the main interests of the stakeholder groups been considered in the preparation of your country's ICZM strategy?

Inter-Regional Organisations and Cooperation Structures

There are no inter-regional organisations dealing with development in coastal zones along the European Atlantic coast. On a smaller regional level within a country, administrative bodies exist for certain areas: Spain has adopted the principle of river-basin management units for water management, Portugal has divided its coast into nine sections that form administrative units. In the UK the Irish Sea Pilot Programme is a case for an interregional cooperation. But this is not institutionalised. For Ireland, reference should be made to the role of

the British Irish Council, which has ICZM as an agenda item in this bi-lateral cooperation. The French report doesn't give any hint for interregional structures.

Interconnectedness to Regional Development Planning Mechanisms

On a regional seas level there are no mechanisms to interconnect planning and development. There are some examples for bilateral and small scale regional interconnectedness such as between Portugal and Spain or Ireland and UK in the Irish Sea, but no multinational platforms are available.

**No mechanism
on regional level
interconnecting
planning and
development**

4.4.3 Status and Effectiveness of ICZM Implementation

No ICZM strategy has been implemented formally in the 5 countries, but first steps have been taken mainly based on existing spatial planning. Spain has targeted the full implementation for 2008, some actions have already emanated from the national strategy.

The following figure gives an overview on the status of implementation of the ICZM process:

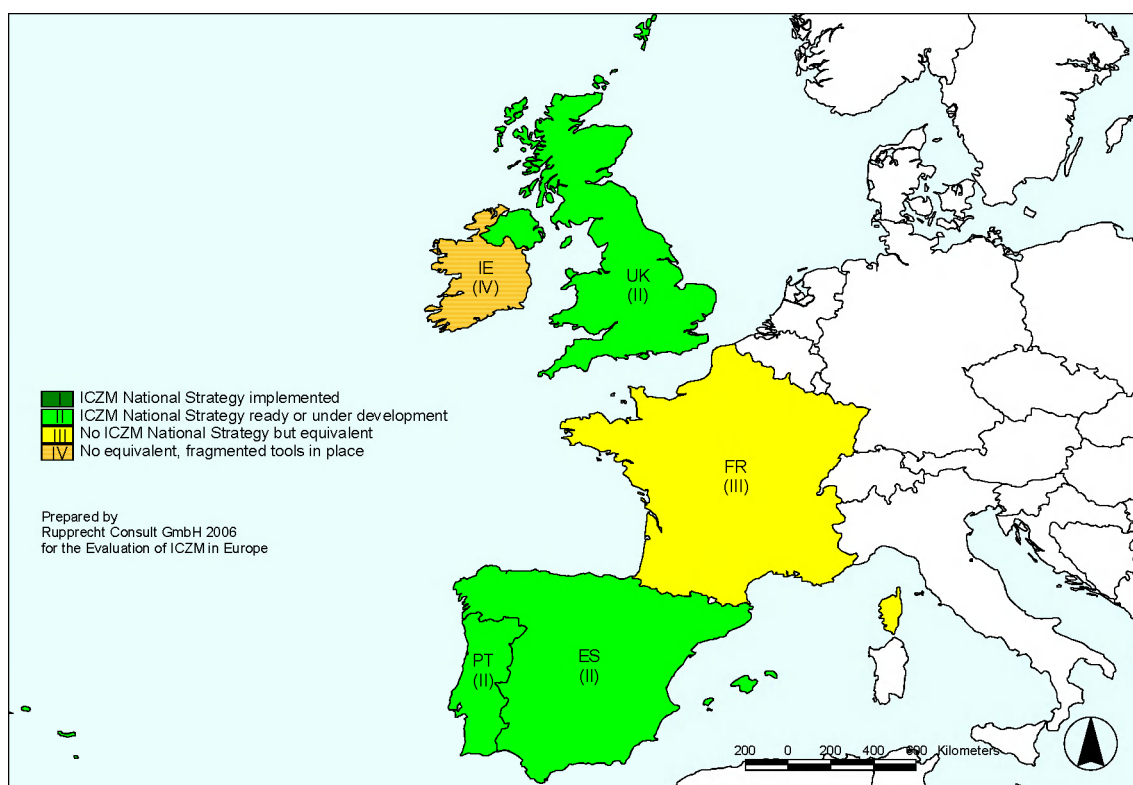





Figure 17: Status of Implementation for the Atlantic Countries

The following table gives an overview on the status of the implementation of the ICZM process:

Table 11: Status of ICZM Implementation for the Atlantic Countries

	Status	Main achievements	Main shortcomings
France	 (III)	<ul style="list-style-type: none"> France submitted a national report. No formal national ICZM strategy but an equivalent was elaborated largely independent of the EU ICZM Recommendation. France is considering and developing a holistic and integrative approach to coastal management with due regard for environmental, economic and social needs. Formal steps of ICZM implementation have only started in 2006. The Law for the development of rural areas of 2005 stipulates the creation of a National Council for the Coast (to be established in 2006) whose framework is explicitly that of integrated management of the coast. A range of instruments – legal and procedural have developed over the last 30 years with improved sustainable management of coastal zones as a goal. New instruments are proposed that are specifically focussed on integrating and coordinating between sectors and across geographical and spatial scales. The strategy developed seeks to provide a continuum between national, regional and local administrative levels in the governance procedures for the management of the coastal zone. A supporting programme of research and information technology is proposed to sustain the development and evolution of new policy for the coastal zone. 	<ul style="list-style-type: none"> Stakeholder groups are focussed on economic interests in the coastal zone and although administrative structures are considered in depth, the involvement of the public and private sectors are not. Lacking is evidence of a supporting programme of training, education and communication to support an ICZM-focussed programme
Ireland	 (IV)	<ul style="list-style-type: none"> The country has developed a National Spatial Strategy (NSS) which encompasses many of the principles of ICZM (e.g. adopt a long-term view), and with the commitment to working "towards the development of more integrated and coordinated approaches to coastal zone management" 	<ul style="list-style-type: none"> A complex legislative framework complicates processes Political move towards decentralisation fundamentally undermines the National Spatial Strategy. A strong marine-land divide is in place An emphasis on sectoral implementation of planning with little integration still exists More clear mechanisms and transparency to enforcement/compliance to legislation is required The National Spatial Strategy does not include a specific plan for adopting an ICZM process.
Portugal	 (II)	<ul style="list-style-type: none"> A comprehensive report presenting the results of Portugal's stocktaking process and development of a National ICZM strategy has been delivered. The national strategy under development by the Portuguese authorities covers the principles of good ICZM and strives for a truly holistic approach. The stocktaking and strategy paper covers the most important stakeholders and activities in the coastal areas, i.e. tourism, urbanisation, ports. The national legislation relevant to the coastal zone is well embedded in European policies and laws, and also newly developed directives and laws have been implemented in conjunction with EU level. 	<ul style="list-style-type: none"> A complex legislative framework complicates processes The national strategy is still a plan and no actions have yet resulted from this new approach. The paper presented does not show the participation of the relevant stakeholders in the preparation of the strategy. Training and education, information and communication in coastal management issues is underrepresented and under developed.

Spain	✓ (II)	<ul style="list-style-type: none"> • Convincing initiatives, measures and activities are proposed that take account of the highly decentralized governmental structure of Spain and the need for new multi-level governance instruments concerned with coastal management, e.g.: • A „Director’s Plan for the Sustainability of the Coast“ is envisaged to be developed (which shall become an important policy and regulatory instrument supporting the already existing and to quite some extent successful 1988 Shores Act (Ley de Costas) • Setting up the Sustainability Observatory for the Spanish coast (to monitor coastal processes and management) • Concluding cooperation agreements and following arrangements with the autonomous communities (to create new vertical coordinating mechanisms) • Establishing a National Coastal Council (creating new important horizontal and vertical coordinating mechanisms) • Converting coastal land for protection and restoration • Backing up management by efforts in research, development and innovation activities • Creating awareness and promoting education and capacity building for coastal management. • Some actions have already emanated from the national strategy, a full implementation is targeted for 2008. 	<ul style="list-style-type: none"> • Stakeholders were certainly involved in the development of the strategy, but a pro-active participation process appears to have been lacking up to now; thus a credible deliberation process on the national strategy has still to follow
United Kingdom	✓ (II)	<ul style="list-style-type: none"> • Reorganisation of legislation pertaining to the coast initiated. The Marine Bill is likely to introduce a system of marine spatial planning, streamline the existing marine consenting processes, and to strengthen ICZM tools and processes. 	<ul style="list-style-type: none"> • Many of the ICZM principles still require attention, especially the aspect of long-term planning for ICZM • The UK government needs to “champion” a more integrated approach to the management of coastal activities • Most if not all ICZM initiatives in the UK to date have been short-term projects rather than being an integral part of an established decision-making and delivery process

Status of Implementation of ICZM Process:

- ☑ Category I: ICZM National Strategy implemented
- ✓ Category II: ICZM National Strategy ready or under development
- Category III: No ICZM National Strategy but equivalent
- ◆ Category IV: No equivalent, only fragmented tools in place

All five countries bordering the Atlantic have developed strategies to manage their coastal areas. These strategies are originating in most cases from spatial planning and have been converted into ICZM with more or less conviction.

Ireland has developed a comprehensive National Spatial Strategy, which encompasses many of the principles of ICZM (e.g. adopt a long-term view), however, the strategy does not include a specific plan for adopting an ICZM process.

On the other hand Portugal with an existing spatial planning is preparing a national strategy for ICZM that contains all keywords of ICZM principles, but shows in many areas only theoretical approaches and may have too ambitious goals in some fields.

The United Kingdom has no strategic planning system in place. The Marine Bill (under consideration) may fulfil some of the needs of an ICZM. However, at the moment coastal zone management suffers the historically founded sectoral perspective of the planning authorities.

France has the classical spatial planning approach and is now starting to convert it into ICZM. Spain is one of the first European countries with a finalised national strategy and a clear target year for its implementation (2008). Some parts are planned to be in place already in 2006.

Nevertheless the process of development of a National ICZM strategy has been started and it seems very clear, that in some countries the EU-ICZM Recommendation has promoted the national ICZM process, while in others spatial planning instruments have already been in use for a longer time and (can) build a solid basis for further development of ICZM.

Functioning spatial planning seems to guarantee success and failure of ICZM at the same time. On one hand it serves as a good legal and administrative background for the ICZM process, on the other hand fixed administrative structures and paths hamper the implementation of fundamental principles of ICZM such as communication and participation.

The strategy papers are recognizing this circumstance and requesting a common vision horizontally within each level and vertically between levels. Most strategy papers show clearly that the horizontal and vertical flow of information and participation has been neglected in former policies and mentioning this fact and striving for improvement is a result of the EU-ICZM recommendation.

However the question for the implementation status of ICZM strategies on European scale has to be answered carefully: ICZM is a process and it has started only in some few areas. Strategies have been developed, but implementation is in a very initial stage and very fragmentary.

Major Steps Towards the Implementation of the EU ICZM Recommendation (2000 – 2006)

The process of implementation of a National ICZM strategy has been started and it is very clear, that in some countries the EU-ICZM recommendation has promoted the national ICZM process, while in others spatial planning instruments have already been in use for a longer time and (can) build a solid basis for further development of ICZM. The fact that all five countries have followed the EU recommendation and delivered a strategy on ICZM or advanced spatial planning referring to ICZM principles, is a progress over the last five to six years.

The EU Demonstration Programme in the mid-90ies as well as the EU recommendation in 2002 have acted as a trigger to look into more detail into coastal issues by the UK authorities. A UK vision for the marine environment was developed that stated to aim for a “*clean, healthy, safe, productive and biologically diverse oceans and seas*”. This vision was underpinned by the principles of sustainable development, integrated management, and the conservation of biological diversity, robust science, the precautionary principle and stakeholder involvement.

**Progress in
development of
strategies to
improve coastal
management
clearly visible**

So far, the UK and the Devolved Administrations are in the midst of developing their respective ICZM strategies. These efforts indicate that there has been a considerable shift in the perception of the coast by the respective administrative bodies. Integration and adaptation, next to long-term planning are the key weaknesses to date, but are recognised and stated to be addressed during the formulation of the National Marine Bill.

A similar stimulating effect can be observed in the other 4 countries. In Spain the Shores Act from 1988 has laid the foundation for the development of coastal management strengthened through the director's plan for the sustainability of the coast. The Spanish strategy was worked out between 2002 and 2006 with four major events been used to exchange ideas with stakeholders.

**Spain's ICZM
strategy comes
into force
in 2008**

In Portugal the European initiative to develop a national ICZM strategy seems to have stimulated a more integrative approach in the coastal management. The strategy under development by the working group takes the major elements of ICZM and promotes them to be implemented on a national level: strategic approach, participation of all stakeholders, holistic approach and integration at all levels and in all sectors.

A number of directives and laws have been implemented during the last years and can be seen as modules constructing a road towards ICZM. Most of these laws and directives are based on EC directives. The main policies in this sense are the Water directive and the Nature Conservation directive that were converted into laws in 2005 (Lei da Água 58/2005). Another important initiative is the development of an Ocean Policy (Relatório da Comissão Estratégica dos Oceanos), that links ICZM to the maritime sector and provides a basis for future policies and actions in the coastal zone. These three major national policies are the backbone for the ICZM strategy and implementation and provide the linkage between terrestrial, water and maritime issues with coastal management.

For Ireland no specific document on ICZM has been developed and the most relevant document for strategic approaches to management of coastal zones is the National Spatial Strategy for Ireland 2002-2020 document. A draft policy document for ICZM was produced in 1997 but has not been implemented and it is not clear if this document informed the National Spatial Strategy (NSS) for Ireland 2002-2020. A NSS was published in November 2002 being a twenty-year planning framework designed to deliver more balanced social, economic and physical development between regions.

The French strategy seeks to retain the established role of actors within each sector but ensure association between actors through coordination structures mediated by strategic plans and action plans based on shared evaluations and visions. It is not clear to what extent, if any, this strategy has been formally accepted and/or ratified at National to local level. The strategy emanated from an earlier initiative in 2003/04 regarding the planning and management of France's coastal zone but not specifically in the context of ICZM. It is not clear to what extent this earlier initiative has led to actual actions. However, there is clearly activity on-going mainly centred on establishing the Council for the Coast (CNL).

Observing the Principles of Good ICZM

There is a gap between theory and practice in meeting the principles of good ICZM in the countries' strategies. Several countries give the principles as goals for their ICZM, but the reports show that especially participation and communication has not been applied during the preparation phase of the report.

Table 12: Observing the Principles of Good ICZM in the Atlantic

Principles of Good ICZM	France	Ireland	Portugal	Spain	United Kingdom
1) Is there a holistic thematic and geographic perspective in the process?	✓	✗	□	✓	✓
2) Is there a long-term perspective envisaged?	□	✓	✓	✓	□
3) Is an adaptive management approach applied during a gradual process?	✓	✗	⊙	✓	⊙
4) Is the process local-context specific?	✓	✓	□	✓	□
5) Does the ICZM respect and work with natural processes?	✓	✗	⊙	✓	✓
6) Is the process based on participatory planning and management?	□	✗	⊙	⊙	□
7) Does the process support and involve all relevant administrative bodies?	✓	□	□	✓	□
8) Is there a balanced combination of instruments in planning and management?	✓	✗	✗	□	□

Level of Observance

- ✓ Yes, fully : The principle is fully covered by the strategy/equivalent and in place (or close to).
- Partly fulfilled: Essential aspects of the principle are covered by the strategy/equivalent and in place. Serious initiatives for implementation are taken or foreseen.
- ⊙ Significant gaps: Only some aspects of the principle are covered or implementation is foreseen.
- ✗ Not fulfilled: The principle is not or only marginally covered.
- Insufficient information: Insufficient information available for assessment

The scoring method is explained in chapter 3 of this Report.

Four out of the five countries have followed the recommendation to report on the development of a national strategy of ICZM, namely France, Portugal, Spain and UK. Ireland has not delivered any document following the EC recommendation, but other documents were used to evaluate and describe the situation.

The countries have not followed the principles of good ICZM in all cases. Principle 1 has been met fully only in two cases, France and Spain. But Portugal and UK have shown strong efforts towards a holistic perspective so that for most of the Atlantic coastline a holistic thematic and geographic perspective is in progress. A similar status can be given for Principle 2 showing a good long-term perspective in 3 to 4 out of the five countries. Good progress can also be stated for principle 4 and 7, in which all countries fulfil the criteria fully or at least partly. The local specific context is well represented along the Atlantic coast and relevant administrative bodies are involved.

The implementation is less developed and the goals are met only partially in the other four principles. Adaptive management (Principle 3) is included in only one of the five reports/strategies, but omitted in the other four showing the strong roots of the countries in traditional spatial planning with a prevailing top-down planning approach. This coincides with the observation of low participatory planning and management in the process of strategy development (Principle 6). The traditional structures function and cover most relevant sectors, but still act in a hierarchical top-down system. Only three countries do respect natural processes (Principle 5) in their strategies, the others completely ignore these instruments for good ICZM. A heterogeneous picture is also seen in meeting Principle 8, a balanced combination of planning and management instruments. Only France meets this principle fully, Spain and UK partly.

This gives the overall judgement, that along the Atlantic coast tasks in an implementation of an ICZM lie in the development of an overall adaptive management approach, and the strengthening of a participatory approach in planning and management, as well as an improvement in the combination of planning and management instruments. All three principles may be grouped under the overall keyword "More integrative management with a better involvement of stakeholders". Respecting and working with natural processes needs a paradigm shift from high elaborated technical solutions to less invasive methods to support natural regulating processes. This principle is reflected and set as goal only in two reports.

**Paradigm shift
needed away
from technical
invasive to
natural process
solutions**

Table 13: Degree of Implementation of ICZM Principles in Atlantic Countries

Degree of Implementation of ICZM Principles in the Atlantic Countries	
France	
1) Is there a holistic thematic and geographic perspective in the process?	The French strategy does consider the multiplicity of sectoral interests and stakeholder diversity, as well as the need to consider geographically outside of the immediate coastal zone.
2) Is there a long-term perspective envisaged?	A long-term perspective is implied at 50 years from other documents but is not explicitly outlined in the strategy document. Employment trends within sectors and the coastal zone in general are described but how future trends might affect these are not considered. The impacts of climate change on existing processes and economies of the coastal zone are not considered. The precautionary principle is implied but not explicitly covered.
3) Is an adaptive management approach applied during a gradual process?	The planning process proposed does include an iterative process and programmes are in place to collect economic, ecological and social data to be compiled within database and GIS systems. A data policy is not included.
4) Is the process local-context specific?	The document does recognise that different areas of the coast are impacted by different issues/problems and some case studies are presented although in a very sectoral context. The strategy has a strong emphasis on the local-level and the cultural diversity and inheritance of communities is acknowledged.
5) Does the ICZM respect and work with natural processes?	The report doesn't identify any measures that specifically address carrying-capacity of the coast from different sectors and re-establishing natural function. However, the Conservatoire du Littoral, established in 1975, has the opportunity to acquire land for renaturation. The procedure is well established in the coastal regions.
6) Is the process based on participatory planning and management?	Local, regional and national government involvement and participation is strongly documented but mechanisms for coastal zone residents to provide their voice to commence a bottom-up approach are not articulated except that local government is part of a democratic process. The relevance of the private sector as an economic force is identified but mechanisms and processes for the future involvement in the process are not identified. Existing French law provides for public access to beaches and the coastal environment. Mechanisms to ensure participation and integration of stakeholders are not articulated.
7) Does the process support and involve all relevant administrative bodies?	Local to national government are involved and a mechanism for vertical coordination in both directions has been proposed.
8) Is there a balanced combination of instruments in planning and management?	Laws and regulations focussed on the coastal zone were first instigated in 1975 and have been continuously up-dated and amended. Recently new laws have been enacted specifically to engender an integrated management approach for the coastal zone. The juxtaposition between national legislative approaches to the coastal zone and those that emanate from EU-wide policy are addressed. Voluntary agreements are not identified if any such exist.
Ireland	
1) Is there a holistic thematic and geographic perspective in the process?	Recognition of sector involvement and linked geography are recognised in the context of ICZM at some local levels and in a wider planning context at national level but links from local to national and a holistic ICZM perspective are absent.
2) Is there a long-term perspective envisaged?	The National Spatial Strategy (NSS) has an 18 year planning horizon and supporting documentation for its development did explicitly consider climate change, sea level rise and storm frequency. The NSS does include a precautionary approach to planning.
3) Is an adaptive management approach applied during a gradual process?	In an ICZM context this is absent although there are local level initiatives – primarily in the University sector to address this.
4) Is the process local-context specific?	Currently ICZM initiatives in Ireland only occur in a relatively local context and not in the context of any national approaches to ICZM. The NSS does include a strong emphasis on cultural and social heritage.

Degree of Implementation of ICZM Principles in the Atlantic Countries	
5) Does the ICZM respect and work with natural processes?	There is no evidence that this has happened or is planned to happen.
6) Is the process based on participatory planning and management?	Although the importance of this is recognised, it would appear to be one of the barriers to developing a strategy for ICZM in Ireland.
7) Does the process support and involve all relevant administrative bodies?	The NSS does support the involvement of all relevant administrative bodies but integration between administrative bodies – particularly horizontal integration – is currently weak.
8) Is there a balanced combination of instruments in planning and management?	Aside for EU-level projects and their activities and outputs, plans to develop new instruments of ICZM are not apparent.
Portugal	
1) Is there a holistic thematic and geographic perspective in the process?	The outline for a Portuguese strategy shows a holistic thematic and geographic perspective. Major sectors are foreseen to be involved in the process. These sectors are maritime transport (and ports), tourism, urbanisation, nature preservation, and to a lesser extent fisheries. Nine coastal sections (POOCs) have been defined to respect regional differences, another few are under development for the autonomous islands Madeira and the Azores.
2) Is there a long-term perspective envisaged?	The Portuguese strategy will distinguish between short and medium to long-term goals, defining long-term as about 20 years. Strong emphasis is put on inter-generation relationships and a sustainable and precautionary approach in the strategy. Long-term changes such as climate change and sea-level rise are not specifically mentioned but monitoring of different physical, chemical and biological parameters is seen as an essential activity in coastal management.
3) Is an adaptive management approach applied during a gradual process?	Adaptive planning is one of the principles formulated in the Portuguese report to be applied (chapter 4.2.3), but the mechanisms are not elaborated very deeply. The necessity to implement ecological, economic and social monitoring systems is emphasised in the strategy. No information is given on data accessibility.
4) Is the process local-context specific?	The coast of continental Portugal is divided into nine sections, the island Madeira will be another one, and there will be a yet unknown number of sections in the islands of the Azores. This gives room for local specific management and responses to different issues. However, the process of developing the national strategy has not gone so deep to distinguish between relevant issues for each POOC.
5) Does the ICZM respect and work with natural processes?	The report underlines the necessity to take special care of vulnerable areas and to develop emergency plans for coastal disasters. The measures proposed are not very specific but remain on a very general level.
6) Is the process based on participatory planning and management?	The report emphasises the involvement of the different stakeholders and recommends the cooperation with neighbouring countries. NGOs and private business sector are not specifically mentioned but should be addressed in the process of development. Little information is given on how the different stakeholders will be involved in the processes, if by workshops, forums, hearings or consultations, and if interviews, websites, or flyers will be developed for large scale information. Portugal is running a programme on public access to the coast. It can be seen as one integrative part of this principle to make an adequate proportion of coastal land accessible to the public, both for recreational and aesthetic reasons.
7) Does the process support and involve all relevant administrative bodies?	As outlined before, the coastal management process has been top-down so far and only few other institutions have been involved. The report emphasises to strengthen and reorganise the communication and cooperation structures and proposes also to include those areas in ICZM that are under administration of the ports and the military, and to include estuaries and lagoons. A reorganisation of competences is proposed, what in this case should mean that more administrative power and decision making would be moved to regional and local entities. The cooperation between institutions on the different levels would be strengthened and new platforms for dialogues should be established.
8) Is there a balanced combination of instruments in planning and management?	Portugal has developed 102 laws and 64 directives during the last 20 years that are relevant to coastal zone. Coastal area management programmes are implemented that encompass fisheries in the EEZ. The country has signed major international conventions and agreements (e.g. FAO Code of Conduct) and is planning a national ocean policy. Large part of the country's research is dedicated to coastal and marine problems such as pollution and declining living resources. Most of these instruments are sector oriented and build only a part of an integrated management

Degree of Implementation of ICZM Principles in the Atlantic Countries	
	strategy. Measures will have to be developed and implemented that can cross-link the existing tools and introduce them to all administrative levels. An educational component is mostly missing in the strategy. Public awareness has to be strengthened and the sustainable use of nature and natural resources has to be introduced into the syllabuses already at elementary school level. Wide distribution of information and transparency is a key element of ICZM and has to be fostered in the strategy.
Spain	
1) Is there a holistic thematic and geographic perspective in the process?	The Spanish strategy encompasses a holistic thematic and geographic perspective. 8 sectors have been identified as having a major impact on ICZM in Spain. Apart from the central state level particularly decentralized structures such as the autonomous communities and municipalities have a big say in ICZM matters. Competencies and responsibilities are complex and considered by the Spanish report.
2) Is there a long-term perspective envisaged?	A time horizon for the Spanish strategy is not explicitly specified in the Spanish report, however, it can be deduced that a long-term horizon is assumed. Reference to the needs of the current and future generations are made. Long-term changes such as climate change, sea level rise and increasing frequency and violence of storms are considered in Annex 1 of the report with 3 indicators and 8 measures. Taking of precautionary measures with respect to disasters is also expressed through objective 4 of the strategy.
3) Is an adaptive management approach applied during a gradual process?	Adaptation of the model of coastal management is explicitly regarded in strategic objective 2. Accompanying investigation, development and innovation measures are foreseen as well. Natural science as well as socio-economic conditions shall be looked at to assist the further evolution of the ICZM model in Spain. A special observatory for collecting pertinent data shall be set up. Nothing can be said with respect to possible restrictions to the access of collected data.
4) Is the process local-context specific?	Different segments of the national coastal zone are identified in the introductory part of chapter 1 of the Spanish report. Local governments (municipalities) are adequately considered, not much is said to communities below that level. Coastal protection and the protection of cultural heritage have been considered through specific objectives 4 and 6 of the strategy. Management of coastal areas shall be based on river basins.
5) Does the ICZM respect and work with natural processes?	The carrying capacity of the coastal zone has explicitly been included into the specific objective 3. Renaturation measures are part of the strategy. In chapter 4.3.5 the conversion of land from the private to the public domain is envisaged for the purpose of conservation and restauration. The Spanish authorities mention that they follow in this respect a good practice observed in France where to this end a public institution, i.e. the Conservatoire du Litoral, was established.
6) Is the process based on participatory planning and management?	Some reference is made to the adequate involvement of stakeholders in the process. Stakeholders shall certainly be involved in the implementation of the Spanish National ICZM Strategy (e.g. through the National Coastal Council). However, the Spanish Strategy itself was not developed through active stakeholder participation. This is seen as a weakness. On the other hand through the stock taking effort a good knowledge is now available on major important stakeholders all along the Spanish coast. Through quite successful application of the 1988 Shores Act it was achieved to take care much better of the public domain terrestrial-marine coastal fringe. National, regional and even European stakeholder fora are proposed in the strategy.
7) Does the process support and involve all relevant administrative bodies?	It is the firm intention of the Spanish strategy to involve – apart from the various national ministries – also regional, i.e. autonomous communities, and local governments, i.e. municipalities. Adequate communication links have partly been established and this shall be completed through measures of specific objective 7 of the strategy.
8) Is there a balanced combination of instruments in planning and management?	A balanced set of instruments in planning and management is intended to be employed. The 1988 Shores Act has been a good foundation to demarcate and govern particularly the public domain part of the coast. However, this has not been good enough particularly with respect to the private property domain part of the coast. Here it is intended to develop a new policy instrument, i.e. the Director's Plan for the Sustainability of the Coast. No mention is made for voluntary agreements and co-management arrangements with local stakeholders and communities. Research and education are part of the strategy (chapter 4.3.6 and 4.3.7). No economic instruments creating incentives or disincentives (taxes, subsidies, punishments, charges) are explicitly mentioned. So far it has been reported that the various policy and legal instruments lack coherence and that the complexity in competencies and responsibilities is formidable with a high need to further work on them.

Degree of Implementation of ICZM Principles in the Atlantic Countries	
United Kingdom	
1) Is there a holistic thematic and geographic perspective in the process?	There is consideration of sectors and levels in a geographical context, but strongly ecological centred. A complex interlinkage between the different institutional authorities on the various levels of the National Government and the Devolved Administrations is documented in the attached stocktake. However, most of the proposed new legislation concerning the Marine Bill deals with areas that are mainly concerned with marine related issues. Specific coastal issues, such as how to integrate land-sea interactions, are not well addressed.
2) Is there a long-term perspective envisaged?	No long-term perspective is established so far, but this lack is clearly recognised. However, in the UK National ICZM Strategy report, no statement is made on how to overcome this significant gap.
3) Is an adaptive management approach applied during a gradual process?	The principle of adaptive management is not mentioned in the ICZM Strategy report and only covered in the Stocktake to a limited extent. In the latter document, it is noted that changes in management systems in the UK about when problems with existing arrangements emerge. It is reactive such as in the case of the development of oil spill contingency planning along the Welsh coast which evolved as reaction to experience gained in dealing with a number of shipping accidents and associated oil spills.
4) Is the process local-context specific?	On the administrative level coastal management on land is primarily the responsibility of Local Government bodies. The introduction of a new terrestrial planning system (since the stocktake) requires the development of new Regional Spatial Strategies and Local Development Frameworks, which are contributing to a more integrated approach. However, in the absence of any statutory basis for ICZM processes on the local level, the driving force behind many ICZM initiatives has been a desire to tackle issues of local concern. These are often dealt with by the local to national coastal forums and partnerships, which had made ICZM relevant to local people but also has encouraged the development of practical solutions. The draw-back of the voluntary nature of this approach is that some of these local initiatives lack an involvement of all sectoral interests. They are prone to 'consultation fatigue' as a result of the large number of initiatives, and face the problem of a limited pool of people with the relevant expertise and time. Being voluntarily, decisions made on the local level are at risk to get bypassed by the authorities as the local initiatives lack adequate resources and political support from higher administrative levels. The lack of consistent or sustainable funding is a further obstacle to local specific ICZM.
5) Does the ICZM respect and work with natural processes?	Throughout all provided documents, the importance to work with the natural processes is recognised. The most prominent example, where this principle has been followed and implemented is the case of shoreline management. The emphasis given to working with natural processes in the development and review of Shoreline Management Plans shows that this approach has become an accepted practice in the UK, at least in the area of coastal protection and flood defence.
6) Is the process based on participatory planning and management?	In the ICZM strategy report (attached to the ICZM National report) participation is understood foremost as being a consultative/informative activity, notably always coming last in the paragraphical order. The sectoral listing of visions, e.g. biodiversity, water quality, etc. makes the visions repetitive. No strategy is explicitly stated on what instruments may be introduced to enhance participation on all levels.
7) Does the process support and involve all relevant administrative bodies?	The UK has a complex system of legislation and regulation in place which relates to ICZM. The different sectors and levels are not nested within a coherent structure and have a limited endorsement of issues related to the land-sea interface. The inappropriate and uncoordinated sectoral legislation and policy, often working against the long-term interests of sustainable management of coastal zones has been recognised and tackled by the current development of a National Marine Bill. The regulatory regimes for considering and licensing certain types of marine activities in the sense of ICZM are to date not streamlined due to the current rigid bureaucratic systems and the lack of coordination between relevant administrative bodies.
8) Is there a balanced combination of instruments in planning and management?	The necessary mix of instruments to deliver ICZM is not stated in the National report, but is briefly elaborated in the stocktake. Coherence between legal instruments and administrative objectives and between planning and management is not given to date on the UK National level.

4.4.4 Scope and Implementation of ICZM on the Regional Sea Level

The following sub-chapter focuses on those ICZM elements, which are viewed as being most relevant on the regional seas level. Of special interest is the degree of scope and implementation of these elements in the country towards a regional sea's context. This cross-country analysis emphasizes on the respective national levels whether there is scope for and existing implementation of bi-and/or multi-lateral agreements. The issues of cross-integration of different institutions from local, regional to national and international levels are another focal point in this chapter. Therefore the scoring in these elements (see table 13 below) may differ from the country-case assessment of the ICZM principles in Chapter 4.4.3.

- ICZM element "Strategic Approach" endorses aspects of whether and how far the respective country has considered this element to be of relevance to a regional sea policy, e.g. achieving an integrated system that will function across the different jurisdictions that cover the coasts and estuaries of the respective regional sea.
- ICZM element "Participation" covers aspects beyond the scope of local participation, but looks more on whether there are mechanisms in place that provide dialogue arenas across national borders, e.g. "whole estuary approach". Similarly,
- ICZM element "Holistic Approach/Integration" looks on the transboundary issues at the land-sea interface and the inclusion of the hinterland in a regional seas perspective.
- ICZM element "Governance" endorses the improvement of horizontal and vertical integration for better-concerted action across political levels, as well as considers the balance between different interests, e.g. nature conservation, economic growth and social welfare, in a regional seas perspective.
- ICZM element "Regional Policy" looks on the existing instruments and mechanisms that foster a joint collaboration on problems and concerns on a regional basis. Special attention is given on existing or planned common policies that hold the potential for orchestrated actions on the regional sea level.

Table 14: Scope and Implementation of ICZM in the Atlantic

ICZM Elements	France	Ireland	Portugal	Spain	United Kingdom
strategic approach	□	□	□	✓	□
participation	✗	✗	⊙	⊙	□
holistic approach/integration	✓	✓	✓	✓	✓
governance	□	□	□	✓	□
regional policy	□	□	□	□	□

Level of Observance

- ✓ Yes, fully The ICZM element is fully covered and in place (or close to).
- Partly fulfilled Essential aspects of this ICZM element are covered and in place; Serious initiatives for implementation are taken or foreseen. Convincing activities are planned.
- ⊙ Significant gaps Only some aspects of this ICZM element are in place or implementation is planned.
- ✗ Not fulfilled The ICZM element is not or only marginally covered.
- Insufficient information Insufficient information available for assessment

The scoring method is explained in chapter 3 of this Report.

Strategic Approach

In all five countries there was a spatial planning in place that served as the basis for further development of coastal planning. While France is going to adapt its spatial planning towards an ICZM, Ireland has incorporated ICZM as strategic goals in its spatial planning already in place and valid until 2020. UK will incorporate ICZM to a large extent into the Marine Bill to be developed still and not foreseeable when this Marine Bill will come. The only countries from this regional sea that have used a strategic approach to formulate a new ICZM policy are Portugal and Spain, Portugal is still in the phase of preparation of a strategy and being behind Spain that is already going to implement first actions in 2006. On a the regional sea's level a strategic approach is limited to bilateral developments, where Spain plays a slightly advanced role.

Participatory Methods

The use of participatory methods in the development of the national strategy is low in general, and even less on the regional sea's level. In UK the new Marine Bill will be discussed widely and a participatory approach could be happening, in the other countries the national strategies have been developed in a traditional way, i.e. a centralistic top down process without consultation of all stakeholders. There are no organisational instruments among the different corporations, there is no participation through shared responsibilities and the different

stakeholders are practically not participating in the planning and management process.

In Ireland for example, existing project-level activities do seek to involve a wide range of stakeholders within the project area but the extent to which this will extend outside of project areas is uncertain. Many of these projects include a strong element of training, education and awareness. However, other aspects of participation are not present and the financial underpinning of ICZM would appear to be absent within Ireland as most projects are externally funded.

In France, the identification of three levels of governorship to implement any future strategy identifying that actual management occurs at a local level coupled with devolution of planning to these local levels suggest that in future planning may have an increased bottom-up component. For Spain and Portugal, no attempts have been made yet to promote participation of all stakeholders.

Holistic and Integrative Approach

This is the only category where all five countries reached maximum scoring. All countries, whether developing a national strategy for ICZM or improving and developing their spatial planning instruments, strive for a holistic and integrative approach. Countries have realised the need to develop national, regional and local measures to integrate land and marine use and include the hinterland. Sustainable development is a central goal, where economic, ecological and social issues have to be taken into account. However it has to be mentioned that this development has to be up-graded to the regional sea's level.

**Holistic and
integrative
approach
followed by all
Atlantic countries**

Governance and Management Structures

France' emphasis that implementation of management will be actioned and coordinated at the local level implies that there will be strong community involvement such that policy and legislation will address national to local interests. In Ireland it is reasonable to assume that in common with other countries in the EU, Ireland would seek to inculcate the principles of ICZM within existing policy and legislative frameworks rather than develop ICZM specific legislation.

At some local levels, fora have been developed that have led to a good relationship between particular local authorities and the University sector. UK seems to have the most developed governance and management structure. To achieve integration between the different existing sector-based management bodies mechanisms to improve communication and co-ordination were installed that led to the establishment of several coastal groupings (commonly known as fora), at national, regional and local levels. These fora were established in England, Scotland, Northern Ireland and Wales.

Regional Seas Specific Policies

Compared to other European seas, the Atlantic coast is lacking a common regional policy to discuss and analyse problems and concerns on a regional basis. However, all countries participate in bilateral fora, as there are e.g. Ireland/UK, Spain/Portugal or France/Spain. On a higher level OSPAR is one of the few conventions covering mainly environmental interests in the whole Northeast Atlantic and thus including the Atlantic coast as defined here as a regional area. A regional policy level could be introduced by using and extending the bilateral fora to stimulate discussions on regional sea's level.

No specific regional sea fora except OSPAR which is responsible for the whole North-East Atlantic

4.4.5 Conclusions on the Atlantic Coastal Region

Structures and activities towards an ICZM along the Atlantic coast are under development. Adjacent states have mostly followed the EU recommendation to start a process of formulating an ICZM strategy. However, no ICZM strategy has been implemented formally in the five countries, only first steps have been taken mainly based on existing spatial planning that is converted into ICZM with more or less conviction. At the moment coastal zone management suffers the historically founded sectoral perspective of the planning authorities. Spain has targeted the full implementation for 2008.

Fundamental principles of ICZM such as communication and participation are recognised and a common vision horizontally within each level and vertically between levels is requested. Most strategy papers show clearly that the horizontal and vertical flow of information and participation has been neglected in former policies. The countries give the principles as goals for their ICZM, but the reports show that especially participation and communication has not been applied. There is a gap between theory and practice.

Nevertheless some principles are met in some countries. For most of the Atlantic coastline a holistic thematic and geographic perspective is in progress, at least on a national basis. Good progress can also be stated for principles 4 and 7, in which all countries fulfil the criteria fully or at least partly. The local specific context is well represented along the Atlantic coast and relevant administrative bodies are involved.

Adaptive management (Principle 3) is included in only one of the five reports/strategies, and only two countries do respect natural processes (Principle 5) in their strategies.

Tasks in the implementation of an ICZM lie in the development of an overall adaptive management approach, and the strengthening of the participatory approach in planning and management, as well as an improvement in the combination of planning and management instruments. Respecting and working with natural processes needs a paradigm shift from high elaborated technical solutions to less invasive methods to support natural regulating processes.

Compared to other European seas, the Atlantic coast is lacking a common regional policy to discuss and analyse problems and

concerns on a regional basis. Even if the coastline is not as "closed" as e.g. Baltic Sea or North Sea but a very open stretch with some embayments, a regional platform would be helpful to address common problems along this coast.

Bulleted Summary of Findings

- No ICZM strategy has been implemented formally in the five countries. Only first steps have been taken. Spain has targeted the full implementation for 2008.
- Developed strategies are originating in most cases from spatial planning and have been converted into ICZM with more or less conviction, suffering the historically founded sectoral perspective of the planning authorities.
- Most strategy papers show clearly that the horizontal and vertical flow of information and participation has been neglected in former policies.
- There is a gap between theory and practice in meeting the principles of good ICZM in the countries' strategies. Several countries give the principles as goals for their ICZM, but the reports show that especially participation and communication have not been applied during the development.
- For most of the Atlantic coastline a holistic thematic and geographic perspective is in progress.
- Good progress can be stated for principle 4 and 7, in which all countries fulfil the criteria fully or at least partly. The local specific context is well represented along the Atlantic coast and relevant administrative bodies are involved.
- Application of adaptive management (Principle 3) has to be improved.
- Only two countries do respect natural processes (Principle 5) in their strategies. Respecting and working with natural processes needs a paradigm shift from high elaborated technical solutions to less invasive methods to support natural regulating processes.
- All countries have used a holistic and integrative approach to develop their strategy. Sustainable development is defined as a central goal.
- Compared to other European seas, the Atlantic coast is lacking a common regional policy to discuss and analyse problems and concerns on a regional basis.

4.5 The Mediterranean Sea

The following nine European Member and Candidate States have a coast with the Mediterranean Sea: Croatia, Cyprus, France, Greece, Italy, Malta, Slovenia, Spain and Turkey. From all countries information was collected, either through national reports, assessment grids or alternative information.

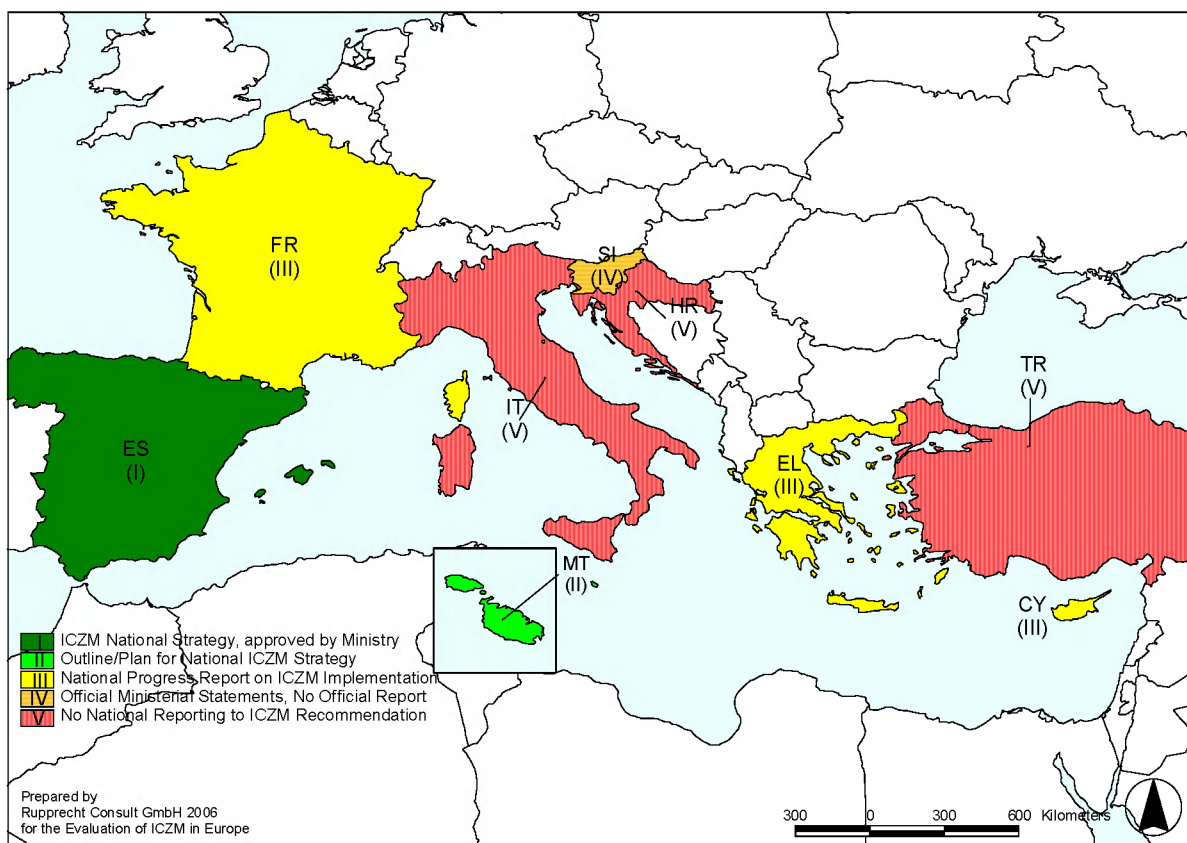


Figure 18: National Reporting to EU ICZM Recommendation (2002/413/EC) for the Mediterranean Countries

4.5.1 Coastal Zones and Major Coastal Issues

The overriding coastal problem along the Mediterranean Sea is the artificialisation of the coast mainly due to the driving force of tourism. This is noticed in a fast building up of the coast by new infrastructure, roads, houses and hotels, urban sprawl and soil sealing. New port infrastructure, less sediments because of river damming, interrupted flow of sediments because of coastal defence has lead to widespread beach and coastal erosion. The conversion of natural or low intensity used land (agriculture) into housing has caused severe loss of natural habitats and biodiversity. Finally waste water disposal into the sea and pollution from agriculture and industry is another common problem. In many countries traditional fishery is dwindling due to reduced fish stocks.

**Artificialisation
of the coast the
most serious
coastal problem**

While tourism and here, in particular mass tourism is driver for most of the negative developments, tourism is also the main opportunity.

Over the whole area there is no sector with a similar leverage in terms of penetrating the overall economy and creation of employment. Other opportunities such as aquaculture (with its own set of problems), energy generation (from tidal waves or wind) and others are clearly limited paths of development.

Apart from tourism, maritime transport, ports and harbours feature high amongst Mediterranean countries. Fisheries are still important though as mentioned above a dwindling industry. The Mediterranean Sea is also important for providing water to cool energy plants in the process of energy generation. Finally along many Mediterranean countries agriculture plays an important role, often working nowadays in intensive modes of production consuming a lot of irrigation water leading to less water available for human consumption and increasing the alteration of river basins.

ICZM is facing quite some challenges also in the attitude of coastal developers. Despite the general concern for the environment in the Mediterranean countries and the exposure to EU approaches to sustainable development, short-term development opportunities attract more attention than the longer-term consequences for the environment. Local land owners are attracted by high land prices to convert their land from low intensity use into land for building. Local governments usually see this as an important source for increasing their tax base through land and property tax and so support negative developments.

**Short-term
development
opportunities
attract more
attention than
the long-term
consequences**

Many of the Mediterranean countries have borders with their neighbours. In some instances transboundary cooperation exists. The Spanish report e.g. mentions transboundary commissions with Portugal and France and that these commissions would be used actively for discussing coastal issues and their management. A Master Plan for the Adriatic Sea is the work of a trilateral commission between Croatia, Italy and Slovenia.

4.5.2 ICZM Framework

Legislative and Policy Framework

The main legislative and policy frameworks governing the development in the coastal zone are spatial planning instruments: laws, regulations and policies. These laws and regulations are usually implemented on the lowest administrative tier of the country (e.g. municipality). Three countries (France, Spain and Turkey) additionally have special coastal laws. The French and Spanish coastal laws define the shoreline fringe and the shore towards the sea as public property and restrict construction and other use in the private property part towards the land for a certain distance from the shoreline. Such measures have been reported to be quite successful for the public property part and are executed through national level government organizations. Additionally there are usually environmental laws that also impact on the coast by making special provisions to the planning and protection of particular valuable areas or overseeing development projects.

In most instances there is a multitude of laws making it difficult to identify in which case which regulations have to be followed. In the Spanish inventory e.g. 42 legal instruments were reported from national level and 104 from autonomous communities' level. A consistent set of laws directing coastal governance and management is usually lacking. In some cases (e.g. for France, Croatia and Greece) it is reported that existing planning legislation is not sufficient for the sustainable management of the coast. Deficiencies in law enforcement are also reported, and existing laws focus on the establishment of protection measures rather than management and enforcement (Cyprus). Broad policies directed at e.g. sustainability are often difficult to operationalise. In conclusion, a prime area of action should be the improvement of the framework regulating coastal management in all countries.

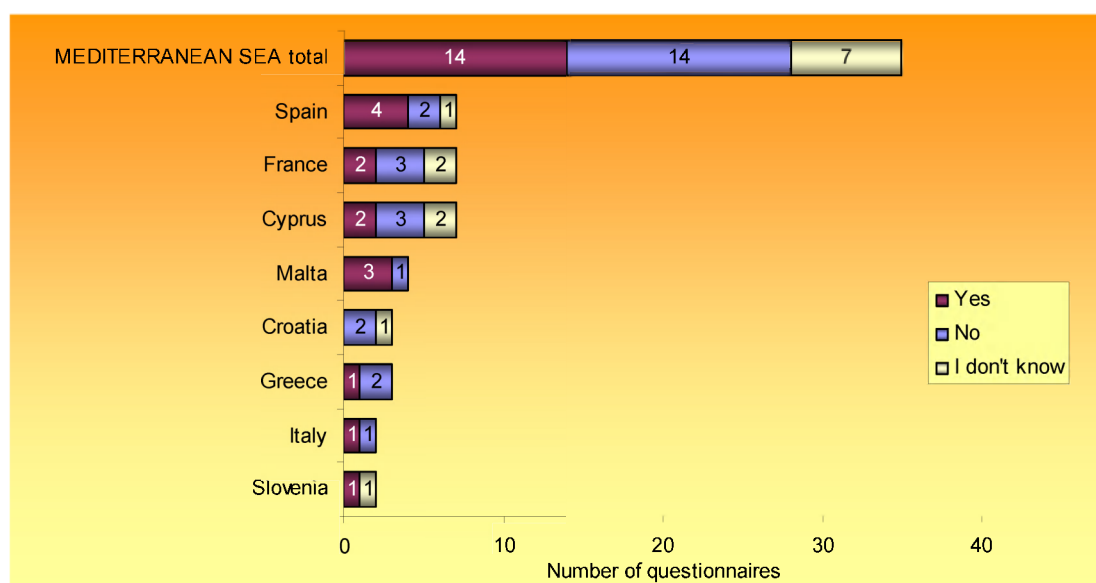


Figure 19: Response to the ICZM Evaluation Questionnaire (Mediterranean Sea): Do you think these important laws/regulations or policies are sufficiently considered in the ICZM strategy?

Adherence of the legislative and policy framework to region-wide conventions, such as the Barcelona Convention, is seen. The Convention, which forms the basis of the Mediterranean Action Plan has a series of Protocols protecting the Mediterranean Sea. Through MAP, the Contracting Parties to the Barcelona Convention (i.e. all Mediterranean States) have agreed to setup up and make functional the Mediterranean Commission on Sustainable Development in order to involve more stakeholders and the civil society in the entire regional development. One recommendation of the MCSD that is relevant to this document is the application of ICZM Strategies for Mediterranean countries. For further information, readers are referred to chapter 4.5.4 – section on “Regional Seas Specific Policies”.

Adherence of legislative and policy framework to Barcelona Convention

Administrative Levels

A great diversity exists between countries and those government entities responsible for coastal and spatial planning and management. In some cases (e.g. Cyprus, France and Spain) these functions

are found in different ministries, in others (e.g. Croatia, Greece, Malta, Slovenia and Turkey) in one ministry. It would be desirable to have these functions integrated in one authority in order to ease the reconciliation of different interests or to have coordinative institutions or platforms where different entities can come together.

Countries also differ greatly with respect to the degree of decentralization. It is understandable that small countries such as Cyprus and Malta follow a central form of governance. However, particularly for Turkey it is reported that structures are still too much dominated by the central administration.

Spain and Italy on the other end follow a very decentralized, federal or quasi-federal type of division of functions and tasks between national, regional (autonomous communities) and local (municipalities) level. It should also be mentioned that in theory, where there is a great deal of decentralization and regional and local development usually is under the authority of regional governments, it is much more difficult to develop national ICZM strategies. However, the case of Spain demonstrates that this is possible even for a highly decentralized country!

In most of the countries a certain lack of a proper nesting of vertical and horizontal structures is noticed to deal with the complex problems of the coastal areas. There is often an absence of horizontal and vertical coordinating mechanisms to derive collective and integrated approaches to coastal management and there are often constraints due to overlapping, competition, limited authorities, and gaps in horizontal and vertical communication.

Lack of proper nesting of vertical and horizontal structures

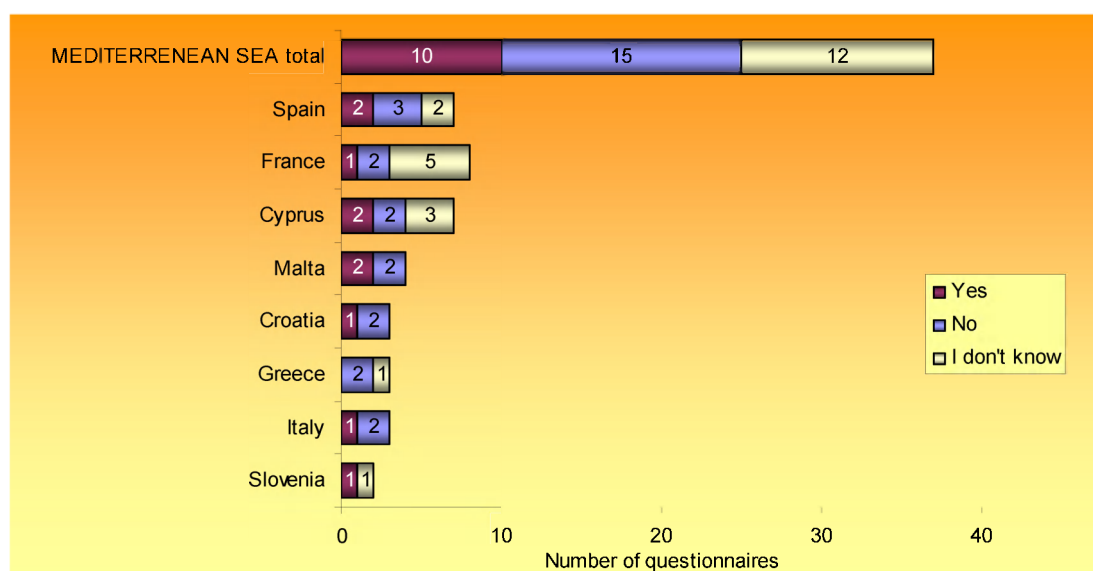


Figure 20: Response to the ICZM Evaluation Questionnaire (Mediterranean Sea): Are the levels of government rightly approached in the national coastal management policies of your country?

Stakeholders and Their Concerns

There are many stakeholders and stakeholder groups in the Mediterranean. The Spanish report in its stock taking enumerates e.g. more than 500 groups. The stakeholder groups may be categorized as follows:

1. Government organizations on national, regional or local level.
The orientation towards coastal development and environment differs according to the mandate areas of these organizations, many of them in support of socio-economic development often in conflict of interests with those government bodies that have environmental or coastal environmental concerns.
2. Private sector
The private sector is mostly concerned with specific economic interests (construction, building, housing, tourism, converting farmland into housing land, etc.). However, there are also more and more private sector groups coming up taking environmental concern into their own agenda (e.g. eco-tourism; eco-agriculture).
3. Non-governmental Organizations (NGOs)
NGOs are getting increasingly important in advocating environmental concerns. Most of them focus on one or few local environmental matters. During recent years NGOs extended their scope through widening communication and networks, first on national and then international (European) level and have become meanwhile a challenging partner for many governments and the private sector.
4. Researchers and Experts
Researchers and experts are enumerated by some countries. Their orientation usually follows their profession and mandate. Thus they may be interested towards research and expertise in social, economic or environmental matters.
5. Coastal Citizens
The interests of coastal citizens vary greatly as well, on the one hand being interested in a high quality of living and amenities along the coast but also in need of employment. In some areas (e.g. France) the unemployment along the coast is significantly higher than in the whole country.

Stakeholders are nowadays more and more invited to participate in coastal planning and management. However, it is noteworthy that on a grand scale (except for some good local practices) their involvement is still very limited. In most countries there are procedures to submit complaints or comments by stakeholders to the government during a spatial planning process, on the other hand, there is usually no systematic way in actively involving them into the planning and management process or even into co-management arrangements. Here it is suggested that the European Union supports good practices.

**Limited
stakeholder
involvement**

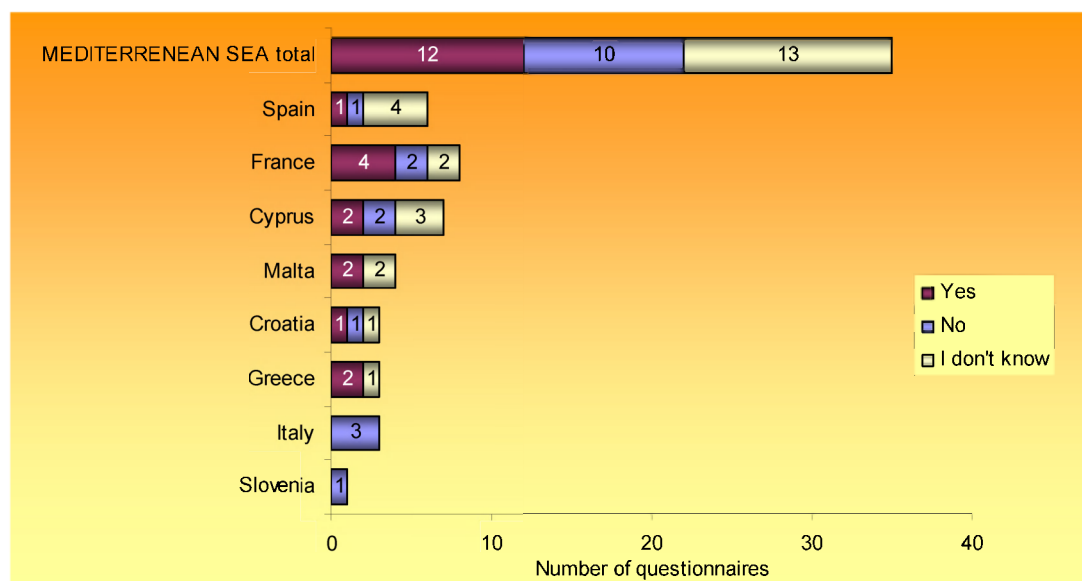


Figure 21: Response to the ICZM Evaluation Questionnaire (Mediterranean Sea): In your opinion, have the main interests of the above stakeholder groups been considered in the preparation of your country's ICZM strategy?

Inter-Regional Organisations and Cooperation Structures

Real interregional organizations and cooperation structures were only mentioned for some few cases. The Spanish national report states two examples for the Fisheries and Maritime Sector. In the French report it is recognized that existing administrative, department and sectoral boundaries are generally unsuited for the management of the coastal zone. The Spanish report mentions that in the management of scarce water since many years Spain has formed organizations on the base of a river basin area, i.e. along ecological boundaries drawn by water.

Also for Croatia and Slovenia the case of an integrated coastal area and river basin management approach has been reported. This fits well into line with the Water Framework Directive and should be used as a connecting point further to the coast. This concept shall be taken up during the implementation of the Spanish national ICZM strategy.

Similar initiatives could be supported in other European countries having large river basins. Such inter-regional organizations, however, may not make much sense in small countries such as Cyprus and Malta.

Interconnectedness to Regional Development Planning Mechanisms

Not much differentiation is made for spatial and regional development planning in the reports. Over most of the countries, possibly with the exception of Malta and Slovenia, it can be concluded that ICZM as a management instrument has not been practiced much and that each sector or level of government has its own suite of operation regulations that include a framework of planning, procedures for authorization and monitoring.

**ICZM rarely used
as management
instrument**

Usually the central level, i.e. the Ministry of Environment or similar agency, is concerned with environmental and coastal matters, while regional and local governments undertake spatial and regional development planning rather independently. Admittedly there is some link between the sectors and levels, but overall vertical and horizontal integration and coordination is missing.

4.5.3 Status and Effectiveness of ICZM Implementation

The following figure gives an overview of the status of implementation of the ICZM process:

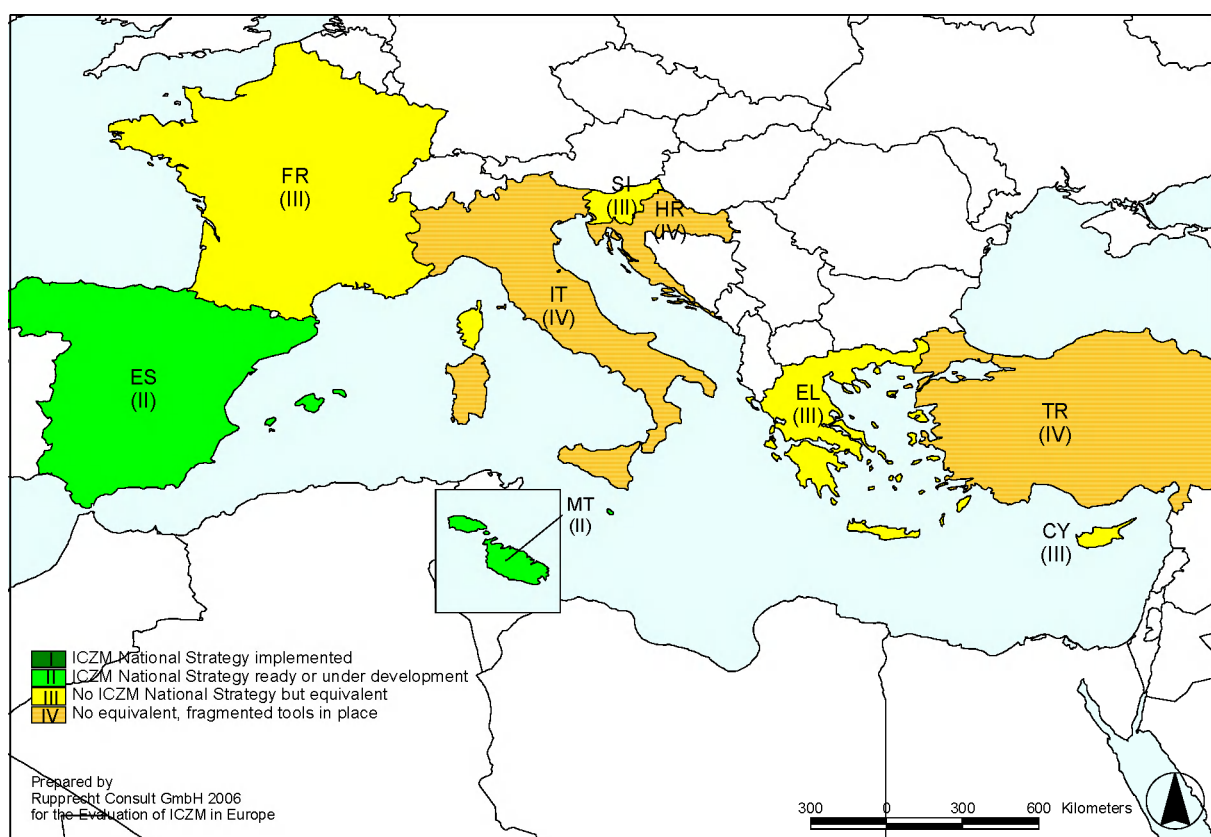







Figure 22: Status of ICZM Implementation for the Mediterranean Countries

The following table gives a detailed overview on the status of the implementation of the ICZM process.

Table 15: Status of ICZM Implementation for the Mediterranean Countries

	Status	Main achievements	Main shortcomings
Croatia	◆ (IV)	<ul style="list-style-type: none"> • Quite a number of positive and recently developed instruments are in place on which further ICZM initiatives could be founded: a Spatial Strategy (1997); a Programme for Spatial Development (1999), a National Environmental Action Plan (2002); a Decree on the Protection of Coastal Area (2004). • The central state's functions and tasks of spatial planning and environmental protection are placed in one ministry, the Ministry of Environmental Protection, Spatial Planning and Construction, making it easier to reconcile spatial planning and environmental development demands. • The forthcoming Spatial Plan for the Area of Special Interest, covering the entire Croatian Adriatic coast, could be the action that could trigger the preparation of an ICZM strategy or equivalent. 	<ul style="list-style-type: none"> • Croatia did not submit a report and does not have a national strategy or equivalent (however, Croatia as a Candidate Country had not been required to submit a report). • In spite of a long history of coastal spatial planning in Croatia, ICZM is still in its infancy. The only sector where a focus on coastal areas is present is the spatial planning. The integration of other sectors has been inadequate.
Cyprus	☉ (III)	<ul style="list-style-type: none"> • The prospects for arriving at a national ICZM strategy are good because of the recent establishment of and the high priority accorded to the Coastal Area Management Project (CAMP) (2006-2008) that shall lead to a national ICZM strategy. • So far coastal management is achieved through spatial planning. • The Environment Service of the Ministry of Agriculture, Natural Resources and Environment plays a coordinating and integrating role between the various actors. The Town and Country Planning Law which is the main legislative tool for promoting ICZM is the responsibility of the Department of Town Planning and Housing of the Ministry of the Interior. 	<ul style="list-style-type: none"> • A national report was delivered, however, it does not contain a national ICZM strategy • No specific ICZM legislation exists • ICZM responsibilities are fragmented between various ministries and agencies. • The division of Cyprus in two parts (Cyprus and Turkish part) leads to severe planning and management as well as development frictions.
France	☉ (III)	<ul style="list-style-type: none"> • France submitted a national report. No formal national ICZM strategy but an equivalent was elaborated largely independent of the EU ICZM Recommendation. France is considering and developing a holistic and integrative approach to coastal management with due regard for environmental, economic and social needs. • Formal steps of ICZM implementation have only started in 2006. • The Law for the development of rural areas of 2005 stipulates the creation of a National Council for the Coast (to be established in 2006) whose framework is explicitly that of integrated management of the coast. • A range of instruments – legal and procedural have developed over the last 30 years with improved sustainable management of coastal zones as a goal. 	<ul style="list-style-type: none"> • Stakeholder groups are focussed on economic interests in the coastal zone and although administrative structures are considered in depth, the involvement of the public and private sectors are not. • Lacking is evidence of a supporting programme of training, education and communication to support an ICZM focused programme.

	Status	Main achievements	Main shortcomings
		<ul style="list-style-type: none"> New instruments are proposed that are specifically focussed on integrating and coordinating between sectors and across geographical and spatial scales. The strategy developed seeks to provide a continuum between national, regional and local administrative levels in the governance procedures for the management of the coastal zone. A supporting programme of research and information technology is proposed to sustain the development and evolution of new policy for the coastal zone. 	
Greece	 (III)	<ul style="list-style-type: none"> So far only a draft national report ("Draft Report of Greece on Coastal Zone Management") was submitted. Activities towards a more integrated planning and management of the coastal zones in Greece date from well before the EU Recommendation. This culminated in a proposal for a special legal framework for the planning of coastal zones in 2002. However, the framework did not enter into force, mainly due to the overlap with a 10 year's spatial plan. However, ICZM principles were introduced in regional spatial plans (2003). In the Greek report an Integrated Frame for Coastal Zone Management is intended. 	<ul style="list-style-type: none"> Planning and management of coastal and environmental matters is done mostly from a national, and regional level. Decision procedures related to ICZM need to be more decentralized. There is no proper horizontal and vertical nesting of various administrative levels. Participation of stakeholders in ICZM initiatives is still lacking very much. Appropriate mechanisms are being pursued to enhance stakeholder participation. Combination of actions of different stakeholders at the local level would be desirable; however often such local initiatives lack adequate funding.
Italy	 (IV)	<ul style="list-style-type: none"> Positive examples of ICZM can be found in regional and local efforts with some regions elaborating guidelines for integrated coastal management (e.g. in the Emilia-Romagna Region). Non-governmental organizations play an important role for environmental safeguard, among them the Italian branch of the World Wildlife Fund, the Lega per l' Ambiente and Italia Nostra are the prominent ones. 	<ul style="list-style-type: none"> Italy did not submit a national report and there is no national ICZM strategy. This is possibly so because of a highly decentralized government system that sees ICZM functions to be executed by regional and/or local governments instead of the central, national government. Some regions offer supporting programmes of training, education and communication for ICZM, but these programmes are lacking especially at national level.
Malta	 (II)	<ul style="list-style-type: none"> A national report was submitted. A Strategy (assessed as being equivalent to a National ICZM Strategy) was already developed in 2004 and shows first positive results. The Strategy was formulated as part of the revision of the Structure Plan for the Maltese Islands and was prepared prior to Malta's accession to EU membership. Being part of the Structure Plan Review process, the Strategy is very well integrated in the spatial planning process. <p>Main achievements of the Strategy:</p> <ul style="list-style-type: none"> Greater protection of the coastal environment including safeguarding of public access. Increased baseline data collection on coastal and marine areas. A compilation of coastal engineering guidelines and their use in assessing coastal development options. The successful implementation of a beach replenishment project. Increased environmental monitoring. Improved coordination and communication between stakeholders. 	<p>Main shortcomings of the Strategy hinge on a too narrow spatial planning perspective. A greater emphasis on social, cultural and economic considerations and mechanisms is required including:</p> <ul style="list-style-type: none"> Threats from climate change effects. Sustainable economic opportunities deriving from ICZM. Employment options and opportunities. Social and cultural system considerations. Financial mechanisms and opportunities to fund initiatives in the coastal zone, and Identification of the roles of the different administrative actors whose competence includes activities or resources related to the coastal zone as well as mechanisms for their coordination.

	Status	Main achievements	Main shortcomings
Slovenia	 (III)	<ul style="list-style-type: none"> Slovenia submitted a national report to EU, but it does not contain a formal national ICZM strategy. The efforts of Slovenia are assessed as equivalent to a national ICZM strategy due to the establishment and successful running of two major programmes, i.e. the Regional Development Programme (2002-2006) and the Coastal Area Management Programme Slovenia (CAMP Slovenia) (2004-2006). <p>In Slovenia several positive features with respect to ICZM can be noticed. These are:</p> <ul style="list-style-type: none"> A high political commitment, expressed on the national and regional levels. A broad support of an integrated approach to development and regard for environmental issues. The existence of an appropriate legal framework. The existence of suitable institutions on the regional level (regional development agencies and others) A high level of regional experience in an integrated approach to development. 	<ul style="list-style-type: none"> No local government structure is yet developed, therefore the linkage between region and local level is dominated by the regional and national level. There are quite a number of new laws and lack of experience on how to implement them.
Spain	 (II)	<ul style="list-style-type: none"> A national report was submitted containing a national ICZM strategy. First steps of implementation have started. Convincing initiatives, measures and activities are proposed that take account of the highly decentralized governmental structure of Spain and the need for new multi-level governance instruments concerned with coastal management <p>Main strategic elements of the National ICZM Strategy consist of</p> <ul style="list-style-type: none"> A „Director's Plan for the Sustainability of the Coast“ is envisaged to be developed (which shall become an important policy and regulatory instrument supporting the already existing and to quite some extent successful 1988 Shores Act (<i>Ley de Costas</i>)) Setting up the Sustainability Observatory for the Spanish coast (to monitor coastal processes and management) Concluding cooperation agreements and following arrangements with the autonomous communities (to create new vertical coordinating mechanisms) Establishing a National Coastal Council (creating new important horizontal and vertical coordinating mechanisms involving all important stakeholders) Converting coastal land for protection and restoration Backing up management by efforts in research, development and innovation activities Creating awareness and promoting education and capacity building for coastal management. 	<ul style="list-style-type: none"> Full implementation only in 2008 While the strategy foresees participatory elements sufficiently, the strategy itself was not worked out in a convincing participatory manner.

	Status	Main achievements	Main shortcomings
Turkey	◆ (IV)	<ul style="list-style-type: none"> Turkey has adopted a number of policies aiming at sustainable development that respect the balance between economic development and environmental protection and the use of necessary tools for these purposes. In 1993 the National Committee on Turkish Coastal Zone Management (KAY) was established. Several project proposals have been submitted to the World Bank and have been found appropriate for implementation and in line with ICZM methodologies. Civil society participation features low, but NGOs and public consciousness are more and more developing and becoming widespread. 	<ul style="list-style-type: none"> Turkey did not submit a report and does not have a national ICZM strategy or equivalent (however, Turkey as a Candidate Country had not been required to submit a report). A legal framework for ICZM and institutional mechanisms have not yet been established in Turkey, however, guidelines have been prepared for the preparation of a National Code of Conduct for the coastal zones of the Black Sea States. The institutional organization and the capacity of professionals for ICZM are quite limited. Turkey appears highly centralized, local government organizations are quite weak especially with regard to decision-making, budgeting and getting financial aid. There is a clear deficiency in horizontal and vertical coordination.

Status of Implementation of ICZM Process:

- ☑ Category I: ICZM National Strategy implemented
- ✓ Category II: ICZM National Strategy ready or under development
- Category III: No ICZM National Strategy but equivalent
- ◆ Category IV: No equivalent, only fragmented tools in place

France, Malta and Slovenia have elaborated strategies which come close to a national ICZM strategy and were developed between 2002 and 2004. The French strategy was rather independently worked out from the EU-ICZM Recommendation. The Maltese strategy, however, was developed within the European Union context because Malta did this in order to fulfil this as one of several preconditions in order to become EU Member State in 2004 and it can also be assumed in anticipation of the requirement to deliver a national ICZM strategy in 2006. In Slovenia integrated regional development planning with strong ICZM elements has been going on since a number of years along its whole coast although a formal national ICZM strategy is not in place.

Spain delivered in its report a Spanish National ICZM Strategy as well as a Stock-Taking Report. This was done directly in fulfilment of the EU-ICZM Recommendations and has started to implement this strategy in 2006.

Two countries (Cyprus and Greece) delivered a report, however, they did not manage to submit a National ICZM Strategy. In the report from Greece a strategy proposed at the national level for implementation of integrated coastal zone management is however mentioned and appears to be under process. Cyprus started in 2006 a Common Project (CAMP Cyprus) with the Priority Actions Programme Regional Activity Centre of the Mediterranean Action Plan (Barcelona Convention), the results of which are expected to lead to the formulation of a national ICZM strategy in 2008.

Croatia and Turkey, since only being EU candidate countries were not required to deliver a report, however some alternative information was collected. Particularly for Croatia there are some positive local and regional ICZM initiatives.

Thus so far national ICZM strategies (or their equivalents) have been developed for four countries (France, Malta, Slovenia and Spain), while in two cases they appear to be on the way (Cyprus and Greece). For those three countries that have not delivered a report, however, some alternative information was collected (Croatia, Italy, and Turkey) and of which two are Candidate Member States, matters are mixed. For all of them some positive practices are reported, however, in no instance there is an effort close to a national ICZM strategy in place.

Major Steps Towards Implementation of EU ICZM Recommendation (2000-2006)

Only in Malta and Slovenia has the implementation of what is considered an equivalent to a national ICZM strategy - been going on for two (Malta) or four years (Slovenia) now. In all other cases implementation either just started in 2006 or will commence later.

Although a systematic support to the ICZM proposal has been going on only recently in these two countries, they may serve as a case for gauging the benefits that can be expected from a nationally supported ICZM process. The main achievements of the ICZM Strategy in these two countries are reported to consist of:

- a. Greater protection of the coastal environment, including safeguarding of public access
- b. Shift to a modern environmental and regional and inter-municipal cooperation in strategic planning, development and environmental issues
- c. Increased baseline data collection on coastal & marine areas
- d. Compilation of coastal engineering guidelines by the local authorities
- e. Successful implementation of beach replenishment
- f. Increased environmental monitoring at selected localities (including bathing water quality testing and monitoring of coastal development projects)
- g. Improved coordination and communication between government stakeholders.
- h. Increased awareness on the coastal zone has led to the formulation of many useful proposals regarding the strategic framework for ICAM, institutional arrangement, environmental protection, management of natural resources and spatial planning.

The incorporation of strategic elements in ICZM regimes is analyzed in the following section.

For France it is difficult to give a sound evaluation of the impact of the initiatives taken at this early stage.

The Spanish report stands for the time frame 2002 to 2005. During this time a national strategy was formulated and implemented. Significant initiatives, measures and activities planned shall start in 2006 to some extent and be fully implemented in 2008: These include i) Director's Plan for the Sustainability of the Coast (which is an important policy and regulatory instrument), ii) the Sustainability Observatory for the Spanish Shore, iii) the cooperation agreements and following arrangements with the autonomous communities, iv) the establishment of a National Coastal Council, v) the conversion of coastal land for protection and renaturation, vi) efforts in research, development and innovation to support coastal areas, vii) and measures in education and training in coastal management.

Financial commitment of around six million Euros in governance structures have been allocated for this purpose. Regional governances integrate all the sectoral planning and all the spatial urbanistic, municipalities planning, etc. It is a master plan for the coast. This process has strongly facilitated the integration of knowledge and information contributing to decisions. The institutional framework has empowered the public at the local level.

Observing the Principles of Good ICZM

In the following paragraphs it is attempted to look at the national ICZM strategies and to analyze in how far principles of good ICZM – as they were described by the EU ICZM Recommendation – were observed. This can strictly speaking only be done for those cases where a national ICZM strategy (or a convincing equivalent) has been put in place. However, some of the alternative information contains statements in how far the principles of good ICZM are followed for countries where there is no formal ICZM strategy and shall be reported as far as it is possible and reasonable.

The table below shall help to analyze which ICZM principles have been easier or more difficult to be observed by Mediterranean countries. Matters are quite heterogeneous for the various countries, however, some pattern are discernible.

There is a group of three principles which were reached by 4 countries, slightly less than half of all countries, in full. These are the principles 1 (observing a holistic thematic and geographic approach), 2 (observing a long-term perspective in the ICZM strategy) and 4 (observing local specificity in the ICZM approach). Here obviously countries had less of a problem.

Then there are two principles which were reached in full by three countries, a third of all analyzed countries. These are principles 3 (observing an adaptive management process) and 6 (observing a participatory process in planning and management). Here, in future the rendering of methodological and procedural support appears very necessary.

Then there is a last group of principles which were not observed by most of the countries. These are the principles 5 (to work with natural

processes), 7 (involving all relevant administrative bodies) and 8 (developing a balanced combination of instruments in planning and management). Particularly with respect to these principles further guidance is needed.

Table 16: Observing the Principles of Good ICZM in the Mediterranean

Principles of Good ICZM	Croatia	Cyprus	France	Greece	Italy	Malta	Slovenia	Spain	Turkey
1) Is there a holistic thematic and geographic perspective in the process?	✗	✓	✓	□	✗	□	✓	✓	✗
2) Is there a long-term perspective envisaged?	□	✓	□	□	⊙	✓	✓	✓	✗
3) Is an adaptive management approach applied during a gradual process?	✗	▪	✓	✗	✗	✓	✓	✓	✗
4) Is the process local-context specific?	⊙	✓	✓	⊙	✗	✓	✓	✓	✗
5) Does the ICZM respect and work with natural processes?	⊙	▪	✓	⊙	✗	□	✓	✓	✗
6) Is the process based on participatory planning and management?	✗	✓	□	⊙	⊙	✓	✓	⊙	✗
7) Does the process support and involve all relevant administrative bodies?	✗	▪	✓	⊙	✗	□	⊙	✓	✗
8) Is there a balanced combination of instruments in planning and management?	✗	▪	✓	✗	✗	⊙	□	□	✗

Level of Observance

- ✓ Yes, fully : The principle is fully covered by the strategy/equivalent and in place (or close to).
- Partly fulfilled: Essential aspects of the principle are covered by the strategy/equivalent and in place. Serious initiatives for implementation are taken or foreseen.
- ⊙ Significant gaps Only some aspects of the principle are covered or implementation is foreseen.
- ✗ Not fulfilled The principle is not or only marginally covered.
- Insufficient information Insufficient information available for assessment

The scoring method is explained in chapter 3 of this Report.

In the following tables the observation of the principles of good ICZM shall be analyzed by each country.

Table 17: Degree of Implementation of ICZM Principles in the Mediterranean Countries

Degree of Implementation of ICZM Principles in the Mediterranean Countries	
Croatia	
1) Is there a holistic thematic and geographic perspective in the process?	There is no ICZM Strategy in Croatia. The documents that are the closest to it are the Spatial Planning Strategy of Croatia (1997) and Decree on the Protection of Coastal Areas (2004). The Strategy marginally tackles the issue of coastal areas, and does not mention ICZM as a tool. While developing the spatial structure, the coastal zone is defined as a special spatial unit comprising of the 7 coastal counties, therefore on the purely administrative basis. No effort was made to outline specific programme for the coastal area and to integrate associated coastal sectors. The Decree is purely a sectoral document which rests upon some general planning principles, but in the subsequent sections it deals exclusively with the details of the coastal spatial development.
2) Is there a long-term perspective envisaged?	The Spatial Strategy has a long term perspective, although it is very vague about the target year. The future population growth is targeted at 2015 which is about 20 years time horizon based on the year when the Strategy is being prepared. The remaining sectors analysed in the strategy do not have a target year. The Decree does not have a target year defined. The needs of current and future generations are explicitly considered in the Strategy, albeit at a very general level, while in the Decree they are not mentioned at all.
3) Is an adaptive management approach applied during a gradual process?	An adaptive planning or management process is not being considered neither in the Strategy nor in the Decree. Equally so, the accompanying regulation on the contents of the plans doesn't deal with this issue. It is left to consultants to devise their own processes. The government planners are required to prepare certain documents (conceptual plan, draft final report, final report), but the characteristics of the planning process are not described.
4) Is the process local-context specific?	The measures to protect coastal settlements and cultural heritage are envisaged in the legislation as well as in the Strategy and a Decree. Again, they are related to the spatial planning and could be adapted for the purposes of ICZM.
5) Does the ICZM respect and work with natural processes?	The origins of the carrying capacity for tourism are in Croatia. PAP/RAC has developed a relevant methodology 15 years ago. The methodology has been tested in Vis and Brijuni islands. The results have been used in the preparation of respective spatial plans. The Ministry responsible for tourism is very positive about the future application of the Carrying Capacity Assessment for Tourism, in particular in the coastal areas. There are no examples of the implementation of renaturation measures.
6) Is the process based on participatory planning and management?	There are almost no examples of the involvement of relevant stakeholders in the ICZM. The preparation of the COAST PDF B Project, however, is a good example, maybe the first of its kind in Croatia, of stakeholders' involvement in ICZM. There are no examples of institutionalised public participation, except on an <i>ad-hoc</i> basis where stakeholders have gathered around an issue in order to fight a certain decision that they think is harmful for the environment.
7) Does the process support and involve all relevant administrative bodies?	As there is no institutionalised ICZM process, one can only infer from the spatial planning process. The local governments are involved in that process, because they are primarily responsible for its implementation. The vertical and horizontal links are generally well developed in spatial planning. It is hoped that once the ICZM process will be established that these positive experiences will be applied as well. However, currently the institutions responsible for ICZM, mainly indirectly, are not nested with a coherent structure. The decision making responsibilities are not defined at all at any institutional level.
8) Is there a balanced combination of instruments in planning and management?	There is no coherent system of planning and management instruments, neither for spatial planning nor for ICZM. The laws and regulations for spatial planning are generally in place (Law on Spatial planning, regulation for the contents of plans, Decree on the Protection of Coastal Area), while those for ICZM remain to be developed.

Degree of Implementation of ICZM Principles in the Mediterranean Countries	
Cyprus	
1) Is there a holistic thematic and geographic perspective in the process?	The design of the country wide Coastal Area Management Project promises a holistic and integrated approach to future coastal management ²⁴ .
2) Is there a long-term perspective envisaged?	Inferring from the CAMP project a long-term perspective is assumed. Also in general spatial planning is embedded in long-term strategies and in national, meso- and mikro-level plans.
3) Is an adaptive management approach applied during a gradual process?	No information.
4) Is the process local-context specific?	Cyprus is a small country and an island. Thus there is a short "distance" between national and local level. The CAMP project is issue driven and looking at the local context.
5) Does the ICZM respect and work with natural processes?	In preparation of the CAMP project a diagnostic survey was made. The physical conditions of the coast were surveyed under the EU Programme MEDSP. The aim of the study was to establish criteria and methods for the protection as well as for the improvement of beaches and the coast.
6) Is the process based on participatory planning and management?	The observation of the participation principle is very much in line with the CAMP approach.
7) Does the process support and involve all relevant administrative bodies?	No information.
8) Is there a balanced combination of instruments in planning and management?	No information.
France	
1) Is there a holistic thematic and geographic perspective in the process?	The French strategy does consider the multiplicity of sectoral interests and stakeholder diversity, as well as the need to consider geographically outside of the immediate coastal zone.
2) Is there a long-term perspective envisaged?	A long-term perspective is implied at 50 years from other documents but is not explicitly outlined in the strategy document. Employment trends within sectors and the coastal zone in general are described but how future trends might affect these are not considered. The impacts of climate change on existing processes and economies of the coastal zone are not considered. The precautionary principle is implied but not explicitly covered.
3) Is an adaptive management approach applied during a gradual process?	The planning process proposed does include an iterative process and programmes are in place to collect economic, ecological and social data to be compiled within database and GIS systems. A data policy is not included.
4) Is the process local-context specific?	The document does recognise that different areas of the coast are impacted by different issues/problems and some case studies are presented although in a very sectoral context. The strategy has a strong emphasis on the local-level and the cultural diversity and inheritance of communities acknowledged.
5) Does the ICZM respect and work with natural processes?	Measures addressing carrying-capacity of the coast from different sectors and re-establishing natural function is being addressed through the quasi-governmental agency Conservatoire du Littoral, with a long experience on issues pertaining to coastal preservation through zoning, community participation and institutional policies. It owns 13% of the French coastline and 150 sites, which are under direct long-term protection by the Agency.

²⁴ Overall there is no national strategy in place yet. However, a Coastal Area Management Project (CAMP) has started countrywide in 2005. This project shall lead, amongst others, to a national strategy. On some information about this project and how it promises to be executed judgements were made about the observance of ICZM principles.

Degree of Implementation of ICZM Principles in the Mediterranean Countries	
6) Is the process based on participatory planning and management?	<p>Local, regional and national government involvement and participation is strongly documented but mechanisms for coastal zone residents to provide their voice to commence a bottom-up approach are not articulated except that local government is part of a democratic process. The relevance of the private sector as an economic force is identified but mechanisms and processes for the future involvement in the process are not identified.</p> <p>Existing French law provides for public access to beaches and the coastal environment. Mechanisms to ensure participation and integration of stakeholders are not articulated.</p>
7) Does the process support and involve all relevant administrative bodies?	Local to national government are involved and a mechanism for vertical coordination in both directions has been proposed.
8) Is there a balanced combination of instruments in planning and management?	Laws and regulations focussed on the coastal zone were first instigated in 1975 and have been continuously up-dated and amended. Recently new laws have been enacted specifically to engender an integrated management approach for the coastal zone. The juxtaposition between national legislative approaches to the coastal zone and those that emanate from EU-wide policy are addressed. Voluntary agreements are not identified if any such exist.
Greece	
1) Is there a holistic thematic and geographic perspective in the process?	A draft Ministerial Decision has been prepared for a "Special Framework of Spatial Planning and Sustainable Development of the Coastal Areas". The Draft National Strategy for the entire coastal space calls for coordination, compatibility of sectoral policies, and efficiency of infrastructures. A non-statutory CZM strategy has been drawn up and an action plan is being implemented. No details of such an Integrated Framework is however provided in the National Report, but the approach to be taken is to integrate the objectives related to coastal zone management into different sectoral policies (e.g. tourism, urban planning, fisheries, infrastructure, etc) as well as the EC Recommendations on ICZM.
2) Is there a long-term perspective envisaged?	Future actions are foreseen, especially with respect to ensure long-term sustainability, with a future-looking policy (2007-2013) aimed at different levels, and addressing (1) protection of biodiversity (2) improve the state of conservation of ecosystems and threatened species, (3) designation and maintenance of natural landscapes of high aesthetic value. This long-term National Strategic Development Plan would need to reflect global policy options in its spatial planning plans. A long-term financial commitment is being sought.
3) Is an adaptive management approach applied during a gradual process?	The proposed Special Framework on Coastal Areas will establish and promote appropriate follow-up mechanisms and monitoring with a long term development perspective, social, economic and fiscal incentives as well as mechanisms of regional cohesion. Currently, mechanisms for reviewing and evaluating progress in implementing ICZM are still not embedded in governance.
4) Is the process local-context specific?	On the basis of the outcome of the Framework Spatial Plans to be concluded by the end of 2006, National authorities shall consider in 2007 the updating of regional plans that will be inline with the specific framework plan on ICZM. The proposed Framework aims at developing a CZM policy at the national, regional and local/municipal. At the local level, it envisages that there will be concrete master plans and regulatory measures for the management of specific coastal zones, providing for all relevant sectoral policies and land-use in a sustainable perspective. However, current legislation seems that it is not promoting the participation at the local level, which is seemingly missing.
5) Does the ICZM respect and work with natural processes?	The National Strategy for the Biodiversity, which is aimed at harmonising with the orientations of the European Strategy for the maintenance of biodiversity, is still under development. In the meantime, however, separate measures have been taken to protect and manage the environment in 27 protected areas in compliance with the EU legislation.
6) Is the process based on participatory planning and management?	The proposed Special Framework on Coastal Areas encourages "bottom-up" initiatives and active public participation. There is currently a formal mechanism at the national and regional level whereby stakeholders meet regularly to discuss ICZM issues. Several organisation of the civil society use this mechanism to participate in public hearings related to environmental permits or in administrative councils of the management bodies of Protected Areas. The Hellenic Network of Coastal Research has been created as a platform for the sharing of knowledge and information in coastal zone management. However, adequate, effective mechanisms that allow the participation of stakeholders from coastal communities in decision-making are still not in place.

Degree of Implementation of ICZM Principles in the Mediterranean Countries	
7) Does the process support and involve all relevant administrative bodies?	The existing legal framework related to coastal zone management and planning is insufficient because of its fragmentary approach and is less effective because of the many different stakeholders at the governing level. Planning remains primarily under the responsibility of the central government. Regional and Municipal Authorities are responsible for the planning in the twelve regions and municipalities and coastal prefectures respectively. This coordination will become solidified by means of the Special Framework with respect to sectoral policies. In the meantime, closer cooperation among the different levels of administration is being done to guarantee both the full participation at all levels of governance, and on ways how they complement their separate contributions to the implementation of the Framework.
8) Is there a balanced combination of instruments in planning and management?	A national system of management of the protected areas is still to be established and implemented. The proposed planning instrument is the set of 12 regional spatial plans developed in the course of 2001-2003 and approved in 2003-2004. Studies have been conducted to provide a clearer picture on the need of a more comprehensive approach of the policies and measures required. Decisions about planning and managing the coast are governed by general legal instruments at all levels; however, the existing instruments are being adapted and combined at the national and regional level. Adequate human and financial resources for the implementation of the policies are being sought to address the proposed Framework. Special mechanisms to allow for more effective implementation of ICZM provisions at the European and Mediterranean levels are also being considered.
Italy	
1) Is there a holistic thematic and geographic perspective in the process?	There is no report from Italy, other than some alternative information. There is no national ICZM strategy or equivalent approach. Geographically there are some positive examples from some Regions (especially from Emilia Romagna, also Liguria and Toscana to some extent), however, these are isolated and not connected to the national level.
2) Is there a long-term perspective envisaged?	The Interministerial Committee for Economic Planning (deliberation n. 57/2002) approved a "Strategy for environment actions for sustainable development in Italy. The document only foresees a time frame from 2002 to 2010. This is deemed to short-termed.
3) Is an adaptive management approach applied during a gradual process?	There are no adaptive management processes in place or planned that look at ICZM in a coordinated way involving national, regional and lower level entities.
4) Is the process local-context specific?	There is no effort of the national level to involve itself into local specific coastal problems. These are left to the Regions and lower level authorities.
5) Does the ICZM respect and work with natural processes?	Law 14 of 1907 is still in force looking on „coastal defense“ foremost as a protection of settlements from the marine effects intending to protect settlements without necessary consideration of environmental effects. 42.5% of the Italian beaches are in erosion. Many shorelines are only considered stable because of the presence of defence structures that have determined landscape degradation and a reduction of the beach economic value.
6) Is the process based on participatory planning and management?	There is no indication that there is an effort from the national level to enhance stakeholder involvement in coastal zone management. In some regions (Emilia Romagna, Liguria and Toscana) some systematic efforts are made.
7) Does the process support and involve all relevant administrative bodies?	There are various different administrative levels responsible for coastal affairs (e.g. national government, Ministry of Environment for environmental and territorial protection; regional administration for maritime state property; local and provincial authorities for spatial and development planning), however, these do not work together in a systematic and consistent way to promote ICZM matters.
8) Is there a balanced combination of instruments in planning and management?	Regional and local approaches are mostly of a sectoral nature. There is no connection or no proper connection to the national level visibly in place and no plans to develop such.

Degree of Implementation of ICZM Principles in the Mediterranean Countries	
Malta	
1) Is there a holistic thematic and geographic perspective in the process?	The Maltese Coastal Strategy looks at the entire coastal zone of the Maltese Islands, including the entire territorial waters zone. Despite establishing a coastal zone boundary, issues and activities outside the coastal zone that have a bearing on it are still considered. Thematically, the Strategy considers most of the sectors identified, and it addresses issues that are cross-cutting too. Since the Strategy is a spatial planning document, the main gaps are the lack of detailed consideration of aspects such as education, training, awareness, social considerations, regional development, and economic considerations including financial implications of implementing the Strategy.
2) Is there a long-term perspective envisaged?	The Coastal Strategy Topic Paper does not in itself set a time frame, but since the Structure Plan for the Maltese Islands, into which the Strategy feeds, has a 20-year time frame and is reviewed every 10 years, the Coastal Strategy can be considered to have a similar time frame. Although the Strategy takes into consideration current and future generations under its sustainability principles, it does not directly address long-term changes such as climate change, sea level rise, etc.
3) Is an adaptive management approach applied during a gradual process?	The planning process in the Maltese Islands is considered an iterative process; it includes monitoring loops (albeit not always structured). Better monitoring through an official monitoring review programme needs to be put in place and implemented. Equally, although social, economic, and environmental data are collected, the data collection programme is not geared towards ICZM. Fine-tuning in this respect would be required.
4) Is the process local-context specific?	<p>Given the size of the Islands, the Strategy considers national and local issues. Besides identifying a coastal zone boundary, the Coastal Strategy document also classifies the coastal zone into three areas, depending on whether the coast is predominantly urban, predominantly rural, or protected. A protected coast is itself either predominantly rural or predominantly urban. Different parts of the coastal zone have distinctly different characteristics, an aspect highlighted in the Strategy. No part of the coastal zone is sufficiently remote to be completely unaffected by human activity.</p> <p>The Report states clearly that “a strategic approach is required to ensure that this variety (of the coast) is retained within a framework that safeguards both the natural and cultural heritage as well as ensures adequate use of the coast by legitimate coastal uses.”</p>
5) Does the ICZM respect and work with natural processes?	<p>Proposals to identify the carrying capacity of coastal areas have been discussed several times in the past but the evaluator does not have information that such studies have been actually undertaken. However, the effects of new development on natural processes, as well as the effect of natural processes on the coastal area and the new development are considered in assessment studies for coastal projects, including beach nourishment, coastal infrastructure, etc. The Strategy itself comments on past coastal engineering problems and the need to look outside the development area for impacts arising from such works.</p> <p>The Strategy is cognisant of the various natural processes that affect the coastal zone; however, as stated previously, it does not take into account long-term effects such as climate change and the consequent sea level rise. It is mainly concerned with conserving natural resources through the control of development.</p>
6) Is the process based on participatory planning and management?	Stakeholders have been involved in the formulation of the Strategy through one-to-one meetings (especially with government entities, NGOs, and private sector entities), the provision of information (in hard copy and on Malta Environment & Planning Authority (MEPA)'s website), and through the formal public consultation phase required by law. The latter included the publication of the draft Strategy, public meetings during which the Strategy was discussed, and a period of public consultation during which the public could submit their views on the Strategy. All comments received during this period were commented upon and comments and responses published as an appendix to the Strategy. The entire Strategy as well as additional information are public available on MEPA's website.
7) Does the process support and involve all relevant administrative bodies?	ICZM is mainly MEPA's responsibility; various other national entities are also involved. While most of the coordination takes place at a national level, coastal Local Councils are also normally consulted on matters affecting the coastal zone under their jurisdiction (some aspects of coastal zone management are still controlled by central government ministries). There is, therefore, scope to ensure that Local Councils are more involved in ICZM at a general level, and that Local Councils should be encouraged to actively pursue ICZM projects in their locality. Vertical coordination and communication can be improved. The Strategy does not set out an implementation framework where different entities are appointed to carry out different functions.

Degree of Implementation of ICZM Principles in the Mediterranean Countries	
8) Is there a balanced combination of instruments in planning and management?	Few instruments have been established so far, though many have been considered at some stage. MEPA is actively working on establishing Marine Protected Areas and has recently received funding to collect data for the establishment of one such area. There is more research and education, which however can be better funded, and information made more readily accessible (especially through websites). Although laws and regulations exist, there is no ICZM Act and most ICZM issues are dealt with in separate, and often dysfunctional, legislation. There may be scope for an all inclusive ICZM Act for the Islands and the creation of an entity that has overall responsibility for the implementation of the Strategy and the provisions of the new Act.
Slovenia	
1) Is there a holistic thematic and geographic perspective in the process?	There is no formal ICZM national strategy, however, a set of projects and programmes that come close to a comprehensive strategy. The main important programme is the Regional Development Programme (RDP) which has a holistic thematic and geographic perspective for the short Slovenian coast covered in the South Primorska region.
2) Is there a long-term perspective envisaged?	The time horizon of RDP is 5 years because RDP is focusing for implementation of priority action fields and programmes. RDP contains a vision above 5 years and extends the time horizon to future generations. Within the framework of RDP some programmes have even longer time horizons i.e. tourism, agriculture, higher quality of life, rational use of energy, environment, sustainable spatial planning, etc. Long term changes, sea level rise and increasing frequency and violence of storms will be considered in the new RDP 2007-2013, after which national plans dealing with these issues will be prepared.
3) Is an adaptive management approach applied during a gradual process?	Planning is perceived as an iterative process with formal cycles every 5 years for implementation of priority actions. Further evolution of RDP and ICZM issues has been set up with established sets of ecological, economic and social indicators and reporting mechanisms. By means of different indicators (sustainable development, environmental protection, on the national and local levels) and by horizontally and vertically related data collections, analytical methods, efficient organization and modern technological tools, the regional environmental information system should provide support to strategic planning for mandatory and anticipated tasks and enable efficient monitoring of conditions. One sub programme of RDP is REIS – regional Environment Information System which carry functions of collecting and distributing data with all stakeholders in RDP programme.
4) Is the process local-context specific?	Due to small extent of the Slovenian coast (about 50 km) no further differentiation of segments or localization of the national coastal zone with respect to specific challenges and responses is necessary. Local governments and coastal communities closer to the coast have different interests in comparison to others in the hinterland (Karst area). One of the main tasks of RDP is to reconcile interests between the coast and the hinterland.
5) Does the ICZM respect and work with natural processes?	For instance the Coastal Area Management Project (CAMP) Slovenia tries to estimate tourism carrying capacity of the coastal zone. It was recognized that the current situation is very much below the carrying capacity. There are also positive renaturation measures implemented by local communities and Ministry of Environment and Spatial Planning regarding water management issues. Also a strong intention of local communities was perceived for renaturation measures in streams.
6) Is the process based on participatory planning and management?	All relevant stakeholders (residents as the organized public, local and national government, NGOs and private business sector) are adequately involved in preparation, implementation and evaluation processes. Adequate proportion of coastal land accessible to the public is provided for recreational and aesthetic purposes. To ensure the participation and integration of stakeholders several mechanisms have been implemented: workshops, public hearings, interviews, websites, flyers, brochures, submission of complaints, public displays of plans, general media, etc.
7) Does the process support and involve all relevant administrative bodies?	Slovenia didn't establish local regional government infrastructure. National government has been involved in preparation of RDP 2002-2006 and is involved in preparation of new RDP 2007-2013. Links to improve horizontal (municipalities) and vertical coordination (national government) have been established and need be improved and strengthened within new RDP.
8) Is there a balanced combination of instruments in planning and management?	<p>Instruments:</p> <ul style="list-style-type: none"> - Laws, regulations and programmes on national level: developed, there is a lack of implementation experience due to many new laws and regulations. - Voluntary agreements: under development. - Research and education: new established university and experiences of existing research organizations. - Information provision: a regional environment information system was set up to support decision making on regional and local level. <p>Economic instruments: developed on national and local level (municipalities).</p>

Degree of Implementation of ICZM Principles in the Mediterranean Countries	
Spain	
1) Is there a holistic thematic and geographic perspective in the process?	The Spanish strategy encompasses a holistic thematic and geographic perspective. 8 sectors have been identified as having a major impact on ICZM in Spain. Apart from the central state level particularly decentralized structures such as the autonomous communities and municipalities have a big say in ICZM matters. Competencies and responsibilities are complex and considered by the Spanish report.
2) Is there a long-term perspective envisaged?	A time horizon for the Spanish strategy is not explicitly specified in the Spanish report, however, it can be deduced that a long-term horizon is assumed. Reference to the needs of the current and future generations are made. Long-term changes such as climate change, sea level rise and increasing frequency and violence of storms are considered in Annex 1 of the report with 3 indicators and 8 measures. Taking of precautionary measures with respect to disasters is also expressed through objective 4 of the strategy.
3) Is an adaptive management approach applied during a gradual process?	Adaptation of the model of coastal management is explicitly regarded in strategic objective 2. Accompanying investigation, development and innovation measures are foreseen as well. Natural science as well as socio-economic conditions shall be looked at to assist the further evolution of the ICZM model in Spain. A special <i>observatory</i> for collecting pertinent data shall be set up. Nothing can be said with respect to possible restrictions to the access of collected data.
4) Is the process local-context specific?	Different segments of the national coastal zone are identified in the introductory part of chapter 1 of the Spanish report. Local governments (municipalities) are adequately considered, not much is said to communities below that level. Coastal protection and the protection of cultural heritage have been considered through specific objectives 4 and 6 of the strategy. Management of coastal areas shall be based on river basins.
5) Does the ICZM respect and work with natural processes?	The carrying capacity of the coastal zone has explicitly been included into the specific objective 3. Renaturation measures are part of the strategy. In chapter 4.3.5 the conversion of land from the private to the public domain is envisaged for the purpose of conservation and restauration. The Spanish authorities mention that they follow in this respect a good practice observed in France where to this end a public institution, i.e. the <i>Conservatoire du Littoral</i> , was established.
6) Is the process based on participatory planning and management?	Some reference is made to the adequate involvement of stakeholders in the process. Stakeholders shall certainly be involved in the implementation of the Spanish National ICZM Strategy (e.g through the National Coastal Council). However, the Spanish Strategy itself was not developed through active stakeholder participation. This is seen as a weakness. On the other hand through the stock taking effort a good knowledge is now available on major important stakeholders all along the Spanish coast. Through quite successful application of the 1988 Shores Act it was achieved to take care much better of the public domain terrestrial-marine coastal fringe. National, regional and even a European stakeholder fora are proposed in the strategy.
7) Does the process support and involve all relevant administrative bodies?	It is the firm intention of the Spanish strategy to involve – apart from the various national ministries – also regional, i.e. autonomous communities, and local governments, i.e. municipalities. Adequate communication links have partly been established and this shall be completed through measures of specific objective 7 of the strategy.
8) Is there a balanced combination of instruments in planning and management?	A balanced set of instruments in planning and management is intended to be employed. The 1988 Shores Act has been a good foundation to demarcate and govern particularly the public domain part of the coast. However, this has not been good enough particularly with respect to the private property domain part of the coast. Here it is intended to develop a new policy instrument, i.e. the <i>Director's Plan for the Sustainability of the Coast</i> . No mention is made for voluntary agreements and co-management arrangements with local stakeholders and communities. Research and education are part of the strategy (chapter 4.3.6 and 4.3.7). No economic instruments creating incentives or disincentives (taxes, subsidies, punishments, charges) are explicitly mentioned. So far it has been reported that the various policy and legal instruments lack coherence and that the complexity in competencies and responsibilities is formidable with a high need to further work on them.
Turkey	
1) Is there a holistic thematic and geographic perspective in the process?	There is no report from Turkey, however, some alternative information. There is no national ICZM strategy or any other approach in place that comes close to a national strategy with a holistic thematic and geographic perspective.
2) Is there a long-term perspective envisaged?	There is no national ICZM strategy or equivalent in place envisaging a long-term perspective.

Degree of Implementation of ICZM Principles in the Mediterranean Countries	
3) Is an adaptive management approach applied during a gradual process?	There is no national ICZM strategy or equivalent in place suggesting an adaptive management approach.
4) Is the process local-context specific?	There is no national ICZM strategy or equivalent in place addressing ICZM in a local-specific manner.
5) Does the ICZM respect and work with natural processes?	There is no national ICZM strategy or equivalent in place respecting and working with natural processes.
6) Is the process based on participatory planning and management?	There is no national ICZM strategy or equivalent in place promoting participatory planning and management.
7) Does the process support and involve all relevant administrative bodies?	There is no national ICZM strategy or equivalent in place supporting and involving all relevant administrative bodies.
8) Is there a balanced combination of instruments in planning and management?	There is no national ICZM strategy or equivalent in place providing for a balanced combination of instruments in planning and management.

4.5.4 Scope and Implementation of ICZM on the Regional Sea Level

The following sub-chapter focuses on those ICZM elements, which are viewed as being most relevant on the regional seas level. Of special interest is the degree of scope and implementation of these elements in the country towards a regional sea's context. This cross-country analysis emphasizes on the respective national levels whether there is scope for and existing implementation of bi-and/or multi-lateral agreements. The issues of cross-integration of different institutions from local, regional to national and international levels are another focal point in this chapter. Therefore the scoring in these elements (see table 17 below) may differ from the country-case assessment of the ICZM principles in Chapter 4.5.3.

- ICZM element "Strategic Approach" endorses aspects of whether and how far the respective country has considered this element to be of relevance to a regional sea policy, e.g. achieving an integrated system that will function across the different jurisdictions that cover the coasts and estuaries of the respective regional sea.
- ICZM element "Participation" covers aspects beyond the scope of local participation, but looks more on whether there are mechanisms in place that provide dialogue arenas across national borders, e.g. "whole estuary approach". Similarly,
- ICZM element "Holistic Approach/Integration" looks on the transboundary issues at the land-sea interface and the inclusion of the hinterland in a regional seas perspective.
- ICZM element "Governance" endorses the improvement of horizontal and vertical integration for better-concerted action across political levels, as well as considers the balance be-

tween different interests, e.g. nature conservation, economic growth and social welfare, in a regional seas perspective.

- ICZM element “Regional Policy” looks on the existing instruments and mechanisms that foster a joint collaboration on problems and concerns on a regional basis. Special attention is given on existing or planned common policies that hold the potential for orchestrated actions on the regional sea level.

Table 18: Scope and Implementation of ICZM in the Mediterranean Sea

ICZM Elements	Croatia	Cyprus	France	Greece	Italy	Malta	Slovenia	Spain	Turkey
Strategic approach	✗	✓	□	✓	✗	✓	✓	✓	✗
Participation	✗	✓	✗	⊙	⊙	✓	✓	⊙	✗
Holistic approach- /integration	✗	✓	✓	□	✗	□	✓	✓	✗
Governance	⊙	⊙	□	⊙	✗	⊙	□	✓	✗
Regional policy	✓	✓	□	⊙	✓	✓	✓	✓	□

Level of Observance

- ✓ Yes, fully The ICZM element is fully covered and in place (or close to).
- Partly fulfilled Essential aspects of this ICZM element are covered and in place; Serious initiatives for implementation are taken or foreseen. Convincing activities are planned.
- ⊙ Significant gaps Only some aspects of this ICZM element are in place or implementation is planned.
- ✗ Not fulfilled The ICZM element is not or only marginally covered.
- Insufficient information Insufficient information available for assessment

The scoring method is explained in chapter 3 of this Report.

Strategic Approach

A strategic national approach to ICZM is only recognizable for those countries that have been assessed as having a national ICZM strategy or an equivalent (Cyprus, France, Greece, Malta, Slovenia and Spain). In these cases long-term sustainability concerns were incorporated into the countries' respective national strategies and broad measures to arrive at these designed. The Spanish and Maltese strategies mention the three dimensions of sustainability, i.e. ecological, economic and social. In Cyprus and Slovenia these concepts are brought in through Coastal Area Management Projects (CAMP).

**Long-term
sustainability
concerns
incorporated in
national reports/
strategies**

Participatory Methods

An adequate participation or involvement of stakeholders appears to be an overriding problem for most of the Mediterranean countries. Noteworthy exceptions are Malta, Slovenia and Cyprus. In the latter

two cases methods to support the participation of stakeholders were brought in through Coastal Area Management Projects (CAMP). The Spanish national ICZM strategy foresees an adequate involvement of stakeholders, however, its own elaboration was done without significant and sufficient stakeholder participation. In all other countries stakeholder participation is in its infancy or only practiced in few rather exceptional cases.

Holistic and Integrative Approach

Holistic ICZM approaches imbedded in wider country strategies integrating views and initiating efforts across sectors emerge for some countries only: Cyprus, Greece, Malta, Slovenia, Spain and to some extent Croatia. In some instances (e.g. Croatia and Malta) there has been a good opportunity to develop a holistic and integrative approach starting from spatial planning and management where “traditionally” a cross-sectoral approach had been in use.

Governance and Management Structures

Adequate governance and management structures are in all countries deficient. In most countries laws and regulations need to be “overhauled” systematically. In those few cases where a number of new laws and regulations with reference to coastal areas were recently promulgated (e.g. Slovenia) often there is a problem of lack of experience on how to implement them. In some instances (e.g. Greece, Cyprus and Malta) law enforcement is mentioned as a significant problem.

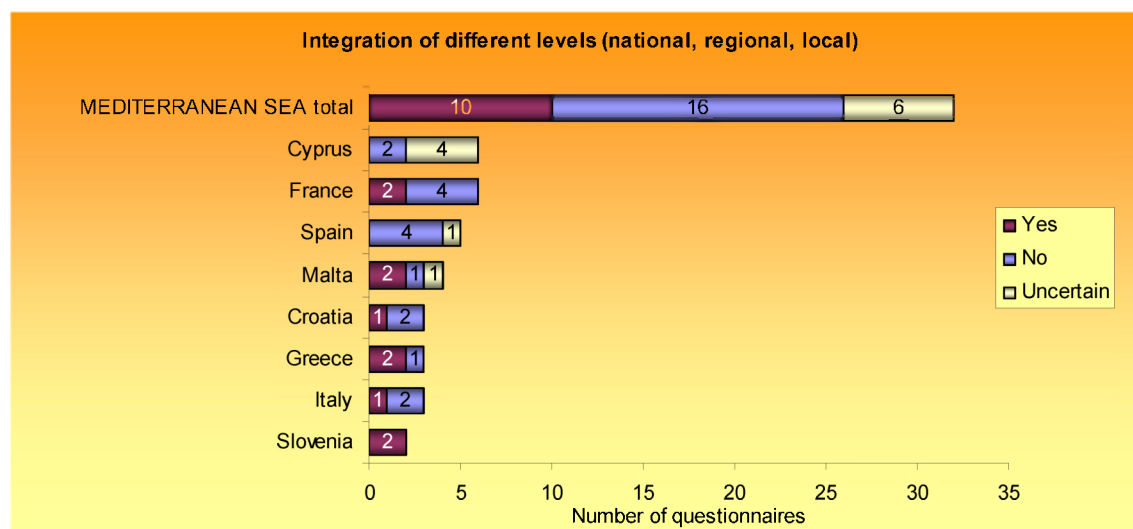


Figure 23: Response to the ICZM Evaluation Questionnaire (Mediterranean Sea): Do you feel your country's approach for coastal management in general sufficiently covers the following principles: Integration of different levels)

Overlapping and/or unclear responsibilities, in the absence of clear obligation for policy-coordination between all concerned parties, makes effective management more difficult to achieve and efforts to integration and coordination are often left to the good will of involved agencies and stakeholders (e.g. Malta). Good examples of creating new coordinative mechanisms involving various stakeholders

horizontally and vertically are however reported for Spain and France through the establishment of national councils for the coast and special agreements (e.g. Spain) to be made between national and regional governments.

Regional Seas Specific Policies

On regional seas level countries of the Mediterranean work together under the Barcelona Convention of 1976 for the Protection of the Mediterranean Sea against Pollution and its related protocols, the 1995 Barcelona Convention amending it and establishing the Mediterranean Commission on Sustainable Development (MCSD) and the Mediterranean Action Plan (MAP). The MAP involves 21 countries bordering the Mediterranean Sea, as well as the European Union.

The Mediterranean Action Plan (MAP) strives to protect the environment and to foster sustainable development in the Mediterranean basin. It recommends the implementation of the EU ICZM Recommendation. Its legal framework comprises the Barcelona Convention adopted in 1976 and revised in 1995, and six protocols covering specific aspects of environmental protection. Of the nine countries some have been reported to be actively connected to activities of the Mediterranean Action Plan. Croatia e.g. houses the Priority Actions Programme Regional Activity Centre (PAP/RAC). The MAP activities positively support the ICZM activities in Mediterranean countries and should further be used to create synergies between national and regional ICZM initiatives.

Mediterranean countries participate in MAP's "Coastal Area Management Project (CAMP)" to put theoretical approaches and policy instruments for their national ICAM into practice. The participation of Mediterranean countries in this specific regional programme is of great importance, due also to the integrating role it provides by involving other regional organisations, financial institutions and alike, and therefore contributing to a common sense and understanding in the region. Mediterranean countries are currently working on a draft ICAM Protocol that will be a binding legislative tool for ICAM in the Mediterranean. Greece, for example, is working in favour of synergizing the EC's initiative to develop a Green Paper on A European Maritime Policy with the ICAM Proposal.

Important participation of Mediterranean countries in "Coastal Area Management Project" (CAMP)

The scientific, technical, legal and administrative cooperation between France, Italy and Monaco, through the RAMOGE Agreement, has brought tangible results in terms of ICZM. The RAMOGE zone, which originally extended from Saint-Raphael in the west to Monaco, then eastwards to Genoa, has now been extended from Marseille to La Spezia. By means of this RAMOGE working programme, the area has witnessed improved ICZM, such as the creation of a surveillance network for the marine ecosystem, contribution to the European bathing water Directive, creation of Protected Areas in the RAMOGE zone, assessing erosion of the shore line, and improved administrative organisation and regulation of the coastal zone in the defined zone. RAMOGE cooperates with other inter-regional Agreements, such as the Barcelona Convention, through specific policies, (e.g. MEDPOL Programme).

4.5.5 Conclusions on the Mediterranean Sea Region

Overall progress in implementing a national ICZM strategy varies to a great extent and can formally only be reported for four cases, i.e. Malta, France, Slovenia and Spain. The other Mediterranean states have not formally responded to the ICZM recommendation.

In Malta, two years of implementation are stated. Slovenia, having a short coast of 50 km, has implemented several highly successful regional development initiatives with strong ICZM content since 2002 and will continue the implementation process in the coming years. France intends to start the first tangible step of ICZM activities in this year of 2006 by establishing a National Council for the Coast with the responsibility for integrated coastal management. In Spain, formal actions from the ICZM strategy have to some extent started in 2006, but are planned to be implemented in full in 2008²⁵.

The reasons for this strong variation of the general progress in implementation are summarized in the following:

Malta prepared its strategy prior to 2004 as one of the activities leading to EU accession which was an important incentive to look into ICZM issues on the national level. Spain invested substantial efforts into producing a national strategy and just started to implement it. However, it appears that for a full implementation of ICZM, Spain is awaiting the outcome of the EU reviewing the ICZM process in Europe at the end of 2006 since the full implementation is only envisaged for 2008. Greece has been active in drafting of a Special Framework of Spatial Planning and Sustainable Development of the Coastal Areas, calling for coordination, compatibility of sectoral policies and efficiency of infrastructures. France did not submit a formal national ICZM strategy. An equivalent document was elaborated largely independent of the EU ICZM Recommendation.

In Cyprus, Greece and Turkey the capacity of organizations and professionals to work out a national ICZM strategy appears to be rather limited. This is compounded with other factors such as conflicting interests between main stakeholders.

A final group of countries (Croatia, Italy and Turkey) did not submit a national strategy. Of these, two were previously not required to provide a strategy (Croatia and Turkey). Most noteworthy in this latter group is the lack of ICZM activities in Italy. Being geographical central in the Mediterranean area with a very important and long coastal zone and of paramount political importance in the European context, this lack is a point of concern. One impediment for Italy might be the highly decentralized nature of the country vesting almost all coastal planning and management to lower tiers of administration and possibly luring national level government into a position of not having a mandate. On the other hand, a quasi-federal, highly decentralized

²⁵ The Spanish strategy was worked out in Phase I (2002 to 2006). Phase II (2007-2008) will be concerned with more detailed planning of activities and forming of coordination mechanisms. Thereafter in phase III (2008-2010) the (formal) start and revision of activities are envisaged.

country such as Spain demonstrates that even in such a case, a national strategy can be developed.

Bulleted Summary of Findings

- From nine countries the following six: Cyprus, France, Greece, Malta, Slovenia and Spain delivered a national ICZM report to EU that has been assessed, while Croatia, Italy and Turkey did not do so.
- The most pronounced common problem to the majority of the countries along the Mediterranean is the artificialisation of the coast driven by an ever expanding tourism: urban sprawling, building up of second homes, sealing of soils, etc. Other common issues are: the change of coastal dynamics; a dwindling of the traditional fishery industry; the degradation of ecosystems and habitats; environmental risks along the coast; the loss and degradation of landscape; and environmental problems due to aquaculture, water sports activities and maritime transport.
- There is a multitude of laws, however, a consistent set of laws directing coastal governance and management is usually lacking. The main legislative and policy frameworks governing the development in the coast are usually planning instruments that have a physical preponderance and little room for needs of integration of different sectors and participation of stakeholders.
- There are five major groups of stakeholders: i) government institutions, ii) private sector actors, iii) non-governmental organizations, iv) researchers and experts, and finally v) coastal citizens. The interests of these groups vary to a great deal, between groups as well as within groups. Some are very much focused towards coastal environmental goals, others want to achieve economic growth, often neglecting long-term considerations.
- Interregional organizations and cooperation structures do not yet feature high in the reports of the countries.
- Implementation of national ICZM strategies or equivalent has been going on since a few years in Malta and Slovenia, while it has started in 2006 for France and Spain.
- The observance of principles of good ICZM vary to a great deal among countries. Long-term sustainable development intentions, local-specific orientation and a holistic approach are incorporated in quite a number of national strategies or equivalent, at least nominally. Much more problems appear in participation of stakeholders, application of adaptive planning and management procedures, working with natural processes, proper integration of various administrative bodies and the use of a balanced combination of instruments in planning and management.

4.6 The Black Sea

Three EU-acceding/candidate countries have a coast with the Black Sea: Bulgaria, Romania, and Turkey. Until now only one *Outline Strategy* has been submitted by Romania that is forming the basis of a National ICZM Strategy and has been presented to the Romanian Parliament for approval. The Bulgarian evaluation has been based on ancillary official documentation. Information regarding coastal zone management in Turkey has been based on ancillary public information since no National Report, or any other official documentation has been submitted by the relevant Turkish authorities.

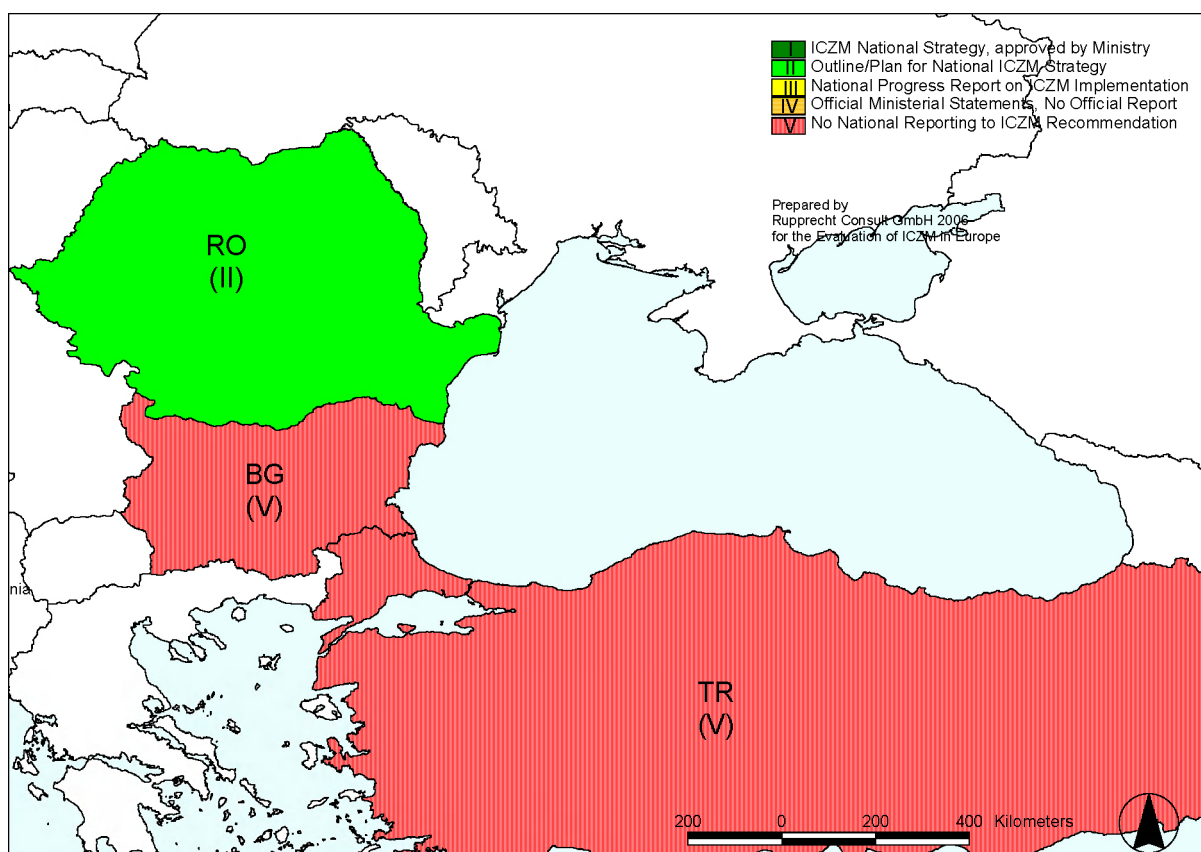


Figure 24: National Reporting to ICZM Recommendation for the Black Sea Countries

4.6.1 Coastal Zones and Major Coastal Issues

The Black Sea country evaluations highlight commonalities and opportunities for their coastal zones. Main coastal issues include marine pollution, coastal erosion, landscape degradation, biodiversity loss, saltwater intrusion, over-settlement, lack of law enforcement and mass tourism, which are leading to accelerated, non-sustainable pressures to the coastal zone.

Other regional issues include non-sustainable fisheries and agriculture, and land-use conflicts coming from intensive manufacturing and services industrial activities (such as shipyards, mineral extraction and energy generating plants) along the coast, marine pollution and

maritime shipping, are other commonalities seen especially along the western coast.

The negative pressure caused by the tourist construction industry and illegal construction along the western coast of the Black Sea, is leading to reduced accessibility to beach resources for the general public as well as the destruction of natural coastal and loss of marine habitats, and disrupted coastal dynamics.

The basis of this serious problem has been described as fourfold: 1) the high priority given to the tourist industry by the central government, sustained by inter-sectoral economic activities (such as maritime transport and port activities, fisheries and aquaculture, and mineral exploitation), 2) lack of law enforcement, 3) no interaction between coastal scientists, planners and decision-makers, and 4) lack of an organized and holistic multi-disciplinary monitoring of the coastal zone ecosystem of the coast.

According to the EEA, artificial surface and associated use of coastal zone has grown, amounting to the 2.5% in relation to the total area of the assessed coastal zone. Around 14% of this artificialisation occurs in the first kilometre from the coastline as compared to the 6% for the whole 10km coastal zone (EEA, 2006).

ICZM poses an excellent opportunity for national authorities to enhance and support indigenous crafts (such as sustainable fishing and agricultural practices) along the coastal zone that respect coastal resources. For example, eco-tourism is being recently featured in the Danube Delta region where upgrading and development of the necessary public and infrastructure works, conservation of beaches and coastal landscape and pollution control features are some of the priorities.

**Eco-tourism
featured in the
Danube Delta
region**

Inappropriate fishing practices have significantly diminished fish stocks. In this regard, the revision of current policies addressing sustainable development of fisheries are being addressed. Incentives promoting aquaculture occur in Turkey, making it the largest producer among new member states and candidate countries. It has been reported that in this country, aquaculture practices coexist in harmony with traditional fisheries.

The countries under evaluation have important regional, binding instruments that favour the safeguarding of the Black Sea against Marine Pollution (in particular to oil pollution), the Rehabilitation and Protection of the Sea, as well as on the joint efforts to protect its biological diversity. Marine pollution has been recognised as a common threat to all Black Sea coastal States and measures have been taken towards a joint abatement and control of this type of pollution jointly by all the regional countries.

The common, main sectors and related policies along the Black Sea coastal zone include: maritime transport and port activities, marine resources extraction (gas and sand exploitation), oil installation (in the north-east) and transboundary transport of oil and gas, and industry (manufacturing and service-oriented).

4.6.2 ICZM Framework

Legislative and Policy Framework

The present legal framework for the three countries consists of a series of national and regional Laws and Directives that interrelate with coastal zone management. These mainly include: 1) National Water management, quality and flood defence, 2) Spatial Planning and Construction Laws, Land-ownership and Land administration Laws; 3) Environmental Protection Laws; 4) Solid waste Management Directives, 5) Regulations on Environmental Impact Assessment, 6) Laws for the protection of Cultural and Natural Wealth, 7) Tourism Incentives Law, 8) Fisheries Law, 9) Harbour Law, and 10) Industrial pollution and risk management Directives.

There is no indication whether any one of these dominates over the other laws and directives. In these countries, the legal framework offers neither a wide scope ICZM law nor a special institutional development. As a result, the authorities are overlapping in some responsibilities, whilst gaps exist in others. Deficiencies in law enforcement has also been reported particularly related to the tourist construction industry and illegal construction, leading to reduced accessibility to beach resources for the general public as well as the destruction of natural coastal and marine habitats, and coastal dynamics.

Transboundary ICZM frameworks are also in place, such as that between Bulgaria and Romania for the Danube Delta Biosphere Reserve Administration.

Administrative Levels

The effectiveness of future National ICZM strategies in the Black Sea countries mainly depends on their coherency with those of the other Black Sea countries. This is due to the similar geo-physical, often interacting, features.

In Bulgaria, a number of Ministries are responsible for the national coastal development, namely the Ministries of Regional Development and Public Works, the Ministry of Culture and Tourism, the Ministry of Environment and Water, the Ministry of Agriculture and Forestry, the Ministry of Transport and the Ministry of Economy and Energy. Currently ICZM is decentralised.

In Romania, Governmental bodies responsible for ICZM, other than the Ministry of Environment and Water Management, include the Ministry of Transport (Harbour Administrations), the Ministry of Defence, the Ministry of Agriculture, and the Ministry of Economy and Trade. Other local and central bodies under the jurisdiction of the Ministry of Environment and Water Management are also involved. Currently ICZM is decentralised.

The proposed institutional set-up is based on the identification of the coordinating bodies needed, and the tasks/activities that need to be carried out by these bodies as already identified in the existing coastal zone management legislation. In terms of final responsibility and coordinating tasks, the most important bodies are the “central

**Effectiveness of
ICZM strategies
depends on
coherency with
those of the
other Black Sea
countries**

public authority for environment and water”, and the National Committee, the latter supported by a Technical Secretariat.

In Turkey, The Ministry of Public Works and Settlements has the final authority for planning in coastal areas, except in areas declared as tourism centres where the authority is transferred to the Ministry for Tourism.

Stakeholders and Their Concerns

There are a good number of stakeholders and stakeholder groups in the Black Sea Region. The stakeholder groups may be categorised as follows:

1. **Government Organisations** at the national, regional and local levels.
2. **Private Sector**, including commercial firms of national and international nature; representatives of industrial cooperatives involved in fisheries, agriculture, tourism, industry and SMEs. They generally tend to favour economic issues.
3. **Non-Governmental Organisations** (NGOs); focussing on environmental protection.
4. **Researchers and Experts**; who are sometimes involved during the consultation processes. Their interest is towards research and expertise in social, economic and environmental issues.
5. **Coastal Citizens**; with varying interests in socio-economic and environmental issues.

There is an increased awareness of the need to involve relevant stakeholders in the consultation and planning phase of ICZM. In all three countries, public consultation and involvement needs to be strengthened by providing a proper legislative framework for stakeholder involvement. At the same time, increased education is being called for to address issues related to sustainable livelihood and management of coastal resources in isolated coastal areas.

**Increased
awareness of
need to involve
stakeholders**

Inter-regional organisations and cooperation structures

Inter-regional organizations and related structures are in place to promote joint cooperation in cross-boundary issues. These include governmental and non-governmental organizations as well as specialized Centres and Universities. The Non-governmental organization “European Coastal Zones - EUROCOAST” is active in the region. Other structures include CIESM, MedGloss, ESEAS, and ESEAS-RI. Cooperative networks are also in place through the pan-European research coordination project ENCORA. Cooperation through EU- and UNESCO-funded projects is also in place. The UNDP/GEF/Black Sea Environmental Programme participated was used as a cooperative structure that assisted the formulation of the Romanian ICZM Strategy.

The Danube Delta Biosphere Reserve Administration is a regional planning mechanism which prepares and implements its own management plans for the region. In 1996, the UNESCO MAB Program recognized the Cross Border Biosphere Reserve between

Romania and Ukraine. The first management plan for this coastal region was drawn up in 1995 and revised in 2001 for the period 2002-2006.

Information on the extent of cooperation of the individual countries at their regional and local level is lacking.

Interconnectedness to Regional Development Planning Mechanisms

All the three countries have ratified international and regional legislation upholding the sustainable development of the Black Sea region, and which have to be taken into account in the ICZM Strategy. These include the legal binding instruments and action plans addressing the Black Sea Region, such as the Ratification of Convention for the protection of Black Sea against pollution, Convention on the High Seas, Convention concerning fishing in the Black Sea, the Strategic Action Plan for the Rehabilitation and Protection of the Black Sea.

4.6.3 Status and Effectiveness of Implementation

The following figure gives an overview on the status of implementation of the ICZM process:

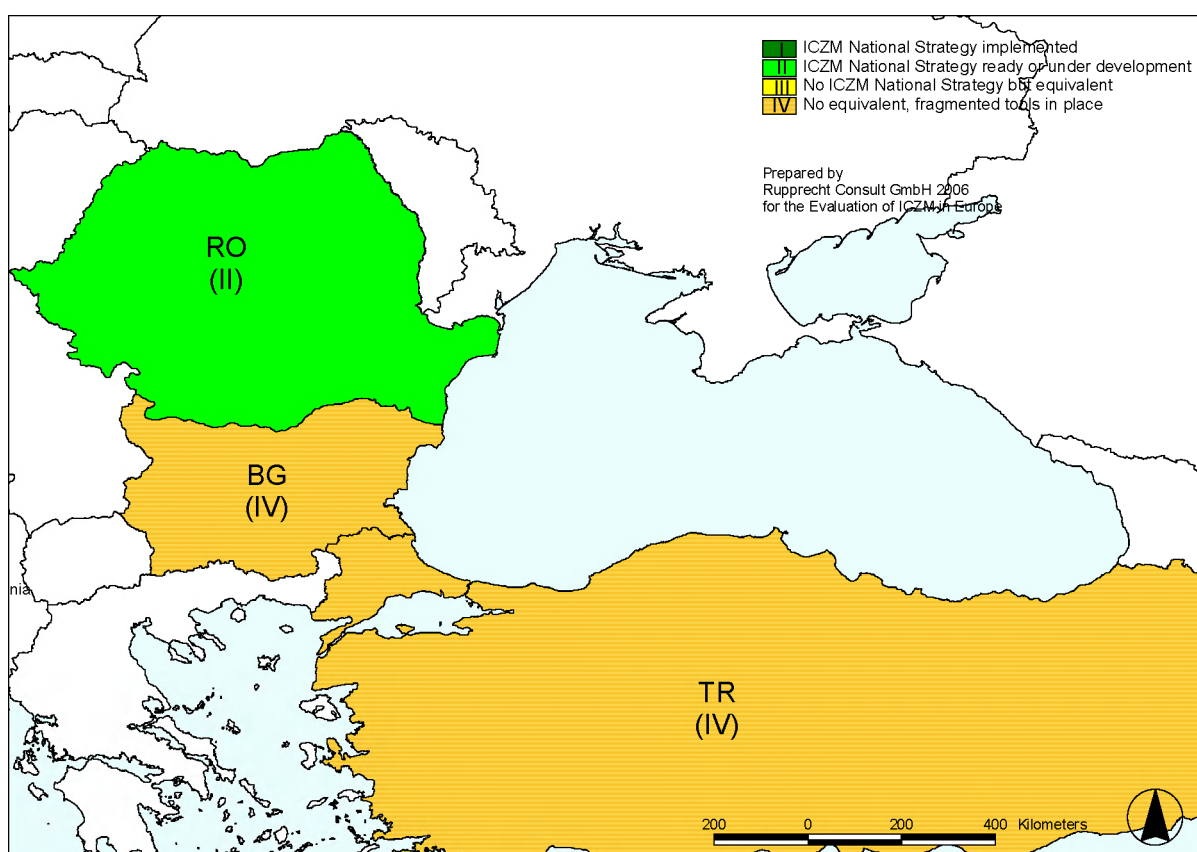









Figure 25: Status of ICZM Implementation for the Black Sea Countries

The following table gives an overview on the status of the implementation of the ICZM process.

Table 19: Status of ICZM Implementation for the Black Sea Countries

	Status	Main achievements	Main shortcomings
Bulgaria	 (IV)	<ul style="list-style-type: none"> A draft Bulgarian Black Sea Constitution has been prepared. <p>Main achievements:</p> <ul style="list-style-type: none"> A good number of leadership seminars, participation in regional scientific groups, and participation in EU- and UNESCO-funded projects, Black Sea inter-university scientific cooperation, national coastal zone monitoring projects have been implemented. 	<ul style="list-style-type: none"> No Strategy implemented yet; lack of awareness is observed by both the public and state sectors of the importance of integrated coastal zone management; stops short of covering the total complexity of ICZM components in a unified way.
Romania	 (II)	<ul style="list-style-type: none"> An initial National ICZM Law in 2002 was developed, followed by the definition of a long-term ICZM Outline Strategy that is waiting approval. <p>Main achievements</p> <ul style="list-style-type: none"> Formulation of an initial National ICZM Law (2002) followed by the definition of a long-term ICZM Outline strategy waiting for approval by the Romanian Parliament. Creation of the National Committee for the Coastal Zone as main body co-ordinating the implementation of ICZM principles. 	<ul style="list-style-type: none"> No implementation yet; lack of education and public awareness on coastal zone issues and problems.
Turkey	 (IV)	<ul style="list-style-type: none"> Turkey has a number of laws and policies that address coastal planning, environmental protections and sustainable use of resources The National Committee on Turkish Coastal Zone Management has been established since 1993. 	<ul style="list-style-type: none"> No strategy implemented yet; Coastal management and planning is a relatively new concept, without any widespread and efficient application. Existing framework is sectorally structured, having poor communication mechanisms and weak public participation, does not allow opportunities for local management; Highly centralised, comprehensive legal framework addressing important coastal issues aiming at sustainable development. The country has a sectorally structured, legal framework addressing coastal issues but without any real vertical and horizontal communication. The concept and use of "management plans" for guiding coastal management in Turkey is still relatively low, and has not reached widespread and efficient use.

Status of Implementation of ICZM Process:

-  Category I: ICZM National Strategy implemented
-  Category II: ICZM National Strategy ready or under development
-  Category III: No ICZM National Strategy but equivalent
-  Category IV: No equivalent, only fragmented tools in place

Thus far, national strategies have been developed for Romania, while that of Bulgaria is underway.

The process towards the formulation of National ICZM in the Western Black Sea coast started in 1999 (Bulgaria). The EU ICZM Recommendation (2002/413/EC) has also prompted others (Romania) to start formulating in 2002, a National ICZM law followed by the definition of a strategy outline in 2005. This was followed by the setting-up of a National Committee for the Coastal Zone as the main coordinating body for the implementation of ICZM principles, and enhancement of the functionality of the National ICZM Law. The latter is currently waiting for approval by the Romanian Parliament.

The EU Recommendation has also served as a main guideline in the current formulation of the Constitution of the Bulgarian Black Sea. This Constitution will be the basis for the National ICZM, declaring a number of actions in favour of sustainable development of the coastal zone, and coherency of Bulgarian legislation with international legislation.

**EU ICZM
Recommendation
influenced
Bulgarian
Constitution**

Turkey has not delivered any national report, and therefore matters are still unclear. However, ancillary information indicates that over the past years there has been significant accumulation of experience in coastal management. Several tools and instruments that are generally utilised in the process of coastal management have been in use for a significant period of time. The country has a comprehensive, albeit sectorally structured, legal framework addressing coastal issues but without any real vertical and horizontal communication. The concept and use of “management plans” for guiding coastal management in Turkey is still relatively low, and has not reached widespread and efficient use.

Major Steps Towards Implementation of EU ICZM Recommendation - 2000-2006

The overall progress in implementing national ICZM strategies in the Black Sea is in its initial stages and any implementation will start in 2006 or later.

The 2006-2020 Draft Outline for the revised ICZM Strategy for the Sustainable Development of the Romanian Coastal Zone²⁶ was subject to a first public hearing to coastal stakeholders in March 2005. This Strategy caters in a different way for the two main geographic divisions of the coast: the Danube Delta Biosphere Reserve (northern Romanian coast) and the more populated southern part of the coast.

In conjunction with the presentation of this revised ICZM Strategy which is waiting for adoption, the Romanian Parliament has ratified in March 2006, an Ordinance that assures strict maintenance of beach quality and environmental standards by following the EU's Water Framework Directive. The future prospect for ICZM in Romania is therefore encouraging.

A good number of Bulgarian initiatives are being implemented (such as leadership seminars, participation in regional scientific groups, participation in EU- and UNESCO-funded projects, Black Sea inter-university scientific cooperation, and national coastal zone monitoring

²⁶ The development of this outline strategy has been funded by the Dutch Government by means of the MATRA Project.

projects), which are governed by the principles of integrated management and development of the coastal zone.

All these projects are contributing to increased effectiveness of coastal zone management along the Bulgarian coast. However, the Bulgaria evaluator points out to the lack of awareness by both the public and state sectors of the importance of integrated coastal zone management, which is still lacking in the draft Constitution.

Coastal management in Turkey is becoming an increasingly important issue due to the ever-growing developmental pressures on coastal areas. Implementation is probably the weakest feature of coastal management in Turkey. Progress has been made in a number of sectors, such as improved institutional capacities, application of tools and techniques (i.e. GIS, EIA), implementation of national policies following pre-2000 coastal area management projects, dissemination and exchange of experience, training and capacity building. The recent report entitled “National Agenda 21” published in 2000 calls for a wide-ranging integration, planning with absolute enforcement and for the need to create a new institution with powers, duties and responsibilities for regional management.

The generally low progress in implementation amongst Black Sea countries seems to point at the lack of infrastructural and technical support as well as a lack of awareness and involvement of scientific expertise at the policy-making and decision-making level.

However, it is important to note that all countries are signatories to regional conventions and agreements that point towards the sustainable development of their marine and coastal zones in a cooperative effort to safeguard the Black Sea. Old structures, ideas and practices seem to prevail over new and accountable approaches where the general public and main stakeholders are involved in a transparent decision-making process may be hampering the progress of ICZM in this region.

Observing the Principles of Good ICZM

In the following sections, the national ICZM Strategies and/or alternative plans will be analysed on how far the principles of good ICZM were observed. This can only be done for those cases where a national ICZM strategy and/or alternative plan has been outlined and/or implemented.

**Generally low
progress in
implementation
amongst Black
Sea countries**

Table 20: Observing the Principles of Good ICZM in the Black Sea

Principles of Good ICZM	Bulgaria	Romania	Turkey
1) Is there a holistic thematic and geographic perspective in the process?	✗	✓	✗
2) Is there a long-term perspective envisaged?	✗	□	✗
3) Is an adaptive management approach applied during a gradual process?	▪	✓	✗
4) Is the process local-context specific?	▪	✓	▪
5) Does the ICZM respect and work with natural processes?	✗	✓	▪
6) Is the process based on participatory planning and management?	✗	□	▪
7) Does the process support and involve all relevant administrative bodies?	✗	✓	▪
8) Is there a balanced combination of instruments in planning and management?	⊙	□	▪

Level of Observance

- ✓ Yes, fully : The principle is fully covered by the strategy/equivalent and in place (or close to).
- Partly fulfilled: Essential aspects of the principle are covered by the strategy/equivalent and in place. Serious initiatives for implementation are taken or foreseen.
- ⊙ Significant gaps Only some aspects of the principle are covered or implementation is foreseen.
- ✗ Not fulfilled The principle is not or only marginally covered.
- Insufficient information Insufficient information available for assessment

The scoring method is explained in chapter 3 of this Report.

It is important to note that the principles of good ICZM as applied to the Romanian case are based on a pre-implementation phase. Any comparison with similar observations for other countries, in other regions, that may be already in the implementation phase, needs therefore to take this into account.

Bulgaria is still in the process of drafting an ICZM Strategy. Romania is basing its strategy on the published outline Strategy for the integrated management of the Romanian Coastal Zone, that upholds the 8 main principles of ICZM. No information has been made available by Turkish Authorities. Ancillary information on the Turkish Black Sea coast shows a lack of strategic, long-term approach towards coastal management. This information does not provide any information on the remaining ICZM principles.

In the following tables the observation of the principles of good ICZM shall be analysed by each country.

Table 21: Degree of Implementation of ICZM Progress in Black Sea Countries

Degree of Implementation of ICZM Process in Black Sea Countries	
Bulgaria	
1) Is there a holistic thematic and geographic perspective in the process?	There is no co-ordination and coherency between the main socio-economic activities at national and regional level. There is a domination of state centralization and legislative institutions on the ICZM activities and operations. The Draft Law for Bulgarian Black Sea coast constitution determines the management regulations, but not to the required extent.
2) Is there a long-term perspective envisaged?	If the required efforts for achievement of more coherent organization will be exerted in collaboration with EU institutions, then the National ICZM will improve significantly in the next 20 years.
3) Is an adaptive management approach applied during a gradual process?	Insufficient information
4) Is the process local-context specific?	Insufficient information
5) Does the ICZM respect and work with natural processes?	The integration of the natural ecosystem in all aspects (physical, coastal, chemical, biological) is not in the field of vision of the public and state policy. Climate changes (such as increasing of frequency and intensity of extreme storms, sea level rising) and the process of coastal and beach erosion are not included in the program of governmental and legislative institutions. The involvement of scientific expertise, public discussions and education programmes on these issues are not conducted.
6) Is the process based on participatory planning and management?	The main crucial problem is that the national scientific institutions are being ignored during the preparation, consideration and confirmation of the National ICZM. The coastal zone residents are not aware and well informed about important coastal issues and there are no established mechanisms for their participation in decision-making. Non-governmental organizations have a symbolic participation. Private business sector participation is very active, but not in interest of the State.
7) Does the process support and involve all relevant administrative bodies?	All decisions are taken by the local, regional and national governments, and because of the state monopoly the coordination between them is missed.
8) Is there a balanced combination of instruments in planning and management?	Categorically these are the main gaps in the state policy of main directions in the scope of National ICZM. What is also observed is that the results of scientific investigations are rarely taken into account in the consideration of the coastal zone planning and management.
Romania	
1) Is there a holistic thematic and geographic perspective in the process?	Yes, the ICZM strategy outline was built taking into account an intersectoral, holistic approach. The development of the Outline Strategy took into account the geographic perspective, various geographic units being dealt with according to the peculiarities for each zone. Development plans for each of the zones are proposed to be regulated according to the distance from the shoreline in various ways.
2) Is there a long-term perspective envisaged?	The strategy's targets aim at the year 2020. Principles of sustainable development of the Romanian coast have been included in the overall aim and sectoral development strategies outlined in the document. Even though climate change is indicated as increased hazard for the Romanian coast and recommendations exist mentioning that a special attention must be given to these changes, no thorough study has been yet included in the strategy yet.
3) Is an adaptive management approach applied during a gradual process?	Adaptive planning is foreseen, and significant changes in the state of the coast will be dealt with by the National Committee in order to provide adaptive measures to improve the situation and/or change the existing strategies.
4) Is the process local-context specific?	The Outline Strategy is sensibly different for the two main geographic divisions of the coast. Approaches for solving potential conflicts between users are also included. Data availability is subject to the Romanian Law regarding the Availability of Public Information. Protection of the Romanian Coast against erosion is currently the subject of several feasibility studies, and plans for the entire protection exist till the year 2020. Water quality issues are being dealt with mainly within the implementation of the WFD. Projects are underway for the construction of waste water treatment plants in significant hot spots.

Degree of Implementation of ICZM Process in Black Sea Countries	
5) Does the ICZM respect and work with natural processes?	Studies regarding the carrying capacity of the coastal zone either exist or are underway. Renaturation projects have been carried out in the Danube Delta Biosphere Reserve but none in the southern part of the coast. The new waste water treatment plants are the most significant projects that aim at diminishing the pollutants load in the coastal waters in that region.
6) Is the process based on participatory planning and management?	As all municipalities from the coastal communities are represented in the National Committee, as well as NGO's, local communities and local bussiness people groups. The participation of local fishermen associations is currently weak, and should be more considered in future meetings of the National Committee. Important information is being disseminated through the Ministry for the Environment website. However, harder and more sustained efforts are needed to inform the local communities, as well as tourists on the existing ICZM law, strategy outline and existing plans for the rehabilitation of the coast.
7) Does the process support and involve all relevant administrative bodies?	The National Committee for the Coastal Zone includes representatives of all local administrations from the coastal area, as well as representatives of ministries and the Danube Delta Biosphere Reserve Administration. Thus, communication of plans and decisions are ensured between the national and local stakeholders. Efforts must nevertheless be made to increase the efficiency of communication to decrease the response time between the various stakeholders.
8) Is there a balanced combination of instruments in planning and management?	The activities along the coastal zone are mainly controlled through laws and regulations. Research and education activities also exist (finished or underway), but an improved communication and discussion of results, as well as their implementation is necessary. Economic instruments are still a topic of many debates and no thorough study was made in order to give the economic basis for the instruments (at least – not according to environmental economics principles). Specific Coastal zone taxes exist only for tourists. The entire system of instruments still has to be dealt with in an integrated way.
Turkey	
1) Is there a holistic thematic and geographic perspective in the process?	There is no report from Turkey, however, some alternative information. There is no national ICZM strategy or any other approach in place that comes close to a national strategy with a holistic thematic and geographic perspective.
2) Is there a long-term perspective envisaged?	There is no national ICZM strategy or equivalent in place envisaging a long-term perspective.
3) Is an adaptive management approach applied during a gradual process?	Insufficient information
4) Is the process local-context specific?	Insufficient information
5) Does the ICZM respect and work with natural processes?	Insufficient information
6) Is the process based on participatory planning and management?	Insufficient information
7) Does the process support and involve all relevant administrative bodies?	Insufficient information
8) Is there a balanced combination of instruments in planning and management?	Insufficient information

4.6.4 Scope and Implementation of ICZM on the Regional Sea Level

The following sub-chapter focuses on those ICZM elements, which are viewed as being most relevant on the regional seas level. Of special interest is the degree of scope and implementation of these elements in the country towards a regional sea's context. This cross-country analysis emphasizes on the respective national levels whether there is scope for and existing implementation of bi-and/or multi-lateral agreements. The issues of cross-integration of different institutions from local, regional to national and international levels are another focal point in this chapter. Therefore the scoring in these elements (see table 21 below) may differ from the country-case assessment of the ICZM principles in Chapter 4.6.3.

- ICZM element "Strategic Approach" endorses aspects of whether and how far the respective country has considered this element to be of relevance to a regional sea policy, e.g. achieving an integrated system that will function across the different jurisdictions that cover the coasts and estuaries of the respective regional sea.
- ICZM element "Participation" covers aspects beyond the scope of local participation, but looks more on whether there are mechanisms in place that provide dialogue arenas across national borders, e.g. "whole estuary approach". Similarly,
- ICZM element "Holistic Approach/Integration" looks on the transboundary issues at the land-sea interface and the inclusion of the hinterland in a regional seas perspective.
- ICZM element "Governance" endorses the improvement of horizontal and vertical integration for better-concerted action across political levels, as well as considers the balance between different interests, e.g. nature conservation, economic growth and social welfare, in a regional seas perspective.
- ICZM element "Regional Policy" looks on the existing instruments and mechanisms that foster a joint collaboration on problems and concerns on a regional basis. Special attention is given on existing or planned common policies that hold the potential for orchestrated actions on the regional sea level.

Table 22: Scope and Implementation of ICZM in the Black Sea

ICZM Elements	Bulgaria	Romania	Turkey
Strategic approach	✗	□	✗
Participation	✗	✓	□
Holistic approach/integration	✗	✓	✗
Governance	✗	□	✗
Regional policy	✓	✓	✓

Level of Observance

- ✓ Yes, fully The ICZM element is fully covered and in place (or close to).
- Partly fulfilled Essential aspects of this ICZM element are covered and in place; Serious initiatives for implementation are taken or foreseen. Convincing activities are planned.
- ⊙ Significant gaps Only some aspects of this ICZM element are in place or implementation is planned.
- ✗ Not fulfilled The ICZM element is not or only marginally covered.
- Insufficient information Insufficient information available for assessment

The scoring method is explained in chapter 3 of this Report.

Strategic Approach

The principles of Sustainable Development are identified by the Romanian draft Strategy. It takes into account the environment, water resources management, spatial and land-use planning and coastal defence through protection against coastal erosion, aiming at the sustainable development of terrestrial and marine resources and ecosystems.

Measures integrating ICZM to secure or improve the livelihoods/employment situation in the coastal zone are not defined. On the contrary, a weakness has been identified in the Romanian Strategy in terms of its lack in addressing this issue. Education of local communities, even though started through a series of projects (national and international), needs to be much improved, coupled with better communication links with the less educated public.

The Romanian Outline Strategy does refer to ecological, economic and social goals, but only superficially. It also refers to the need of creating a platform for guidance, steering and coordination to achieve cross-sectoral planning and management and the preparation and execution of preventive and/or corrective measures (to counter adverse impacts of development processes on the environment and prevent/resolve potential conflicts of interests). This principle is not addressed by the Bulgarian Plan.

Integration of measures to secure coastal livelihoods not defined

Participatory Methods

Unlike Bulgaria, which lacks a normative base for participatory actions of private stakeholders, Romania has involved all relevant stakeholders in the definition and public debates of the Outline Strategy. Representatives among all stakeholders were present during the definition process of the outline strategy. Once the Strategy is approved, the National Committee (consisting of main stakeholders) shall deal with its implementation.

Training and awareness issues were coped with in a series of training and presentations performed by local NGO's. The results of the Outline Strategy were also presented to stakeholders and members of the National Committee. Even though communication started through a series of meetings and workshops, more steps are needed in order to enhance communication with local communities.

In Turkey, several participatory, informal meetings are held, some of which under the guidance of the ministry of Environment, were experts and advisors on BSEP and ICZM from related organisations, professional chambers and universities participate.

Holistic and Integrative Approach

Only Romania shows a holistic approach by gaining for a coherent development of all sectors (tourism, recreation, transport and port activities, fishery, industry, agriculture), including the inland areas (to 100 km from the coastal zone), which are of significant importance for the socio-economical benefit and development of the country. The Outline strategy is taking into account the Water Framework Directive regulations for the Romanian coast, and includes visions and strategies for the sectoral development.

Governance and Management Structures

Governance and management structures are deficient and need to be improved. Important targets for the Bulgarian Draft Law for National ICZM include the development of regional and local legislations and the creation of mechanisms for ICZM. However it is noted that the role of marine research institutions has been completely ignored in the preparatory process of the draft Law, as well as in its future implementation.

The definition of the Romanian Outline Strategy stipulates a series of changes in order to make it fully operational. The current mechanisms ensuring the implementation of ICZM needs to be improved. A series of management structures related to the environmental rehabilitation of the Romanian Coast are now underway (such as the projects for building new waste water treatment plants, and the Plan for the Rehabilitation against Erosion of the Southern Sector of the Romanian coast), that takes into account existing and proposed measures.

There is no indication of any specific financial commitment towards implementing the Bulgarian strategy.

**Governance and
management
structures to be
improved**

Regional Seas Specific Policies

On the supra-national level, countries of the Black Sea have signed a Regional cooperative agreement to rehabilitate and protect the Black Sea as supported by the Istanbul Commission and its subsidiaries. Romania, Bulgaria, and Turkey are some of those countries in the Region that have reaffirmed their commitment to the rehabilitation and protection of the Black Sea ecosystem and its resources, as expressed in the Bucharest Convention (1992) and Odessa Declaration (1993). To that effect a “Strategic Action Plan for the Rehabilitation and Protection of the Black Sea” (SAPRPBS) was drawn up in 1996.

**Regional
cooperation still
on a low level**

Regional co-operation between the Black Sea states is slowly but steadily, becoming stronger and more target-oriented. The Black Sea Commission is in the process of revising the Bucharest Convention and the “Black Sea Action Plan” by the next ministerial meeting planned for 2007.

4.6.5 Conclusion on the Black Sea Region

In the region, significant steps have been initiated towards a holistic ICZM strategy. The scope is to harmonize the various Laws and Directives at the National and at the Regional Level and to further re-enforce the need to address the Regional Convention and related instruments in safeguarding the Black Sea coastal zone.

National ICZM Strategies are currently being debated at the Governmental level and are waiting adoption. The level of participation varies from one country to another, but an overall general participation of stakeholders is evident.

So far along the Southern and Western Black Sea Coasts, only Romania and Bulgaria have reached the formulation of a National ICZM Strategy or equivalent which is waiting adoption by the respective Governments. Actions have emanated in the form of public consultation, elevated awareness of the problems affecting the coastal zones, as well as identification of specific hot spots requiring urgent attention. Scientific projects and rehabilitation measures are already underway.

In these proposed Strategies, a link is made to the maritime sphere, in particular to the subject of transboundary pollution resulting from land-based pollution from the coasts or rivers. They also address sea-based pollution of the marine environment originating from shipping and harbour activities and off-shore oil exploitation. Other problems arise from beach erosion and over-fishing by some Black Sea riparian countries.

Bulleted Summary of Findings

- The Black Sea coastal zone is being seen as 1) a highly vulnerable resource due to increasing human population, and 2) the backbone of the national economy in competition with various stakeholders, which may result in conflicts and destruction of the functional integrity of the resource system.
- The most common problems in the Black Sea region are coastal erosion, over-urbanisation, lack of law enforcement and unsustainable tourism. Currently, the benefits related to environmental conservation and protection may rank lower than those that can be attributed by tourism and industry.
- The effectiveness of National ICZM strategies in the Black Sea countries mainly depends on their coherency with those of the other Black Sea countries. This is due to the similar geo-physical, often interacting, features.
- ICZM-related actions in the region are leading to the setting-up, for the first time, of appropriate cross-sectoral management and legal frameworks to address the EU ICZM recommendation and other regional and international frameworks.
- The participation of the civil society and stakeholders in nationally-recognised ICZM working groups is becoming common at least in some parts. Consensus building and conflict resolution mechanisms between competing stakeholders are improving.
- Identification of priority coastal areas requiring immediate conservation and rehabilitation actions is being done in support of dedicated action-oriented projects.

4.7 Major Impacts of ICZM Implementation in Europe

In addition to the specific observations made on the level of each regional sea (in chapters 4.2 to 4.6.), this section aims to summarise the observed major impacts which are common impacts of ICZM implementation on the European level.

4.7.1 Deficiencies of Implementation

As described comprehensively for each regional sea, there is considerable scope for improving the implementation of ICZM along the European coasts. In several areas implementation is lacking behind and therefore a potential positive impact is not realised. On the overall European level the main areas are as follows.

Scope for further improvement

Regional cooperation within the regional seas

ICZM so far is primarily being implemented as a *national* strategy. Like in many other EU-driven initiatives, however, there is a clear European dimension in ICZM, which is being insufficiently recognised by the national policy makers. Given the heterogeneity of the European coast, cooperation on the pan-European level is necessarily focussed on strategic and high-level policy coordination. However on the level of the five regional seas, concrete and operational cooperation structures would provide a clear added value, which overall is insufficiently developed. For example, few trans-national or regional cooperation structures exist in the European regional seas. Some existing initiatives are either “too high-level” or too informal, funding is mostly not of a permanent nature or insufficient. For few sections of the European coast trans-national or regional sea-specific common development visions exist, while joint “coastal development perspectives” would have clear benefits.

Regional trans-national cooperation is lagging behind

The Wadden Sea with its trilateral Wadden Sea cooperation and the Wadden Sea forum could serve as a good example for regional cooperation. It underlines the need for such instruments on a supra-national level and points to the time required to build trust and ownership in such cross-country partnerships, which additionally require support from the national and regional levels.

The development of this “regional dimension of ICZM” (including cooperation *beyond* the boundaries of the enlarged EU) would have many practically and strategically positive impacts, which are so far insufficiently exploited.

Exchange of expertise and information

There is a clear and urgent need for more exchange of expertise and experience on the European and regional sea levels. In several cases, cooperation beyond the national contexts has achieved a more dynamic development of ICZM (e.g. in the Mediterranean).

ICZM lacks information exchange & training

Current exchange and information structures are mostly informal or organised as (non-permanent) projects. At the same time, European-led exchange and information structures would be an important measure for some EU countries that lack ICZM expertise.

The lack of training and education opportunities, allowing stakeholders and practitioners to familiarise themselves with ICZM principles and instruments is equally observed in several regional seas. For existing courses no agreed quality standards are available on the EU-level.

On the national level, education and training is also under-represented in the national strategies. This is most obvious for particularly important and new areas, e.g. the use of natural processes by re-establishing natural functions as a management option.

Stakeholder participation

Efficient information and dissemination frameworks on coastal zone issues are not commonly present, and effective communication to the wider general public is therefore lacking. A high level of awareness and knowledge of the general public on the main issues affecting the coastal zones, as a pre-condition of constructive participation is desirable but often not achieved.

Stakeholder involvement takes many forms in the EU. Overall, the level of actual stakeholder participation or “co-management” is felt to be insufficient by a large majority of stakeholders in most countries.

A major potential impact of stakeholder participation, using ICZM as an instrument for conflict resolution, is therefore not sufficiently realised.²⁷

**Wide
participation
helps to resolve
conflicts**

Monitoring of implementation through common methodologies

While the availability of reliable, up to date and comparable data is a precondition for an effective management of Europe's coastal zones, relevant data collection and monitoring schemes beyond the national level is still not fulfilling the requirements adequately, especially in the New Members States and the Accession Countries.

On the level of indicators and monitoring a reasonable first level platform for an overall appreciation of the status and potential for ICZM seems to be in place in several areas, additional information in particular on regional and local scales is important for future, more formalised impact analyses.

**ICZM needs
good
information**

²⁷ At the same time, the promotion of stakeholder participation as a constitutive element of ICZM is considered as a positive point in itself; see below.

4.7.2 Benefits of Implementation

Overall, ICZM implementation has shown a beneficial impact for the coastal management in Europe.

Positive impacts

Awareness creation for long-term and large scale impacts

The implementation of the eight "Principles of good ICZM" as promoted in the EU-Recommendation has created new awareness and a higher level of preparedness at the regional level regarding long-term challenges and scenarios. Although some countries with a long history of coastal protection are aware of processes such as sea level rise, increased frequency of storm events or climate change, the ICZM- based holistic approach and the precautionary principle will improve further coastal management and bring positive effects on the awareness and the level of preparedness at the regional level regarding long-term challenges.

**Improved
preparedness
for future
challenges**

Changing our minds and practices

The EU ICZM recommendation has initiated a rethinking and has fostered a fresh view on coastal issues in various policy contexts:

**Promoting
new thinking**

- The regional sea perspective underlines the rational to have a holistic, broad geographical view on the coastal zone including transboundary issues and the Exclusive Economic Zone (EEZ) since emerging patterns of coupled land and sea use cannot be seen in isolation but are linked in terms of their implications are for the sustainability in the coastal zone.
- The EU ICZM Recommendation is positively impacting on traditional spatial planning by emphasising sustainability and participatory approaches: The interconnectedness of social, economic and environmental issues along the coast and ICZM's potential to reconcile these conflicting demands by developing long-term, objective-led strategies has shown positive effects especially on infrastructure-oriented planning approaches. Secondly, the introduction of pro-active procedures such as stakeholder participation and communication is adding a new dimension to the credibility of decision making and policy acceptance by stakeholders.
- The EU ICZM Recommendation has increased the awareness and the understanding of the need to protect the coastal zone and apply the principles of sustainable development in its management approach. Although ICZM is still (too) often seen as an "environmental" (i.e. sectoral) strategy, it has increasingly been accepted as an "ecological" tool, i.e. requiring a holistic system management approach for the entire coastal zone.

**Improved
preparedness
for future
challenges**

Stakeholder Participation

Participation of stakeholders is a central innovative element within the EU ICZM Recommendation which - although clearly being spelled out as one important principle -, is not being taken up by many countries at the level promoted by the EU ICZM Recommendation.

**Participation
is an efficient
policy tool**

Nonetheless, by being promoted at the EU level, ICZM has revived - or in some cases initiated - an interest in participatory approaches in spatial planning and environmental management on the national/regional levels. This has led to a wide array of stakeholders participating in the elaboration of an ICZM strategy in many cases. The result is better coastal awareness and, to some degree, conflict management. Regional fora and workshops, if applied, have been proven to be good and adequate means to agree on (mostly regional) priorities, to communicate and adjust existing and evolving policies and legislation.

ICZM as a missing link in policies and legislation

ICZM could be the instrument to link "terrestrial" and marine legislation. The UK Government, for example, has recognised the need to link the Water Framework Directive and its tools with existing coastal groups already established and promoting an ICZM approach. In Portugal ICZM could be the link from existing legal frameworks for spatial planning along the coast to the maritime strategy and marine policy on the European level and the national marine policy.

Connecting
policies

The relevance and contribution of national ICZM approaches on the EU level will strongly depend on how the Commission itself will translate ICZM in their Maritime Policy and the Maritime Strategy. Instruments to encourage enforcement and tailored in strong recognition of regional conditions are required. It is hoped by many stakeholders that the current debate on the EU maritime policy may endorse the principles of ICZM in an open dialogue.

Socio-economic benefits

The report on the *Assessment of Socio-Economic Costs & Benefits of ICZM* has shown that "More coherent spatial planning", "Improved decision making" and "Better partner understanding" are major advantages in areas with ICZM and thus improve the acceptance of management measures taken at the coast. A cost/ benefit analysis for the EU countries shows higher benefit ratios in countries where ICZM principles are respected.

Proven
socio-economic
benefits

This means that an EU-wide implementation of ICZM would not only place ecological issues more in the focus of existing spatial and other planning mechanisms but also improve the livelihood and employment of the coastal population and thus impact economy and social communities in often underdeveloped areas. This aspect merits further investigation in the future when ICZM will be implemented in more regions.

Socio-economic benefits vary from country to country depending on the level of available investment and degree of innovation. Thus, for example, habitat retention and enhancement may account for most of the ICZM benefits in highly developed countries such as Scandinavian countries and Germany, whereas industry and tourism benefits may dominate for the New Member States (such as Poland, Estonia, Latvia and Lithuania or the Black Sea states (Bulgaria and Romania).

4.8 Analysis of Reasons for Differences in Member State Responses to EU ICZM Recommendation and the Identification of Success and Fail Factors Underlying the Progress of ICZM in Europe

In the previous subchapters the status of ICZM strategy preparation and implementation as well as assessments about the ICZM regimes in place were reported. Between the lines also success and fail factors were mentioned which strongly influence the ICZM implementation process. In this subchapter more systematically success and fail factors shall be compiled and discussed, particular attention shall be given to those that can be influenced more easily by the EU and the countries themselves. While in the following paragraphs it will be attempted to discuss the various success or fail factors one by one, it must be born in mind that they do not work in isolation, but either synergize or conflict with one another.

Major Success Factors

One obvious important point appears to be the size of a country in relation to the length of its coastline. For those countries that are small, especially those that are islands almost all land area is influenced by the sea and thus forms a coastal zone. Usually strong pressures from tourism industry exacerbate the need to organize the country in such a way that negative developments along the coast are taken care of. Such motivations can be forwarded for countries like Malta and Cyprus where some impressive ICZM efforts have been recorded. Countries with a comparable short coastline but significant efforts (despite remaining short-comings) because of the national importance of the coast (ports, tourism) in coastal zone management include Slovenia and Belgium.

**Size of country
in relation to
length of coast
line**

In two instances a division of functions between public domain shore areas (Spain and France) which are executed through national level institutions have been very conducive to find a link from the public to the adjacent private domain areas (organized by regional and local governments). They served national government institutions quite successfully as an important entry point to influence local planning and management which may have also led to a successful beginning of ICZM in these countries.

**Public domain
areas as entry
points to also
govern private
domains**

There is an important role which the central government can and must fulfil, to stimulate the development of ICZM, even if implementation in such countries is at the heart of regional and local governments. The setting-up of a national institute fulfilling a sort of a caretaker- or guardianship thus seems very important. "National coastal observatories" or similar institutions as foreseen by France and Spain are excellent instruments to spearhead and accompany a successful ICZM process.

**National coastal
observatories as
excellent
caretaker
institutions of
ICZM**

In many instances ICZM has been perceived as a complex and difficult matter that various stakeholders do not understand and have thus problems to support. Therefore in such instances preceding or on-going ICZM projects have not only been very useful in collecting technical experiences but also in introducing the idea and propelling the local and national discourse. Such cases are reported from many countries: the CAMP projects in Slovenia, Croatia, Malta; the ICZM

German-Polish Oder Estuary Region project in Germany and Poland; INTERREG IIIB project SEAREG in the Baltic countries; the SUCOZOMA and VILLNET project in Sweden; INTERREG and LIFE projects in Denmark, Estonia, Finland, Germany, Latvia, Lithuania, Poland and Sweden; the INTERREG supported Wadden Sea Forum by Netherlands, Germany and Denmark; EU and UNESCO funded projects in Bulgaria; UNDP/GEF/Black Sea Environmental Programme in Romania; the Strategic Action Plan for the Rehabilitation and Protection of the Black Sea in Romania, Bulgaria and Turkey; and last but not least the valuable ICZM Demonstration programme financed by EU. In fact, implementing area planning and management projects with strong ICZM components are essential for progressing ICZM. This will augment discourse, experiences, and skills.

**Projects
introducing
ICZM and its
working
mechanisms**

Regional seas conventions and their resulting strategies and activities are also of paramount importance to have advanced ICZM in the respective countries. This has been reported from all regional seas areas.

**Regional seas
conventions
propelling ICZM**

In some instances also single instruments may play an important role to support ICZM. In this respect especially the Water Framework Directive (WFD) shall be mentioned. The WFD with its conceptual base of working within ecological territorial boundaries (river basins) and an integrated and participatory approach has tremendously supported the discussions concerning ICZM in Europe. Other instruments (e.g. SEA and EIA) created on European level are equally supportive and conducive. This underlines the importance of creating formal and informal (Recommendations) instruments on European level that provide synergies to each other.

**Regulatory
frameworks
converting
ecological into
administrative
boundaries**

The importance of civil society should also be underlined. In many instances non-governmental organizations (NGOs) serve as advocates for healthy environments and express what large parts of the civil society think. They have also been instrumental in promoting and progressing ICZM. The high pollution of rivers and seas in the 1960ies led to the mobilization of large parts of civil societies in many European countries against very strong industrial interests. Strong civil society pressures were also reported in some country assessment reports, e.g. for Malta, Greece, Lithuania, Sweden and Turkey.

**Strong pressure
from civil society
to improve
environmental
living conditions**

Fail or Hampering Factors

In large countries with important coastlines it seems that the way how state functions can be distributed between central and lower levels are very important. Usually the lower tiers are responsible for executing spatial and development planning while the higher levels give guidance, technical support, sometimes additional funding and control. Who is responsible and doing what and how the various levels communicate and link with each other horizontally and vertically are crucial questions. In this respect highly decentralized countries have more problems in preparing a national ICZM strategy. In some cases they may not even feel that it is “their” mandate. This especially appears to have been the case for Italy. With a similar problem Ireland has been struggling. However, there are other highly decentralized, federal or quasi-federal countries such as Spain, Germany and the UK where substantial and successful efforts were

**Degree of
centralization and
decentralization
and ICZM
caretakership at
national level**

made to come to a national ICZM strategy or equivalent. From these differing cases it can be learned that even in those cases where ICZM is not the mandate of the national level – or where the mandate is comparably weak –, a strong “caretakership” needs and can be filled by the national level. This caretakership is very much needed to coordinate between the direct lower levels at regional governments and to mediate between them.

A further point is in how far the European initiative for ICZM came at a time when it was convenient to EU countries in the light of important administrative and legislative changes within their own countries. In Denmark for instance currently there is a major structural reform process taking place where the municipal system is likely to take over functions from regional authorities. This circumstance may be seen as a – at least temporal – “fail” factor for the ICZM process. However, it appears justified to first organize the larger picture and then see how ICZM fits in. On the other hand such an instant can also be used as an opportunity to voice the demands that come from ICZM and how this may affect the new administrative set-up. In the instance of Cyprus currently a Coastal Area Management Project (CAMP) is going on that shall produce findings for a national ICZM strategy to be produced a few years later (2006-2008). It is quite understandable that in such an instance the respective country defers the elaboration of a national ICZM strategy.

In a number of cases, countries (or at least important stakeholders of the country) are of the opinion that their existing territorial and/or spatial planning and management system is already taken care of ICZM sufficiently. This is a big and still on-going question in Germany, but can also be assumed for France, Ireland and possibly others. Often there is the question which institution should be the leading institution or caretaker of ICZM, if it is sufficiently covered by ministries and agencies concerned with spatial planning or if this should be a function of a ministry of environment or similar new entity. No clear cut evidence for success or fail factor has been found in this respect. It is important that no redundant new institutions are created if existing ones can take up the matter. Spatial planning entities have a cross-sectoral function and coordinate between sectors and themes. They should be able to also take up the moderation function of coastal zone matters. In most countries coastal zone management is not taken care of sufficiently by spatial planning entities and the caretaker function from a ministry of environment or similar may have been decisively supportive for advancing ICZM matters. On the other hand, it might be enough to strengthen the function of ICZM in spatial planning entities in order to take care sufficiently.

In another instance there is the case that ICZM has already properly been taken care of, although it has not been called so. A case in point is the Netherlands, an example of a country where the sea has been of constant paramount concern and where therefore integrated coastal planning and management has been a matter at national and local state levels and where this has been incorporated into various national strategies and regional as well as local actions since long. Here the elaboration of a formal new ICZM strategy may not be needed because an adequate ICZM regime is already in place.

**Introducing ICZM
at the wrong time**

**ICZM
(purportedly)
covered by
existing
institutions**

**ICZM
already taken up
but not called so**

Apart from an insufficient understanding of many stakeholders there is often also a lack of qualified personnel sufficiently conversant with ICZM. This is particularly the case on regional and local level and has been reported for Belgium, Greece, Lithuania, Poland, UK and Turkey.

**Availability of
management
conversant with
ICZM**

While demonstration projects and initiatives have been supportive for ICZM they are usually of a short or medium-term nature only. Unreliable and discontinuous funding has been reported for countries such as Belgium, Lithuania, Poland, Sweden, and UK, as important fail factors hampering the ICZM progress.

**Long-term
dedication and
sufficient financial
resources**

Bulleted highlights of findings

From the above it has become clear that there are several important factors which individually, in conjunction or in conflict with each other either support or hamper progress of ICZM in Europe.

The main success factors for progress in ICZM are:

- Small size and high importance of coast in relation to total size of country
- A proper allocation of competences, functions and tasks between central and lower state levels.
- Leadership or at least a dedicated caretaker role (“political will”) by the national level driving and/or coordinating ICZM
- Connecting on-going administrative and governance changes within Member States with necessities of ICZM
- Utilizing and strengthening existing territorial planning and management institutions (e.g. from spatial planning) for ICZM
- National, regional and local levels working in connection with regional seas initiatives
- ICZM projects, programmes and initiatives showing benefits to and increasing communication among stakeholders
- Reliable funding for ICZM initiatives with a medium- to long-term time frame
- Qualified personnel and management on all levels conversant with ICZM
- Strong civil society organizations promoting environmental affairs.

The main fail factors for progress in ICZM are:

- Unclear distribution of functions between national and lower levels of government with national government not feeling “in-charge” of ICZM
- Countries (purportedly) claiming that ICZM is sufficiently being taken care of by spatial planning institutions
- ICZM introduction coming at the wrong time (when the respective country is undergoing major reforms that organize the larger structure)
- Insufficient time, unqualified manpower and insufficient funds provided to introduce the complex idea of ICZM through awareness, education and demonstration projects.

5 Added-value of ICZM in the Context of Relevant Existing and Evolving EU Policies and Legislation

In this chapter, selected policy and legal frameworks shall be analyzed, which are particularly important with respect to Integrated Coastal Zone Management (ICZM). It is not intended to analyze all possible frameworks that interact with ICZM, but rather those that provide the range of the various interactions that such frameworks have with ICZM.

**Analysis of
policy and legal
frameworks of
importance to
ICZM**

The short sections of selected policy and legal frameworks will contain the objective of each respective framework, its main contents and the context to ICZM. It shall be examined in which way ICZM interacts with the respective policy or legal framework and what ICZM will additionally (“added-value”) contribute to that framework. The policy and legal frameworks shall be organized from general to specific as far as possible.

The main theme will be on how policy and legal frameworks are able to influence resources to be used in a long-term sustainable way rather than in a short-term extractive manner.

**Ability of
policy and legal
frameworks to
influence re-
source use
analysed**

After the review of the various frameworks, it shall be elaborated in which way ICZM adds value to evolving EU policies and legislation and concluding remarks shall be drawn.

5.1 Legal Frameworks

The following legal frameworks are considered in more detail:

- The Planned Marine Strategy Directive
- The Water Framework Directive (WFD) and Directly Related Directives (Urban Waste Water Treatment, Nitrate Directive, Drinking Water Directive, Directive for Integrated Pollution and Prevention Control (IPPC)
- Strategic Environmental Assessment (SEA) Directive
- Environmental Impact Assessment (EIA) Directive
- The Birds Directive
- The Habitat Directive
- Industrial Installations and the Integrated Pollution Prevention and Control Directive (IPPC)
- Global Monitoring for Environment and Security (GMES) and the Planned Directive for Spatial Information in the Community (INSPIRE)

5.1.1 The Planned Marine Strategy Directive (MSD)

The planned Marine Strategy Directive (MSD) will constitute the environmental pillar of the future Maritime Policy (see chapter 5.2). The Marine Strategy Directive aims to protect and restore Europe's oceans and seas and ensure that human activities are carried out in a sustainable manner so that current and future generations enjoy and benefit from biologically diverse and dynamic oceans and seas that are safe, clean, healthy and productive.

**Protection and
restoration of
Europe's oceans
and seas**

Key elements of the strategy are:

- 1) a dual EU/Regional approach for fundamentals in the cooperation of Member States and third countries,
- 2) a knowledge based approach for decision making,
- 3) an ecosystem based approach for an integrative management, and
- 4) a cooperative approach to involve all stakeholders (EEA, 2006, p. 79).

The Marine Strategy Directive will establish European Marine Regions and identify potential sub-regions as management units for implementation, on the basis of hydrological, oceanographic and biogeographic features.

**European
Marine Regions
and sub-regions**

Each Member State, in close cooperation with the relevant other Member States and third countries within a Marine Region, will be required to develop Marine Strategies for its marine waters. The Marine Strategy will contain a detailed assessment of the state of the environment, a definition of "good environmental status" at regional level and the establishment of clear environmental targets and monitoring programmes. Each Member State will draw up a programme of cost-effective measures. Impact assessments, including detailed cost-benefit analysis of the measures proposed, will be required prior to the introduction of any new measure. Where it would be impossible for a Member State to achieve the level of ambition of the environmental targets set, special areas and situations will be identified in order to devise specific measures tailored to their particular contexts.

**Member States
required to
develop Marine
Strategies**

The Marine Strategy is consistent with the Water Framework Directive from 2000, which requires surface freshwater and ground water bodies (lakes, streams, rivers, estuaries, and coastal waters) achieve a good ecological status by 2015 and that the first review of the River Basin Management Plan should take place in 2021.

ICZM Context

In the framework of the development of ICZM strategies, the directive can give guidance and set standards at national and regional levels. The objective of the Strategy is to protect and restore Europe's oceans and seas and ensure that human activities are carried out in a sustainable manner (EEA 2006, p. 79). ICZM is the tool to implement these goals along the European coasts. The

**ICZM as a tool
to implement
MSD goals**

marine regions and sub-regions established by this Directive will provide a good spatial framework in which ICZM can unfold its strengths. Suitable mechanisms to exchange information and coordinate programs at the coast/sea interface need to be created. At the coast/land interface ICZM will play an important link to transfer key issues into a wider coastal-terrestrial management process thus reinforcing the Marine Strategy and the Maritime Policy.

**ICZM to link
between land and
open sea**

5.1.2 The Water Framework Directive and Directly Related Directives (Urban Waste Water Treatment, Nitrate Directive, Drinking Water Directive, Directive for Integrated Pollution and Prevention Control (IPPC))

The Water Framework Directive (Directive 2000/60/EC of the European Parliament and of the Council of 23 October 2000) has the purpose of establishing framework legislation for the protection of inland surface waters, transitional waters, coastal waters and ground water. There are a number of objectives in respect to protecting water quality. The key ones at European level are general protection of the aquatic ecology, specific protection of unique and valuable habitats, protection of drinking water resources, and protection of bathing water.

**Protection of
inland surface-,
transitional-,
coastal-, and
ground waters**

Several highly innovative features of the WFD should be noted. Perhaps the most striking is that under the WFD management units shall be established based on the river basin concept (called “river basin district”), the natural geographical and hydrological unit – instead of according to administrative or political boundaries. Subsequently for each river basin district a river basin management plan shall be established which shall be updated every six years. The plan includes a detailed account of how the objectives for reaching a good status for all waters (ecological status, quantitative status, chemical status and protected area objectives) are to be reached within the timescale required. The plan will include all the results of the above analysis: the river basin’s characteristics, a review of the impact of human activity on the status of waters in the basin, estimation of the effect of existing legislation and the remaining short-comings to meeting these objectives; and a set of measures designed to overcome the short-comings. The WFD foresees that river and coastal flood risk management plans should be fully integrated in the river basin management plans and programmes. For these river basin districts special management authorities to coordinate and guide the implementation of the river basin management plan need to be established as well. The WFD puts a high emphasis of public participation in order to balance the interests of various stakeholders and to achieve a greater transparency in the establishment of objectives, the imposition of measures and a stronger support by citizens to influence the direction of environmental protection, whether through consultation or through complaints procedures and courts.

**“River Basin
Districts” as
management
units**

**High emphasis of
WFD on public
participation**

Another achievement of this Directive is that it provides a legislative framework for integrated management of groundwater and surface water for the first time at European level. A significant advantage of the framework directive approach has been a streamlining of legislation. The operative provisions of seven old directives are taken over by the WFD: Directive on Surface Water, two related directives

**Legislative frame-
work for integrated
ground- and
surface water
management**

on measurement methods and sampling, frequencies and exchanges of information on fresh water quality; the fish water, shellfish water, and ground water directives; and finally the directive on dangerous substances discharges.

Streamlining of legislation

Other directives relevant in connection with the WFD pursuing the protection of water quality in one way or another are:

- The Urban Waste Water Treatment Directive, providing for secondary (biological) waste water treatment, and even more stringent treatment where necessary
- The Nitrates Directive, addressing water pollution by nitrates from agriculture
- The Drinking Water Directive, reviewing the quality standards
- The Directive for Integrated Pollution and Prevention Control (IPPC), addressing pollution from large industrial installations.

ICZM Context

The main area of the WFD are inland waters, however, coastal waters up to one nautical mile off the coastal baseline are explicitly included. The Water Framework Directive and the EU ICZM Recommendation provide opportunities for coupling coastal zone management with catchment basin management. Such freshwater-marine system coupling has a good prospect of resulting in lower pollutant loads and improved conditions in estuaries (EEA 2006, p. 84). However, due to complexity of marine systems, even larger-scale integrated management initiatives are required for effective management of coastal and marine systems over the long term. This requires continuing coordination and synergy of WFD with the European Marine Strategy and creating the legal grounds for catchment-coastal continuum. This shall also serve as a sound basis for the environmental pillar of the emerging EU Maritime Policy. It favours integration at all levels, and therefore represents a positive step forward towards the sustainable management of the coastal zone.

Coupling of coastal zone and catchment basin management

5.1.3 Strategic Environmental Assessment (SEA)

The main objective of the SEA directive is to 'provide for a high level of environmental protection and to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes...' (Article 1 of the SEA Directive). The purpose of the SEA-Directive is to ensure that environmental consequences of certain plans and programmes are identified and assessed during their preparation and before their adoption. The public and environmental authorities can give their opinion and all results are integrated and taken into account in the course of the planning procedure. In the case of likely significant transboundary effects the affected Member State and its public are informed and have the possibility to make comments which are also integrated into the national decision making process. The SEA will thus contribute to more transparent planning by involving the public and by integrating environmental considerations. This will help to achieve the goal of

Environmental assessment prior to adoption of plans and programmes

sustainable development.

ICZM Context

The role of the Directive is essential for addressing conflicts in the long-term development of coastal zones and for creating synergies with ICZM. The full potential in addressing cumulative impacts of economic sectors is an important factor in coastal zone management. The Directive provides good grounds for integrated spatial planning and risk management with a view to increasing the sustainability of coastal zones (EEA, 2006, p. 79). In this way SEA will contribute to a better planning process as it is also envisaged by ICZM, and here in particular for principles 3 (adaptive management process), 6 (stakeholder participation) and 7 (involvement of relevant administrative bodies). Like ICZM SEA attempts to act before problems arise, rather anticipating them and adjusting plans to counteract negative consequences.

**SEA and ICZM
complementary in
their long-term
perspective of
coastal zone
development**

5.1.4 Environmental Impact Assessment (EIA)

The EIA procedure ensures that environmental consequences of projects are identified and assessed before authorisation is given to a project or an investment. The public can give its opinion and all results are taken into account in the authorisation procedure of the project. The public is informed of the decision afterwards. The EIA Directive outlines which project categories shall be made subject to an EIA, which procedure shall be followed and the content of the assessment.

**Assessment of
environmental
consequences
prior to projects
and investments**

EIA is an essential prerequisite of a participatory approach and a crucial instrument for sustainable development. One measure in the EIA process is the strengthening of the ecological component and the possibility to define ecological compensation measures.

The EIA Directive covers a broad range of activities ranging from industrial to infrastructure projects. It introduces procedural elements to be followed such as the provision of an environmental impact statement and consultation with the public and environmental authorities within the framework of development consent procedures for the activities covered. Member States may regulate the EIA procedure as a permitting procedure or by adding it to existing permitting procedures under other pieces of Community (or national) legislation. The results of the EIA procedure have to be taken into consideration in the development consent procedure.

ICZM Context

ICZM provides a policy integration platform that amongst other policies also includes the Environmental Impact Assessment Directive (EEA 2006, p. 81). ICZM may place projects considered under the EIA Directive into a wider coastal planning and management context. Particularly the principles 1 (holistic approach), 2 (long-term perspective), 5 (specific to locality) and 6 (stakeholder participation in planning) of ICZM play important roles in this respect. EIA is a precondition within ICZM.

**ICZM provides
policy integration
platform support-
ing EIA Directive**

5.1.5 The Birds Directive

This Directive as well as its amending acts seeks to: protect, manage and regulate all bird species naturally living in the wild within the European territory of the Member States, including the eggs of these birds, their nests and their habitats, and regulate the exploitation of these species.

**Protection,
management and
regulation of
bird species**

The Member States must also conserve, maintain or restore the biotopes and habitats of these birds by creating protection zones, maintaining the habitats, restoring destroyed biotopes and creating biotopes. Special measures for the protection of habitats are adopted for certain bird species identified by the Directives (Annex I) and migratory species.

**Creation of
protection zones**

Directives establishing a general scheme for the protection of all bird species. The following are prohibited:

- to deliberately kill or capture the bird species covered by the Directives. However, the Directives authorise the hunting of certain species on condition that the methods used comply with certain principles (wise use and balanced control, hunting outside the period of migration or reproduction, prohibition of large-scale or non-selective killing or catching methods);
- to destroy, damage or collect their nests and eggs;
- to disturb them deliberately;
- to detain them.

Apart from a number of exceptions, in particular for certain species that may be hunted, the following are not permitted either: the sale, transport for sale, detention for sale and offering for sale of live and dead birds or of any part of a bird or any product produced from it.

The Member States may on certain conditions derogate from the provisions on protection laid down in the Directives. The Commission will ascertain that the consequences of such derogation are not incompatible with the Directives.

The Member States must encourage research and activities conducive to the protection, management and exploitation of the bird species covered by the Directives.

**Research
encouraged**

ICZM Context

The ICZM approach supports the up-take of specific measures in line with the Birds Directive within local coastal management plans in so far as it would provide for a moderating (conflict-solving), participatory and integrative planning platform.

**ICZM supports
uptake of meas-
ures in line with
Birds Directive**

5.1.6 The Habitat Directive

The continuing deterioration of natural habitats and the threats posed to certain species are one of the main concerns within the European Union (EU) environment policy. The Habitats Directive is intended to help maintain biodiversity in the Member States by defining a common framework for the conservation of wild plants and animals and habitats of Community interest.

**Conservation of
wild plants,
animals and
habitats**

The Directive establishes a European ecological network known as "Natura2000". The network comprises "special areas of conservation" designated by Member States in accordance with the provisions of the Directive, and special protection areas classified pursuant to Directive 79/409/EEC on the conservation of wild birds.

**Ecological
network
"Natura2000"**

Annexes I (Natural habitat types of Community interest) and II (Animal and plant species of Community interest) to the Directive list the habitats and species whose conservation requires the designation of special areas of conservation. Some of them are defined as "priority" habitats or species (in danger of disappearing). Annex IV lists animal and plant species in need of particularly strict protection.

Special areas of conservation are designated in three stages. Following the criteria set out in the annexes, each Member State must draw up a list of sites hosting natural habitats and wild fauna and flora. On the basis of the national lists and by agreement with the Member States, the Commission will then adopt a list of sites of Community importance. No later than six years after the selection of a site of Community importance, the Member State concerned must designate it as a special area of conservation.

**Special areas of
conservation in
each Member
State**

Where the Commission considers that a site which hosts a priority natural habitat type or a priority species has been omitted from a national list, the Directive provides for a bilateral consultation procedure to be initiated between that Member State and the Commission. If the result of the consultation is unsatisfactory, the Commission must forward a proposal to the Council relating to the selection of the site as a site of Community importance.

**Bilateral consulta-
tion procedure
between Member
State and EC**

Member States must take all necessary measures to guarantee the conservation of habitats in special areas of conservation, and to avoid their deterioration. The Directive provides for co-financing of conservation measures by the Community.

Member States must also:

- encourage the management of features of the landscape which are essential for the migration, dispersal and genetic exchange of wild species;
- establish systems of strict protection for those animal and plant species which are particularly threatened (Annex IV) and study the desirability of reintroducing those species in their territory;
- prohibit the use of non-selective methods of taking, capturing or killing certain animal and plant species (Annex V).

The Member States and the Commission must encourage research and scientific work that can contribute to the objectives of the Directive.

Every six years, Member States must report on the measures they have taken pursuant to the Directive. The Commission must draw up a summary report on the basis thereof.

Following the accession of 10 new Member States on 1 May 2004, the annexes to the Directive were amended to take account of their biodiversity. The new countries had to submit their lists of conservation areas by 1 May 2004.

**Biodiversity
addressed in
Habitat Directive**

ICZM Context

The Birds and Habitat Directives provide important legal instruments for protection of coastal ecosystems (EEA 2006, p. 78). ICZM will support the establishment of conservation areas under this Directive by providing a moderating (conflict-solving), participatory and integrative platform pro-actively bringing together stakeholders along the respective coastal areas.

**ICZM supports
establishment of
conservation
areas**

5.1.7 Industrial Installations and the Integrated Pollution Prevention and Control Directive (IPPC)

In essence, the IPPC Directive is about minimising pollution from various industrial sources throughout the European Union. Operators of industrial installations covered by Annex I of the IPPC Directive are required to obtain an authorisation (environmental permit) from the authorities in the EU countries. About 50.000 installations are covered by the IPPC Directive in the EU.

**Minimising
pollution from
various industrial
sources**

New installations, and existing installations which are subject to "substantial changes", have been required to meet the requirements of the IPPC Directive since 30 October 1999. Other existing installations must be brought into compliance by 30 October 2007. This is the key deadline for the full implementation of the Directive.

**30-October-2007
deadline for full
implementation of
IPPC Directive**

The IPPC Directive is based on several principles, namely (1) an integrated approach, (2) best available techniques, (3) flexibility and (4) public participation.

1. The integrated approach means that the permits must take into account the whole environmental performance of the plant, covering e.g. emissions to air, water and land, generation of waste, use of raw materials, energy efficiency, noise, prevention of accidents, and restoration of the site upon closure. The purpose of the Directive is to ensure a high level of protection of the environment taken as a whole.
2. The permit conditions including emission limit values (ELVs) must be based on Best Available Techniques (BAT), as defined in the IPPC Directive. To assist the licensing authorities and companies to determine BAT, the Commission organises an exchange of information between experts from the EU Member States, industry and environmental organisations. This work is co-ordinated by the European IPPC Bureau of the

**Four principles of
IPPC Directive**

Institute for Prospective Technology Studies at EU Joint Research Centre in Seville (Spain). This results in the adoption and publication by the Commission of the BAT Reference Documents (the so-called BREFs)

3. The IPPC Directive contains elements of flexibility by allowing the licensing authorities, in determining permit conditions, to take into account:
 - a. the technical characteristics of the installation,
 - b. its geographical location and
 - c. the local environmental conditions.
4. The Directive ensures that the public has a right to participate in the decision making process, and to be informed of its consequences, by having access to
 - a. permit applications in order to give opinions,
 - b. permits,
 - c. results of the monitoring of releases and
 - d. the European Pollutant Emission Register (EPER).

Public participation as one of the IPPC principles

In EPER, emission data reported by Member States are made accessible in a public register, which is intended to provide environmental information on major industrial activities. EPER will be replaced by the European Pollutant Release and Transfer Register (E-PRTR) from 2007 reporting period onwards.

ICZM Context

Large industrial installations become more frequent along the coast. They are attracted by logistic opportunities (oil refineries, port facilities) or coastal resources (wind farms, oil rigs). A lot must be considered during spatial planning on the coast and territorial waters. Effective clustering of these industries and a careful assessment of environmental impacts has an important role in reducing their negative impact on the coastal ecosystems and sustainability of coastal zone at large. In this respect it is important that IPPC and ICZM go hand in hand. ICZM will provide the platform for IPPC to moderate the interests of the various stakeholders (private sector, civil society and local government) and will inform decision-makers within the wider realm of the coastal environment.

ICZM as a vehicle for IPPC to moderate interests of various stakeholders

5.1.8 Global Monitoring for Environment and Security (GMES) and the Planned Directive Establishing an Infrastructure for Spatial Information in the Community (INSPIRE)

GMES is a joint initiative (starting 2001 and foreseen up to 2008) of the European Commission and the European Space Agency designed to establish a European capacity for the provision and use of operational information for Global Monitoring of Environment and Security.

Joining data/information providers and users

The GMES represents a concerted effort to bring data and information providers together with users, so they can better understand

each other and agree on how to make environmental and security-related information available to the people who need it. Citizens shall also profit from a better security against natural and man-made hazards through improved tools of prediction and crisis management used by civil security entities.

In this context the planned INSPIRE Directive has to be seen. It is a framework that shall establish a common platform for annotating and sharing geographic data between member states – a spatial data infrastructure. It emphasizes the *environmental* reasons to share data between official agencies in different EC countries.

**INSPIRE to
facilitate sharing
of geographic
data**

ICZM Context

The GMES system and the INSPIRE Directive has a clear connection to ICZM. They provide valuable data and information which can be used in the development and implementation of ICZM initiatives. A good example for the cooperation between GMES and ICZM is the European Coastwatch project. In this project, GMES is used to monitor coastal regions. The main focus is on the influx of landside pollution.

**GMES and
INSPIRE inform
and support ICZM
processes**

5.2 Policy Frameworks

The following policy frameworks are considered in more detail:

- Lisbon Strategy
- Governance White Paper
- The EU Cohesion Policy
- The Emerging Maritime Policy
- Sustainable Development Strategy
- The EU Sustainable Tourism Policy
- European Spatial Development Perspective
- Sixth EU Environmental Action Programme
- Thematic Strategy on Urban Environment (TSUE)

5.2.1 Lisbon Strategy

The Lisbon Strategy was devised by the EU as a commitment to bring about economic, social and environmental renewal in the EU. In March 2000, the European Council in Lisbon set out a ten-year strategy to make the EU the world's most dynamic and competitive economy. Under the strategy, a stronger economy shall drive job creation alongside environmental and social policies that ensure sustainable development and social cohesion.

**EU as the world's
most dynamic
and competitive
economy by 2010**

Several European and Environment Council meetings have called for action on environmental integration into sectoral policies (commonly understood as the "Cardiff Process"). The 2003 Spring European Council endorsed "the Commission's intention to carry out an annual stocktaking of the Cardiff process of environmental integration and a regular environmental policy review". These two exercises are to feed into the preparation of the Spring Reports, from 2004 onwards. The Commission's first Environmental Policy Review was published in December 2003. A Stocktaking of the Cardiff Process was adopted in June 2004.

**Cardiff Process:
actions on
environmental
integration into
sectoral policies**

In 2004, the European Council and the Commission decided to prepare a mid-term review of the Lisbon process. The mid-term review concluded that little progress had been made and recommended to refocus the agenda on growth and employment. In February 2005, the European Commission announced a major overhaul of the Lisbon Strategy, simplifying targets and reporting procedures, with a single national action programme for each country, and one EU growth plan.

**National action
programmes**

Although the Lisbon Strategy is mostly geared to improve European economic development and the labour market situation, it also focuses on environmental aspects. Reasonable development strategies in the field of protecting nature and combining economic and ecological aspects in a productive way are seen as key issues in the implementation of future policies.

ICZM Context

Integrated Coastal Zone Management “by default” follows these goals. The protection of the environment is not approached as a singular issue, but is regarded as part of a coupled approach that also comprises the economic use of the coast (tourism, fishing etc.), the demands of the people living along the coastlines, the labour market that is more or less dependant on the coast plus a variety of other aspects. The EU ICZM policy reinforces the sustainability considerations of the Lisbon Strategy and in this way also acts as a guardian for the reconciliation of social, economic and environmental interests.

ICZM reinforces sustainability considerations of Lisbon Strategy

5.2.2 Governance White Paper

In July 2001, a White Paper on Governance was issued by the Commission of the European Union. This White Paper was adopted with the aim of establishing more democratic forms of governance at all levels - global, European, national, regional and local.

More democratic forms of governance

The White Paper forwards a set of proposals focussing on the role of the EU institutions, better involvement, better regulation, and the contribution the European Union can make to world governance. Most of the Commission's governance reforms are to be implemented immediately under the existing treaties. These efforts are to complement the phase of institutional reform launched by the Laeken Declaration of December, 2001, continuing with the Convention on the Future of the European Union, and culminating in the Intergovernmental Conference of 2004. Some of the initiatives proposed in the Commission's White Paper may be taken forward in the preparation of treaty amendments.

ICZM Context

Even though the White Paper does not refer explicitly to the field of Integrated Coastal Zone Management, its content is of immediate importance for the effectiveness of ICZM. As laid out in both the ICZM Strategy and the EU ICZM Recommendation, the underpinning philosophy is one of governance by partnership with civil society, with the EU providing leadership and guidance to support implementation at other levels, as emphasised by subsidiary and proportionality clause in the EU ICZM Recommendation. It is also important, that where relevant, European approach on ICZM builds on existing instruments and programmes, which often have not been necessarily designed with coastal zones in mind. Because of the diverse physical, economic, cultural and institutional characteristics of Member States, the response adopted should be flexible and problem-oriented.

ICZM relying on governance by partnership with civil society

The emergence of awareness about coasts has been a long standing issue far from being linear. Past policies affecting the coastal zone have been predominantly issue oriented (e.g. water quality) and reactive in their nature. Furthermore the governance of coastal and marine areas has remained fragmented between countries and thematic areas (e.g. sectors), at national and European levels. Here the White Paper on Governance and the EU ICZM

Recommendations reinforce each other in the management of European coasts.

5.2.3 The EU Cohesion Policy

The European Union's Cohesion Policy is built on the assumption that a redistribution of wealth should happen between richer and poorer regions in Europe in order to come to a more balanced economic integration and overall development. The Cohesion Policy is the second largest item (after the Common Agricultural Policy) in the EU budget, accounting for about 35% of total expenditure.

Redistribution of wealth between richer and poorer regions for more balanced development

The EU's enlargement on 1 May 2004 has exacerbated economic and social disparities across the EU. Recipients of cohesion funds such as Spain and Ireland are now being called on to contribute to the development of their new partners. With the upcoming 2007-2013 budget perspectives drawing closer, the Commission has proposed redirecting cohesion policy towards economic growth (Lisbon strategy) and sustainable development (Gothenburg strategy).

EC proposal to redirect cohesion policy towards economic growth and sustainable development

It seems natural for a policy that is as far-reaching as the EU's Cohesion Policy that there are manifold relations and implications towards the area of ICZM.

Although the EU has put the task on Member States to create a national ICZM strategy, effective coastal management happens at the regional or local levels. Thus, these levels should be more in focus than national entities separated by borders. The EU recommendations for the development of ICZM emphasize a number of different aspects that should be covered by coastal management.

Spatial Planning: In order to achieve synergy effects between different spatial impacts of sector policies in time for the introduction of the new Cohesion Policy socio-economic integration as a result of the single market should be supported by spatial planning and development policies which can help to solve the partly contradictory impacts of sector policies.

Spatial planning and ICZM can help solving contradictory policies between sectors

Co-operation: Intergovernmental and subregional co-operation structures to address the spatial aspects of sectoral policies in different fields need to be implemented. These co-operations should be further exploited for the benefit of harmonised spatial development also within the framework of the new EU Cohesion Policy as well as the European Neighbourhood Policy.

Cooperation between governments and regions

Transportation: Transport serves practically all public and private sector actors, and is therefore an important factor to exploit ICZM potentials. Access to and from central regions as well as from peripheral ones is at the heart of cohesion policy. For instance, the successful integration of the new member states will to a large extent depend on the development and modernisation of their transport networks. On the other hand, improved infrastructure also improves accessibility for negative short-term exploitative interests (see below).

Accessibility to and from regions at the heart of the Cohesion Policy

Environment: Although the EU Cohesion Policy refers mostly to economic problem areas, it does have an effect on environmental planning as well. According to EU recommendations, all economic and spatial planning should be sustainable and thus keep environmental aspects in mind. As a result, all planning activities in coastal areas must comprise environmental aspects as well. These should not be considered as a mere obstacle for economic development, but should instead be looked at as another possible source of synergy effects. The Cohesion Policy also offers opportunities to fund actions to mitigate or adapt to climate change (EEA 2006, p. 82, 84). The cooperation objective explicitly includes coastal zone management strategies and activities.

**Climate change
mitigation and
adaptation**

ICZM Context

The Community Strategic Guidelines for Cohesion (SGC 2007-2013) were established to strengthen the synergies between environmental protection and growth. The SGC give an emphasis to investment in infrastructure, particularly in Convergence regions and in the new Member States, to comply with environmental legislation in the fields of water, waste, air and nature. The SGC will also promote investment in sustainable energy and transport, as well as eco-innovation with clean technologies.

It is argued that measures generated under this policy might e.g. be used in remote and underdeveloped areas through improving their infrastructure and making them more accessible for short-term economic exploitation and thereby violating sustainability. This danger has been noted by the EU and guidelines have been established which shall counteract such negative developments.

**Potential conflict
between short-
term economic
exploitation and
sustainable
development**

As regards the risks of negative direct or indirect effects of the Cohesion policy on the environment, the implementation in the Member States of the requirements of both the Strategic Environment Assessment (SEA) and the Environmental Impact Assessment (EIA) Directives shall help to prevent potentially damaging projects to be funded by the Structural and Cohesion funds. The substantial experience gained from the Cohesion Policy for implementing the principles of subsidiarity and partnership is very useful for developing win-win situations in coastal areas, in synergy with the ICZM approach.

**ICZM as an
additional tool to
help finding win-
win situation**

5.2.4 The Emerging Maritime Policy, “Maritime Green Paper”

In March 2005 the European Commission decided to work on a Green Paper, i.e. a policy proposal, for a future EU Maritime Policy. The Green Paper was adopted in June 2006. It constitutes a first step towards the establishment of an all embracing Maritime Policy that aims at developing a thriving maritime economy and the full potential of sea-based activities in an environmentally sustainable manner. The Green Paper shall be discussed through a consultation period over a period of one year and thereafter be cast into a White Paper that constitutes the then agreed-to Maritime Policy.

**One-year
consultation
process**

So far, EU policies on maritime transport, industry, coastal regions, offshore energy, fisheries, marine environment, socio-economic

cohesion and other relevant areas have developed separately. Fragmentation may result in conflicting measures, which have negative consequences on the marine environment (e.g. increased pollution, overfishing, reduction of marine biodiversity) or may impose disproportionate constraints on competing maritime activities. The Maritime Policy shall therefore bring all important elements together and forge a vision of how to manage these separate areas jointly and in relation with the seas and oceans.

Vision of sector-integrated management of seas and oceans

The future Maritime Policy shall aim at a comprehensive approach managing the sea/land interface, coastal safety and disaster preparedness (including climate change implications), sustainable development of coastal tourism and a holistic perspective of the littoral as a place to live. These elements are confirmed by other sections of the Green Paper that, among others, bring forward healthy oceans and marine spatial planning²⁸ for the growing maritime economy, both relying on the ecosystem-based approach. By acknowledging that 80% of the ocean pollution results from land-based human activities the Green Paper puts a clear link between marine and terrestrial environment including sea/land interface and therefore, coastal zones.

80% of ocean pollution results from land-based human activities

Maritime Green Paper links marine and terrestrial environment

The Maritime Policy intends to embrace the whole maritime complex and design an integrated policy for, among others, maritime transport, fishing, aquaculture, oil and gas exploration, use of wind and tidal power, shipbuilding, tourism and marine research.

ICZM Context

The future Maritime Policy will promote the implementation of a much needed integrated approach. For coastal zones, there is more experience through ICZM, than for the wider maritime area, from which the Maritime Policy may benefit. It is therefore in the interest of those further developing the Green Paper to build on and draw lessons from the cases presented in this evaluation of the implementation of the ICZM Recommendation, the central element and first example of an integrated approach within the European Union. The recommendations and proposals which result from the evaluation could give orientation to the debates during the now ongoing consultation phase of the Green Paper. Both together promise to lead to new forms of connected spatial planning and management of marine and coastal areas.

Intention to develop an integrated Maritime Policy

In this respect ICZM may contribute to the wider maritime area through providing methods, procedures and lessons learned, while the maritime policy may offer a policy framework for further ICZM development towards the sea and responses to specific coastal issues.

Wider mandate for ICZM through Maritime Policy

The Green Paper asks the question, "How can ICZM be successfully implemented?" The ICZM Recommendation and the results coming from the Evaluation of ICZM in Europe are a source of added-value for a future European maritime policy. The Green Paper supports the

²⁸ Marine spatial planning should be understood as spatial planning of marine *and* coastal areas.

future implementation of the ICZM Recommendations, while devoting it a part of its development.

ICZM will provide the link between the Maritime Policy, the Marine Strategy Directive with the sea on the one hand and the Water Framework Directive and other governing instruments of the land side on the other hand. This offers opportunities to promote a continuum of integrated planning (with emphasis on both environmental and socio-economic aspects of planning) and management of river basins, coastal zones; marine regions and regional seas (see also EEA 2006, p. 9 and p. 81).

**ICZM will link
between land and
open sea**

5.2.5 Sustainable Development Strategy (SDS) (Agenda 21 / Local Agenda 21)

The objective of the National Sustainable Development Strategies in the EU adopted in 2001 is to develop environmental policies that facilitate protection of the environment combined with sustainable development of resource utilization, both within the EU and globally. Sustainable development is enshrined in the EU treaty as an overarching objective of the European Union.

**Sustainable
development as
an overarching
EU objective**

The Sustainable Development Strategy has to be seen as one important European answer to take up the ideas of the Agenda 21 of the 1992 United Nations Conference on Environment and Development in Rio de Janeiro and further developments in 1997, when the UN General Assembly had held a special session to appraise and assess developments and the state of implementation in the first five years of the Agenda 21 process ("Rio +5"). Agenda 21 goals had then been refined and reformulated by a number of follow-up conferences, including the ones in Johannesburg and Kyoto.

The main idea of the Agenda 21 is to support sustainable development. It is a comprehensive blueprint of action to be taken globally, nationally and locally by organisations of the UN, governments, and major groups in every area in which humans have an impact on the environment.

**Agenda 21 –
support of sus-
tainable develop-
ment globally and
locally**

The Sustainable Development Strategy designed by the EU consists of two major parts. Firstly, it focuses on a number of key unsustainable trends which are regarded to be seriously threatening. The strategy proposes headline objectives and a series of policy measures. The priorities are to: i) combat climate change, ii) ensure sustainable transport, iii) address threats to public health, iv) manage natural resources more responsibly and stop biodiversity decline, v) combat poverty and social exclusion, and vi) meet the challenge of an ageing population. Secondly, the strategy calls for a new policy-making approach by reviewing and revising current policies. Challenges to this approach include: i) ensuring mutual reinforcement of economic, social and environmental policies within the EU, ii) ambitions that need to be turned into actions and iii) creating effective policy coherence. Outcomes of this strategy shall be an enhanced exchange of good practises between countries and an improved effectiveness of policies facilitating synergies and complementarities on different levels, such as on European, national, regional and local level.

**Challenges of
sustainable
development and
the way forward**

The strategy is expected to improve the management and the implementation of EU legislation and policies amongst others also in coastal zones. The strategic approach is based on taking a broad overall thematic and geographic long-term perspective, considering distinctive local features and resources and outlines the need of flexible, adaptive management for coastal areas and is thus very relevant to and enhances integrated coastal zone management.

Since the adoption of the strategy in 2001 a number of significant changes have occurred: the enlargement of the European Union to 25 Member States; increased instability due to the terrorist threats and violence; further globalisation and changes in EU and world economy; persistent and increasingly apparent signs of environmental problems. Thus currently this strategy is under review and a revised strategy which shall build on the existing priorities, policy approaches and international commitments introducing new measures and mechanisms with updated target, time tables and indicators is being considered by EU leaders.

On local level the Agenda 21 of the United Nations as well as the EU's Sustainable Development Strategy has induced quite a number of positive actions coined Local Agenda 21 initiatives in many places in Europe.

ICZM Context

Local Agenda initiatives involve local governments, non-governmental organizations, the private sector and civil society bringing them together to work out local specific solutions to local problems. This means the application of sustainability principles to specific environments and circumstances. By adding holistic, participatory and interdisciplinary principles ICZM will positively reinforce Local Agenda 21 initiatives.

**ICZM principles
reinforce Local
Agenda 21
initiatives**

5.2.6 The EU Sustainable Tourism Policy

Since the 1980ies the European Union realized the strategic importance of the tourism sector for growth and jobs and that it needed to be addressed by the Union. While in the 1990ies tourism was systematically considered in its relationship with employment, by the turn of the century matters of sustainability came strongly to the fore. Mass tourism was identified as a great environmental challenge to coastal - and other - areas, but as a grand employment opportunity at the same time. Several important communications and resolutions were produced in the new century. All three communications of 2001 "Working together for the future of European tourism", 2003 "Basic orientation for the sustainability of European Tourism", and 2006 "A renewed EU Tourism Policy: Towards a stronger partnership for European Tourism" have important references to sustainability and advocate enhancing the elaboration and implementation of a Agenda 21 for sustainable European tourism. The 2003 Communication specifically refers to the EU Recommendation on Integrated Coastal Zone Management in its Annex 4 and underlines the particular relevance of ICZM for tourism activities. Since 2004 a Tourism Sustainability Group consisting of experts of the various tourism stakeholder groups has been established to advise

**Tourism a growth
and employment
opportunity, but
also a challenge to
the environment**

on actions to be supported and promoted by the EU. It should also be mentioned that the new proposed European Fisheries Fund (EFF) introduces a new priority theme “the sustainable development of fisheries areas” with one group of activities on fishermen to redirect their activities towards eco-tourism.

ICZM Context

In the absence of a clear mandate for a policy action at EU level, tourism is and will remain mainly a member state (or local) competence. Tourism-related measures largely need to be devised and implemented locally in order to address the specific needs and limitations that exist. The EU will thus primarily rely on a broad range of other EU policies and measures to promote ways towards more sustainable tourism. One such – and possibly one of the strongest – policy and measure is Integrated Coastal Zone Management. ICZM renders itself very useful to incorporate concerns of sustainable tourism. These are usually concerns of sustainable coastal management at the same time. In this respect tourism policy and ICZM go perfectly hand in hand and ICZM can be well used as a tool and a means for identifying and implementing measures towards sustainable tourism.

**ICZM
incorporates
concerns of
sustainable
tourism**

5.2.7 European Spatial Development Perspective (ESDP)

The aim of spatial development policies is to work towards a balanced and sustainable development of the territory of the European Union. What is important is to ensure that the three fundamental goals of European policy are achieved equally in all the regions of the EU:

- economic and social cohesion;
- conservation and management of natural resources and the cultural heritage;
- more balanced competitiveness of the European territory.

**Ensuring
achievement of
three fundamental
goals of European
policy**

However, as EEA (2006, p. 13) report, the ESDP has not counter-balanced the development pressure from key economic sectors, such as tourism and transport infrastructure. Here possibly through the synergistic use of ICZM some of these pressures might be mitigated.

ICZM Context

The goals of the ESDP coincide with the principles of good ICZM and are therefore reinforced by ICZM, especially with the principles 1 and 4. Bullet 1 of ESDP (economic and social cohesion) contributes to the holistic approach ICZM is striving for by finding a balance between economic, social and ecological interests and stakeholders. Bullet 2 goes along with sustainable use and development and protection of coastal resources and settlements.

**ESDP and ICZM
reinforcing each
other**

5.2.8 Sixth EU Environmental Action Programme and Most Relevant Thematic Strategies

The Environment Action Programme provides a strategic framework for the Commission's environmental policy up to 2012.

The programme identifies four environmental areas for priority actions:

- Climate Change
- Nature and Biodiversity
- Environment and Health and Quality of Life
- Natural Resources and Waste

It is understood that no easy solutions are available and problems need to be addressed comprehensively. This is why the Programme sets out the following main avenues for action.

- Effective implementation and enforcement of environmental legislation: necessary to set a common baseline for all EU countries
- Integration of environmental concerns: environmental problems have to be tackled where their source is and this is frequently in other policies.
- Use of a blend of different approaches: all types of instruments have to be considered - not just legislation. The essential criteria being optimal efficiency and effectiveness.
- Promoting of participation and involvement across society - business, citizens, NGOs and social partners - through better access to quality information on the environment and co-operating to devise solutions.

The Programme provides the environmental component of the Community's strategy for sustainable development: placing environment policy in a broad perspective, also considering economic and social aspects. The link is made between environment and European objectives for growth, competitiveness and employment.

The Sixth Environment Action Programme Decision requires the Commission to "evaluate the progress made in its implementation together with associated environmental trends and prospects". The Commission will present a report to the European Parliament and the Council by summer 2006.

The Sixth Environment Action Programme (6th EAP), which was adopted by the European Parliament and Council in 2002 and runs until 2012, requires the European Commission to prepare Thematic Strategies covering seven areas:

- Air Pollution (adopted 21/09/2005)
- Prevention and Recycling of Waste (adopted 21/12/2005)

**Strategic
framework for EC
environmental
policy up to 2012**

**Climate change
and biodiversity
among priority
areas of actions**

**Thematic
strategies in seven
areas support next
generation of EU
environmental
policy**

- Protection and Conservation of the Marine Environment (adopted 24/10/2005)
- Soil
- Sustainable Use of Pesticides
- Sustainable Use of Resources (adopted 21/12/2005)
- Urban Environment (adopted 11/01/2006)

The Thematic Strategies represent the next generation of environment policy. As their name suggests, they work with themes rather than with specific pollutants or economic activities as has been the case in the past. They take a longer-term perspective in setting clear environmental objectives to around 2020 and will thus provide a stable policy framework. Finally, they focus on identifying the most appropriate instruments to deliver European policy goals in the least burdensome and most cost effective way possible.

Each strategy is founded on thorough research and science, and follows an in-depth review of existing policy and wide-ranging stakeholder consultation. The aim has been to create positive synergies between the seven strategies, as well as to integrate them with existing sectoral policies, the Lisbon Strategy and the Sustainable Development Strategy. Each Thematic Strategy will thus help achieve the long-term goal of environmental sustainability while contributing to the Lisbon goals of enhancing growth and employment and promoting eco-innovation.

The Thematic Strategies are also an important contribution to the Better Regulation and simplification exercises. They simplify and clarify existing legislation and propose proportionate legislation where new laws are deemed necessary.

ICZM Context

The Thematic Strategies developed under the EU Environmental Action Programme are confined to a theme or sector. ICZM provides the opportunity to take up recommendations developed in a thematic strategy and to bring its implementation into a wider context: a wider local, a regional or a national one. It thus serves as an important vehicle to support and back up the Environmental Action Programme.

5.2.9 Thematic Strategy on Urban Environment (TSUE)

One recent Thematic Strategy, the Thematic Strategy on Urban Environment, developed under the Environmental Action Plan shall exemplarily be discussed here. This strategy supports Member States, regional and local authorities in their efforts to improve the quality of the urban environment and reduce the adverse environmental impact of Europe's urban areas on the wider environment. The Strategy highlights the key role of urban local authorities in achieving a high quality and healthy urban environment. The measures offered under this Strategy aim to contribute to a better implementation of existing EU environment policies and legislation at the local level by supporting and encouraging local authorities to

ICZM offers to put measures proposed in Thematic Strategies into a wider context

Encouraging local authorities to adopt a more integrated approach

adopt a more integrated approach to urban management and by inviting Member States to support this process and exploit the opportunities offered at EU level. Application of the subsidiarity principle, where action should be taken at the most effective level, also implies acting at the local level. These principles coincide strongly with fundamental ICZM principles.

ICZM Context

Measures taken under the TSUE such as integrated environment management, sustainable urban transport plans, exchange of best practices, training, cohesion policy and research are also important measure in an ICZM process. ICZM may as mentioned in the previous section transfer such urban concerns into a wider context of the coastal area surrounding urban areas.

**ICZM transfers
TSUE concerns
into a wider
development
context**

5.3 The Added-value of ICZM to EU Policy and Legal Frameworks

As the previous sections of the chapter show, ICZM relates to many EU policy and legal frameworks. In various ways, ICZM is contributing to improve the impact of these frameworks towards a more sustainable and balanced development that is better able to reconcile short-term and often less sustainable economic interests with long-term interests.

ICZM contributes to improving impacts of policy and legal frameworks

Frameworks which are aimed, in the first place, towards economic growth, employment creation and a better wealth balance between Member States (e.g. Lisbon Strategy, Cohesion Policy including sectoral frameworks such as the Common Agricultural Policy) will remain in danger of being used to induce less sustainable forms of economic promotion in favour of short-term (unsustainable) benefits.

This is in particular the case when critical economic situations arise. Inclinations to take such directions of sacrificing long-term interests because of short-term ones may also arise in the new Member States of Eastern Europe, where the overall economic situation is much more difficult. In such cases, ICZM will serve as a guardian involving the various stakeholders working out acceptable strategies that harmonise short-term with long-term interests.

Guardian role in reconciling short-term with long-term interests

ICZM also gives additional meaning to very general policy frameworks, such as e.g. the Governance White Paper. ICZM works with participatory methods, pro-actively involving stakeholders thus greatly improving transparency in identifying coastal regional development options and engaging coastal civil society in decision-making and co-management of coastal areas. Regular ICZM conferences or forums open to the public make authorities accountable to the surrounding society which will positively impact on iterative political and management processes. Such engagement processes between local governments and local civil society will also help induce citizen-near democratic forms of governance.

Adding practical components to policy frameworks

ICZM is a comprehensive platform to moderate change between stakeholders of different sectors and very divergent interests and therefore, also a means of conflict resolution. Methods employed in ICZM and extended to circumstances such as projects and investments that are under scrutiny of e.g. the Strategic Environment Assessment (SEA) Directive, the Environment Impact Assessment (EIA) Directive, the Industrial Installations and the Integrated Pollution Prevention and Control (IPPC) Directive or more specifically the Birds and Habitat Directives will be drawn into a wider and holistic perspective. This will reinforce reconciling long-term with short-term interests among very diverse stakeholders. ICZM can thus serve as a vehicle of anticipating favourable and unfavourable paths of development, a better choice of direction and thus contribute to a reduction of ecological and economic repair measures once it is already late.

Conflict resolution through public debate

A very important specific area of ICZM will be its interface or intermediary function between the terrestrial/coastal management as stipulated in the Water Framework Directive and the planned Marine Strategy Directive as part of the Maritime Policy. In both cases an

Interface between terrestrial and coastal management

ecosystems-based management approach is either already in place (the “River Basin Districts” as in the Water Framework Directive) or planned to be formed (the “Marine Regions” as per Marine Strategy Directive). Appropriate linkages between these, in the form of boundaries as well as coordinating mechanisms, need to be created. Here ICZM should play a prominent role. Very divergent interests ranging from maritime transport, fishing, aquaculture, oil and gas exploration, the use of wind and tidal power, shipbuilding, tourism, agriculture, conservation of cultural heritage and the like will need to be moderated.

The European Union has made significant progress during recent years in devising policies and legislation with respect to encouraging sustainability concerns, the promotion of the integration of sectors and the involvement of stakeholders and the wider public.

Sustainability concerns were systematically included in sectoral and cross-sectoral policies and legislative frameworks synergizing between economic and environmental concerns. The EU Cohesion Policy is a case in point. The dangers of the *de facto* use of such policies for less or unsustainable ends have been realized. Strong objectives have been included into the policy, accompanying guidelines to counterbalance undesired developments have been set up and powerful directives (SEA and EIA) can be used to check possible negative developments. A risk for undesired trajectories, however, remains and needs to be monitored.

Management of spaces in coastal Member States is – apart from economic – more and more based on ecological considerations as most pronouncedly expressed through and supported by the Water Framework Directive (WFD). The future Maritime Policy and the planned Marine Strategy Directive (MSD) go into the same direction through the intention to create European Marine Regions.

In conclusion, ICZM relates very positively to EU policy and legal frameworks. It is capable to help translate often very abstract policies to local and regional situations (e.g. Governance White Paper), reconciles economic growth with environmental requirements (e.g. Lisbon Strategy, Tourism Policy) and can moderate changes between land, the coast and the open sea (Water Framework Directive and planned Marine Strategy Directive). ICZM is multi-faceted in its methodology, multi-level in governance (local, regional and national) and promises to be a capable vehicle of change taking care of all three dimensions of sustainability: social/cultural, economic and environmental. It thus provides management instruments that are not per se included or foreseen in the different policies and directives in such comprehensiveness.

The coast being the prime mandate area of ICZM, i.e. the space between the WFD on the terrestrial side on the one hand and the open sea that shall be governed by the MSD on the other hand, should consequently be managed based on ecological boundaries as well. It is suggested to further develop and design future ICZM paths in a consistent and progressive way that is adapted from time-to-time.

Creation of concrete linkages between Water Framework and Marine Strategy Directives

ICZM offers management instruments not foreseen in the different EU policies and directives

Need for further development and frequent adaptation of ICZM paths

6 Conclusions & Recommendations

The ICZM Evaluation in Europe was carried out by an independent Evaluation Team between January and August 2006. Following the analyses of national ICZM reports and strategies, submitted by coastal Member States in response to the EU ICZM Recommendation, in addition to a wide range of complementary information and data and intensive consultations with coastal stakeholders, the Evaluation exercise resulted in the formulation of four strategic and cross-cutting recommendations and five operational recommendations with a total of nineteen recommended actions.

**Nine
recommendations
and nineteen
actions**

ICZM Evaluation Recommendations and Actions

The EU "ICZM Recommendation 2002/413/EC" has initiated a rethinking in most coastal Member States on how to face and solve problems in their coastal zones. The stocktaking processes undertaken by some of the countries have clearly brought up the main concerns and many of the neglected tasks cumulated during the last years. Further it stressed that these issues are not solvable with the existing instruments in a successful way.

Integrated approaches to manage the interests in the coastal zone have been scarcely implemented and were not strategically employed, except on a case study basis. Nevertheless the few examples of implemented ICZM projects analysed in the report on the *Assessment of Socio-Economic Costs & Benefits of ICZM* have shown, that "more coherent spatial planning", "improved decision making" and "better partner understanding" are major advantages in areas within ICZM and thus improve the acceptance and sustainable success of management measures taken at the coast.

The evaluation of the countries' reports on their progress of ICZM implementation has shown that due to particular historic contexts of EU countries in their planning procedures and processes, there exists a wide range of different measures how to deal with the coastal zone. This implies that more streamlined strategic progress towards a real holistic and participatory management approach in the coastal zone will take time.

A discussion is ongoing among many ICZM stakeholders in Europe, whether an "ICZM Directive" should be proposed. Even if there is a strong demand for a regulatory approach in some countries (and possible this may have to be followed in the long-term), this evaluation concludes that the potentials of the current EU ICZM Recommendation are not yet fully exploited, and that an incentive-based approach will be more effective on the European level.

It is clear however that the EU ICZM Recommendation has initiated a non-reversible process that can lead to an integrated coastal management in most of the Member States, provided that EU support will be continued, strengthened and focussed. Thus, for the success of a European-wide implementation of ICZM, the EU will play a central and important role, especially to provide guidance and standards in following the general goals of a sustainable development

along the coast respecting a balance between ecological, economical and social interests.

The recommendations and actions formulated by the Evaluation Team on future ICZM actions in the European Union are provided in overview table 22 below. They are followed by more detailed explanations for each of the recommendations and recommended actions.

The complexity of ICZM at the European level is also reflected in the actions recommended. Almost all actions are interlinked with each other. A decision to implement an action could have direct or indirect effects on other actions. Therefore, the Evaluation Team noted all related actions as well as recommendations.

In developing the recommendations, the Evaluation Team has aimed to achieve the best possible balance between the following requirements:

- immediate implementation is practically feasible,
- high added value vis á vis existing activities,
- effective contribution to achieving the goals of the ICZM-Recommendation,
- low use of public funds in initiating and maintaining an activity.

For the operational recommendations 5-9, the Evaluation Team provided indications on the costs the EU would incur to implement these recommendations (and related actions), and as far as feasible, on potential funding sources.

In estimating the implementation costs the aims were to

- to identify the probable cost of actions of immediate relevance for the next three years (2007 – 2009),
- to propose the use of existing funding schemes and programmes as far as possible,
- to focus on the funding requirements by European institutions, but to “phase out” funding where applicable (suggesting contributions by other institutions).

The total implementation costs of the suggested recommendations and their respective recommendations in the next three years amount to approximately €30.5 million.

Finally, in table 27 at the end of this Evaluation Report, it is illustrated to what extent the suggested actions (of the operational recommendations 5-9) contribute to the strategic recommendations (1-4).

**Implementation
costs for the next
three years of
approximately
€30.5 million**

Table 23: Overview of ICZM Evaluation Recommendations and Actions

Strategic recommendations

- 1 Strengthen the European dimension of ICZM based on a Regional Seas approach**
Follow the EEA recommendation of regionalisation and enhance ICZM activities on a supra-national level, providing a common European frame to help bringing actors together, building capacities and harmonising practices in a trans-national perspective.
- 2 Raise the profile of ICZM and enhance its integration with sectoral policies**
Enhance stakeholders' identification with ICZM, create a cross-sectoral policy community from EU to local level and ensure incorporation of ICZM into current practices.
- 3 Elaborate the strategic approach of ICZM - oriented at a balanced ecologic, social, economic and cultural development**
Develop a common conceptual framework describing the geographical delimitations, development orientations, stakeholder responsibilities, and procedures to be followed, linking the EU ICZM recommendation and stakeholder routines in a practical way.
- 4 Address major long-term risks: Vulnerability to disasters and climate change**
Include the vulnerability of the coast to disasters as well as consequences of climate change, sea level rise and pollution on a Regional Sea level and in a long-term perspective, striving for the adoption of the precautionary principle

Recommendations

Actions

- 5 Endorse awareness, guidance, training and education**
Raise awareness among coastal stakeholders by making better use of all instruments of information dissemination. Provide guidance and develop human capacities through education and training. Support ICZM training centres, staff exchange opportunities, university courses and advanced adult education.
 - 5.1** Raise awareness and promote ICZM
 - 5.2** Provide guidance on the preparation and performance of ICZM
 - 5.3** Support the establishment of ICZM training centres of excellence
 - 5.4** Offer possibilities for staff exchange between different regions and countries
 - 5.5** Review, endorse and promote academic courses on ICZM

Recommendations	Actions
6 Enhance stakeholder coordination and participation	
Obtain a more comprehensive overview and insight of current ICZM practices in Europe. Establish an ICZM Advisory Board and create open stakeholder fora at European, Regional Sea and national levels to facilitate cross-sectoral stakeholder participation. Build on existing organisations and practices for implementation.	<p>6.1 Complete the stocktake exercise in due time</p> <p>6.2 Set up an ICZM advisory board at European level</p> <p>6.3 Create ICZM stakeholder fora at national, Regional Seas and European levels</p> <p>6.4 Build on existing organisations and practices, but modify these where necessary</p>
7 Perform a mainstreaming of European policies	
Incorporate ICZM in all pertinent programmes and instruments regarding their orientation (objectives) and the provision of funds. Clarify the role and relationship of the different policies and instruments in ICZM for all stakeholders.	<p>7.1 Make clear the practical role of relevant policy strategies and regulation affecting ICZM</p> <p>7.2 Incorporate ICZM in all pertinent funding instruments regarding their orientation and the conditioning of funds.</p>
8 Harmonise monitoring and evaluation frameworks	
Draw up a baseline from a sustainable development perspective, including a risk registry. Harmonise methodologies and indicators, data collection and exchange arrangements. Monitor implementation progress and carry out a long-term evaluation.	<p>8.1 Establish a common baseline for coastal zone development in Europe</p> <p>8.2 Harmonise monitoring and assessment methodologies and indicators</p> <p>8.3 Improve data collection and exchange</p> <p>8.4 Monitor ICZM implementation and carry out a long-term evaluation</p>
9 Improve the knowledge basis for ICZM	
Support ICZM research, in particular by linking into relevant action lines of FP7, and provide priority funding for projects fully in line with the principles of good ICZM. Promote learning from good and bad practices and tools to support decision making. Create a single European ICZM knowledge centre.	<p>9.1 Strengthen the ICZM component in FP7 research programmes</p> <p>9.2 Evaluate coastal management project results and experiences</p> <p>9.3 Develop and demonstrate suitable decision support systems (DSS) for policy makers and practitioners</p> <p>9.4 Create a common knowledge centre</p>

Strengthen the European dimension of ICZM based on a Regional Seas approach

Follow the EEA recommendation of regionalisation and enhance ICZM activities on a supra-national level, providing a common European frame to help bringing actors together, building capacities and harmonising practices in a trans-national perspective.

ICZM is essentially a local activity implemented by public and private stakeholders on the ground. However, the particular development challenges faced by coastal zones are rarely contained within the borders of a single authority or state. Rather, these challenges imply a genuine *trans-national* dimension: Looking at the interactions between ecosystems, regional production systems, as well as social structures and cultural patterns typically requires taking into account larger geographical areas that cut across (national) boundaries while also linking land and sea development.

In order to become more coherent and effective and to add value to local initiatives, ICZM in Europe thus needs to be informed and coordinated at higher levels. The adequate spatial scale appears to be the ecosystem areas of the five Regional Seas (Baltic, North, Atlantic, Mediterranean and Black Sea) - all partaking in a European process of exchange and mutual learning. In line with the principle of subsidiarity, concrete actions will still have to be devised and implemented locally, but coordination needs to be strengthened across the Regional Seas, and also across Europe.

At present, however, the institutional framework through which ICZM concepts and practices could be shared and promoted is still fragmented – across Europe but also within Member States – with the EU ICZM Recommendation as the only common reference.

To tackle this deficit first requires obtaining a comprehensive picture of current coastal zone management activities and related policy processes in Europe. The stocktake exercise carried out by the Member States should provide the necessary insight here. It should form the basis for devising international cooperation strategies for each Regional Sea, involving also Accession Countries and non-EU member states. Stakeholders have to become aware of ICZM and better understand its purpose and principles, contributing to harmonise and elaborate practical methods through trans-national cooperation and dialogue.

A strong effort for coordination and orientation at the European level is therefore needed to ensure the feasibility of the

Rationale

**Trans-national
dimension:
Regional Seas**

**Fragmented
institutional
framework**

**Broad stakeholder
involvement
needed**

sketched approach. All nation states concerned and their respective authority levels should become involved in a moderated communication process. Moderation appears to be necessary to secure stakeholder acceptance and a gradual incorporation of ICZM into sectoral policies and practices. This could be achieved through an independent body at European level (ICZM Advisory Board), representing stakeholders from different levels and sectors.

**Coordination and
moderation at
European level**

Consequently, the common framework should aim to address not only the practical performance of ICZM (data availability, data sharing, vision development, monitoring and assessment), but also, and in particular, the process of defining a suitable and durable institutional set-up in different regional contexts (information, co-operation, partnership).

**ICZM preparation
process and
performance**

Actions

- 5 Promote awareness, guidance, training and education**
- 6 Enhance stakeholder coordination and participation**
- 7 Perform a mainstreaming of European policies**
- 8 Harmonise monitoring and evaluation frameworks**



2

Raise the profile of ICZM and enhance its integration with sectoral policies

Enhance stakeholders' identification with ICZM, create a cross-sectoral policy community from EU to local level and ensure incorporation of ICZM into current practices.

ICZM is expected to help reconcile “sectoral egoisms” and to offer a potential for policy synergies in support of sustainability. To date, however, it is frequently perceived by stakeholders as a sectoral policy approach, dealing exclusively with the *environmental* dimension of coastal zones – as the EEA 2006 report “Assessment of Socio-Economic Costs & Benefits of ICZM 2000” illustrates. In many Member States, ICZM is even seen to be in conflict with other local, regional and national policies.

Without recognising the cross-sectoral character of ICZM and fully accounting for economic, social and cultural implications as well as for the interdependence between land and marine development, the approach will not be able to add substantial value to common practices and its overall effects will remain limited.

A major barrier today is the fact that a genuine *policy community* is missing - one that is well-rooted in the different contexts of (sectoral) policy making and implementation, with a critical mass capable of effectively sustaining and promoting the concepts of ICZM.

The greatest challenge therefore lies in overcoming this widespread misinterpretation and establishing ICZM as a truly cross-sectoral policy strand in its own right. This does not require creating any new administrative sections or levels, but entails to work with the structures in place. A dedicated *governance system* has to be devised, following the same strategic orientations across Europe, but tailored to the local, regional and national conditions.

To achieve a broader “anchorage” in the pertinent sectoral policy fields and facilitate ownership of ICZM, first of all the identification of stakeholders with ICZM has to be enhanced. Authorities and individuals that are best positioned to take the lead (e.g. having a cross-sectoral profile, suitable geographical coverage) need to be identified and trained. Practical links have to be established between key actors in pertinent fields such as economic development, transport, social inclusion, agriculture or fisheries.

Starting from the European level, this process should be enhanced by clarifying the role of the different policy strategies

Rationale

ICZM perceived as
“environmental
policy”

Lack of a policy
community

Need for stake-
holder identifica-
tion and ownership

and regulations in ICZM for stakeholders in order to enable their participation in this new approach. Looking beyond the own domain, assessing interactions between sectoral policies and ensuring multiple compliances should become central elements in practice.

At the same time, ICZM needs to become incorporated gradually into the full range of funding instruments affecting coastal development. It should represent a key reference and a common criterion for granting funds: Only projects ensuring compliance with its principles and approach should be supported.

Here, the Commission and Member States can provide valuable support through clear guidelines and tools for implementation, based on results from monitoring and evaluation. An independent European body (ICZM Advisory Board) should substantiate the orientations provided by assessing policies and monitoring the implementation progress. The relevance and contribution of national ICZM approaches will however strongly depend on how the Commission itself will translate ICZM in its Marine Policy, the Marine Strategy and other relevant directives and policies.

This general strategy aims to ensure that understanding and acceptance of ICZM become more and more generalised in the pertinent fields, thus improving feasibility and effectiveness. Moreover, implementation is deemed to involve only marginal additional costs since it would largely draw on the same resources (human, budgets) currently available, focusing on the key deficits (knowledge, communication).

**Funds to be
conditioned by
ICZM compliance**

**Guidance required
at EU and national
levels**

Actions

5 Promote awareness, guidance, training and education

6.1 Complete the stocktake exercise in due time

6.2 Set up an ICZM advisory board at European level

6.3 Create ICZM stakeholder fora at national, Regional Seas and European levels

7 Perform a mainstreaming of European policies

8 Harmonise monitoring and evaluation frameworks

9.2 Evaluate ICZM project results and experiences

5	6.1	6.2	6.3
	7	8	9.2

Elaborate the strategic approach of ICZM - oriented at a balanced ecologic, social, economic and cultural development.

Develop a common conceptual framework describing the geographical delimitations, development orientations, stakeholder responsibilities, and procedures to be followed, linking the EC recommendation and stakeholder routines in a practical way.

A key difficulty that ICZM has to deal with in practice consists in the lack of experiences regarding an integrated assessment of commonly separated sectoral policies and their impacts coalescing over the same spatial area – an area which in addition extends across various authority perimeters. The focus of stakeholders at present on environmental aspects can thus also be regarded a practical strategy of complexity reduction to ensure viability.

However, the underlying deficits need to be addressed urgently if progress is to be made. Both, the methodological problem of cross-sector policy assessment, comparing impacts measured in entirely different units (e.g. job growth and biodiversity), and the enormous challenge of establishing new forms of cooperation and coordination between stakeholders have to be tackled systematically.

To avoid a wasteful trial-and-error approach, but rather achieve a broad take-up of good practices, action is required at the European level. A *two-way process* needs to be organised, bringing together high-level strategic orientations and local administrative practices. On the one hand, the principles formulated in the EC Recommendation should become further specified to improve their immediate practical relevance (top-down). On the other hand, options for adequate implementation on the ground need to be detailed in the light of diverse local realities (bottom-up). The aim should be to develop and continuously improve a common conceptual framework together with the stakeholders – an “ICZM handbook” that should be updated regularly.

Work on the strategic approach of future ICZM needs to focus on three key issues. First, the geographical coverage should become clearly oriented at ecological systems rather than administrative boundaries. It implies to establish guidelines for delimiting suitable areas, considering an extension of the Water Framework Directive approach beyond the one mile zone (managing the territory from a river basin drainage system perspective). The pertinence of *national* strategies as promoted by the EC Recommendation has to be checked in this light.

Rationale

**Difficult adoption
of ICZM process
and methods**

**Strategic
orientation versus
local practice**

**Eco-system
approach needed**

Second, principles of stakeholder involvement and coordination need to become further specified. Starting from scratch, actors need to obtain practical orientations on how to organise the process, whom to involve, and what priorities to apply.

**Cooperation and
involvement to be
specified**

Third, ICZM should be brought into line with existing cross-sectoral policy approaches and principles - in particular spatial planning - since they form a useful starting point for establishing the necessary linkages in practice. Rules and value orientations for dealing with social, economic, environmental and cultural issues in an integrated way have to be agreed, avoiding e.g. the risk of simplification through monetarisation.

**Integration with
cross-sectoral
policies**

Progress thus needs to be made regarding the understanding of ICZM and its implementation, based on research and evaluation results. Also the exchange of experiences with international stakeholders should be sought for. While an independent European body (ICZM Advisory Board) could catalyse the uptake of valuable knowledge, it is through stakeholder fora at European, Regional Sea and national levels that the approach can be filled with life. The initiative and coordination for these activities has to be provided by the Commission.

**Deliberation
process guided at
European level**

The main added value of the process outlined above consists in a gradual establishment of a shared understanding of the essential characteristics of ICZM, improving its practical capacity of mediation between sectoral goals while also ensuring a flexible adaptation of the approach to a variety of institutional contexts.

Actions

- 6 Enhance stakeholder coordination and participation**
- 8 Harmonise monitoring and evaluation frameworks**
- 9 Improve the knowledge basis for ICZM**

6

8

9

Address major long-term risks: Vulnerability to disasters and climate change

Include the vulnerability of the coast to disasters as well as consequences of climate change, sea level rise and pollution on a Regional Sea level and in a long-term perspective, striving for the adoption of the precautionary principle.

A major issue in coastal management is the protection of the coast against natural and human induced disasters and long-term consequences of climatic changes. While some countries - especially those with low-lying coasts - are traditionally alerted towards sea-level rise and flooding, awareness is still insufficient in other countries and especially human induced disasters are frequently neglected.

The intensified use of European coasts and coastal waters has also increased their vulnerability to all kinds of impacts. Urbanisation, tourism, industry and infrastructure construction have increased the loss of coastal forests and vegetation, causing alterations of dunes and estuaries. These losses make the coast more vulnerable to all kinds of natural and human-induced impacts. An increasing number of flooding and storms as well as oil spills, eutrophication, and changes in sedimentation or currents affect life and livelihoods at the coast.

A thorough stocktake of major long-term risks is therefore needed. Looking at the impacts of climate change and disasters along the coast in a social ecological and economic dimension, dispersed in space and over time periods of 20-50 years, key orientations can be obtained to guide future action. By adopting this perspective, ICZM would add substantial value to current coastal management practices, helping the implementation of the precautionary principle and enhancing the effectiveness of the policies and measures derived.

To provide a sound basis for the European ICZM policy process and the detailed studies and evaluations that should inform it, a classification needs to be established for the different types of coastlines in the regional seas according to their degree of vulnerability. In this classification, ecological, economic, social and cultural criteria need to be equally applied in order to assess interactions, enable a discussion of priorities among stakeholders and underpin the design of integrated implementation strategies supporting a more sustainable coastal development.

The regional differences in risk awareness and the aim to establish the status at the scale of the Regional Seas highlight the importance of ensuring coordination at the European level.

Rationale

**Regional disparity
in risk awareness**

**Increasing vulner-
ability of coasts**

**Risk classification
of coasts needed**

**Coordination and
scientific support
essential**

The Commission should encourage and orchestrate discussions on the impacts of disasters and climate change on the coast and coordinate responses in the sense of awareness raising and vision-building exercises. Furthermore, an independent European body (ICZM Advisory Board) should provide the scientific input to this debate and ensure the incorporation of the key issues arising in relevant research and development programmes (such as FP7).

Actions

- 5 Promote awareness, guidance, training and education**
- 6 Enhance stakeholder coordination and participation**
- 8 Harmonise monitoring and evaluation frameworks**
- 9 Improve the knowledge basis for ICZM**



5

Endorse awareness, guidance, training and education

Raise awareness among coastal stakeholders by making better use of all instruments of information dissemination. Provide guidance and develop human capacities through education and training. Support ICZM training centres, staff exchange opportunities, university courses and advanced adult education.

A crucial issue in the implementation of ICZM is the understanding and ownership of stakeholders along the European coast regarding this approach for a sustainable management of the coastal zone. The promotion of awareness, guidance, education and training for ICZM is an important means to foster such ownership and to contribute to human capacity building. The ICZM evaluation questionnaire revealed that only 31% of all respondents feel that such instruments are currently being used to address coastal zone issues in their country.

The challenges are considerable: Sectoral thinking has to be overcome, knowledge of basic economic, ecological and social processes has to be “translated”, and the ability to cooperate across spatial boundaries and scales has to be trained, taking collective decisions on a complex topic such as coastal development.

Starting from general awareness raising measures, a range of tools should be employed to achieve progress. A central element would be to develop guidance materials that illustrate the process of implementing ICZM, referring to all relevant stakeholders and practices. To establish ICZM training centres and programmes and to facilitate exchange, also beyond the EU, should further enhance the uptake of the approach and dissemination of good practices.

With a view to the long-term deployment of the ICZM approach, specific curricula at various educational levels are important means. Merely 14% of all questionnaire respondents stated that there are currently government educational curricula in place that include coastal zones as a topic under environmental educational studies at the primary and secondary school level.

In implementing this recommendation, the following actions and costs to the EU are proposed:

Rationale

Lack of capacity building activities

Major cognitive and skill barriers

Need for guidance, training and exchange

Education for the future

Table 24: Actions of Recommendation 5 and Their Implementation Costs

Action	Implementation Costs (2007 – 2009)
5.1 Raise awareness and promote ICZM	€ 250.000
5.2 Provide guidance on the preparation and performance of ICZM	€ 490.000
5.3 Support the establishment of ICZM training centres of excellence	€ 12.500.000
5.4 Offer possibilities for staff exchange between different regions and countries	€ 450.000
5.5 Review, endorse and promote academic courses on ICZM	€ 350.000

The implementation of this recommendation 5 would therefore cost the EU €14.040.000.

Actions

Strategic issues

5.1 Raise awareness and promote ICZM

The Commission should foster the use of all instruments of information dissemination, including websites, brochures, posters, promotional videos, etc. Possibilities of promoting awareness of ICZM through events should also be explored.



The respective publicity and dissemination material should be prepared with the different stakeholders in mind to explain ICZM. In this sense, it should be targeted for instance at local authorities, private sector actors, as well as schools and universities to develop a broad and long-term awareness.

As a first and least costly step, it is suggested to produce a comprehensive and high-quality brochure of about 10 pages summarising the benefits and major impacts of ICZM, based on good practice examples. This brochure would need to be translated into the languages of the Coastal Member States and distributed to decision makers and multipliers such as the targeted audience mentioned to strengthen the local level. The production and distribution costs for 50,000 ICZM brochures is estimated at €250,000, excluding translation costs.

Possibly, synergies could be achieved by combining ICZM promotion with awareness raising activities in connection with the EU Marine Strategy.

Implementation Costs: €250.000 (excluding translation costs).

Related actions: 6.3, 6.4, 7.1, 7.2, 9.4

5.2 Provide guidance on the preparation and performance of ICZM

The principles of good ICZM defined in the EC Recommendation have initiated a process of discussion and development on how to implement coastal management and was the backbone of the national ICZM or equivalent strategies. These principles have to be developed further and explained to the stakeholders and actors.



Guidelines have to be prepared to give detailed answers on what these principles mean and how they can be applied. Examples of good practice will convince stakeholders of the advantages ICZM provides and stimulate replication. Crucial issues to be addressed are information transfer, communication and participation in ICZM as these are still underdeveloped or even non-existent.

The Commission should provide European-level guidelines on how to organise the process of setting up ICZM in national and trans-national contexts, enhancing especially the expertise regarding European regulation. An “ICZM handbook” should be envisaged and regularly updated, providing comprehensive information on the relevant ICZM institutions, regulations and measures. Members States should (electronically) transfer this handbook for the use of their national stakeholders.

The initial cost for the preparation, i.e. not the maintenance and update, of an “ICZM handbook” would be at least €250.000. The EU should issue a service contract to an organisation or consortium with a European-wide perspective of ICZM. The service contract should encompass two parts: A: Preparation of an “ICZM Handbook” (one year duration) and B: Maintenance and Update of the “ICZM Handbook” (€80.000 per annum) for three years).

Implementation Costs: €490.000.

Related actions: 5.3, 5.5, 6.3, 6.4, 7, 9

5.3 Support the establishment of ICZM training centres of excellence

The EC should promote training centres already existing and active in ICZM and related fields. They should become a recognised and accepted space for exchange of experiences and knowledge in the field. In addition, strategic programmes and alliances should be established with universities and other educational institutions that offer ICZM training courses already, starting from a "train the trainer" approach. Also grants for students would be a means to support the improvement and implementation of such courses.

Training focussed on the regional seas would be preferred to train students from the pertinent countries on region specific problems. The curricula of these courses should be tailored in close relation to the specific conditions and problems of the regional sea. For each regional sea a minimum of vacancies should be provided to improve the ICZM knowledge at all levels, especially the practitioners' level, within a short time frame.

A first step in this action should be to set up five ICZM training centres of excellence for which €1.5 million per network should be foreseen on average. Unless Regional Funds could provide funding, a call within the FP7 Programme for Networks of Excellence (NoE) could be planned.

Furthermore, two LIFE+ projects at €1 million each in the areas of Life Best Practice and LIFE Awareness Raising should be supported in order to involve also non-research oriented institutions (not interested in FP7 participation).

As part of the FP7 People Programme (Marie Curie), two educational projects, totalling €2million should be funded.

Greater coordination and exchange with Neighbouring Countries should be funded in the order of €1 million, especially to better coordinate innovative ICZM approaches in Europe. Possibly a FP7 Coordination Action (Cooperation Programme) would provide the best funding mechanism.

Implementation Costs: €12.500.000.

Related actions: 5.1, 5.2, 5.4, 5.5, 7, 8.2, 9.2

5.4 Offer possibilities for staff exchange between different regions and countries

A variety of staff exchange programmes exist in Europe. As an important means of human capacity development, it needs to be assured by the Commission that ICZM is introduced into these programmes in order to allow for staff exchange between



authorities which consequently follow and practice the principles of good ICZM.

Such practical learning experiences should be particularly encouraged and facilitated between European countries more experienced in ICZM. (for example those who have at least outlined and prepared a National ICZM Strategy) and those where ICZM is not or only low on the political agenda.

Moreover, the Commission should also grant financial support for targeted exchanges with international stakeholders. Learning from the positive and negative experiences of countries engaged in coastal zone management already for several years can provide valuable input for the deployment of ICZM in Europe.

Canada, Australia and Indonesia, for instance, each have well-developed coastal management strategies and practices, integrated with land and marine policies and including state-financed training and education measures. But also with a view to the European continent there is a need to look beyond the Union and facilitate a mutual learning process in the context of the Regional Seas, involving e.g. Norway, Russia, Ukraine and the North-African and Middle-Eastern countries.

The EU should dedicate €450.000,- for the support of staff exchange. If funded through the FP7 People Programme this amount would be equivalent to less than 0.1% of its foreseen budget.

Implementation Costs: €450.000

Related actions: 6.1, 6.3, 6.5, 9.1

5.5 Review, endorse and promote academic courses on ICZM

On the basis of the "ICZM handbook" (see 5.2) academic courses and curricula should be reviewed and adapted through the competent national authorities. A European database for comparative analysis of education and training programmes and corresponding materials should be established.

Education on ICZM should cover at least the following areas:

- Concept of sustainable development
- Integrated planning and management
- Conflict management
- Organisation of "goal oriented planning"
- Economic evaluation of ecological resources
- Social value of ecological resources

2

4

The Commission should set standards for ICZM academic courses and endorse compliance both in symbolic terms (“certified by the EU”) and financially e.g. by funding travel expenses of participants or providing educational ICZM material. Such standards could refer to coverage of:

- the principles of good ICZM and their integration in the wider educational curricula;
- all aspects of sustainable development, i.e. ecology, economy and society, are considered adequately and in a balanced way, and
- all pertinent policy domains.

The EU should fund a service contract in two parts for (A) surveying national ICZM opportunities in the Member States in order to establish a European database of educational and training programmes and (B) developing a list of ICZM academic standards to be taught in one academic year (“ICZM Vademecum”). Part A of this service contract would start immediately after completion of the initial “ICZM Handbook” (see action 5.2). A budget of €200.000 should be foreseen, Part B of the service contract should be budgeted at €150.000. The continuation and maintenance of the ICZM academic standard lists should be a task of one of the networks of training excellence suggested in action 5.3.

Implementation Costs: €350.000.

Related actions: 5.1, 5.2, 5.3, 9.4

Enhance stakeholder coordination and participation

Obtain a more comprehensive overview and insight of current ICZM practices in Europe. Establish an ICZM Advisory Board and create open stakeholder fora at European, Regional Sea and national levels to facilitate cross-sectoral stakeholder participation. Build on existing organisations and practices for implementation.

Rationale

The evaluation has shown clear deficiencies in the participatory approach to coastal zone management in most EU countries. Even in those cases where participation is written in bold letters in the report and strategy, these documents themselves were not prepared respecting this principle. The questionnaires underlined these results showing at least 50 % (to 100%) of the statement "No" to the question if stakeholders have been involved.

It has become clear that most problems at the coast are still regulated within the existing administrative borders. It is feasible that coastal management happens at the local level within small areas and units. But ICZM has also to tackle large-scale problems and cannot stop at particular (national) borders if issues need to become analysed in an ecosystem or river basin context.

Moreover, the involvement of different sectoral stakeholder groups in ICZM development appears to be unbalanced. Relevant actors from the fields of economic development, social welfare, spatial planning, transport, agriculture or fishery are often not represented, so that ICZM in practice often becomes reduced to its environmental dimensions.

Based on a good understanding of current practices in the different regions of Europe, suitable frameworks for bringing stakeholders together and develop common responses to the challenges of ICZM are required. While building on existing organisations and partnerships, a dedicated context for the communication and exchange should help to broaden the identification with ICZM in different policy domains. However, at this moment there is no structure in place at the EU or regional level that could organise and coordinate such activities, neither is there an organisation that could function as an independent moderator and catalyst, accepted by all sectors and stakeholders.

In implementing this recommendation, the following actions and costs to the EU are proposed:

Table 25: Actions of Recommendation 6 and Their Implementation Costs

Action	Implementation Costs (2007 – 2009)
6.1 Complete the stocktake exercise in due time	no cost on EU level
6.2 Set up an ICZM Advisory Board at European level	€ 427.500
6.3 Create ICZM stakeholder fora at national level	€ 1.350.000
6.4 Build on existing organisations and practices, but modify these where necessary	€ 600.000

The implementation of this recommendation 6 would therefore cost the EU €2.377.500.

Actions

Strategic issues

6.1 Complete the stocktake exercise in due time

Not all countries have followed the EC ICZM recommendation to deliver a stocktake of their coastal zones. Yet, in the cases where countries have carried out such an exercise the value of their reports is obvious, even if they are largely environmentally biased and lack social and economic information. It provides the foundation on which further development towards an ICZM strategy can evolve. The Commission should encourage those countries who have not yet delivered a stocktake to do so.

Future stocktake exercises for Europe's coasts should especially endorse a balanced consideration of sectoral trends and drivers, e.g. social welfare, economic growth, nature conservation, and other as land and marine development. A particular focus should be on the monitoring and evaluation arrangements in place.

Implementation Costs: No costs at the European level since the respective Member States are bearing the costs of this action.

Related actions: 5, 6.2, 6.3, 6.4, 7, 8



6.2 Set up an ICZM Advisory Board at European level

The board should be composed of executive-level representatives from multi-level, cross-sectoral stakeholders, including authorities, major infrastructure owners (ports, roads), industry, NGOs and renowned experts.



The main tasks of this board would be to:

- moderate the deliberation process at European level (stakeholder forum);
- gather and assess research results and good practice;
- provide advice on policy integration, regulation and implementation (processes, methods);
- monitor the progress of ICZM implementation in Europe

The EU should hold ICZM Advisory Board meetings three times per year, i.e. approximately every four months. As the least costly solution, meetings should be held in Brussels. It is suggested that the EU invites 30 executive-level representatives from all coastal Member and Accession States and stakeholder levels.

In order to ensure independence from national funding, the EU should reimburse invitees for their travel and subsistence costs. Furthermore, a service contract should be issued for the professional moderation of the ICZM Advisory Board meetings. Based on three meetings per year, 30 invitees, average travel and subsistence costs of €750,- per person and a service contract budget of €75,000 annually, the total implementation cost of this action amount to €142.500,- per year, or €427.500 for three years .

Implementation Costs: €427.500.

Related actions: 6.3, 6.4, 7, 8, 9

6.3 Create ICZM stakeholder fora at national, Regional Seas and European levels

The Commission should agree mechanisms for the establishment and promotion of these fora with the Member States and the ICZM Advisory Board (see 6.1). Participation needs to be ensured for key stakeholders at each level but should in principle remain open to all parties interested.



The stakeholder fora should serve various purposes, strictly following their spatial remit and the principle of subsidiarity:

- Facilitate communication and exchange in a non-restrictive environment and create a cross-sectoral ICZM policy community;
- Develop an integrated vision, defining shared development goals to guide future actions;
- Strengthen practical cooperation and partnerships across spatial and sectoral boundaries;

For each of the five Regional Sea Regions, i.e. the Baltic Sea, the North Sea, the Atlantic Coast Region, the Mediterranean Sea, and the Black Sea, stakeholder fora should be created. Annual costs will vary between the Regional Seas (with the lowest cost for the Black Sea and the highest for the Mediterranean Sea). Total annual costs will amount to approximately €600.000. Funding has to be provided by the EC and Member States jointly to secure the permanence of the structures created. It is suggested that the EC covers 100% of the costs in the first year, 75% in the second year and 50% in the third year. From the fourth year onwards, Member States should bear the cost for the stakeholder for a with an annual contribution of only 150.000 from EC funds.

Implementation Costs: €1.350.000.

Related actions: 6.1

6.4 Build on existing organisations and practices, but modify these where necessary

Member States and other stakeholder countries should be encouraged to draw on the resources available from existing organisations, policies and practices in order to implement ICZM. Co-management arrangements between authorities should be promoted - including in trans-national contexts and the Regional Seas - taking into account the following rules:

- Place coordination responsibilities at horizontal authority levels or at organisations with a strong cross-sectoral profile;
- Seek for adequate land *and* marine management along ecological rather than administrative boundaries;
- Strengthen the crucial role of local authorities in the planning of ICZM and its implementation;
- Take advantage of existing cooperation and coordination practices with a suitable geographical coverage (although limited *sectoral* scope) and/or cross-sectoral brief (although limited *spatial* scope)

Most of these proposed activities will have to be implemented with strong support from national institutions and local/ regional stakeholders. However, these actions (as well as support for ICZM in general) are in very urgent need of European coordination, especially from the European Commission.

Currently, ICZM activities are coordinated on the EU level through one part-time position in DG Environment only. In order to increase the effectiveness of the EU's work and to establish an ICZM Secretariat for pro-active coordination and close cooperation with stakeholders and Member States's

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representatives, human resources should be immediately expanded to at least two-and-a-half full-time positions.

Assuming personnel costs of €100.000 per scientific employee, the additional costs amount to €200.000 annually.

Implementation Costs: €600.000.

Related actions: 5, 6.1, 6.3, 7

7

Perform a mainstreaming of European policies

Incorporate ICZM in all pertinent programmes and instruments regarding their orientation (objectives) and the provision of funds. Clarify the role and relationship of the different policies and instruments in ICZM for all stakeholders.

A key strength of ICZM is to integrate different sectoral policies and spatial scales, offering a platform for stakeholders to juxtapose a range of pertinent regulations and to commonly solve development conflicts in a defined coastal area.

However, the country assessments and the regional sea evaluations revealed a deficit in the coverage and integration of sectors and levels. While on average for the regional seas 35% of questionnaire respondents say that sectors and levels are covered sufficiently, more than 50% express the opposite view. This shows that there is still much room for improvement.

One reason for this could be seen in the fact, that ICZM is traditionally dominated and stimulated by authorities responsible for the environment. Spatial planning on the other hand is embedded in other institutions. ICZM should therefore be liberated from the "environmental corner" and placed at a more cross-sectoral position by integrating its principles in a range of sectoral policy instruments, and by clarifying the relationships between ICZM and sectoral regulations.

This process must be initiated at the European level since various European policies and regulations have a direct impact on coastal development. The orientations that they provide for sectoral activities and in particular the criteria that condition the provision of funds have to become aligned with the spirit and principles of ICZM. The level of integration between the pertinent policy strands achieved by the Commission itself will to a large extent determine the quality of future ICZM practices in and between the Member States.

In implementing this recommendation, the following actions are proposed for which no significant additional costs are involved at the EU level:

- 7.1 Make clear the practical role of relevant policy strategies and regulation affecting ICZM
- 7.2 Incorporate ICZM in all pertinent funding instruments regarding their orientation and the conditioning of funds

Rationale

**Low level of
sectoral policy
integration**

**Perception of ICZM
as "environmental"
policy**

**Mutual references
between policies
required**

Actions	Strategic issues
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7.1 Make clear the practical role of relevant policy strategies and regulation affecting ICZM

A particular effort has to be undertaken in order to assess the implications of various European regulations for the practical implementation of ICZM. The results should feed into a guide for practitioners, comprehensively describing what to consider and how to comply with the different requirements in an integrated way. In turn, where possible each strategy or regulation should include explicit references to ICZM and its role in the respective policy context. At the minimum the following should be addressed:



Marine Strategy: The marine regions and sub-regions to be established by this directive will provide a good spatial framework in which ICZM can unfold its strengths. Regarding the development of ICZM strategies, the directive can give guidance and set standards at national and regional levels. Especially the mechanisms defined to exchange information and coordinate programs at the coast/sea interface will be of crucial importance for ICZM.

CEMAT and ESDP: A close link should be established with the European Conference of Ministers responsible for Regional Planning (CEMAT), targeting the adoption of a declaration concerning the role of ICZM in spatial planning and development. Such a high-level reference would not only enhance the ICZM discourse in the countries concerned but would equally facilitate the integration of current spatial planning practice with ICZM. The declaration could build upon the CEMAT *principles for sustainable spatial development on the European continent*, defined in 2002. It should equally allude to the ESDP and the scenarios it describes, as well as to existing regional development strategies such as *Vision Planet* (Central European Danubian and Adriatic Area) or the *Visions and Strategies around the Baltic Sea 2010*.

Transport White Paper and Transeuropean Transport Networks (TEN-T): The review of the White Paper should highlight the role of ICZM as a reference framework for transport development in coastal areas, especially regarding Action Priorities 1 (*Shifting the balance between modes of transport*), 2 (*Eliminating bottlenecks* – essentially covering the implementation of the Transeuropean Transport Network TEN-T) and 4 (*Managing the globalisation of transport*). The need to ensure the close coordination of any land and water transport development projects with the elaboration of ICZM visions and strategies should be underlined explicitly.

Water Framework Directive (WFD): The main concern of the WFD directive is inland waters. However, coastal waters up to

one nautical mile off the coastal baseline are explicitly included. The WFD and the EU ICZM Recommendation provide opportunities for coupling coastal zone management with catchment basin management. This requires continued coordination of the WFD implementation with the European Marine Strategy, creating the legal grounds for catchment-coastal continuum.

SEA and EIA directives: These directives provide good grounds for assessing cumulative impacts of interventions in time and space, thus enhancing integrated spatial planning and risk management with a view to increasing the sustainability of coastal zones. SEA and EIA should be an integral part of ICZM, but there is a need to define which assessments are carried out in which planning context in order to avoid a duplication of efforts (nested approach).

Birds and Habitat directives: Coastal management can support the up-take of specific measures derived from these directives. In turn, both directives are important legal instruments for implementing the protection of coastal ecosystems and the establishment of conservation areas locally, equally promoting a moderated (conflict-solving), participatory and integrative platform pro-actively bringing stakeholders together along the respective coastal areas.

Thematic Strategy on the Urban Environment (TSUE): Measures taken under the TSUE such as integrated environmental management or sustainable urban transport plans, as well as exchange of good practices, training, cohesion policy and research activities are also important in an ICZM process. They may become extended into a wider context of the coastal area surrounding urban areas.

Related actions: 5.2, 5.3, 7.2, 9.4

7.2 Incorporate ICZM in all pertinent funding instruments regarding their orientation and the conditioning of funds

European financial support granted under different sectoral funding schemes should be conditioned to full compliance with ICZM principles, making this reference also explicit. A variety of funds is currently available to enhance the implementation of ICZM, but their role in this respect is not broadly recognised or understood by stakeholders. A mainstreaming initiative should be undertaken to ensure that the contribution of such funds to ICZM activities becomes clear. At the same time, integration with ICZM has to be established as a key criterion for the funding of any related sectoral projects. This mainstreaming should cover at the minimum the following:

Regional Policy (ERDF, ESF, CF): The incorporation of ICZM in the national development strategies (2006) and subsequent

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programmes (OPs) for the implementation of regional policy actions in the period 2007-13 represents a powerful tool for enhancing implementation. Through a specification of the territorial cooperation objective in this sense, many important initiatives could be supported, fostering in particular the trans-national dimension of ICZM (regional seas) and a co-ordination with well established initiatives such as INTERREG. The **European Regional Development Fund (ERDF) Cooperation Objective** explicitly includes coastal zone management.

Common Agriculture Policy (CAP): The use of the new funding instruments envisaged for 2007 - European Agricultural Guarantee Fund (EAGF) and European Agricultural Fund for Rural Development (EAFRD) – needs to be coordinated with ICZM. Agricultural development in coastal areas should be fully integrated with the strategies and visions developed through ICZM, thereby also strengthening the link between land and sea planning. ICZM should therefore also appear in the strategic guidelines for rural development (currently in process of adoption).

Common Fisheries Policy (CFP): Similarly, also the setting up of the European Fisheries Fund (EFF) has to incorporate ICZM, in particular through its priority for a *sustainable development of coastal fishing areas* (COM (2004), 497 final). The strategic guidelines for assistance during the 2007-13 programming period should establish the reference here, ensuring ICZM figures also in the national strategic plans that provide the basis for selecting project proposals.

Competitiveness and Innovation Framework Programme (CIP): Within the eco-innovation part of the CIP several ICZM-related technology issues should be addressed.

Instrument for Pre-Accession Assistance (IPA): ICZM should be addressed in the detailed programming, especially with a view to the institution building and human resources development components of IPA. (COM (2004), 627 final) Conditions for ICZM in the Black Sea and Mediterranean regions could be improved substantially if financial assistance for candidate and potential candidate countries in this context would be justified through the implementing regulation specifying programme and management.

Integrated programme in the field of lifelong learning (Grundtvig, Erasmus, Leonardo Da Vinci strands) should play a key role in funding student exchanges and vocational training activities related to ICZM.

LIFE+ will be a major environmental financing tool in support of the implementation of the 6th Environmental Action Programme, including the Thematic Strategies and biodiversity. LIFE+ should be promoted among the ICZM community as a funding opportunity for demonstration projects, best practice development, integration of ICZM with other sectors, policy development, communication and awareness raising.

New Neighbourhood and Partnership instrument (ENPI):

For the Black Sea and the Mediterranean, the ENPI could provide helpful support to prepare the ground for co-operations in terms of ICZM. Basic conditions and priorities for enabling ICZM should therefore be laid down in the national ENP Action Plans.

7th Research Framework Programme as the largest research Programme in Europe will have to play a key role in funding ICZM-related research, demonstration, coordination, and training activities in its sub-programmes and themes. As the priorities for FP7 calls are being annually agreed, ICZM should be continuously put high on the funding agenda.

Rapid response and preparedness instrument for major emergencies should fund especially methodologies and capacity building as regards preparedness for risks.

Implementation Costs: not applicable.

Related actions: 5.2, 5.3, 7.1, 9.4

Harmonise monitoring and evaluation frameworks

Draw up a baseline from a sustainable development perspective, including a risk registry. Harmonise methodologies and indicators, data collection and exchange arrangements. Monitor implementation progress and carry out a long-term evaluation.

Sound coastal management can only be achieved if it is based on a thorough monitoring system with clear and standardised guidelines valid for all (regional) coasts. Many valuable efforts have been undertaken within the EU and beyond to provide a framework for monitoring and assessing the state of the coast.²⁹

However, comprehensive monitoring is a difficult task which requires a rigorous methodology including the careful selection and definition of sustainability indicators which adequately reflect the complex coastal relationships of socio-economic conditions and ecosystem health. Only with such indicators at hand the establishment of a baseline case as a further essential pre-requisite for determining the actual state of the coast is possible.

Sustainability indicators go hand in hand, but are not identical to, ICZM *progress* indicators. The work of the EU Working Group on Indicators and Data (of the ICZM Expert Group) is of particular relevance for the development of these two kinds of indicators.

Throughout the exercise of drawing up National ICZM Strategies (or alternative ICZM reports), many countries have tested both the sustainability and the ICZM progress indicators. A major accomplishment on the way to making ICZM a widely-accepted approach would be if all coastal Member States would report (to a Regional Sea or EU coordination body) on a frequent basis on ICZM progress indicators.

It is apparent that the indicator work needs to be continued with the aim of further developing and harmonising indicators and evaluation methodologies. To achieve a balanced and truly holistic ICZM with respect to all principles of good ICZM, a common method has to be developed that allows making consistent value judgements e.g. on issues as divergent as ecosystem health and employment.

In implementing this recommendation, the following actions and costs to the EU are proposed:

Rationale

Various monitoring approaches available

Monitor coastal state and implementation progress

Need for common indicators and assessment methods

Table 26: Actions of Recommendation 8 and Their Implementation Costs

Action	Implementation Costs (2007 – 2009)
8.1 Establish a common baseline for coastal zone development in Europe	€2.500.000
8.2 Harmonise monitoring and assessment methodologies and indicators	€1.500.000
8.3 Improve data collection and exchange	€4.000.000
8.4 Monitor ICZM implementation and carry out a long-term evaluation	-

The implementation of this recommendation 8 would therefore cost the EU €8.000.000.

Actions

Strategic issues

8.1 Establish a common baseline for coastal zone development in Europe

Not all countries have delivered a stocktake and those which have been submitted were of varying quality (see 6.1). The Commission should endorse all Member States to improve their stocktake procedures where necessary to build up a solid baseline for common action on different levels – from EU, regional or local level.

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This enhanced stocktake exercise could continue the activities started in this field to build up the basis for a long-term monitoring of the coastal situation. It should include parameters that allow the establishment of a European Coastal Risk Registry, which in the future will provide valuable data for ICZM on all off- and onshore activities.

As a first and initiating step, the EU should provide funding and call for a research project under the FP7 (Cooperation) theme “Environment (including climate change)”. The research project for the establishment of a European Coastal Risk Registry could fall either under the planned FP7 activities “earth observation and assessment tools” or “climate change, pollution and risks”. It would develop a prototype risk registry for one coastal strip which is part of one of the five Regional Seas. Ideally, the coastal strip under investigation should be in transition and combine as a minimum old and new industry, tourism and nature reserves. The EU should provide funding for a three-year project in this respect in the total amount of at least €2.500.000.

Based on experiences of this project for one Regional Sea, baselines for other European Seas should be gradually developed.

Implementation Costs: €2.500.000.

Related actions: 6.1, 8

8.2 Harmonise monitoring and assessment methodologies and indicators

To make data and results comparable on a regional or European level, methodologies have to become standardised. Data trends have to be analysed and validated, relevant parameters have to be identified as indicators for developments of interest, and threshold values may be defined for these indicators to give hints for action. It is strongly recommended to continue the valuable work of the indicator working groups in order to support these activities within ICZM.

A thorough discussion of the parameters of the stocktake and potential additional parameters should be started. The national reports submitted by the countries following the recommendations have clearly shown that economic and social parameters were underrepresented. All three principles of sustainability have to be considered in a balanced way, and parameters have to be found that can be compared across all sectors.

Similar to physical or chemical thresholds and standards in other directives (Bathing Water Directive, etc.) the EU should strive for a framework of economic and social standards within which coastal management can act. Working groups should be set up by the Commission to develop such economic and social standards similar to ecological ones and relevant for different levels. A pre-cautionary approach should be applied and respected when setting thresholds and recommending actions.

The EU should fund and call for a two-and-a-half year coordination action which initially sets up and then operates working groups for the development of economic and social standards in coastal management.

Implementation Costs: €1.500.000.

Related actions: 6.1, 6.2, 8, 9.2

8.3 Improve data collection and exchange

Across Europe, there are large differences regarding the quality, availability and access to data describing the status of the different coastal strips. While some areas are investigated in all details and data is publicly available in good quality and density, knowledge on other areas is poor as data is not available or not accessible for third parties. The Commission should make a considerable effort to improve this situation by directing funds towards critical areas and stimulate better exchange of data on regional and EU levels.

In this respect, stakeholders may very much benefit from the

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implementation of INSPIRE, facilitating the generation of good data models for the coast and unifying them into a European coastal data platform - thus avoiding data duplication. INSPIRE's aim of facilitating vertical and horizontal data sharing is well-tuned with the requirements of ICZM. Specifically for the Black Sea region it is strongly felt that INSPIRE can greatly assist the organisation and management of the current and new national data collection in the region. It also stands to gain from participation in the Global Monitoring for Environment and Security (GMES).

For the implementation of this action, the EU should fund two projects in the total amount of at least €4.000.000, e.g. from the FP7 (Cooperation) "Environment" budget (planned activity "earth observation and assessment tools") – one with a Black Sea focus and one additionally in one of the four other Regional Seas.

Implementation Costs: €4.000.000.

Related actions: 5.2, 6.1, 8

8.4 Monitor ICZM implementation and carry out a long-term evaluation

The strong momentum in the process of implementation of the EU Recommendation and the development of the national ICZM strategies should be maintained by accompanying the countries in their further process and request regular progress reports. Following the principles of good ICZM, a long-term programme of monitoring and evaluating the ICZM implementation should be set up.

This programme and process could be supervised by the independent ICZM Advisory Board (see 6.2) and evaluated on the basis of the common indicators (8.2). ICZM cannot be performed as a short-term project with altering places of action and changing goals. Rather it is a long-term process of 20 to 50 years (depending on the issue) and thus needs long-term support of programmes that have the funds and capacity to accompany and monitor developments over this long period. This also means that instruments and indicators have to be developed that can cope with the large variety of parameters and the long time frame of such programmes.

This long-term evaluation would provide a unique opportunity to facilitate policy learning based on a review of project impacts and recommendations in large-scale areas.

Implementation Costs: Within the next three years covered under actions 6.2 and 8.2.

Related actions: 6.1, 6.2, 8, 9.2

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Improve the knowledge basis for ICZM

Support ICZM research, in particular by linking into relevant action lines of FP7, and provide priority funding for projects fully in line with the principles of good ICZM. Promote learning from good and bad practices and tools to support decision making. Create a single European ICZM knowledge centre.

ICZM has a set of principles that should be applied. These can serve as a kind of basic toolbox for management units at the coast to approach and solve their problems. Still, for practitioners on the ground these principles need to be translated into operational tasks and instruments have to be adjusted to the respective institutional context and local problems.

This represents a substantial challenge for science and research, in which the EU plays an important role with its different R&D programmes. To date, most of the implementation of ICZM projects throughout Europe has an ad-hoc character and is not long-term oriented, as the findings of the regional seas analysis underline. To produce a solid scientific basis for ICZM this has to be changed by providing a significant and visible place in EU research programmes (such as FP7).

To follow ICZM principles and apply ICZM tools on national, regional and local levels is to date a voluntary exercise. Questionnaires and evaluations have given an ambivalent picture supporting and rejecting a new EC directive on ICZM. There is a clear North-South gradient between the EU coastal member states in showing more resistance against a directive in the North (mostly with rather good functioning systems of spatial planning) and more appeal towards a directive in the South. To promote ICZM to both fractions, the advantages of ICZM have to be worked out much clearer than is currently possible.

The results from the EU report *Assessment of Socio-Economic Costs & Benefits of ICZM (2000)* clearly stresses the advantages of ICZM. Such results and examples from good and bad practices can help to improve the perception of ICZM. Coastal management units have to understand how to apply ICZM in order to obtain a return on investment and foster a long-term, sustainable perspective in their coastal areas.

Another stimulus for the application of the ICZM principles roots in the incorporation into project applications. A common practice in scientific projects is to promote an integrative approach and the integration of different disciplines as this is viewed as a prerequisite for funding. The proper application of the ICZM principles could be set as a further prerequisite for funding of coastal development projects and programmes.

Rationale

Major gap between strategy and practice

Continued analysis of ICZM practice required

Clarify benefits and need for further regulation

Produce knowledge for stakeholders

In implementing this recommendation, the following actions and costs to the EU are proposed:

Table 27: Actions of Recommendation 9 and Their Implementation Costs

Action	Implementation Costs (2007 – 2009)
9.1 Strengthen the ICZM component in FP7 research programmes	already accounted for in other actions
9.2 Evaluate coastal management project results and experiences	no additional cost
9.3 Develop and demonstrate suitable decision support systems (DSS) for policy makers and practitioners	€ 3.500.000
9.4 Create a common knowledge centre	€ 2.500.000

The implementation of this recommendation 9 would therefore cost the EU €6.000.000.

Actions

Strategic issues

9.1 Strengthen the ICZM component in FP7 research programmes

The FP7 research programmes should stress the role of ICZM as an integrative research question that requires good documented integration of subjects ranging from the social, ecological and economic disciplines. This shall act as prerequisite for funding of scientific research.

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Furthermore, well-working interdisciplinary groups may receive further funding, if ICZM principles and mechanisms were soundly followed and successfully applied. The latter can act as further incentive for long-term strategic perspective in research of coastal affairs.

Implementation Costs: already accounted for.

Related actions: 6.2, 8.2, 8.3, 9

9.2 Evaluate coastal management project results and experiences

Available project results such as evaluation reports and policy recommendations need to be analysed systematically at European level to provide orientations for future activities. Moreover, future projects that implement ICZM have to be required to evaluate their performance on the basis of a similar basic methodology and using a common European indicator set. This should ensure that the drivers, barriers and impacts of ICZM can be assessed more consistently and feed back into practical guidance (e.g. ICZM handbook).



Implementation Costs: no costs foreseen in next three years.

Related actions: 5.2, 6.2, 8, 9

9.3 Develop and demonstrate suitable decision support systems (DSS) for policy makers and practitioners

In several scientific research projects in Europe on coastal issues, decision support systems (DSS) have been set up successfully to answer particular aspects of the respective research foci. Yet, in most cases these systems were maintained only during the project lifetime, while also little to no exchange took place between different DSS on a regional seas perspective.



Therefore, DSS has not received due attention by policy makers and practitioners and is not widely applied, although it represents a crucial tool to face the complexity of ICZM.

Here, the proposed EU ICZM portal (9.4) could act as an integrator of different DSS and stimulate both, further improvement of DSS and better exchange between science and practice. This should be facilitated by setting up information exchange routines on a regular basis, supported by funds for meetings and workshops among stakeholders.

The feasibility of a joint European Decision Support System for coastal zone issues should be demonstrated as part of an FP7-funded demonstration project; supported by at least €3.500.000.

Implementation Costs: € 3.500.000.

Related actions: 5.2, 5.3, 5.4, 7.1, 8, 9

9.4 Create a common knowledge centre

Information on ICZM is scattered and cannot be obtained or exchanged easily by practitioners. Relevant regulations, expert contacts and evaluation results may be available somewhere, but there is no meta-database that would facilitate access to the pertinent sources. At the same time, the emergence of an ICZM community is hindered by this fragmentation of information sources and communication channels.



Therefore, existing databases have to be opened up and integrated into a single European ICZM portal, offering expert contacts as well as a document store, based on a consistent meta-data structure tailored to the purposes of stakeholders. Information currently available on the Commission's own website on ICZM ("hidden" on a DG Environment site ec.europa.eu/environment/iczm/home.htm), as well as on the website of the ICZM evaluation www.rupprecht-consult.eu/iczm should equally be incorporated.

The ICZM portal should be organised and hosted by the Commission, but maintenance should become decentralised and realised on a regular basis through the stakeholders themselves. It should function as an umbrella platform for all ICZM websites of projects, initiatives, regional and country websites within Europe and should have its own more prominent place and link (e.g. www.iczm.org).

Furthermore, as a means of transparency and participation, it should include feedback functions and interfaces for information and knowledge sharing. It needs to be broadly advertised and in a targeted manner in order to reach those (stakeholder groups) who are potentially interested in coastal issues and ICZM in particular.

Experience with other portals such as "ELTIS – the European Local Transport Information Service" has shown that continuous public funding is required to keep a European-wide (knowledge) portal alive. The EU should fund a three-year project which sets up the European ICZM portal and collects all the relevant data and information for it at a minimum budget of €2.5 million.

Implementation Costs: €2.500.000.

Related actions: 5, 6, 7, 8, 9 (all)

Table 28: Contribution of Actions to Strategic Recommendations

Contribution of actions (5-9) to strategic recommendations (1-4)		1	2	3	4
		Strengthen the European dimension of ICZM based on a Regional Seas approach	Raise the profile of ICZM and enhance its integration with sectoral policies	Elaborate the strategic approach of ICZM - oriented at sustainable development	Address major long-term risks: Vulnerability to disasters and climate change
5	Promote awareness, guidance, training and education	●●●	●●●	●●	●●
5.1	Raise awareness and promote ICZM	●●●	●●●	●	●●
5.2	Provide guidance on the preparation and performance of ICZM	●●●	●●●	●●	●●
5.3	Support the establishment of ICZM training centres of excellence	●●	●●	●●	●●●
5.4	Offer possibilities for staff exchange between different regions & countries	●●●	●●	●●	●
5.5	Review, endorse and promote academic courses in ICZM	●	●●	●	●●●
6	Enhance stakeholder coordination and participation	●●●	●●●	●●	●●
6.1	Complete the stocktake exercise in due time	●●●	●●●	●●	●●
6.2	Set up an ICZM advisory board at European level	●●●	●●●	●●●	●●●
6.3	Create stakeholder fora at national, Regional Seas and European levels	●●●	●●●	●●●	●●●
6.4	Build on existing organisations and practices, but modify where necessary	●●●	●●●	●	●
7	Perform a mainstreaming of European policies	●●	●●●	●	●
7.1	Make clear the practical role of relevant policy strategies & regulation	●●	●●●	●	●
7.2	Incorporate ICZM in all pertinent funding instruments	●	●●●	●	●
8	Harmonise monitoring and evaluation frameworks	●●	●	●●●	●●●
8.1	Establish a common baseline for coastal zone development in Europe	●		●●●	●●●
8.2	Harmonise monitoring and assessment methodologies and indicators	●●	●	●●●	●●●
8.3	Improve data collection and exchange	●●	●	●●●	●●●
8.4	Monitor ICZM implementation and carry out a long-term evaluation	●		●●●	●●●
9	Improve the knowledge basis for ICZM	●	●	●●●	●●
9.1	Strengthen the ICZM component in 7FP research programmes	●	●	●●●	●●
9.2	Evaluate and disseminate ICZM project results and experiences	●	●●	●●●	●
9.3	Develop and demonstrate suitable decision support systems (DSS)			●●●	●●
9.4	Create a common knowledge centre	●●●	●●●	●●●	●●

Contribution of actions to strategic recommendations: ● = minor; ●● = notable; ●●● = major

Evaluation of Integrated Coastal Zone Management (ICZM) in Europe

Annex A:

Final Overview of National ICZM Reporting to the EU ICZM Recommendation (2002/413/EC)

Annex A: Final Overview of National ICZM Reporting to the EU ICZM Recommendation (2002/413/EC)

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
BELGIUM	Michael Kyramarios (Mr.)	SPF Santé publique, Sécurité de la Chaîne alimentaire et Environnement Direction générale Environnement Section Milieu Marin, Bruxelles	National Report outlining the implementation of the EU ICZM Recommendation (Flemish) English Summary	complete	Official submission 22 March Early submission 4 March
Reporting Institution SPF Santé publique, Sécurité de la Chaîne alimentaire et Environnement, Direction générale Environnement, Section Milieu Marin With the Coordination Centre for ICZM.					
Report(s) Submitted 22 March (draft 4 March): Nationaal Raaport von België inzake de implementatie van Aanbeveling 2002/413/EC, Februari 2006 (43 pages, Flemish) 1 June: National Belgian Report on the implementation of Recommendation 2002/413/EC, Integrated Coastal Zone Management (32 pages, English)					
Any Stocktaking or Preparatory Reports provided by National Contact 17 April: 1) Final Report TERRA ICZM Project 2001 2) Recommendation for ICZM Communication Strategy 2002, Recommendation 2002/413/EC 3) Juridical Inventory for the Belgian Coast, 2001 (update 2002) 4) Sustainability barometer proposal 2003 and Coastal Atlas 2004 5) Kustcodex 2004 6) Inventory land-sea interactions (in progress)					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
BULGARIA	Krasimir Gorchev (Mr.)	Ministry of the Environment & Water, Water Directorate Sofia	No report(s) received from Bulgaria to the EU ICZM Recommendation	No reporting	N/A
Reporting Institution Ministry of Regional Construction and Development – spatial planning, responsible for the urban and land-use planning and the development and construction of the coast. Two ICZM Offices, part of the Ministry, are responsible for the ICZM implementation using the legislative and technical planning tools.					
Report(s) Submitted None officially					
Any Stocktaking or Preparatory Reports provided by National Contact None					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
CROATIA	Marijana Mance (Ms.)	Ministry of Environmental Protection, Physical Planning and Construction Directorate for Strategic and Integration Processes in Environmental Protection Head of International Relations Department Zagreb	No report (s) received from Croatia to the EU ICZM Recommendation	No reporting	N/A
Reporting Institution Ministry of Environmental Protection, Physical Planning and Construction, Environmental Protection Division, Marine and Coastal Protection Department (established in 2000, after a merging between the Ministry of Territorial Management, Construction and Housing and the State Directorate for Environment and Nature Protection)					
Report(s) submitted None officially					
Any Stocktaking or Preparatory Reports provided by National Contact None					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
CYPRUS	Johanna Constantinidou (Ms.)	Environment Officer Environment Service Ministry of Agriculture, Natural Resources and Environment Nicosia	National Report concerning the implementation of ICZM in Cyprus	complete	7 April
Reporting Institution Environment Service, Ministry of Agriculture, Natural Resources and Environment					
Report(s) submitted: 7 April: Report by the Republic of Cyprus under the Chapter VI. 1-2 of the Recommendation of the European Parliament and of the Council concerning the implementation of Integrated Coastal Zone Management in Europe (2002/413/EC): A Strategic Approach to the Management of the Cyprus Coastal Zone, April 2006 (16 pages, English)					
Any Stocktaking or Preparatory Reports provided by National Contact 28 March: 1) The "2001 Diagnostic and Feasibility Study for the CAMP project", prepared by a PAP/RAC consultant for the PAP/RAC 2) Reference to the Cyprus Agreement and the Inception Report (prepared by the PAP/RAC consultant for the inception workshop that was held in Cyprus on 19-20 January, 2006) available on the internet 3) EXP GRP 5th Model Contribution - Cyprus.doc					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
DENMARK	Malene Wiinblad (Ms.)	Head of Section Ministry of Environment Spatial Planning Department Danish Forest and Nature Agency Copenhagen	Brief ICZM Status Report	complete	20 June 9 June (non-official version)
Reporting Institution Ministry of Environment, Spatial Planning Department (on national level, responsible for integrated management and sustainable development in coastal and marine areas, including the EEZ).					
Report(s) submitted 20 June, 9 June (non-official version), 30 March (draft): Report to the EU Commission concerning the Implementation of the Council and Parliament Recommendation of 30 May 2002 to Integrated Coastal Zone Management (2002/413/ED) (15 pages, English)					
Any Stocktaking or Preparatory Reports provided by National Contact 30 March: 1) Stocktake report - sent English summary of a report analysing 12 cases where some management conflicts have occurred because the cases take place at the interface between land and sea.					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
ESTONIA	Signe Ohakas (Ms.)	Estonian Permanent Representation, Environment Attaché	No report(s) received from Estonia to the EU ICZM Recommendation	No reporting	N/A
Reporting Institution On the national level, the Ministry of the Environment (Strategy and Planning Department) is responsible for overall regulation, coordination and supervision of planning as well as for the preparation of national planning guidelines.					
Report(s) submitted None officially					
Any Stocktaking or Preparatory Reports provided by National Contact None					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
FINLAND	Tiina Tihlman (Ms.)	Counsellor, Spatial Planning Ministry of the Environment Land-use Department Valtioneuvosto	National Report consisting of proposed National Strategy with an assessment/stocktaking section	complete	17 May
Reporting Institution Ministry of the Environment, Land-use Department					
Report(s) submitted: 18 April: Finlands kuststrategi (39 pages, Finnish) Suomen Rannikkostrategia (39 pages, Finnish) Suomen Raportointi EU:N Komissiolle Rannikkoalueiden Yhdennettyä Käyttöä Ja Koskev an Suosituksen (2002/413/EY) Toimeenpanosta (10 pages, Finnish)					
Any Stocktaking or Preparatory Reports provided by National Contact Received 24 March: Stocktaking report draft version (15.12.2005) of the National Coastal Strategy (informed this is nearly the final one) Meeting documents, results of regional stocktaking seminars, etc. in Finnish and Swedish.					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
FRANCE	Dominique (Jean) Bresson (Mr.)	chargé de mission "littoral" Délégation interministérielle à l'aménagement et à la compétitivité des territoires (DIACT), Paris Cedex	National Report on the Implementation of the EU ICZM Recommendation	complete	28 April Draft submitted 31 March
Reporting Institution Prepared by the DIACT and the SG Mer, was written with the contributions of all the ministries concerned Process for the Strategy decided by the Conseil national du Littoral National Council for the Coastal Zone – Advisory to Implementing Ministries					
Report(s) submitted 28 April (draft 31 March) : Rapport français d'application de la Recommandation du Parlement européen et du Conseil du 30 mai 2002 relative à la mise en œuvre d'une stratégie de gestion intégrée des zones côtières en Europe (87 pages, French)					
Any Stocktaking or Preparatory Reports provided by National Contact 2 March : Networking activity of the French demo projects that were selected to support the national strategy : 1) Journée GIZC du 22 mars, Programme.pdf 2) fiche inscription GIZC 22 mars 2006.doc Preparatory studies: 1) Pour une approche intégrée de gestion des zones côtières 2) Commission Environnement Littoral du CIAST 2001 (analysis previous experimentations) 3) National Country Planning Council Report 4) 2004 CNADT (main orientations) 5) Construire ensemble un développement équilibré du littoral 6) DATAR 2004 (main issues and priorities) 3 April: 1) 2004 Stocktake report « Construire ensemble un développement équilibré du littoral – DatarRLittoral.pdf					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
GERMANY	Stefan Lütkes (Mr.)	Head of Unit Level Ministry of the Environment Division of Legislation Nature Conservation and Landscape Management Robert Schumann Platz 3 53115 Bonn	National Report for ICZM in Germany, as assessment and steps towards a National ICZM Strategy.	complete	3 April
Reporting Institution Ministry of Environment (BMU) through the Federal Environmental Agency (Umweltbundesamt) Two coastal zone specific strategies, including EEZ: 1) North Sea Region, 2) Baltic Sea Region With the Federal Ministry of Transport, Building and Housing (responsible for providing national guidelines and co-ordinating planning policy from which the individual states derives its own planning legislation) (The <i>Länder</i> have a high degree of freedom in establishing their own legislative structure and adhering laws, albeit having to be in co-ordinance with the federal legal framework.)					
Report(s) submitted 3 April: Integriertes Küstenzonenmanagement in Deutschland, National Strategie für ein integriertes Küstenzonenmanagement (Bestandsaufnahme, Stand 2006) nach der EU-Empfehlung 2002/413/EG vom 30 Mai 2002, Kabinettsbeschluss vom 22 März 2006 (99 pages, German) 25 April: ICZM, Integrated Coastal Zone Management in Germany, Assessment and steps towards a national ICZM strategy (12 pages, English summary)					
Any Stocktaking or Preparatory Reports found on Internet National Stocktake by Ministry of Environment, plus drafts of reports discussed at workshops in April and August of 2005 Spatial planning at sea? Towards a national ICZM strategy: spatial planning perspectives (report by Housing, Transport and Planning Ministry)					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
GREECE	Athena Mourmouris (Dr./Ms.)	Environmental Engineer-Planner Ministry for the Environment, Physical Planning and Public Works Head of Department GIS and Observatory for Physical Planning, Athens	National Report on Coastal Zone Management in Greece	complete	Final Draft on 24 May Draft submitted 11 April
Reporting Institution Ministry for the Environment, Physical Planning and Public Works					
Report(s) submitted 29 May: Draft Report of Greece on Coastal Zone Management, March 2006 (84 pages, English) 11 April: Abstract of Greek National Report on ICZM (26 pages, English)					
Any Stocktaking or Preparatory Reports provided by National Contact 6 March: 1) ICZM Progress Indicator Test Matrix (097 GR CZ Evaluation matrix-final.doc submitted to EC (3 March) 28 March: 1) Link to texts from an older report on ICZM prepared in 1998 by a University on the webpage of the Ministry of Environment (www.minenv.gr/1/11/113/11303/e1130301.html , English version). 2) Link to information (in Greek) gathered during the 2001-2002 stocktaking exercise 3) Link to 2002 demonstration projects (CAMPs and LIFE)					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
IRELAND	Dave O'Donoghue (Mr.)	Department of Communications, Marine & Natural Resources Dublin	No report(s) received from Ireland to the EU ICZM Recommendation	No reporting submitted	N/A
	Dick McKeever (Mr.)	Department of Communications, Marine & Natural Resources Galway			
Reporting Institution Department of Communications, Marine & Natural Resources Coastal Zone Management Division					
Report(s) submitted None officially					
Any Stocktaking or Preparatory Reports provided by National Contact 12 April, informed: Currently carrying out a formal stocktake exercise to be completed within the next 4 months (subject to human resources available). Nothing should be expected before June. There have been a lot of activities and work in Ireland in relation to ICZM; a lot of the work has happened at a disjointed level.					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
ITALY	As of 1 June: Oliviero Montanaro (Mr.)	Director, Ministero dell' Ambiente e dell Tutela del Territorio Direzione Per La Protezione Della Natura, Roma	No report(s) received from Bulgaria to the EU ICZM Recommendation	No reporting	N/A
	Giuseppe Bortone	Regional Emilia Romagna Ministry of Agriculture Environment and Sustainable Development Servizio Tutela e Risanamento Risorsa Acqua, Bologna			
Reporting Institution No official reporting institution identified by Commission or Evaluation Team, only reliable contacts found within regional Ministries					
Report(s) submitted: 19 June (from Giuseppe Bortone): Integrated Coast Management, Introduction and Summary of Project Guidelines, Emilia-Romagna Regional Council Approval No. 645, January 2005 (13 pages, English summary) Sintesi schede, 9 thematic overviews and guidelines (English summaries)					
Any Stocktaking or Preparatory Reports provided by National Contact: None					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
LATVIA	Dzintra Upmace (Ms.)	Ministry of Regional Development & Local Governments Spatial Planning Department Riga	Official Ministerial statement on progress of implementation of the EU ICZM Recommendation	complete	2 June
Reporting Institution The Ministry of Environmental Protection and Regional Development (MEPRD) is responsible for national and regional plans. Ministry of Regional Development and Local Governments					
Report(s) submitted 2 June: Ministerial Statement on the progress of implementation of the EC Recommendation 2002/413/EC on ICZM, Latvia (17 pages, English)					
Any Stocktaking or Preparatory Reports provided by National Contact Project: Protection and management of coastal habitats (LIFE Nature Project 2002-2005)					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
LITHUANIA	Dalia Gudaitiene-Holiman (Ms.)	Ministry of Environment Natural Resource Division Nature Protection Department Planning, Architecture & Urban Development Department Vilnius	Official Ministerial statement reporting on the implementation of the EU ICZM Recommendation	complete	22 June
Reporting Institution Ministry of Environment, Nature Resources Division, Nature Protection Department – responsible for policy recommendations Ministry of Environment, Territorial Planning, Urban Development and Architecture Department - responsible for the planning issue in the coastal zone					
Report(s) submitted 22 June: Official Ministerial Statement regarding the reporting on the implementation of the ICZM Recommendation in Lithuania (3 pages, English, signed by Aleksandras Spruogis, Undersecretary of the Ministry of Environment)					
Any Stocktaking or Preparatory Reports provided by National Contact 27 March: Final Draft Report (Legal Coastal Protective Measures for the Lithuanian Coastal Strip of the Baltic Sea) – no further updates planned, view as contribution to National Report and not as National Strategy 20 April: National Document on territorial development (LR teritorijos bendrojo plano tekstinė dalis, 2002) (110 pages, Lithuanian) Comprehensive Plan of the Territory of the Rep of Lithuania (Lietuvos Respublikos Teritorijos Bendrasis Planas, 2004) (74 pages, Lithuanian) Klaipeda County comprehensive plan (Klaipėdos apskritys teritorijos bendrasis planas, 2005) -this county includes half of the Lithuanian coastline (29 pages, Lithuanian) Link to 2001 Lithuanian Baltic Sea Coasts Management Strategy (protected areas)					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
MALTA	Michelle Borg (Ms.)	Malta Environment and Planning Authority Floriana	National Report on the implementation of the EU ICZM Recommendation	complete	Informed 27 March official approval received Draft Final Report submitted 6 March
Reporting Institution Work related to coastal planning - Malta Environment & Planning Authority The preparation of the Replacement Structure Plan (within which the aims and objectives of the Coastal Strategy are being incorporated) falls within the responsibility of the Planning Directorate within MEPA					
Report(s) submitted 8 March: Report on the Implementation of the Recommendation of the European Parliament and of the Council Concerning the Implementation of Integrated Coastal Zone Management in Europe (2002/413/EC) February 2006 (37 pages, English)					
Any Stocktaking or Preparatory Reports provided by National Contact 27 March: Coastal Strategy Topic Paper (2002), including public consultation documents (123 pages, English) Link to documents on wider process for preparation of the Replacement Structure Plan					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
NETHERLANDS	Hermine Erenstein (Ms.)	National Institute Coastal and Marine Management RWS/RIKZ, The Hague	Progress Report on implementation of the EU ICZM Recommendation	complete	3 March
	Hans Balfoort (Mr.)	National Institute Coastal and Marine Management RWS/RIKZ, The Hague (seconded to the Directorate General for Water Affairs)			
	Marijke Dirkson (Ms.)	Ministerie van Verkeer en Waterstaat, DG Water, The Hague			
Reporting Institution National Institute Coastal and Marine Management, RWS/RIKZ					
Report(s) submitted 3 March: EU Recommendation Concerning the Implementation of ICZM in Europe, Report on Implementation in the Netherlands, December 2005 (28 pages, English)					
Any Stocktaking or Preparatory Reports provided by National Contact Received 23 March: 1) Link to preparatory documentation (Kust in kader; Inventarisatie en vergelijking, etc.), however links inactive. Received 18 April: 1) Stakeholder analysis (2003) 2) ICZM aspects in regional zoning plans (2002) 3) Inventory of national and EU policies and legislation (2004) 4) An analysis of the use of the ICZM principles in the Netherlands (2005). 5) The results of the inventory of the sustainability Indicators (2006)					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
POLAND	Andrzej Cieslak (Mr.)	Maritime Office Gdynia	Draft Report on progress towards an ICZM National Strategy, followed by an official Ministerial statement on progress on implementation of the EU ICZM Recommendation * National Strategy was originally planned, but slowed down due to political reasons. Not to be expected before 2007.	complete	11 April
	Joanna Budnicka (Ms.)	Ministry of Transport and Construction Department of Spatial Planning and Architecture			
Reporting Institution Ministry of Transport and Construction, Department of Spatial Planning and Architecture (Formerly know as the Ministry of Infrastructure)					
Report(s) submitted 28 April: Official Ministerial statement regarding the progress of ICZM in Poland (2 pages, English, signed by Maceij Borsa, Deputy Director, Ministry of Trasport and Construction, Department of Spatial Planning and Architecture) 11 April: Paper on 2005 National Coastal Zones Policy as pre-requisite to more detailed ICZM Strategy					
Any Stocktaking or Preparatory Reports provided by National Contact 11 April: Information that stocktaking report (started in Autumn 2005) was planned to be completed during 2006, but due to problems it did not get off the ground yet. Results of the ICZM Progress Indicator exercise (in Polish)					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
PORTUGAL	Margarida Almodovar (Ms.)	INAG (Institut de l'Eau) Lisbon	Progress Report with stocktaking report to EU ICZM Recommendation	complete preliminary report, identical to final submitted via official channels	Preliminary report submitted 3 April Final sent to Portuguese EU Permanent Representation
	Fernando Veloso Gomes (Mr.)	Presidente da Direccao Prof Catedratico da FEUP (Hidraulica, Recursos Hidricos e Ambiente) Instituto de Hidraulica e Recursos Hidricos, Porto			
Reporting Institution Ministério do Ambiente, do Ordenamento do Território e do Desenvolvimento Regional, Instituto da Água (Ministry of Environment, Spatial Planning and Regional Development, Water Institute (INAG))					
Report(s) submitted 3 April: Execução da Recomendação sobre Gestão Integrada da Zona Costeira em Portugal, Relatório da Progresso (144 pages, Portuguese)					
Any Stocktaking or Preparatory Reports provided by National Contact 30 March: Strategy Orientations Discussion Document (Littoral), Bases para e Estrategia de Gestao Integrada da Zona Costeira Nacional, Projecto De Relatorio do Grupo de Trabalho, 23 Jan 2006 Internet: Rea 2003, relatório do estado do ambiente 2003, Portugal (State of Environment, 242 pages, Portuguese) Demonstration Projects in 1993 with Life Environment and Terra projects INTERREG Projects on ICZM CNADS Report about Sustainable Development in the Coastal Zone, May 2001 National Programme concerning the Continental Coastal Zone (Programme FINISTERRA)					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
ROMANIA	Dumitru Dorogan (Mr.)	Ministry of Environment and Water Protection Bucharest	Outline ICZM National Strategy towards implementation of the EU ICZM Recommendation	complete	20 April
Reporting Institution Ministry of Environment and Water Protection					
Report(s) submitted 20 April: Outline Strategy for the Integrated Management of the Romanian Coastal Zone – Towards Implementation.doc, Nov/Dec 2004, Draft Report (73 pages, English)					
Any Stocktaking or Preparatory Reports provided by National Contact 25 March: 1) Matra main project results trimmer. doc 2) Project completion report entitled "Implementation of the WFD and ICZM in transitional and coastal waters in Romania" with an outline ICZM Strategy issued in 2005, to be implemented by the stakeholders. 3) Short presentation based on interim report.doc - for JICA, "Study for the Protection and Rehabilitation of the southern Romanian littoral against erosion". 4) Suggestion to inquire about small Matra project on bathing area and one on the assessing necessary financial means 5) Look to ICZM annual reporting to the Black Sea Commission (find all the details about ICZM in riparian countries including Romania on their web site: WWW.black-sea-commission.org).					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
SLOVENIA	Slavko Mezek (Mr.)	National Coordinator, CAMP Slovenia Regional Development Agency of South Primorska	Brief summary report on ICZM, together with larger report on the Regional Development Programme 2002-2006 covering most issues of ICZM	complete	1 June
	Mitja Bricelj (Mr.)	Ministry of Environment and Physical Planning Office for Physical Planning			
Reporting Institution Ministry of Environment and Physical Planning, Office for Physical Planning					
Report(s) submitted 1 June: Integrated Coastal Zone Management in Slovenia, May 2006 (3 pages, English) – to be upgraded and considered for ICZM Recommendations Regional Development Programme for South Primorska Region (Slovenia) 2002-2006, which covers also most important issues related to ICZM (112 pages, Slovenian and English)					
Any Stocktaking or Preparatory Reports provided by National Contact Stocktake in progress, focussing on <ul style="list-style-type: none"> - relevant actors and stakeholders - review of national and local strategies and programmes - review of relevant cooperation structures 					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
SPAIN	Carlos Peña (Mr.)	General Directorate of Coasts Ministry of Environment Madrid	National Report on implementation of the EU ICZM Recommendation, including stocktake report	completed	28 March submission 15 March as preliminary submission
	Marcello Sanò (Mr.)	Ocean & Coastal Research Group Universidad de Cantabria Santander			
Reporting Institution General Directorate of Coasts, Ministry of Environment In Spain, Autonomous Regions (CC.AA) hold competence for environment and territorial planning in coastal areas					
Report(s) submitted 20 March: Gestión Integrada de las Zonas Costeras en España (response to ICZM Recommendation) (77 pages, Spanish) Annex I: Indicadores; Annex II: Contenido del Inventario, Annex III: Listado Agentes y Leyes					
Any Stocktaking or Preparatory Reports provided by National Contact National Stocktake of Actors, Laws and Institutions (database) within National Strategy					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
SWEDEN	Sten Jerdenius (Mr.)	Ministry of Sustainable Development Division for sustainable development and integration of environmental considerations Stockholm	National Report on progress of ICZM	Complete Forthcoming: inventory on legislation, major actors etc., and initiatives taken to be later added to report In addition, a short report on the 4 regional environmental and management programmes drawn up for the four major archipelago areas.	24 February
Reporting Institution National Board for Housing, Building and Planning Evaluation					
Report(s) submitted 24 February: Vad hander med kusten? Erfarenheter från kommunal och regional planering samt EU-projekt i Sveriges kustområden, January 2006 (160 pages, Swedish)					
Any Stocktaking or Preparatory Reports provided by National Contact None					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
TURKEY	Recep Sahin (Mr.)	Environmental Management within the Turkish Technical Ministry (covers environment and forestry)	No report(s) received from Bulgaria to the EU ICZM Recommendation	No reporting	N/A
	Şule Özkaya (Ms.)	Head of Department (ESGY) Disisleri Bakanligi Merkez Binasi, Balgat/Ankara			
Reporting Institution Ministry of Environment, Province Environmental Directorates					
Report(s) submitted None officially					
Any Stocktaking or Preparatory Reports provided by National Contact None					

COUNTRY	NATIONAL CONTACT	AFFILIATION	REPORT TYPE	REPORTING STATUS	SUBMITTED
UNITED KINGDOM	Karen Morgan (Ms.)	Marine and Coastal Policy DEFRA Department for Environment, Food and Rural Affairs 2/C 3-8 Whitehall Place London SW1A 2HH	National Report on implementation of the EU ICZM Recommendation (of UK as a whole) Individual reports submitted for the UK, England, Scotland, Northern Ireland and Wales	complete	31 March
Reporting Institution DEFRA, Department for Environment, Food and Rural Affairs (with Institutions responsible within Wales, Northern Ireland, Crown dependencies, Scotland)					
Report(s) submitted 31 March (informally on 9 March): ICZM in the UK: A Stocktake (Atkins, March 2004) Charting Progress: An Integrated Assessment of the State of the UK Seas (Defra, 2005) Safeguarding our Seas / Marine Stewardship Report (Defra, 2002) Seas the Opportunity - A Scottish Marine and Coastal Strategy (2005) A strategy for Scotland's Coasts and Inshore Waters, produced by the Scottish Coastal Forum and presented as a report to Scottish Ministers. It has been taken forward by the Scottish Executive via the publication of "Seas the Opportunity" in 2005, and the ongoing work of the Advisory Group on Marine and Coastal Strategy (AGMACS) Draft document produced by Northern Ireland for public consultation, to be taken forward as a Northern Ireland Strategy on ICZM Draft document produced by Wales, currently subject to public consultation, which will be taken forward as a Wales Strategy on ICZM in due course					
Any Stocktaking or Preparatory Reports provided by National Contact See above					

Evaluation of Integrated Coastal Zone Management (ICZM) in Europe

Annex B:

Country-Case Assessment Grid



International Ocean Institute

Evaluation of Integrated Coastal Zone Management (ICZM) in Europe

Country-Case Assessment Grid, Guidelines for Evaluators

Rupprecht Consult — Forschung & Beratung GmbH
Waltherstrasse 49 - 51
51069 Cologne
Germany

Tel. +49.221.60 60 55 - 0
Fax +49.221.60 60 55 - 29
Email info@rupprecht-consult.de
www.rupprecht-consult.de

Analysis of National ICZM Strategies and Alternative Plans

Information shall be collected from the ICZM report the country has delivered to the EC due February 2006, or/and through other complementary means such as on-line research, collection of information through other publicly available sources.

The evaluation should take a strategic view and assess the **added-value** of ICZM in the context of evolving policies and legislation.

Assessment Grid

The assessment of the country's national ICZM strategy will be based on the information collected along the following grid. The grid consists of six parts:

1. A country case summary of one to two pages summarising the findings for the respective country;
2. A preliminary information part giving information on the leading unit/organisation of national ICZM activities;
3. Information on the stocktaking based on the EU ICZM Recommendation, chapter III;
4. Description of the National ICZM-strategy based on the EU ICZM Recommendation, chapter IV;
5. The assessment of the national strategies using as main criteria the eight principles of good ICZM practices; and
6. Assessment summary.

The summary should provide information on deliveries and achievements related to integration between maritime sectors, economic impacts on regions and employment, and contribution to the improvement of environmental quality.

The evaluator's comments, information and assessment should be typed directly into the form "Country case assessment grid".

The indicative length of the assessment is expected to be 15 pages (roughly 7500 words). Evaluators are encouraged to not exceed this suggested length.

Any information that is considered interesting or helpful, however, exceeding this maximum of 15 pages should be collected in an additional file or directory called "additional observations"

General expectation

The evaluator should make himself/herself fully conversant with the Technical Annex (An evaluation of Integrated Coastal Zone Management (ICZM) in Europe) and the Evaluation Questions (EQ) on page 3 and 4 which are the essence of the "terms of reference" for the evaluation. The information compiled in the grid shall lead to respond to the evaluation questions.

Assessment Grid

1. Country case summary / Highlights of findings (EQ1)

Present a synthesis of the Member State's report further to the EU ICZM Recommendation. The highlights should consist of a bulleted list of findings at the end of the summary.

2. Preliminary Information

2.1 ICZM-Report submitted?

- If yes: Who submitted report and who is the leading organization and unit for national ICZM
- If no: Name of organization and unit nearest to task of a leading unit of national ICZM

If yes: If available, list all contacts (names, telephone no. and e-mail addresses) of sub-national ICZM leading organizations and units.

If no: Outline possible reasons for Member State not to respond to the EU ICZM recommendation. Contacts (names, telephone no. and e-mail addresses) of persons nearest to task of a leading unit of national ICZM)

3. Description: Stocktaking (EQ2)

3.1 Summary of country's coastal governance and management frame and interconnectedness to regional development planning mechanisms

Screen existing stocktaking and other inventory documents.

Summarize important components of ICZM.

Who has been implementing ICZM?

National level or sub-national levels, how are the different levels connected (e.g. clear statements/mechanisms on communication routines)?

Is spatial and regional development planning connected to ICZM?

3.1.1 Relevant legislative frame, policies, and legislative measures

What are the main legal instruments governing the development in coastal zones mainly on national and sub-national level, however if important also including global and regional (supra-national) level?

3.1.2 Coverage of administrative levels

What is the local, regional and national administrative and institutional framework?

Which governmental institution is responsible for regional and/or coastal development?

Has a link been established between spatial planning and ICZM?

Check the degree of decentralization and the general division of functions between central state and peripheral governments and how these relate to coastal zone management. (e.g. in federal or quasi-federal states versus centrally organized states)

Are the institutions on the different levels nested within a coherent structure? Are decision-making responsibilities clearly defined for each institutional level?

3.1.3 Interests, role and concerns of stakeholders from the governmental, non-governmental and private sectors

Who are the main stakeholders?

What are their interests and concerns?

Have relevant stakeholders been identified?

Is there a process where these stakeholders can voice their interests/concerns and are able to file in a complaint?

Describe and possibly group these stakeholders along a gradient ranging from little concern for conservation and exploitation of coastal resources towards those that have a large environmental concern but possibly little concern for societal/economic developments.

3.1.4 Relevant inter-regional organizations and cooperation structures

Are there relevant inter-regional organisations present that deal with development in coastal zones?

Are they involved in the process?

Is there a need for further inter-regional organisations not yet established?

Check country documents for examples.

Do Interregional structures exist, which deal with the management e.g. along ecological boundaries that are beyond administrative boundaries?

3.2 Summary of country's coastal zones and coastal issues

What is the national definition/understanding of "coastal zone" used for the ICZM?

Compile a summary of main coastal zones and their issues (problems and opportunities).

Also, highlight zones that are influenced by the interests of two or more countries.

3.2.1 Analysing the extent to which important sectors and sectoral policies influencing coastal areas have been considered.

Enumerating major coastal sectoral issues.

Sectors and pertaining policies to be considered are e.g.: Fisheries and aquaculture, Industry and mining, Agriculture, Transport and energy, Resource management, Species and habitat protection, Establishment and management of marine reserves and protected areas, Cultural heritage, Employment, Tourism and recreation, Education.

What is the economic, ecological, social importance of the different sectors? (low/medium/high)

All sectors and sectoral policies are screened, however, statements are made on important ones (listed in box above) only

4. Description: National ICZM Strategy (EQ2)

4.1 Summary of the major steps that were achieved in formulation of the ICZM Strategy.

Analyse and summarise the process of development and implementation of ICZM in the Member State addressing the following aspects:

- strategic approach
- participation
- holistic approach/integration
- governance

Report on major steps (milestones) that were achieved so far.

To which extent has a national ICZM strategy been formerly established?

Have actions already emanated from the strategy?

How is ICZM linked with terrestrial and maritime spatial planning?

What are the links between ICZM and water management?

4.1.1 Analysing if a strategic approach was adopted in the national ICZM strategy

Is sustainable development recognised in the strategy?

Does the strategic approach include the three dimensions of sustainability: ecologic, economic and social?

Is the strategy based on an ecosystem approach, or what alternative principles are underlying the strategy?

Are there any measures integrated in ICZM to secure or improve the livelihood/employment situation in the coastal zone?

Are ecological, economic and social goals defined in the strategy?

Are mechanisms foreseen to solve conflicts of interest (e.g. for space, water, labour)?

4.1.2 Analysing the degree of using participatory methods in developing a national ICZM strategy

Are stakeholders from governmental, non-governmental and private sector involved in the creation of the national strategy?

Is the appropriateness of training, education and awareness programmes considered and assessed?

Are measures to promote bottom-up initiatives considered?

Are co-management roles for coastal zone users envisaged?

Are participatory monitoring methods foreseen?(e.g. development of indicators with local stakeholder involvement, discussion of monitoring results with stakeholders)

Have all important stakeholders been involved into the development of the national strategy?

Shall they be involved in the implementation?

Are priority areas of action defined?

Which mechanisms have been developed to ensure a participatory approach in the ICZM implementation?

Which monitoring methods have been employed and how are stakeholders involved?

How has the process been communicated to the stakeholders?

Have appropriate financial means been allocated to cover costs of ICZM implementation by relevant stakeholders?

What types of non monetary contributions are considered?

4.1.3 Analysing the intention for a truly holistic and integrative approach to coastal management

Is the national strategy developed as part of a broader strategy or program?

Is there an intention to employ national and sub-national measures to integrate sectors as well as land with coastal territory?

Have all important sectors been considered?

How have hinterland effects been taken into account?

Are trans-regional processes (from hinterland through coastal zone to the open sea) been considered?

Sectors to be considered: e.g. agriculture, fisheries, transport, tourism, industry, ports etc. (see 3.2.1)

4.1.4 Envisaging the creation of adequate governance and management structures

Is there an intention documented to (further) develop national, regional and local legislation?

Have mechanisms been set up or shall be set up to promote integrated coastal management?

Can mechanisms be identified that ensure relevant Community policies and legislation?

Are new policies and laws under preparation emanating from the ICZM process?

Have new organisations been set up which foster ICZM?

Have adequate communication structures (forums, round tables, workshops, website, newsletter) been created to support the further process?

Have relevant mechanisms been established to implement community policies and legislation?

5. Assessment

5.1 Identifying success and fail factors underlying progress of ICZM in the country by using the 8 principles of good ICZM (EQ2a, EQ4)

- 1) Is there a holistic thematic and geographic perspective in the process?
- 2) Is there a long-term perspective envisaged?
- 3) Is an adaptive management approach applied during a gradual process?
- 4) Is the process local-context specific?
- 5) Does the ICZM respect and work with natural processes?
- 6) Is the process based on participatory planning and management?
- 7) Does the process support and involve all relevant administrative bodies?
- 8) Is there a balanced combination of instruments in planning and management?

Explanations for the 8 principles in 5.1:

ref principle 1 : Are neighbouring areas and themes considered? Are there a minimum number of sectors and levels involved in the process? In case of low scoring, what are the reasons?

ref principle 2: What is the time horizon for the country's ICZM strategy compared to the LOICZ strategy (50 years+)? Are the needs of current and future generations considered? Are long-term changes such as climate change, sea level rise considered and increasing frequency and violence of storms? Are measures based on a precautionary approach?

ref principle 3: Is planning perceived as an iterative process? Are monitoring loops foreseen to redirect implementation? Has an accompanying programme been set up to collect relevant ecological, economic and social information to assist the further evolution of ICZM? What is the data availability policy? Are there any restrictions to the access of the collected data?

ref principle 4: Are different segments of the national coastal zone identified with respect to specific challenges and responses? Are local governments and coastal communities adequately considered? Have appropriate coastal protection measures been taken including the protection of coastal settlements and their cultural heritage?

ref principle 5: Have measures been taken to estimate the carrying capacity of the coastal zone? Are there examples of renaturation measures, e.g. flood retention basins, overflow basins?

ref principle 6: Are the relevant stakeholders adequately involved:

- Coastal zone residents?
- Local, regional and national governments?
- Non-governmental organisations?
- Private business sector?

Is an adequate proportion of coastal land accessible to the public, both for recreational and aesthetic reasons?

What kind of mechanisms have been implemented to ensure participation and integration of stakeholders (e.g. workshops, forums, hearings, consultations, interviews, websites, flyers, submission of complaints, public display of plans)?

ref principle 7: Are local regional and national governments involved? Have communication links been established for improved horizontal and vertical coordination?)

ref principle 8: What kind of instruments have been developed so far or are under development:

- *Laws and regulations?*
- *Voluntary agreements?*
- *Research and education?*
- *Information provision?*
- *Economic instruments (Taxes, subsidies, incentives)*

Are these instruments coherent?

Are there gaps and where are these?

5.2 Assess the progress in integrated planning and management of coastal zones over the period 2000-2006 and gauge the prospect for further implementation of ICZM. **(EQ5)**

What kind of progress has been made over the last six years?

Has the introduction of ICZM lead to:

- a strengthened involvement of stakeholders?*
- a new way of cooperation between sectors?*
- a longer term perspective in planning and policies?*

Compare former and recent situations related to:

- *Legislation*
- *Communication and participation*
- *Development of ICZM projects and programmes*
- *Actions*

6 Summary of assessing the effectiveness of the implementation of the EU ICZM recommendation in the country case

The summary assessment shall be made as to whether the ICZM process has been

- *established and running successfully,*
- *initiated and running moderately*
- *first steps have been taken*
- *no steps have been taken yet.*

The assessment should be justified by providing information on main achievements, as well as on remaining shortcomings.

What is achieved in terms of integration, such as integration between maritime sectors?

What is the economic impact on regions of ICZM initiatives?

What is the impact on employment options in the coastal zone, such as in fisheries dependant areas?

What is the contribution of ICZM to improving environmental quality?

Conclusion should be drawn on the role and added-value of ICZM in the context of relevant existing and evolving EU policies and legislation.

Country specific recommendations should be provided on how the EU should support the national ICZM process.

Cross country assessment

The syntheses of the country cases will lead to a cross-country assessment of implementation of EU recommendations for ICZM. In a second step, interviews with key informants and thirdly workshops will be used to complete the assessment across the countries. This assessment leads to conclusions and recommendations for a common future EU strategy.

List of Reference Documents

The following list provides an overview of references, provided by the ICZM contact person at the EC DGENv that are of relevance to the ICZM evaluation from the perspective of the evaluators. They are available on the Virtual ICZM Evaluation Space.

European Union Sources

Horizontal Policies

- Governance White Paper
- Lisbon Strategy
- Commission Communication "A sustainable Europe for a better world: A European strategy for Sustainable Development" COM(2001) 264 final
- European Spatial Development Perspective (1999)

ICZM Policies and Guidelines

- Communication from the Commission (ICZM Strategy, 2000)
- Recommendation of the European Parliament and of the Council concerning the implementation of ICZM in Europe in May 2002 (ICZM Recommendation, 2002)
- EU Working Group ICZM Indicators January 2005
- ICZM Recommendation - Reporting Guidance
- ICZM Guidance Notes for Completing Progress Indicators
- ICZM Implementation Overview, November 2005
- Coastal Zone Policy website of DG Environment:
<http://europa.eu.int/comm/environment/iczm/home.htm>

Sectoral Policies and Guidelines

- 6th Environmental Action Programme & Thematic Strategies (Marine, Soil, Urban)
- Water Framework Directive (2000)
- Birds and Habitat Directives (NATURA 2000)
- EC Treaty (1999) Art. 130a (promotion of economic and social cohesion)
- EEA reports on the state of the coast
- Nitrate, and Bathing Water Quality Directives
- Quality of Bathing Water Directive (1976, proposed for amendment in 2002)
- Urban Waste Water Directive
- Thematic strategy on the protection of the marine environment

- European Maritime Policy Papers
- Thematic strategy on the urban environment
- Internet Guide for the Tourism Sector
- White paper "European transport policy for 2011: time to decide"
- Consultation Paper: "Freight Transport Security"
- TEN-T Guidelines providing a legal framework for funding the "motorways of the sea"
- Third Maritime Safety Package
- Technical Report from the Joint Research Centre (DG JRC): "Analysis of Post-2012, Climate Policy Scenarios with Limited Participation"
- Directive on the assessment and management of floods
- DG Environment EUROSION Portal: A European initiative for sustainable coastal erosion management
- Strategic Environmental Assessment Directive
- Environmental Impact Assessment Directive
- Proposals for Directives on INSPIRE (INfrastructure for SPatial InfoRmation in Europe) and GMES (Global Monitoring for Environment and Security)
- Port Waste Facilities Directive

Policies/funding regulations/programmes

- Proposal EU Fisheries fund
- European Regional Development Fund (ERDF) Regulation 2007-2013
- European Spatial Planning Observation Network (ESPON)
- Interreg (or 'Objectif 3' for the 2007-2013 period)
- LIFE Environment & LIFE Nature Programmes
- European Network for Coastal Research Coordination Action (ENCORA)

Non-EU Sources

- Mediterranean Strategy for sustainable development
- UNEP Regional seas conventions
- ICZM recommendations of HELCOM
- Land Ocean Interactions in the Coastal Zone (LOICZ) Science Plan
- Schiermonnikoog Declaration - Ministerial Declaration on the Protection of the Wadden Sea

In addition to the above list, references of relevance to the evaluation of specific countries' ICZM strategies as well as Internet links to relevant projects and other information sources are provided in the Virtual ICZM Evaluation Space.

Evaluation of Integrated Coastal Zone Management (ICZM) in Europe

Annex C:

Interview Guidelines



Evaluation of Integrated Coastal Zone Management (ICZM) in Europe

Interview Guidelines

Interviewer:	
Person Interviewed:	
Date of Interview:	
Location:	
Context¹ of the Interview:	

¹ For example: Visit of the interviewer, visit of the person interviewed, telephone interview, etc.

General considerations:

- *Prior to the interview, the particular role of the person interviewed in the ICZM national strategy has to be identified. Question Block 1 may give some additional information.*
- *In the case of clarification needs, please contact:*

*Debra Meyer Wefering
RUPPRECHT CONSULT - Forschung & Beratung GmbH
Cologne, Germany
E-mail: d.meyerwefering@rupprecht-consult.de
Tel.: +49 221 606055 20
Fax: +49 221 606055 29*

Practical Proceeding:

- *The person interviewed has to be provided in advance with the following documents:*
 - *Cover letter*
 - *Letter of introduction from the EU*
 - *Question Blocks to be asked during the interview*
 - *Technical Annex of project tender*
 - *Inception report*
 - *EU recommendation for ICZM*
 - *Access to ICZM evaluation site or to the public site (depending on role in the process)*
- *“Put yourself in the shoes” of the person interviewed, when you prepare for the interview. Take into account the particular perspective and interests of the person interviewed.*
- *Be prepared to “encourage” the person interviewed to provide (more) detailed answers, if necessary.*
- *Start the interview with emphasizing the importance of involving the person. Her/his inside knowledge is crucial for the assessment of the ICZM process in Europe.*
- *Explain that you will take notes of the answers given. Emphasize that all data will be treated confidentially and in a non-attributable form. In case you decide to tape the conversation, make sure to seek the agreement of the interviewee to do so.*
- *Provide brief explanations about the “meaning” of each question block.*
- *Question Block 1 concerning “interview co-ordinates” will most likely be a very brief exercise, since the roles of the interviewees as well as of their organisations are known in advance (as a matter of fact, most interviewees will be selected because they do have a clearly defined role in the national ICZM process).*
- *Initially, i.e. in Question Block 2, ask an “open” question leaving room for a wide range of responses. In a follow-up question, attempt to verify certain aspects by specifically asking for them (for example, “you mentioned economic changes as an important change since the adoption of the Programme, what is your perception about changes in the area of tourism or transport & mobility?”)*
- *Mention that the interview will take about 60 minutes.*

After the interview:

- *Thank the interviewee for her/his participation and contributions.*
- *Transfer your write-up into a WORD file.*

Question Block 1: Interview Co-ordinates

This question block is intended to retrieve information concerning the interviewee's involvement in the ICZM process, in particular her/his role in its development and implementation, as well as personal role and function of her/his organisation in the process.

The interviewer should not ask questions to which s/he already knows the answer (for example if the interviewee's organisation is known or if it is clear that the interviewee is a stakeholder in ICZM strategy).

1a) To which ICZM stakeholder/stakeholder group do you belong?

Note to the Interviewer:

The interviewee has been selected through certain mechanisms after recommendation. Don't ask for too many details, if information is clear from the nomination procedure.

The following stakeholder groups should be verified (tic one in each block):

- | | |
|-----------------------------------|--|
| <input type="checkbox"/> National | <input type="checkbox"/> Government (e.g. fisheries agencies) |
| <input type="checkbox"/> Regional | <input type="checkbox"/> NGO (e.g. Greenpeace, WWF, fisheries association) |
| <input type="checkbox"/> Local | <input type="checkbox"/> Private sector (e.g. fisheries companies, fisheries cooperatives) |

1b) What is the role of your organisation/institution within ICZM?

1c) Please specify your personal involvement in national ICZM?

In which way was the interviewee involved in the development of a national strategy?

If not, involved in any other process?

Question Block 2: Questions concerning the situation of Coastal Zone Management

One of the objectives of the evaluation is to verify if and how far a stocktaking process has been performed. We understand stocktaking as a thorough situation analysis, a description of the prevailing coastal conditions, their natural as well as social dimensions, and coastal challenges and opportunities. So in this question block, we are seeking for an additional expert opinion about the status of the country's coast and its management.

2a) What are the major coastal issues of your country?

Coastal issues are problems (e.g. pollution, competition for space) and opportunities (e.g. wind energy, tourism, and aquaculture).

For long coastlines we suggest to divide the coast into segments and provide information only for major segments and issues.

Is the management of insular coastal regions considered to be an important issue for your country? Is this reflected in the national strategy?

Coast / coastal segment	Coastal issues

2b) In your opinion, what are the most relevant legislative frames and measures, and policies?

What are the main legal instruments (laws, regulations) governing the development in coastal zones?

Consider mainly national and sub-national levels, however if important also include global and regional (supra-national) levels.

2c) Which administrative levels are involved in coastal management in your country?

Describe the degree of decentralization and the general division of functions between central state and peripheral governments as for example in federal or quasi-federal states versus centrally organized states and how this relates to coastal zone management.

Who is responsible on the government side for regional and/or coastal development?

Has a link been established between spatial planning and ICZM?

Are the institutions on the different levels nested within a coherent structure? Are decision-making responsibilities clearly defined for each institutional level?

2d) How are interests, roles and concerns of stakeholders from the governmental, non-governmental and private sectors considered in the coastal management?

Who are the main stakeholders?

What are their interests and concerns?

Stakeholder	Main interest

Is there a process where these stakeholders can voice their interests/concerns and are able to file in a complaint?

2e) Are relevant inter-regional organizations and cooperation structures present and how are they involved in the coastal management?

Is there a need for further inter-regional organizations not yet established?

Do inter-regional structures exist, which deal with the management e.g. along ecological boundaries that are beyond administrative boundaries?

2f) In your opinion, to what extent are important sectors and sectoral policies relevant for the coastal areas?

Enumerate major coastal sectoral issues. If not listed please use the empty rows.

Please score the economic, ecological, social importance of the different sectors (low/medium/high) and enumerate major sectoral and/or policy issues for those with score >3.

Sectors to be considered are e.g.:

	Importance: low(1) to high(5)			Sectoral Issues	Policy Issues
	Econ	Ecol	Soc		
<i>Fisheries and aquaculture</i>					
<i>Industry and mining</i>					
<i>Agriculture</i>					
<i>Transport and energy</i>					
<i>Resource management</i>					
<i>Species and habitat protection</i>					
<i>Establishment and management of marine reserves and protected areas</i>					
<i>Cultural heritage</i>					
<i>Employment</i>					
<i>Tourism and recreation</i>					
<i>Education</i>					
<i>Regional development</i>					
<i>Retail sector</i>					
<i>Building, housing, infrastructure</i>					

2g) Has the country a clear definition of the coastal zone?

What is the national understanding of the definition of "coastal zone" used for the ICZM?

Question Block 3: Implementation of the National ICZM Strategy

This question block analyses important features of the ICZM Strategy.

3a) Has the country a clear strategic approach that was adopted in the national ICZM strategy or a comparable approach?

Is sustainable development recognised in the strategy?

Does the strategic approach include the three dimensions of sustainability: ecologic, economic and social?

Is the strategy based on an ecosystem approach, or what alternative principles are underlying the strategy?

Are there any measures integrated in ICZM to secure or improve the livelihood/employment situation in the coastal zone?

Does the strategy have a regionality aspect for small islands and archipelagos (if present)?

Are there any small-island specific issues that are being taken into account by the proposed Strategy?

Are mechanisms foreseen to solve conflicts of interest (e.g. for space, water, labour)?

3b) Please summarise the degree of using participatory methods in the management of coastal zones.

If a national ICZM strategy has been developed:

Have all important stakeholders been involved into the development of the national strategy?

Shall they be involved in the implementation?

Which mechanisms have been developed to ensure a participatory approach in the ICZM implementation?

Have appropriate financial means been allocated to cover costs of ICZM implementation by relevant stakeholders?

Is the appropriateness of training, education and awareness programmes considered and assessed?

Are participatory monitoring methods foreseen?

What types of non monetary contributions are considered?

If no national ICZM strategy has been developed:

Are stakeholders sufficiently involved in planning and co-managing of coastal zones?

Are appropriate training, education and awareness programmes in use to address coastal zone issues?

Are participatory monitoring methods used?

What types of non monetary contributions exist?

3c) Please analyse the intention for a truly holistic and integrative approach in coastal management.

Is the national strategy developed as part of a broader strategy or program?

Have all important sectors been considered? Which have been left out?

Have hinterland effects been taken into account?

Sectors to be considered: e.g. agriculture, fisheries, transport, tourism, industry, ports etc. (see 2f)

3d) Were there adequate governance and management structures created in your country to develop and implement ICZM?

Have mechanisms been set up or shall be set up to promote integrated coastal management?

Can mechanisms be identified that ensure relevant Community policies and legislation?

Are new policies and laws under preparation emanating from the ICZM process?

Have new organisations been set up which foster ICZM?

Are there organisations (such as NGO's, pressure groups) acting as watchdogs for sustainable coastal zone management?

Have adequate communication structures (forums, round tables, workshops, website, newsletter) been created to support the further process?

Has the concept of ICZM been introduced as part of environmental education curricula in schools and colleges?

Have relevant mechanisms been established to implement community policies and legislation?

Question Block 4: Summary

4a How is your overall opinion of your country's ICZM national strategy?
Use a scale of 1 (bad) to 5 (very good).

4b (Reflecting on the interview)
What are the three things that you would like to see changed in the (national) ICZM strategy?
In the case of absence of an ICZM strategy: What things would you like to see changed in the current national management of the coastal zone of your country?

Three things to change:

- 1.
- 2.
- 3.

4c What are the three things that you would definitely like to see unchanged in the (national) ICZM strategy?

Three things to maintain:

- 1.
- 2.
- 3.

4d Do you see any influence in your work coming from ICZM?
Is there any added value in your work coming from the ICZM process?

4e) What would you expect from the EU to improve (your country's) ICZM process?

4f) Do you have any additional comments, observations, suggestions, etc.?

Thank you for your participation & contribution!

Evaluation of Integrated Coastal Zone Management (ICZM) in Europe

Annex D:

Evaluation Questionnaire

You have been identified as one of the main stakeholders in the field of coastal zone management in your country. We would value your comments, observations, and suggestions and kindly ask you to complete this questionnaire.

Following recommendations of the European Parliament and of the Council, each coastal Member State has been expected to elaborate and implement a National Integrated Coastal Zone Management (ICZM) Strategy by February 2006.

Rupprecht Consult – Forschung & Beratung GmbH and the International Ocean Institute are entrusted by the European Commission (EC) as the independent Evaluators of these National Strategies and/or alternative coastal management plans. The results of this evaluation shall assist the EC to review their ICZM Recommendation and to submit an Evaluation Report to the European Parliament and Council for further Community action.

The questionnaire is anonymous and all information will be treated with strict confidentiality.

Please return the completed questionnaire to: Rupprecht Consult GmbH, Waltherstr. 49-51, D-51069 Cologne, Germany or fax to: +49 (0) 221 6060 55 29 or e-mail to: d.meyerwefering@rupprecht-consult.de no later than 30 June 2006.

Please tell us about your background in relation to ICZM.

1a) In which country/region do you work:

1b) To which ICZM stakeholder group do you belong?

- ☐ National
☐ Regional
☐ Local

- ☐ Government (e.g. fisheries agencies)
☐ NGO (e.g. Greenpeace, WWF, fisheries association)
☐ Private sector (e.g. fisheries companies, fisheries cooperatives)
☐ Research Organization

1c) What is the role of your organisation/institution within coastal zone management in your country?

- ☐ Has not been involved
☐ Is responsible for drafting the national ICZM strategy
☐ Is a stakeholder organisation involved in the drafting of the ICZM
☐ Is involved in another way, then specify:

1d) Please specify your personal involvement in national coastal zone management?

- ☐ I have not been involved
☐ I am/was member of the team drafting the national ICZM strategy
☐ I was involved in (at least) one of the workshops where the strategy was discussed
☐ I was involved in another way, specifically:

We would like to get your insights on the status of coastal zone management in your country.

One of the objectives of the evaluation is to verify if and how far a stocktaking process has been performed. We understand stocktaking as a thorough situation analysis, a description of the prevailing coastal conditions, their natural as well as social dimensions, and coastal challenges and opportunities. We are seeking for an additional expert opinion about the status of the country's coast and its management.

2a) In your personal opinion, what are the major coastal issues in your country?

Coastal issues are problems (e.g. pollution, competition for space) and opportunities (e.g. wind energy, tourism, aquaculture). For long coastlines, we suggest to divide the coast into segments and provide information only for major segments and issues.

Kindly mention, in order of importance, the 5 most important coastal issues in your country.

Coast / coastal segment

Coastal issues

ICZM Evaluation --- Make Your Voice Heard

- 2b) Do you think that coastal management policies of your country adequately consider the above mentioned coastal issues?**

Please indicate: ☐ yes ☐ no ☐ I don't know

If no, please specify why not:

If yes, how is this reflected in the coastal management policies?

- 2c) Is the management of insular coastal regions considered to be an important issue for your country?**

Please indicate: ☐ yes ☐ no ☐ I don't know

- 2d) In your opinion, what are the most relevant legislative frames, measures and policies directly applying to coastal zone management in your country?**

Kindly name laws/regulations or policies that you regard as important for coastal zone management

- 2e) Do you think these important laws/regulations or policies are sufficiently considered in the ICZM-strategy?**

Please indicate: ☐ yes ☐ no ☐ I don't know

- 2f) In your opinion, is there a need for important new laws, regulations or policies to regulate and manage coastal zones in your country?**

Please indicate: ☐ yes ☐ no ☐ I don't know

If yes, which issues should then be elaborated:

- 2g) Please let us know which administrative levels are involved in coastal management in your country?**

In your own assessment, which level of government de facto has main responsibilities for regulating and managing the coastal zone? (Please indicate where appropriate):

Main Responsibility

Minor Responsibility

National level

Regional level

Local level

- 2h) Are the levels of government rightly approached in the national coastal management policies of your country?**

Please indicate: ☐ yes ☐ no ☐ I don't know

If no, please specify why:

ICZM Evaluation --- Make Your Voice Heard

- 2i) In your view, how are interests, roles and concerns of stakeholders from the governmental, non-governmental and private sectors considered in the coastal management of your country?

Kindly list the main important stakeholder groups and their main interests.

Stakeholder

Main interests

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--

- 2j) In your opinion, have the main interests of the above stakeholder groups been considered in the preparation of your country's ICZM strategy?

Please indicate: ☐ yes ☐ no ☐ I don't know

If no, why not, please specify:

- 2k) Are relevant inter-regional organizations and cooperation structures present in the coastal management of your country, or are they lacking?

Kindly name the most important ones:

If no, please specify what is lacking?

Please tell us about the implementation of the National ICZM Strategy in your country.

- 3a) Do you feel your country's approach for coastal management in general sufficiently covers the following principles:

	Yes	No	Uncertain
Balanced coverage of economic, ecological and social issues			
Integration of sectors			
Integration of different levels (national, regional, local)			
Participation of all important stakeholders			
If your country has small islands:			
Does the strategy consider special aspects because of the small-island character			

- 3b) Do you feel participatory methods were sufficiently used in the preparation of the national ICZM strategy?

	Yes	No	Uncertain
Have important stakeholder groups participated?			
Were national or regional forums, workshops or conferences used to involve stakeholders?			
Has information been gathered by questionnaires/interviews?			
Is participatory monitoring being envisaged to observe the progress of the ICZM strategy?			
Are training, education and/or awareness programmes being used to address coastal zone issues?			
If no national ICZM strategy has been developed in your country:			
Are stakeholders sufficiently involved in planning and co-management of coastal zones?			

ICZM Evaluation --- Make Your Voice Heard

3c) What is your opinion?

	Yes	No	Uncertain
Have hinterland effects been taken into account?			
Have mechanisms (forums, roundtables, workshops, websites, newsletters) been set up or shall be set up to promote integrated coastal management?			
Is there a national/local/regional government's educational curriculum that includes the coastal zone as a topic under environmental education/social studies at the primary and secondary school level?			
Have new organisations been set up or shall be set up which foster ICZM?			

If yes, please elaborate:

3d) In your opinion, what is the role of the EC in the development of your national ICZM strategy?

	Yes	No	Uncertain
Have EC projects been performed in your country to foster the ICZM development?			
Have EC initiatives stimulated or supported the development of ICZM?			
Have EC laws relevant to ICZM led to new national laws, regulations or policies?			

Please summarize your opinion.

4a) Do you have a good overall opinion of your country's management of its coastal zone?

Please indicate: ☐ yes ☐ no ☐ I don't know

4b) Do you see any influence/added value in your work coming from ICZM?

Please indicate: ☐ yes ☐ no ☐ I don't know

4c) What would you like to see changed in the national ICZM strategy (or Plan)? In the absence of an ICZM strategy, what would you like to see changed in the coastal management of your country?

4d) What would you like to keep in the (national) ICZM strategy?

4e) What would you expect from the EU to improve (your country's) ICZM process? What would your recommendations be?

4f) Do you have any additional comments, observations, suggestions, etc.?

Thank you for your time and participation!

Evaluation of Integrated Coastal Zone Management (ICZM) in Europe

Annex E:

List of References

List of References for the EU ICZM Evaluation in Europe

There is a wealth of information available on integrated coastal zone management and related themes in Europe and at a global scale. Scores of documents and ICZM-related websites were reviewed for this Evaluation of ICZM in Europe.

Below is a compilation of the key documents read and utilized during the course of the Evaluation process, categorized into “general” and “country-specific”. The “general” list includes all European Commission Existing and Evolving Legislation and Policies related to ICZM (horizontal and sectoral policies), European Commission documentation related to ICZM, reference to the EC ICZM Expert Group and its Working Group on ICZM Indicators (all meeting reports can be found on <http://ec.europa.eu/environment/iczm/home.htm>) and are not listed below, as well as numerous international references (only main ones listed below). For some, specific web links have been provided.

In addition to the general reference list of published documents with full references, country-specific references used in the analysis part of the evaluation have been listed separately by EU coastal Member States. The national strategies and reports provided by the national reporting agencies are listed first and highlighted. In some cases, supporting documentation listed does not meet official citation standards, as provided to us by evaluators. We feel it is important to include these, in order not to lose the reference.

General

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In addition, the following newsletters and websites served as an important source of up-to-date information on ICZM in Europe:

Baltic21 Newsletter
CoastLearn Newsletter
CoPraNet Newsletter
COREPOINT Newsletter
EUCC-D Küsten Newsletter
EUCC Coastal News
EUCC – The Coastal Union. State of the Art Reports for ICZM in Europe.
HELCOM Newsletter
INCO Newsletter
INTERREG IIIC Project Newsletter
LOICZ Newsletter
SAIL Newsletter
Science for Environmental Policy (of the European Commission)
Wadden Sea Newsletter

Country-Specific

The country-case assessments conducted relied mainly on the individual national ICZM reports submitted by Member States to the European Commission. However, many additional materials were utilized to support the analysis and obtain a bigger picture of the situation in each respective country. Evaluators were asked to provide us with a list of documents which they referred to in developing their assessments. In addition to the general documents (listed in the section above), the below lists were provided. In some cases, supporting documentation listed does not meet official citation standards, as provided to us by Evaluators.

Belgium

National Reporting to EU ICZM Recommendation:

Nationaal Raaport von België inzake de implementatie van Aanbeveling 2002/413/EC, Februari 2006. Directorate General for Environment, Section Marine Environment, North Sea and Oceans Steering Committee, in cooperation with the Cooperation Point for Integrated Coastal Zone Management. (Flemish, 43 pages)

National Belgian Report on the Implementation of Recommendation 2002/413/EC, Integrated Coastal Zone Management. Directorate General for Environment, Section Marine Environment, North Sea and Oceans Steering Committee, in cooperation with the Cooperation Point for Integrated Coastal Zone Management. (English Summary Version, 32 pages)

Stocktake and Supporting Documents provided by the National Contact:

Final Report "TERRA- Coastal Zone Management" Project (Recommendations for ICZM in Belgium, June 2001) (<http://www.kustbeheer.be> under "Kustdossiers", "Duuryaam Kustbeheer in België")

Juridical Inventory for the Belgian Coast 2001 (update 2002) (<http://www.codexkustzone.be>)

Sustainability barometer proposal 2003 (<http://www.kustbeheer.be/indicatoren>)

The Coastal Atlas Flanders/Belgium (K. Belpaeme, P. Konings, 2004, 100 p.) (<http://www.kustbeheer.be>)

Coastal Atlas (<http://www.kustatlas.be>)

Kustcodex 2004 (<http://www.codexkustzone.be>)

Inventory land-sea interactions (in progress)

Action 20 of the 2nd Federal Sustainable Development Plan

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<http://www.health.fgov.be/>

Additional References Used by Evaluator:

2nd National Report of Belgium to the Convention on Biological Diversity

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COASTMAN International Network for ICZM

Coordination Centre on ICZM in Belgium, presentations

IOC Workshop on Coastal Oceanography in relation to ICZM

MiNa Council - Advice on ICZM

Ocean Portal Website

Provincie West-Vlaanderen - Our ICZM Mission

Remote Sensing of the Coastal Zone reports, <http://las.physik.uni-oldenburg.de/projekte/earsel/>

Report of the ICES Study Group in Information Needs for CZM

SeaDataNet - Portfolio

TERRA - CZM in Belgium, June 2001

TERRA - CZM Project Report - English Summary

TERRA Imaging - Coastal Zone Management

Van Elburg-Velinova, D., C. Perez Valverde and A.H.P.M. Salman. (1999) Progress of ICZM Development in European Countries. A Pilot Study. ICZM Policies and Regional Progress Per Country: Belgium. EUCC International Secretariat, Leiden. p. 7.

VLIZ - Integrated Marine Informations System – IMIS

Bulgaria

National Reporting to EU ICZM Recommendation: None

Stocktake and Supporting Documents provided by the National Contact: None

Additional References Used by Evaluator:

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Locatie: Duinwaterbedrijf Zuid-Holland

Genodigden: (Natuur)beheerders, landgoedeigenaren, provincies, gemeenten

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Spain

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Annex I: Indicadores; Annex II: Contenido del Inventario, Annex III: Listado Agentes y Leyes

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ICZM Validation Workshop

During the Validation Workshop from 22-23rd June the consultant had a chance to discuss the assessment of the Spanish ICZM Strategy with Dr. Xavier Marti Rague, Ministry of the Environment, Generalitat de Catalunya, Barcelona. Two important matters were corrected as a consequence of these discussions: a) the degree of stakeholder participation and b) the start of the Spanish ICZM Strategy in 2006 rather than in 2008.

The Spanish ICZM Strategy foresees a convincing and strong future participation of stakeholders e.g. in the National Coast Council. However, the participation of stakeholders in the development of the Spanish ICZM Strategy is still seen as weak.

In the national ICZM Strategy it had been written that the implementation of activities will only start in 2008. On the other hand there are some substantial activities that are funded and start already in 2006 and are part of the Spanish National ICZM Strategy: a) 35 million € for buying built-up land on the coast for protection and restoration of the coast and b) some 6 million € to start the Director's Plan for Sustainability. All these points lead to a more favourable assessment.

Sweden

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The Swedish Environmental Protection Agency (Swedish EPA),
<http://www.internat.naturvardsverket.se/>
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<http://www.defra.gov.uk/environment/water/marine/uk/stewardship/index.htm>

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Produced by the Scottish Coastal Forum and presented as a report to Scottish Ministers. It has been taken forward by the Scottish Executive via the publication of "Seas the Opportunity" in 2005, and the ongoing work of the Advisory Group on Marine and Coastal Strategy (AGMACS)

Draft document produced by Northern Ireland for public consultation, to be taken forward as a Northern Ireland Strategy on ICZM
http://www.doeni.gov.uk/epd/consultation_docs/details.asp?docid=3134

Draft document produced by Wales, currently subject to public consultation, which will be taken forward as a Wales Strategy on ICZM in due course
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<http://www.scotland.gov.uk/About/Departments/ERAD>

Scottish Environmental Protection Agency

<http://www.sepa.org.uk/>

The Scottish Coastal Forum (SCF)

<http://www.scotland.gov.uk/environment/coastalforum/>

The UK Coastal Zone

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List of Individuals Consulted for ICZM Evaluation (ANNEX F)

The table below lists individual ICZM experts who have been consulted by the Evaluation Team. It includes interviewees, Validation Workshop participants or other major contributors. In addition, the Evaluation Team consulted with the EU's ICZM Evaluation Steering Group (individuals not listed).

Name (Surname, First)	Institution or Organisation	Country
Alltschekow, Peter	Federal Ministry of Transport, Building and Urban Affairs	Germany
Almodovar, Margarida	National Institute of Water (INAG), Lisbon	Portugal
Anagnostou, Christos	University of Athens, Institute of Oceanography, Hellenic Center for Marine Research	Greece
Andrušaitis, Andris	University of Latvia, Institute of Aquatic Ecology	Latvia
Baric, Ante	Ministry of Environmental Protection, Physical Planning and Construction	Croatia
Belberov, Zdravkov	Institute of Oceanology, Bulgarian Academy of Sciences	Bulgaria
Belpaeme, Kathy	Province of West Flanders	Belgium
Borg, Michelle	Malta Environment and Planning Authority, Floriana	Malta
Bortone, Giuseppe	Regional Emilia Romagna Ministry of Agriculture, Environment and Sustainable Development, Bologna	Italy

List of Individuals Consulted for ICZM Evaluation

Name (Surname, First)	Institution or Organisation	Country
Bray, Dennis	Institute for Coastal Research, GKSS Research Center, Geesthacht	Germany
Bresson, Dominique	Delegation for the Development and Competitvity of the French Territories (DIACT - Délégation Interministérielle à l'Aménagement et à la Ccompétitivité des Territoires)	France
Breton, Françoise	European Environment Agency, European Topic Centre on Terrestrial Environment, Autonomous University of Barcelona	France
Bricelj, Mitja	Ministry of the Environment and Spatial Planning	Slovenia
Budnicka, Joanna	Ministry of Construction, Department of Spatial Planning and Architecture	Poland
Carbonnel, Philippe	Hérault County Council, Directorate of Coastal and Maritime Development (Conseil Général de l'Hérault , Direction du Développement Littoral et Maritime)	France
Cieslak, Andrzej	Maritime Office Gdynia	Poland
Collins, Stephen	Marine and Coastal policy Team, DEFRA - Department for Environment, Food and Rural Affairs	UK
Constantinidou, Joanna	Ministry of Agriculture, Natural Resources and Environment, Nicosia	Cyprus
Cummins, Val	University College Cork, Coastal and Marine Resources Centre; COREPOINT	Ireland
Denis, Jacques	Centre Ifremer de Méditerranée – Sustainable Development and ICZM Programme (Développement Durable et Gestion Intégrée des Zones Côtières) – Programme and Strategy Directorate (Direction des Programmes et de la Stratégie, DPS)	France
Dorogan, Dumitru	Ministry of Environment and Water Protection, Bucharest	Romania
Eggert, Hakan	Ecological Economics, University of Gothenburg; Member of SUCOZOMA (Sustainable Coastal Zone Management Programme)	Sweden

List of Individuals Consulted for ICZM Evaluation

Name (Surname, First)	Institution or Organisation	Country
Erenstein, Hermine	Ministry of Transport, Public Works and Water Management, The Hague	Netherlands
Gabrielides, Gabriel	ICZM Consultant, Nicosia	Cyprus
Gordevicius, Alexandras	Head of Spatial Planning and Regional Development, Territorial Planning, Urban Development and Architecture Dept in the Ministry of Environment	Lithuania
Gosar, Leon	Ljubljana University Faculty of Civil and Geodetic Engineering	Slovenia
Gudaitiene Holiman, Dalia	Ministry of Environment of the Republic of Lithuania, Nature Protection Department, Nature Resources Division	Lithuania
Imlah, Alayna	Marine Management Division, Scottish Executive - Environment and Rural Affairs	Scotland (UK)
Jerdenius, Sten	Ministry of Sustainable Development; Division for Sustainable Development and Integration of Environmental Considerations, Stockholm	Sweden
Kremer, Hartwig	Land-Ocean Interactions in the Coastal Zone (LOICZ) International Project Office, Geesthacht	Germany
Kreß, Jochen	Senate of Bremen for Economics and Harbour Development	Germany
Kyramarios, Michael	Federal Public Service Health, Food Chain Safety and Environment, DG Environment, Marine Environment Section, Brussels (SPF Santé publique, Sécurité de la Chaîne alimentaire et Environnement, Direction générale Environnement, Section Milieu Marin, Bruxelles)	Belgium
Le Tissier, Martin	Envision Consultancy and Research Group	UK
Linden, Olof	World Maritime University	Sweden
Mance, Marijana	Ministry of Environmental Protection, Physical Planning and Construction; Directorate for Strategic and Integration Processes in Environmental Protection	Croatia

List of Individuals Consulted for ICZM Evaluation

Name (Surname, First)	Institution or Organisation	Country
Marti Rague, Xavier	Ministry of the Environment, Generalitat de Catalunya, Barcelona	Spain
Matczak, Magdalena	VASAB 2010 Secretariat, Gdansk	Poland
Meiner, Andrus	European Environment Agency	Denmark
Mezek, Slavko	CAMP Slovenia; Regional Development Agency of South Primorska	Slovenia
Micallef, Anton	Euro-Mediterranean Centre on Insular Coastal Dynamics, Gozo	Malta
Midgley, Stephen	Scottish Coastal Forum (National Advisory Board; Government)	Scotland (UK)
Morgan, Karen	Marine and Coastal Policy; DEFRA - Department for Environment, Food and Rural Affairs	UK
Morris, Kevin	Adi Associates Environmental Consultants Ltd, San Gwann	Malta
Mourmouris, Athena	Ministry for the Environment, Physical Planning and Public Works, GIS and Observatory for Physical Planning, Athens	Greece
Razinkovas, Arturas	Klaipeda University, Coastal Research and Planning Institute	Lithuania
Sanó, Marcello	Ocean & Coastal Research Group University of Cantabria, Santander	Spain
Schernewski, Gerald	Institute for Baltic Sea Research (ICZM Odra- Research Project between Poland and Germany)	Germany
Simeoni, Umberto	University of Ferrara, Department of Earth Science	Italy

List of Individuals Consulted for ICZM Evaluation

Name (Surname, First)	Institution or Organisation	Country
Stanica, Adrian	The National Institute of Marine Geology and Geo-ecology (GeoEcoMar), Bucharest	Romania
Stankiewicz, Monika	Chief Inspectorate for Environment Protection, Gdansk	Poland
Stipa, Tapani	Finnish Institute of Marine Research	Finland
Sverdrup-Jensen, Sten	Copenhagen University, Institute for Fisheries Management	Denmark
Tihlman, Tiina	Spatial Planning Ministry of the Environment; Land-use Department Valtioneuvosto	Finland
Triantafyllou, Constantinos	HELMEPA – Hellenic Marine Environment Protection Association	Greece
Trumbic, Ivica	Regional Activities Centre for Priority Actions Programme of the Mediterranean Action Plan (PAP/RAC), Split	Croatia
Upmace, Dzintra	Ministry of Regional Development and Local Governments of Latvia, Spatial Planning Department	Latvia
Verheij, Herman	The Trilateral Wadden Sea Forum, Nature and Environmental Protection, Harlingen	Netherlands
Villien, Jakob	Environmental Geography Department, University of Copenhagen, National Environmental Research Institute	Denmark
Welp, Martin	University of Applied Sciences, Eberswalde; (formerly at Potsdam Institute for Climate Impact Research, Department of Global Change and Social Systems)	Germany
Winblad, Malene	Ministry of Environment Spatial Planning Department; Danish Forest and Nature Agency, Copenhagen	Denmark

List of Individuals Consulted for ICZM Evaluation

Name (Surname, First)	Institution or Organisation	Country
Stankiewicz, Monika	Chief Inspectorate for Environment Protection, Gdansk	Poland
Stipa, Tapani	Finnish Institute of Marine Research	Finland
Sverdrup-Jensen, Sten	Copenhagen University, Institute for Fisheries Management	Denmark
Tihlman, Tiina	Spatial Planning Ministry of the Environment; Land-use Department Valtioneuvosto	Finland
Triantafyllou, Constantinos	HELMEPA – Hellenic Marine Environment Protection Association	Greece
Trumbic, Ivica	Regional Activities Centre for Priority Actions Programme of the Mediterranean Action Plan (PAP/RAC), Split	Croatia
Upmace, Dzindra	Ministry of Regional Development and Local Governments of Latvia, Spatial Planning Department	Latvia
Verheij, Herman	The Trilateral Wadden Sea Forum, Nature and Environmental Protection, Harlingen	Netherlands
Villien, Jakob	Environmental Geography Department, University of Copenhagen, National Environmental Research Institute	Denmark
Welp, Martin	University of Applied Sciences, Eberswalde; (formerly at Potsdam Institute for Climate Impact Research, Department of Global Change and Social Systems)	Germany
Winblad, Malene	Ministry of Environment Spatial Planning Department; Danish Forest and Nature Agency, Copenhagen	Denmark

Evaluation of Integrated Coastal Zone Management (ICZM) in Europe

Annex G:

List of Abbreviations and Acronyms

List of Abbreviations and Acronyms (ANNEX G)

BAT	Best Available Techniques
BBR	Federal Office for Building and Regional Planning (Germany, Bundesamt für Bauwesen und Raumordnung)
BLMP	Federal-State-Monitoring Programme (Germany, Bund-Länder-Messprogramm)
BSEP	GEF Black Sea Environmental Programme
BSH	Federal Maritime and Hydrographic Agency (Germany, Bundesamt für Seeschifffahrt und Hydrographie)
CAMP	Coastal Area Management Project
CAP	Common Agricultural Policy
CEMAT	European Conference of Ministers Responsible for Regional Planning
CF	Cohesion Fund
CFP	Common Fisheries Policy
CIESM	International Commission for the Scientific Exploration of the Mediterranean Sea
CNL	Council for the Coast (France)
CONTIS	Continental Shelf Information System (Germany)
CZM	Coastal Zone Management
DG	Directorate General (of the European Commission)
DSS	Decision Support System
EAFRD	European Agricultural Fund for Rural Development
EAGF	European Agricultural Guarantee Fund
EAP	Environment Action Programme
EC	European Commission
EEA	European Environment Agency

List of Abbreviations and Acronyms

EEZ	Exclusive Economic Zone
EFF	European Fisheries Fund
EIA	Environmental Impact Assessment
ELVs	Emission Limit Values
ENCORA	European Platform for Coastal Research Coordination Action (also European Network for Coastal Research Coordination Action)
ENPI	New Neighbourhood and Partnership Instrument
EPER	European Pollutant Emission Register
E-PRTR	European Pollutant Release and Transfer Register
ERDF	European Regional Development Fund
ESDP	European Spatial Development Perspective
ESEAS	European Sea Level Service
ESF	European Social Fund
EU	European Union
EUCC	The Coastal Union
EUROCOAST	European Coastal Association For Science And Technology
FAO	Food and Agriculture Organisation of the United Nations
FP7	Seventh Framework Programme
GEF	Global Environment Facility
GIS	Geographic Information Systems
GMES	Global Monitoring for Environment and Security
GOOS	Global Oceans Observing System
HELCOM	Helsinki Commission
ICAM	Integrated Coastal Area Management
ICZM	Integrated Coastal Zone Management

List of Abbreviations and Acronyms

IGBP	International Geosphere-Biosphere Programme
INCO	International Cooperation
INK	International Conferences on the Protection of the North Sea
INSPIRE	Planned Directive for Spatial Information in the Community
INTERREG	EU Programme designed to strengthen economic and social cohesion in the European Union (EU) by promoting cross-border (strand A), trans-national (strand B) and interregional (strand C) co-operation
IOI	International Ocean Institute
IPA	Instrument for Pre-Accession Assistance
IPCC	Intergovernmental Panel on Climate Change
IPPC	Industrial Installations and the Integrated Pollution Prevention and Control Directive
KAY	National Committee on Turkish Coastal Zone Management
LIFE	EU's Financial Instrument for the Environment
LOICZ	Land-Ocean Interactions in the Coastal Zone
MAB	Man and Biosphere
MAP	Mediterranean Action Plan
MATRA	Social Transformation Programme (Netherlands, MAatschappelijke TRAnsformatie)
MCSD	Mediterranean Commission on Sustainable Development
MED POL	Programme for the Assessment and Control of Pollution in the Mediterranean region
MedGloss	Monitoring Network System for Systematic Sea Level Measurement in the Mediterranean and Black Sea
MEPA	Malta Environment & Planning Authority
MISTRA	Foundation for Strategic Environmental Research (Sweden; Stiftelsen för miljöstrategisk forskning)
MPA	Marine Protected Area

List of Abbreviations and Acronyms

MSD	Marine Strategy Directive
NGOs	Non-Governmental Organisations
NoE	Network of Excellence
NSS	National Spatial Strategy (Ireland)
OSPAR	Oslo-Paris Convention for the Protection of the Marine Environment of the North-East Atlantic
PAP/RAC	Priority Actions Programme Regional Activity Centre
POOC	Planos de Ordenamento da Orla Costeira (Portugal)
PSSA	Particularly Sensitive Sea Area
RAMOGE	An agreement between France, Monaco and Italy for preventing and combating pollution of the marine environment concluded in 1976
RDP	Regional Development Programme
SAPRPBS	Strategic Action Plan for the Rehabilitation and Protection of the Black Sea
SAMS	Environmental Objectives and Indicators in Spatial Planning (Swedish Project, 1997-2000, Samhällsplanering med miljömål i Sverige)
SCF	Scottish Coastal Forum
SDS	Sustainable Development Strategy
SEA	Strategic Environmental Assessment
SEAREG	Project part-financed by the European Union (European Regional Development Fund) within the BSR INTERREG III B Neighbourhood Programme
SGC	Strategic Guidelines for Cohesion
SMEs	Micro, small and medium-sized enterprises
SUCOZOMA	SUstainable COastal ZONE Management (Sweden; Bärkraftig förvaltning av kustresurser) - a research programme financed by MISTRA the foundation for strategic environmental research (Sweden; Stiftelsen för miljöstrategisk forskning)
TEN-T	Transeuropean Transport Networks

List of Abbreviations and Acronyms

TSUE	Thematic Strategy on Urban Environment
UK	United Kingdom
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
VASAB	Vision and Strategies Around the Baltic Sea
VILLNET	Interreg II C-project Villnet; between rural and urban districts
WFD	Water Framework Directive
WWF	The Conservation Organization was formerly known as World Wildlife Fund and Worldwide Fund for Nature