



International Ocean Institute

Executive Summary
- ENGLISH -

Evaluation of Integrated Coastal Zone Management (ICZM) in Europe

Final Report

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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.

A 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.

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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
<p>6 Enhance stakeholder coordination and participation</p> <p>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>	<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>
<p>7 Perform a mainstreaming of European policies</p> <p>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>	<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>
<p>8 Harmonise monitoring and evaluation frameworks</p> <p>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>	<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>
<p>9 Improve the knowledge basis for ICZM</p> <p>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>	<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>