

Coastal Issues and Conflicts in North West Europe Framed within the Lisbon and Gothenburg Agendas

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“Identify and rate coastal issues and conflicts in NW Europe”

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INTRODUCTION

Following the completion of the 1996-1999 ICZM Demonstration Programme (European Commission 1999a, 1999b) the European Parliament & Council produced their Recommendation on ICZM (European Parliament and Council, 2002). As part of this, all Member States were requested to undertake a national stocktake and develop national strategies. Within the NW Europe region this exercise has been undertaken with varying levels of completion. Across the region there is general concern for coastal issues and as the Rupprecht Consult (2006) report highlights, '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 it's citizens.' However, any successful Integrated Coastal Zone Management (ICZM) policy must consider the issues faced within the coastal zone holistically. This paper, a contribution to the Interreg IIIB North West Europe Corepoint Project, aims to assess the importance of certain coastal management issues and gauge how adequately each is managed. It is also important to address these issues within the context of the current Lisbon and Gothenburg Agendas (see below) and consider how these will affect management of specific issues.

The Lisbon and Gothenburg Agendas

The idea of sustainable development, defined by the Brundtland Report (1987) as, "development to meet the needs of the present without compromising the ability of future generations to meet their needs" has long been a goal of the European Union. It was incorporated into the Treaty of Amsterdam in 1997, and in the run up to the World Summit on Sustainable Development in Johannesburg in 2002 the first EU Sustainable Development Strategy (SDS) was adopted (Gothenburg Agenda, 2001). This agenda expanded upon the commitment set out in the Treaty of Amsterdam. These environmental concerns were preceded by the Lisbon Agenda of 2000 which established the goal of the making the European Union "the most dynamic and competitive knowledge-based economy in the world" by 2010. The Lisbon Agenda concentrated on economic growth and job creation; however, with sustainable development being an overarching objective of the EU the SDS changed the focus by adding a third environmental element to the economic and social dimensions covered by the Lisbon Agenda.

The growth of the international economic system is indicated by the fact that it tripled in monetary value from 1950 to 1993. However, there was no corresponding reduction in world poverty and, in addition; there was considerable depletion of the world's natural resources. Although economic growth is necessary, economic and social reform have clear environmental consequences and it is important that the Lisbon and Gothenburg Agendas are implemented holistically to ensure that the carrying capacity of the world's resources is not exceeded. The Lisbon Agenda sets out to achieve 3% average economic growth and the creation of 20 million jobs by 2010; the SDS (Gothenburg Agenda) aims to ensure that any development is done sustainably. Although the priorities of the



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SDS include combating climate change, ensuring sustainable transport, addressing threats to public health and managing natural resources more responsibly, the problems associated with the Lisbon and Gothenburg Agendas are interlinked and solutions must take this into account.

A mid-term review of EU progress in relation to both agendas was carried out under the Irish Presidency in 2004, and found that little progress had been made and in fact the economic outlook in many of the European countries was worse and unsustainable trends had continued. The outcome of this review was the re-launch of the Lisbon agenda with a refocus on short term economic growth and job creation, with particular attention to be given to actions rather than targets met by 2010. The renewed SDS focuses on long term objectives (social and environment) and this distinction clearly contradicts the idea of sustainable development. Perhaps the fear by critics that this new approach is a “sell-out” to a growth-only agenda is not far from the truth? Whatever the case there is a greater need for urgency of action if the seven key challenges set out in the renewed SDS are to be met and the commitments under the Kyoto Protocol are to be kept.

Coastal Dimension

One area where our commitments to resource protection coupled with sustainable development are vital is at the coast. Although Integrated Coastal Zone Management (ICZM) Strategies are being developed across Europe, and the stocktake review is under way or completed in many countries, it is important to ensure that the different policies governing our coasts are integrated while establishing sustainable levels of economic and social activity. The recently published Green paper on Future Maritime Policy aims to address the need to integrate sustainable development into new international maritime policy. It will require innovation by industries and policy makers alike in order to ensure that the world's oceans are no longer exploited.

Within a broad context formed by the socio-economic perspective of the Lisbon Agenda and the environmental focus of the Gothenburg Agenda, this paper aims to identify management issues and conflicts on the coasts of northwest Europe (specifically those areas within the remit of the Interreg-funded COREPOINT project), and to assess their importance, geographical extent, and adequacy of management response as perceived by those involved in the project. Although most issues, not only coastal, are interlinked, the importance, geographical extent and management response to varying coastal issues at a European level can differ enormously

Coastal Management Issues

This paper focuses primarily on the results of a questionnaire survey carried out to identify coastal issues and conflicts in North West Europe. This exercise was carried out in 2005 and 2006 at the COREPOINT meetings in Ireland, England and Belgium as well as by the French, Dutch, Scottish and Welsh partners. In addition, results are presented from an exercise to identify coastal management issues in Northern Ireland carried out during the public consultation phase of the new



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ICZM strategy published in 2006. Finally, a number of recent secondary sources dealing with management issues in other parts of the northwest Europe region are used to identify similarities and differences and pan-European concerns.

METHODS

(a) Questionnaire Survey

A list of 24 issues adapted from Suman (2001) were presented in a questionnaire (see table 1). A questionnaire blank is given in the appendix. Table 1 lists the coastal management issues which were presented to the respondents, and table 2 lists additional issues identified by the respondents as relevant to their area, but not already contained on the questionnaire list. Each of these additional issues was mentioned by only one respondent. Each issue in both tables 1 and 2 has a direct relationship to one of the 3 pillars of sustainable development, (environment, economic and social) and therefore the Lisbon Agenda (economic and social) and the Gothenburg Agenda (environment and environmental risk).

Respondents were asked to rank each issue using a code of 1 to 5 according to importance, geographical extent and adequacy of management. Returns were entered into a database and then subjected to SPSS cross tabulation analysis. The cross tabulation results (extract below) were used to compile tables 3 to 5 with the original 5 response classes reduced to 3.

	landuse	estuary	coastal	urbwater	regresor	provisio	natresp	fisherie	aquacult	waterqua	landsca	csafety	erosion
1	5	4	4	3	3	4	5	2	2	3	1	2	5
2	4	5	2	1	1	4	2	1	3	2	3	3	4
3	5	5	5	4	4	4	5	4	4	4	4	4	3
4	5	5	4	4	3	4	5	4	2	3	3	3	2
5	4	3	4	4	3	4	5	4	3	5	4	3	4
6	5	3	5	4	4	4	4	4	2	5	3	4	5
7	4	3	5	3	3	4	5	4	5	4	5	5	4
8	5	3	4	4	3	4	3	2	3	4	4	3	3
9	5	3	4	4	4	3	4	4	4	4	4	4	4
10	5	4	5	4	4	5	5	2	3	4	5	4	5
11	5	5	5	4	2	5	4	3	4	5	5	5	5
12	5	5	5	4	4	5	5	5	5	5	5	5	5
13	5	4	4	4	4	4	4	5	3	4	5	4	4
14	5	4	4	5	3	3	4	2	3	4	4	4	3
15	4	5	4	5	4	4	5	3	3	5	4	4	5
16	5	5	4	4	5	5	5	5	5	5	5	5	5
17	5	5	2	5	4	4	5	3	4	3	3	5	2
18	5	5	5	5	5	3	5	3	3	5	5	5	3
19	5	5	5	5	5	5	5	5	5	5	5	5	5
20	5	4	4	4	3	4	4	5	5	5	5	5	5
21	5	5	5	5	3	5	5	5	5	5	5	5	5
22	5	4	4	5	4	3	4	3	2	5	5	5	3
23	3	4	3	3	4	3	5	2	2	4	4	3	4
24	5	2	4	5	5	.	5	5	.	5	5	5	5
25	2	3	2	3	5	2	4	5	5	4	3	4	2
26	4	5	4	5	3	3	3	2	2	3	2	4	1
27	5	4	4	4	4	3	5	2	1	4	4	5	1
28	5	3	4	4	4	3	4	2	2	4	4	5	5
29	5	4	3	4	3	3	4	2	2	5	4	3	3
30	5	4	4	3	3	5	4	4	4	4	4	4	4

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Coastal Management Issue	Related sustainable development pillar	Related European Agenda
Estuary Management	Environment	Gothenburg
Natural Resource Protection(Marine/Coastal)	Environment	Gothenburg
Coastal Water Quality	Environment	Gothenburg
Landscape Quality	Environment	Gothenburg
Coastal/Maritime Safety	Environment	Gothenburg
Erosion	Environment	Gothenburg
Flooding	Environment	Gothenburg
Sea level rise	Environment	Gothenburg
Climate Change	Environment	Gothenburg
Disaster Response	Environment	Gothenburg
Access to the Coast	Environment	Gothenburg
Legislative Provision	Environment	Gothenburg
National Funding for ICZM	Environment	Gothenburg
Land-use planning and zoning	Economic	Lisbon
Coastal Development	Economic	Lisbon
Redevelopment of Urban Waterfronts	Economic	Lisbon
Regeneration of Traditional seaside Resorts	Economic	Lisbon
Fisheries	Economic	Lisbon
Aquaculture	Economic	Lisbon
Inter-governmental Cooperation(at any level)	Economic	Lisbon
Sectoral Integration	Economic	Lisbon
Provisions for traditional users and uses	Social	Lisbon
Public Involvement in Coastal Planning	Social	Lisbon
User Conflicts	Social	Lisbon

Table 1: List of issues with reference to the three elements of sustainable development and the Lisbon and Gothenburg Agendas

Coastal Management Issue	Related sustainable development pillar	Related European Agenda
Future Coastal Evolution	Environment	Gothenburg
Wetland Habitat Management	Environment	Gothenburg
Offshore Oil and Gas	Economic	Lisbon
Wind Farms	Economic	Lisbon
Leisure Facilities and Provision	Social	Lisbon

Table 2: List of issues raised independently with reference to the three elements of sustainable development and the Lisbon and Gothenburg Agendas

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Coastal Issue-Importance	England	Scotland	Wales	Ireland	France	Belgium	Netherlands
Land-use planning and zoning	●	●	●	●	●	●	●
Estuary management	●	●	●	●	●	●	●
Coastal development	●	○	●	●	◐	●	◐
Redevelopment of urban waterfronts	●	◐	◐	●	●	●	◐
Regeneration of traditional seaside resorts	●	◐	●	●	V	◐	◐
Provisions for traditional users and uses	●	●	●	●	●	◐	◐
Natural resource protection (Marine/Coastal)	●	●	●	●	●	●	●
Fisheries	●	●	◐	●	●	○	◐
Aquaculture	○	●	○	●	●	○	◐
Coastal water quality	●	●	●	●	●	●	●
Landscape quality	●	◐	●	●	●	●	●
Coastal/Maritime safety	●	●	●	●	●	●	●
Erosion	●	V	◐	●	●	●	●
Flooding	●	V	●	●	V	●	●
Sea level rise	●	V	◐	●	○	●	●
Climate change	●	V	◐	●	V	●	●
Disaster response	●	◐	◐	◐	V	●	●
Access to the coast	●	●	●	●	●	V	◐
Public involvement in coastal planning	●	◐	◐	●	●	●	●
Inter-governmental cooperation (at any level)	●	◐	●	●	●	●	●
Sectoral integration	●	○	●	●	●	●	●
User conflicts	●	◐	◐	●	●	●	◐
Legislative provision	●	○	●	●	●	●	●
National Funding for ICZM	●	○	●	●	●	●	●
●	High						
◐	Medium						
○	Low						
V	Variable						

Table 3: Rating of issues: Importance

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Coastal Issue- Geographical Extent	England	Scotland	Wales	Ireland	France	Belgium	Netherlands
Land-use planning and zoning	●	●	●	●	●	●	●
Estuary management	○	●	◐	○	V	V	○
Coastal development	●	V	◐	●	●	●	○
Redevelopment of urban waterfronts	V	○	◐	○	V	○	○
Regeneration of traditional seaside resorts	○	○	◐	○	○	○	○
Provisions for traditional users and uses	○	V	●	◐	V	●	○
Natural resource protection (Marine/Coastal)	●	●	●	◐	●	●	●
Fisheries	○	●	○	◐	●	V	◐
Aquaculture	○	●	○	○	●	○	○
Coastal water quality	●	●	●	●	●	●	●
Landscape quality	V	●	●	●	●	●	●
Coastal/Maritime safety	V	●	◐	●	●	V	●
Erosion	◐	●	○	V	●	●	●
Flooding	●	○	◐	◐	○	○	●
Sea level rise	●	V	◐	◐	V	●	●
Climate change	●	V	●	●	V	●	●
Disaster response	◐	○	○	V	V	○	●
Access to the coast	◐	●	●	●	●	○	◐
Public involvement in coastal planning	○	○	●	V	●	○	●
Inter-governmental cooperation (at any level)	●	●	●	●	●	●	●
Sectoral integration	●	V	●	●	◐	V	●
User conflicts	●	○	●	○	●	V	●
Legislative provision	●	V	◐	●	●	●	●
National Funding for ICZM	●	●	●	●	●	V	●
●	Widespread						
◐	Moderate Extent						
○	Localised						
V	Variable						

Table 4: Rating of issues: Geographical extent

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Coastal Issue-Adequacy of Response	England	Scotland	Wales	Ireland	France	Belgium	Netherlands
Land-use planning and zoning	○	●	●	◐	○	●	●
Estuary management	○	●	○	○	○	V	◐
Coastal development	○	◐	●	◐	◐	◐	◐
Redevelopment of urban waterfronts	●	●	◐	◐	○	●	◐
Regeneration of traditional seaside resorts	◐	●	◐	○	○	○	◐
Provisions for traditional users and uses	○	○	◐	○	V	V	◐
Natural resource protection (Marine/Coastal)	V	V	●	○	○	○	●
Fisheries	V	○	○	○	○	○	◐
Aquaculture	○	V	○	○	◐	○	●
Coastal water quality	●	●	●	●	◐	●	◐
Landscape quality	●	●	●	○	◐	○	○
Coastal/Maritime safety	◐	●	◐	◐	●	V	●
Erosion	○	●	◐	○	○	V	●
Flooding	◐	●	◐	○	○	V	●
Sea level rise	○	◐	○	○	○	V	◐
Climate change	○	◐	○	○	○	○	◐
Disaster response	○	◐	●	◐	◐	V	◐
Access to the coast	V	●	●	○	◐	●	●
Public involvement in coastal planning	○	◐	●	○	○	○	●
Inter-governmental cooperation (at any level)	○	◐	◐	○	◐	○	●
Sectoral integration	○	○	○	○	◐	○	◐
User conflicts	○	◐	◐	○	○	V	◐
Legislative provision	○	●	◐	◐	◐	●	●
National Funding for ICZM	○	○	○	○	○	○	○
●	Good						
◐	Fair						
○	Poor						
V	Variable						

Table 5: Rating of issues: Adequacy of management response

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(b) Northern Ireland ICZM Consultation

In addition to the questionnaire survey reported above, the University of Ulster Corepoint team co-organised a consultation exercise carried out by the Department of the Environment for Northern Ireland on identification of coastal management issues. This was done as part of the public consultation aspect of the new NI Strategy on ICZM published in 2006 (DOENI 2006a). The consultation consisted of 6 public meetings at which the general public were asked to identify issues of concern to them under the headings of Sustainable *Communities, Environment, Economy and Integration*. The University team processed the summary results (DOENI 2006b) and grouped the issues in terms of the Lisbon and Gothenburg Agendas. The results are given in table 6 *. In the table the second column gives the number of references to each issue, and the third column indicates the percentage of meetings where the issue was raised.

Table 6: Northern Ireland: Issues raised in Consultation for ICZM Strategy (2006)

<u>Lisbon Agenda: Socio-economic Issues</u>		
<i>Issue</i>	<i>No of Comments</i>	<i>% Meetings</i>
Development	35	100
Transport & Other services	14	67
Tourism & Recreation	10	67
Employment	10	50
Windfarms	8	67
Fishing & Aquaculture	6 (aquaculture 1)	50 (aquaculture 17%)
Local input & communication	5	50
Local Identity	5	33
Access	4	33
General	8	83
<u>Gothenburg Agenda: Environmental</u>		
<u>Issues</u>		
<i>Issue</i>	<i>No. of Comments</i>	<i>% Meetings</i>
Protection of Natural Environment/Landscapes	23	100
Sewage & Water Quality	18	100
Fishing & Aquaculture	8 (aquaculture 2)	83 (aquaculture 33%)
Litter & Pollution	7	67
Tourism	6	67
Coastal Erosion	5	50
Beach Management	4	50

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Information & Education	4	50
Windfarms & Other Renewables	4	50
Climate Change	2	33
Flooding	1	17
General	3	33
<u>Integration Issues</u>		
<i>Issue</i>	<i>No. of Comments</i>	<i>% Meetings</i>
Integration of Management	16	83
Statutory & Legislative Issues	6	67
Stakeholder & Local Input	6	50
Education ,Training & Communication	5	50
Strategies & Management Plans	5	33
Local Government Input	2	33
Funding	1	17
Conflict Resolution	1	17
General	6	67

The information in table 6 should be regarded as qualitative rather than quantitative, because the number of comments made about a given issue does not necessarily indicate the level of concern over that issue; for example, if an early comment was comprehensive in its scope and met general agreement, other participants may have felt that there was no need for further expansion. However, the results do give a broad indication of areas of concern.

As far as socio-economic issues are concerned, development (i.e. construction of buildings and infrastructure), transport and tourism dominate the results, with the emphasis clearly on concerns over the impact of building development on the coast. The environmental agenda is dominated by protection of the natural environment, sewage and water quality. Participants were also asked for their views on integration. The results here indicate that while integration is a concern it is not considered as important as the socio-economic and environmental issues.

(c) Secondary Sources

Along with the primary data sources above a number of secondary sources were consulted in order to gain a better insight into the main issues within North West Europe. These reports cover North-East England (ENVISION & University of Newcastle upon Tyne 2006), East Grampian in Scotland (East Grampian Coastal Partnership 2006), and France at both national level (Kalaydjian 2005)

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and local level. The latter takes the form of a case study on Mont-Saint-Michel Bay (Intercounty Association Manche-Ille et Vilaine 2006).

The North East England Review has divided issues into those which are seen to be short-term (1-3 years), medium-term (4-10years) and long-term (10+ years). The general pattern at a short-term time scale is that the most important issues are weighted towards social and economic pressures on management and there is little emphasis on environmental and physical factors that contribute to coastal processes. At the medium term physical and biological processes are emphasised e.g. erosion and defences, however, social and economic factors remain important. The long term issues are mainly ecologically and physically important processes that require management plans at all scales. Funding is also important. From this analysis it is clear that the breakdown of issues for the North East England review reflects the new focus of the Lisbon and Gothenburg Agendas. It seems that more emphasis is being placed on social and economic issues with a longer term awareness of environmental issues and sustainability.

The East Grampian report identifies issues in relation to Marine Spatial Planning (MSP) and is less easy to compare with the primary data above because it is designed to list potential spatial conflicts. Although environmental issues such the need for conservation designations do appear, the Lisbon Agenda dominates with highlighted concerns over decline of the fishing industry, the anticipated decline of oil and gas, an underdeveloped tourist industry and the need for alternative industries. Potential spatial conflicts of various kinds are listed, for example fishing and increasing seal populations. These conflicts are not prioritised, but conflicts involving infrastructural developments are emphasised.

In France the national level report (Kalaydjian 2005) does not indicate priorities, but socio-economic (Lisbon Agenda) issues dominate. Among these are a number on the broad theme of overdevelopment of the coastal zone, and the need to control it. Economic issues such as employment are also mentioned. Explicitly stated environmental issues focus on the loss of natural zones and diversity.

At a local level in France key issues are identified for the Baie du Mont-Saint-Michel in Brittany. Again, there is no prioritization, but 6 out of a list of 8 key issues deal essentially with socio-economic (Lisbon Agenda) concerns. Examples are: the role of the agricultural sector as a central pillar for the local identity, the development of ecotourism, and the development of angling. Environmental (Gothenburg Agenda) issues are landscape preservation through control of urban development, and the need to conserve water quality.

QUESTIONNAIRE SURVEY: PROBLEMS OF INTERPRETATION

The aim of Action 2.8 is to identify coastal management issues in northwest Europe. The primary vehicle for this exercise consisted of a questionnaire survey designed to qualitatively elucidate perceptions of coastal issues among the partners in the Corepoint project, specifically to find out how these issues were rated in terms of importance, geographical extent and adequacy of current responses.

There are a number of caveats relevant to the interpretation of these results. One possibly significant factor is that respondents were asked to rate issues from a supplied list (based on Suman, 2001). While this is common practice in questionnaire surveys (because responses to open-ended questions are difficult to analyse), inevitably it leaves the exercise open to the criticism that the respondents are being prompted, and in a sense 'forced' to express opinions on issues many of which may have little if any relevance or immediacy to them. This may lead to a tendency to pick the middle ground as a "safe" non-committal response, because the subject of the question was not an issue on which respondents had a fully formed opinion. (In contrast, the Northern Ireland consultation exercise did not provide a list of issues; all the concerns came, unprompted, from the participants.)

The survey results are necessarily subjective, impressionistic and qualitative, although it can be argued that these are not fatal flaws because the Corepoint target group had a high level of expertise and experience in the coastal management subject matter. (This is analogous to the impressionistic "expert eye" approach sometimes adopted by field scientists.) However the small sample size often makes it difficult, and occasionally impossible, to establish coherent and consistent national patterns. Within the partner group, in some cases the impression of a national situation was delivered by 1 or 2 people. These sample limitations restrict statistical analysis to basic cross-tabulation, and prevent any further processing e.g. measures of central tendency. Frequently, there is a lack of clarity and consistency in the results, as respondents from the same country have given a variety of answers – in some case covering the entire range of responses. Where possible, attempts were made to resolve responses into a coherent "national" opinion, but where views could not be reconciled the response is coded as variable (V). If nothing else, given the variability of opinion among the ICZM professionals of Corepoint, this exercise has revealed how difficult it is to find a consensus approach to and perception of coastal zone management among the general public and local authority officials.

RESULTS

The results of the Corepoint questionnaire survey are presented below. Results related to importance of issues, geographical extent and adequacy of response are discussed. Where possible, these are augmented by the results of independent surveys of coastal issues in the

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relevant regions. Figures 1-9 graphically illustrate 2 selected issues from the Lisbon and Gothenburg Agendas, and one procedural/administrative issue important to ICZM.

Importance

The general impression from the survey is that most of the issues presented to the respondents can be regarded as pan-European in importance (at least within the EU's north-west region). Indeed, 21 of the 24 issues are important in at least 4 of the 7 countries surveyed, with 5 issues important in all 7 countries. With the exception of 'Coastal/Maritime safety' (probably included because it is felt that it *should* be important), the issues important in all countries are predictable large-scale concerns traditionally associated with ICZM viz. 'Land-use planning & management' (figure 1), 'Estuary management', 'Natural resource protection', and 'Coastal water quality' (figure 2). A further 5 issues are regarded as important in all but one country. These are 'Landscape quality', 'Inter-governmental cooperation', 'Sectoral integration' (figure 3), 'Legislative provision' and 'National funding'. Again these are standard environmental and administrative/procedural ICZM concerns. (In all cases the dissenting opinion is from the same country, which is probably a quirk of the sample.) Finally, there are 3 issues which are regarded as least important across the range of countries, 'Regeneration of traditional seaside resorts', 'Disaster response' and 'Aquaculture'. The first two of these consist, respectively, of a focused economic policy initiative and a specialised administrative concern, which do not loom large in ICZM thinking. (Interestingly, the 3 countries where disaster response is considered important are those that were most affected by the 1953 North Sea storm surge.) The third, aquaculture, is an activity that needs quite specific geographical and physical environments which may be scarce or entirely absent in some countries. Perhaps the most significant finding is the concentration on generally environmental concerns with procedural mechanisms also important. It may be speculated that this reflects the tendency of those involved in ICZM projects to have an environmental rather than an economic background. Indeed, its alleged environmental bias is a frequently expressed criticism of the ICZM movement.

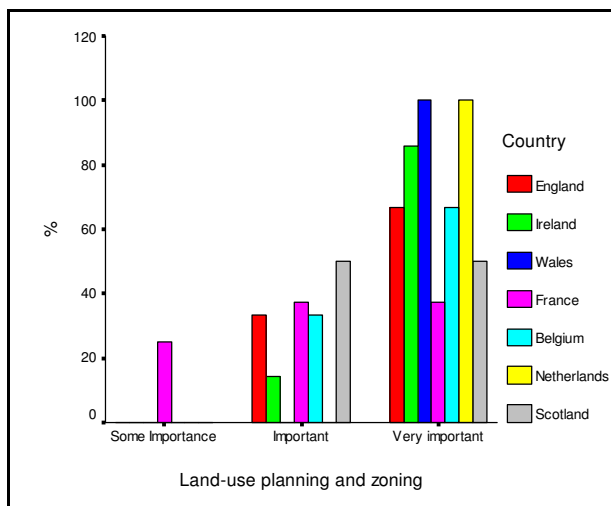


Figure 1: Importance rating of land-use planning & zoning

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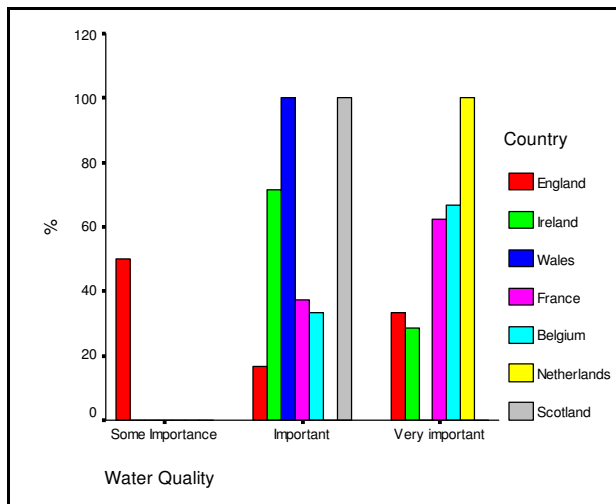


Figure 2: Importance rating of water quality

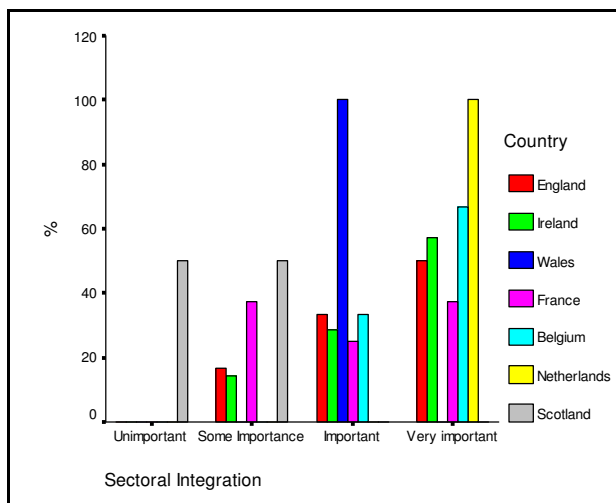


Figure 3: Importance rating of sectoral integration

These survey findings are mirrored in the Northern Ireland consultation exercise. If frequency of comments across all meetings is taken as a rough indicator of importance, the dominant issues are again the predictable concerns of ICZM: coastal development and planning, water quality and protection of the natural heritage. There are, however, some differences, which may reflect the different profiles of the two opinion groups, ICZM professionals in the case of the Corepoint questionnaire survey, and the general public in Northern Ireland. Integration and funding are about the “how” of coastal management. The low prominence of these issues in the Northern Ireland exercise (almost invisible in the case of funding) indicates that the public tends not to be sensitised to the practicalities of management. It is almost as if it is believed that awareness of a problem should lead to its resolution. Thus the public in Northern Ireland consider water quality to be a very important issue. They have good reason for this concern as in February 2007 the UK Government

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in the form of the regional Northern Ireland DOE was found in breach of the European Urban Wastewater Treatment Directive (1991) and now faces heavy financial penalties. Nevertheless, funding (for either ICZM or infrastructure) barely rated a mention in the consultation meetings, even though the resolution of a problem generated by many years of underinvestment and questionable spatial planning decisions cannot be achieved without massive new investment in new or upgraded sewerage systems. In contrast, people who work in the ICZM field either professionally or as academics consider these practical aspects as highly significant and important.

The picture at national level in France (Kalaydjian, 2005) is also consistent with the survey findings, with stated concerns over the need for land use planning to counter and control overdevelopment. Explicitly stated environmental issues focus on the loss of natural zones and diversity. At local level in France (Intercounty Association Manche-Ille et Vilaine 2006) there are specific and site-dependent socio-economic concerns such as the development of angling, but the wider environmental issues of landscape preservation through control of urban development, and the need to conserve water quality echo the finding of both the questionnaire survey and the Northern Ireland consultation.

By contrast, in East Grampian particularly (East Grampian Coastal Partnership 2006) and in the shorter term North-East England (ENVISION & University of Newcastle upon Tyne 2006) socio-economic issues such as employment dominate the issues agenda. Both areas do list environmental concerns, but it is only in the longer term (10 + years) that these come to the foreground in the North-East. The reasons for this more pragmatic and less environmental emphasis may lie in the profile of those who participated in the East Grampian workshop and North-East England questionnaire survey. In North-East England the sample pool consisted mainly of sectoral 'professionals', i.e. personnel from local authorities, statutory agencies, NGOs, landowners and coastal industries, rather than ICZM activists or the general public. In East Grampian the focus of the workshop was on marine spatial planning rather than on general coastal management issues.

Geographical extent

The question was intended to test opinion on whether a particular issue was of just local interest or was of widespread concern throughout a country. However, it is accepted that the concept of geographical extent does not sit well with some of the listed issues. For example, 'Legislative provision', 'National funding', 'Intergovernmental cooperation' and 'Climate change' are issues that of their nature are conceptualised at a national level, and therefore are inappropriate subjects for this type of localised to widespread grading. The responses in table 4 may indicate a degree of confusion among respondents as they grapple with this mismatch.

With this proviso, answers on this theme tend to reflect geography and history. Only 3 issues 'Land



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use planning and management' (figure 4), 'Water quality' (figure 5) and 'Inter-governmental cooperation' are regarded as geographically widespread in all 7 countries. Three more issues, 'Natural resource protection', 'Landscape quality' and 'National funding' are widespread in all but one country. It is no surprise that these 6 issues should be perceived as of national rather than just local relevance. Perceptions of geographical extent for other issues are much more variable. For example, sectoral integration (figure 6) is regarded as a widespread issue in 4 countries, but in 3 others the situation is unclear. Physical geography (and past and present economic development policies) explain why 'Aquaculture' is of wide extent in Scotland, while the widespread extent of the 'Flooding' and 'Sea level rise' issues in the Netherlands reflects its geography and history. Elsewhere, however there is less clarity; in Ireland the respondents cannot agree on the geographical extent of the problem of 'Erosion', while the same applies to 'Fisheries' in Belgium.

In summary, it can be said that the survey indicates that the major issues of ICZM are perceived to have a wide geographical occurrence. This is not surprising, since the perception that an issue is important is, in some cases at least, likely to be closely linked to its widespread occurrence. Elsewhere, differences in experience and perception among respondents lead to a lack of coherence. It is strongly suspected that many respondents, while reasonably sure of the *importance* of a given issue (as indicated in table 4) have a less clear impression of its national *geographical extent*. An understanding of the importance of an issue can be acquired more easily through indirect means, but an appreciation of its spatial characteristics depends more on actual knowledge or experience. Lack of clarity is exacerbated by the conceptual problem described above.

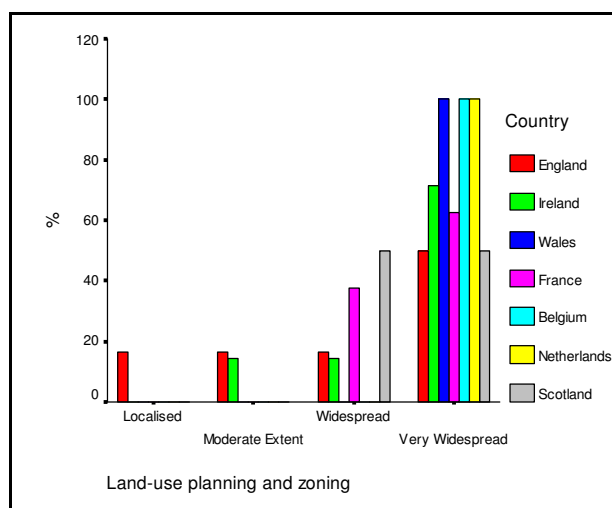


Figure 4: Geographical extent of land-use planning & zoning

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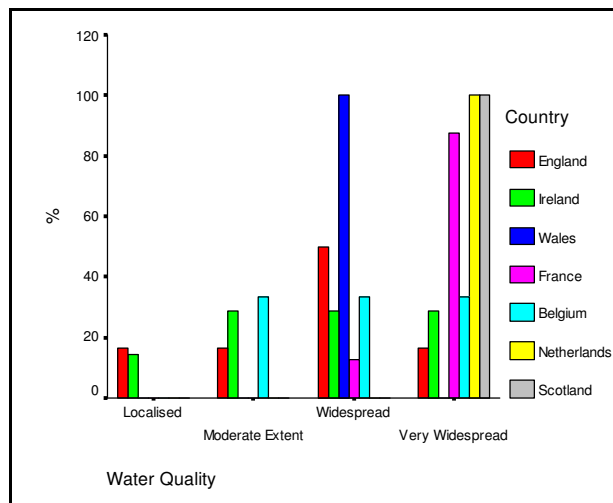


Figure 5: Geographical extent of water quality

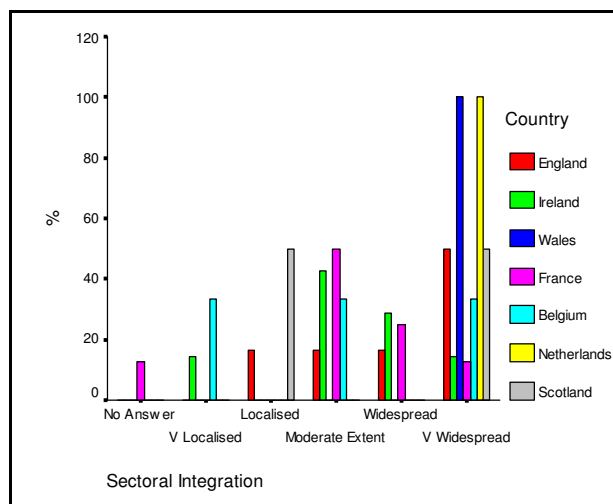


Figure 6: Geographical extent of sectoral integration

Adequacy of response.

Table 5 indicates a general dissatisfaction across the northwest Europe region with national responses to the listed coastal management issues. Indeed, no issue is regarded as satisfactorily dealt with in all countries. To some extent this may be an artefact in the sense that issues may drop down or even disappear from the priority list once they are regarded as well managed. (Since a list of issues was presented for respondents to score, there is no way of knowing which issues would have been raised had the question been left open-ended, although the Northern Ireland survey in which respondents were unprompted, probably reflects more those issues for which current management is inadequate, rather than simply issues that are important in ICZM) Interestingly, management of 'Water quality', considered as an important issue of wide geographical extent in tables 3 and 4, takes top place with a management rating of good in 5 countries, and nowhere does its management rate poorly (figure 8). (This finding is corroborated by questionnaire surveys

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carried out by the University of Ulster on recreational Blue Flag beaches in Ireland.) Such general approval almost certainly reflects a widespread opinion that national implementation of the European Bathing Water Directive of 1976 and the Water Framework Directive of 2000 has been highly successful. The same cannot be said for other European Directives such as the Birds Directive of 1979 and the Habitats Directive of 1994. The questionnaire survey found that there was general dissatisfaction with the management response for 'Natural resource protection' and 'Landscape quality', with the most poorly managed countries being Ireland and Belgium. The reasons for this difference may be attributed to the fact that the Habitats Directive dates from 1994, whereas the Bathing Water Directive became operational 30 years ago (1976). Another factor involved may be the methods used for testing and monitoring. Water quality is more easily quantifiable, and once tested each area has a list of results displayed for public view. Landscape Quality involves a value judgement and can be very subjective; it is therefore difficult to display or prove any increase in its quality. With this in mind it may be the case that some areas are doing better than perceived, but there is a need for increased awareness and better education regarding standards and testing methods especially in relation to issues where value judgements are involved.

Elsewhere patterns are difficult to discern, although dissatisfaction levels are particularly high in France and Ireland, and to a lesser extent, in England. Water quality excepted, there are only 2 other issues where a majority (4) of the 7 countries exhibit reasonable levels of satisfaction. These are 'Land-use planning and zoning' (figure 7) and 'Access to the coast', although the former scores poorly in England and France and the latter is rated poorly in Ireland. Land-use planning is a long-established statutory activity across the region and it is not surprising that it is perceived as being well provided for. Dissension from this view may well reflect current concerns over the lack of integration between land-use planning and shoreline management in England (LGA, 2005). Recent assessments by EEA (2006) that show high rates of urbanisation of coastal areas (particularly in France and Ireland) seem to suggest that there is a low perception amongst respondents of any issues related to this; the questionnaire survey found that Irish respondents felt that the issues of 'Land-use planning and zoning' and 'Coastal development' were being fairly dealt with which seems to contravene the EEA assessment. Interestingly, the issue of coastal development (and by implication its poor management) was top among the responses of the Northern Ireland survey. The only region where both the planning and development issues were regarded as adequately managed was in Wales. This may be a reflection of the well-established management of AONBs in the area.

Perceptions of poor provision of access to the coast in Ireland are difficult to interpret since large portions of the coast are essentially rural and abundant access points exist. The access issue may relate to the adequacy of public transport, or to increased road congestion.

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At the bottom end of the management adequacy scale lie the issues of, 'National funding for ICZM' rated as poor across all 7 countries, and 'Sectoral integration' (figure 9), 'Climate change' and 'Fisheries' all rated as poor across 5 countries and good in none. It is perhaps predictable that ICZM activists will criticise funding levels for ICZM and the current extent of sectoral integration. As far as 'Climate change' is concerned the poor ratings probably reflect a vague feeling that more should be done, but it may be asked just what. The low rating for adequacy of response to the 'Fisheries' issue is unsurprising given the highly publicised controversies over continuing deterioration of stocks despite various management initiatives (Guardian, December 2006). It is suspected that many of the Fair and Variable ratings reflect the respondents' patchy knowledge and experience, particularly of the more specialised issues such as 'Disaster response' (4 Fair, 1 Variable), and 'Coastal/Maritime safety' (3 Fair 1 Variable).

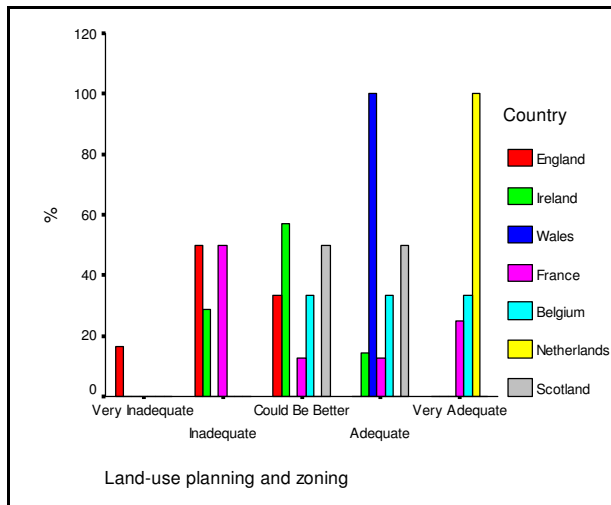


Figure 7: Management response to land-use planning & zoning

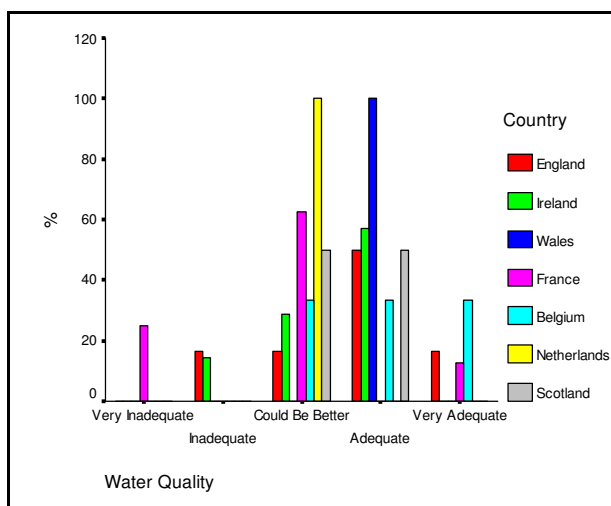


Figure 8: Management response to water quality

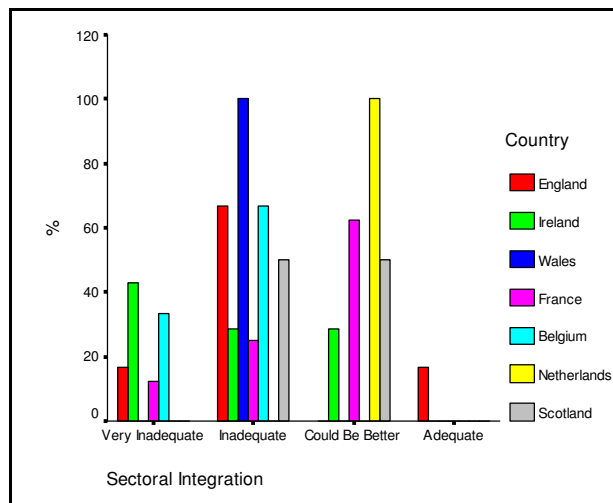


Figure 9: Management response to sectoral integration

Viewing the results on a country by country profile rather than from an issue perspective suggests that Ireland, France and England are the most dissatisfied with management of issues across the board. Scotland, The Netherlands and Wales are generally pleased with the level of management for the majority of issues considered. This pan-European view may reflect the progress being made in ICZM. Ireland, England and France have not yet produced an ICZM strategy and Ireland has still to complete its stocktake review. Scotland, Wales and The Netherlands are more advanced and all have completed their stocktake. The Scottish Executive has published a strategy for the long term sustainability of its coasts and seas while a national strategy for ICZM is under development in Wales. Although The Netherlands has not produced a strategy the country has a long tradition of coastal management, and it seems that the current policy and administrative instruments in place are sufficient to implement ICZM effectively. From this assessment it would seem that the ICZM Recommendation remains the most effective medium for coastal management in Europe.

DISCUSSION

The questionnaire survey rated issues according to importance, geographical extent and adequacy of response. The responses to these three perspectives have shown that respondents generally used importance to indicate which issues they felt should be addressed by ICZM; assessments of the geographical extent of issues reflected the individual history and physical geography of each country, while adequacy of response highlighted those issues which were unresolved or had outstanding management concerns. Across the northwest Europe region, the important coastal management issues which can be regarded as pan-European are the large-scale concerns traditionally associated with ICZM: land-use planning, estuary management, natural resource and landscape protection, and water quality. Of these, there is a general perception of adequate management response for land-use planning and water quality. The perceived adequacy of response in land-use planning probably reflects well-established practice in this area but,

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interestingly, this satisfaction with the management mechanisms seen against a background of widespread increases in coastal development seems to imply that coastal development is not of concern across the region. In Northern Ireland the public survey, in contrast, suggested that it is indeed of much concern. The fact that several of the countries surveyed are dominated by rural coastlines (Ireland, Scotland, Wales) implies that existing land-use management practices are regarded as satisfactory for maintaining coastal character. It is also possible that the refocus of the Lisbon Agenda on economic growth and jobs has moved the spotlight away from environmental issues and sustainable development, and the challenges set out in the Gothenburg Agenda have been truly set aside as an issue to be dealt with after economic growth has been achieved.

Along with these economic, social and environmental issues, there are the more specific ICZM administrative and procedural concerns of inter-governmental cooperation, sectoral integration, legislative provision and funding. The spatial incidence and extent of these and other issues are functions of physical geography (e.g. erosion), and in some cases past and present social and economic policies (e.g. land-use planning). Generally it is felt that management response to these issues is poor, the sole exception being water quality. This can be regarded as a positive finding which offers hope for the future because it indicates that pan-European legislative/administrative initiatives (water quality directives) can deal effectively with an intractable pan-European problem.

ACKNOWLEDGEMENTS

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APPENDIX

Questionnaire Survey

Partner Questionnaire survey to identify national coastal issues and conflicts

In order to produce matrices of coastal issues and conflicts in NW Europe the following questionnaire survey has been compiled.

Please complete this survey based on your **personal perception** of **national** coastal issues:

- Where there is more than one partner within a country, surveys will be taken from all partners in order to highlight any regional or local differences. (UK participants please take either an England, Wales, Scotland or N.I perspective).
- Indicate your opinion of importance, geographical extent and adequacy of response of any of the following issues on a scale of 1 to 5, where
 - 1 is very unimportant and 5 is very important
 - 1 is very localised or absent and 5 is very widespread
 - 1 is inadequate and 5 is very adequate.
- Please do not agonise over the answers- the questionnaire can be completed in 15-30 minutes
- State below your name and the country to which this survey applies:

Name: _____ Country: _____

<i>Coastal Management Issue</i>	<u>Importance (scale 1-5)</u> 1-Unimportant 5- Very important	<u>Geographical Extent (Scale 1-5)</u> 1- Very localised or absent 5- Very widespread	<u>Adequacy of current response (Scale 1-5)</u> 1- Inadequate 5- Very adequate
Land-use planning and zoning			
Estuary management			
Coastal development			

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Coastal Management Issue	Importance (scale 1-5) 1-Unimportant 5- Very important	Geographical Extent (Scale 1-5) 1- Very localised or absent 5- Very widespread	Adequacy of current response (Scale 1-5) 1- Inadequate 5- Very adequate
Redevelopment of urban waterfronts			
Regeneration of traditional seaside resorts			
Provisions for traditional users and uses			
Natural resource protection (Marine/Coastal)			
Fisheries			
Aquaculture			
Coastal water quality			
Landscape quality			
Coastal/Maritime safety			
Erosion			
Flooding			
Sea level rise			
Climate change			
Disaster response			
Access to the coast			
Public involvement in coastal planning			
Inter-governmental cooperation (at			

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Coastal Management Issue	Importance (scale 1-5) 1-Unimportant 5- Very important	Geographical Extent (Scale 1-5) 1- Very localised or absent 5- Very widespread	Adequacy of current response (Scale 1-5) 1- Inadequate 5- Very adequate
any level)			
Sectoral integration			
User conflicts			
Legislative provision			
National Funding for ICZM			
Other (please state)			

List adapted from Suman, D. Case studies of coastal conflicts: comparative US/European experiences. *Ocean & Coastal Management* 44 (2001) 1-13