

Status of ICZM in North West Europe

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1. INTRODUCTION

Integrated Coastal Zone Management (ICZM) is a relatively recent concept in the European Union. International interest in ICZM initiatives is still growing, but in a lot of cases implementation of the process is not well-developed and is complicated by legal and administrative structures as well as a lack of political will. Due to the variety of ways in which coastal management has been approached by various countries, it is not easy to identify principles of best practice which are easily transferable to the North-west Europe region. The dynamic nature of the coast adds to this situation: what may work well in one area may not be appropriate for another area. As a consequence ICZM status is highly divergent across Europe. The purpose of this report is to synthesise the work completed to date in the COREPOINT project and thereby present an overall analysis of where Integrated Coastal Zone Management is today in North-west Europe.

As ICZM is recognised in COREPOINT as an appropriate method of delivering spatial planning at the North-west Europe level, it is necessary to establish its current status in order to progress spatial planning as a means of achieving successful coastal management as well as sustainable development. In essence this report will summarise the main findings from a number of key COREPOINT reports on the international approaches to ICZM, European legislation and policies relevant to ICZM, the overall economic value of coastal ecosystems as well as key issues and conflicts identified at a North-west Europe Member State level. In addition a brief outline of recent Member State progress in ICZM, in light of the EU Recommendation on ICZM in 2002, is presented which focuses on Member State stocktakes and consequent, if any, national ICZM strategies.

2. REVIEW OF INTERNATIONAL APPROACHES TO INTEGRATED COASTAL ZONE MANAGEMENT (ICZM)

2.1 Current International Status

International approaches to ICZM have increased in number, are extensive in coverage and varied in type. Activities in northwest Europe are comparable to other parts of the world. Identification of the added value of ICZM is an issue that needs to be addressed globally.

International approaches to integrated coastal zone management are varied. In recent years however the number of ICZM initiatives and programmes has increased. Sorensen (2002) carried out a global scale survey and found that there were close to 700 international, national and sub-national ICZM efforts in 2002. International efforts are not evenly distributed around the world: currently most are focused in Africa, Asia, the Central Caribbean and South America which is probably a reflection of on-going funding from international agencies and country-aid programmes. This contrasts sharply with the situation in North America and Europe which have the highest numbers of national and sub-national ICZM efforts. In Europe ICZM initiatives and programmes tend not to have dedicated on-going funding with the result that many are short-term projects with a high staff turnover. This has a knock-on effect for the “sustainability” of any management regime. While progress is obviously linked to local conditions, the common denominator is that

management is carried out in response to common triggers and problems. Such problems and/or issues are examined in more detail in section 5 of this report. It is also important to note that while there have been surveys of a number of global ICZM schemes little or no work has been carried out in relation to evaluation of such schemes. It probably remains the case that until ICZM can actually be proven to deliver and develop sustainable and valid alternative livelihoods it will remain low on the political agenda and hence funding and continuity will remain key concerns.

2.2 Guidelines, Principles and Codes of Practice

Guidelines, principles and codes of practice can be extremely valuable for practitioners and policy-makers in northwest Europe, however, they have to be implemented with the vagaries of local specificity in mind.

The increase in integrated coastal zone management initiatives and projects has been accompanied by the publication of numerous guidelines, principles and codes of practice produced by various organisations with different interests in the coastal zone. These guidelines were examined in detail in Section 3 of the COREPOINT report on international approaches to ICZM. The guidelines stress that the principal feature of ICZM is a continuous and dynamic process involving interested parties in the management of coastal areas. In this regard such guidelines may help practitioners take better account of the local coastal environment they are working in, including the specific geographical and socio-economic context. They can also act as a useful “checklist” for practitioners in that they can take account of the various steps involved in the ICZM process and ensure that their programme contains all relevant steps. While the guidelines vary with respect to the content and time frame involved in these steps, this is to be expected given the different coastal environments and issues the management framework seeks to address. In essence the guidelines and principles published to date are perhaps best regarded as a theoretical guide. The success of any coastal management regime is that it has to take account of, and incorporate, the legal, administrative and political realities of that specific coastal region. One advantage of guidelines and principles in this respect is that a variety of tools, techniques and instruments are presented and in this way alternative ways of working within inflexible administrative and legal frameworks can be achieved.

2.3 International legal commitments

Chapter 17 of Agenda 21 gives international prominence to ICZM. OSPAR warrants particularly consideration as a driving force for ICZM in northwest Europe.

ICZM has also received greater prominence due to international legal developments and emphasis on the ICZM process as a means of more sustainable management. This was re-iterated in the United Nations World Summit on Sustainable Development (WSSD) which took place in

Johannesburg, South Africa in 2002. The plan of implementation adopted invited states to ratify the Law of the Sea Convention, if they had not already done so and to implement Chapter 17 of Agenda 21. The plan of implementation also promotes integrated, multidisciplinary and multisectoral coastal and ocean management at the national level and encourages States to develop ocean policies and mechanisms on integrated coastal management. It emphasises the need for strong regional cooperation and coordination between the relevant regional organisations and programmes, the regional seas programmes of UNEP, regional fisheries management organisations and other regional science, health and development organisations. With respect to Agenda 21, Chapter 17 of this deals specifically with ocean and coastal issues. This advocates cooperation in the preparation of national guidelines for integrated coastal zone management and development, drawing on existing experience (Para 17.11) and the undertaking of measures to maintain biological diversity and productivity of marine species and habitats under national jurisdiction.

In the context of the North-east Atlantic, the OSPAR convention will be the main delivery mechanism of the regional approach to integrated management. The Convention advocates the use of the precautionary principle, the “polluter pays” principle and best available techniques with respect to pollution. One of OSPAR’s key working areas is the protection and conservation of ecosystems and biological diversity. Within this theme, ecological quality objectives, species and habitats assessments, marine protected areas and human activity assessments are key elements. It should be noted that the European Union is a signatory to this Convention. In addition all individual Member States of the North west Europe region, namely Belgium, France, Germany, Ireland, the Netherlands and the United Kingdom are all individual Contracting Parties to OSPAR. This may therefore provide a useful mechanism for regional cooperation relating to integrated coastal zone management. OSPAR itself is to base its programme of work on the assumption that the Contracting Parties will be applying either the EU ICZM Recommendation or (for the non-EU Contracting Parties) the principles upon which it is based.

3. EUROPEAN LEGISLATION AND POLICIES RELEVANT TO THE COASTAL ZONE

Implementation, uniformity and consistency are key issues:

- ***Implementation of existing legislation is more important than the creation of a new ICZM Directive***
- ***Uniformity needs to be achieved in the application of legislation, such as the Water Framework Convention, across European coasts***
- ***Consistency between Member States is an issue in the interpretation of International Conventions such as UNCLOS***

3.1 European legislative considerations

As discussed in detail in the COREPOINT report on European legislation and policies with implications for coastal management (COREPOINT, July 2005) almost all European legislation will

have an impact on coastal management. Despite the fact that not all European legislation requires transposition by Member States, such a body of legislation can still pose constraints on the implementation of coastal zone management at any level. This degree of flexibility also results in inherent differences in the application of legislation in different Member States. The sectoralised administration and current definitions of the coastal zone can also impede the management process. Definitions used do not correspond to the administrative and planning boundaries used by Member States and, in addition, they do not fit with the framework suggested by a number of international agreements, for example, the Law of the Sea Convention. The blurring of definitions and the absence of a consistent approach to something so fundamental will undoubtedly undermine the ability of Member States to implement ICZM in a uniform manner.

While uniformity may not be something to be strived for, it has knock-on effects for the implementation of common pieces of European legislation such as the Water Framework Directive and the Habitats Directive. It may also pose serious difficulties for the implementation of future legal instruments and policies, such as the Marine Strategy Directive and Maritime Policy (see sections 3.4.1 and 3.4.2), which again assume a common Community starting point. The result of this is not only confusion but also problems of over-lapping legislation, jurisdiction and administrative practice. Given that most Member States report a limited or lack of dedicated resources and staff for coastal zone management, the legislative and policy frameworks need to strive to harness existing mechanisms rather than introduce new tiers or duplicate existing ones. This fits well with the stance taken previously by various European institutions which stated that consolidation of relevant legislation into one Integrated Coastal Zone Management Directive would be incredibly difficult given that the majority of these laws relate not only to the coast but deal with a multitude of other important Community issues (Official Journal C155, 29/05/01, p.17). At a regional level, the legal systems operating in different Member States further complicate this possibility. With respect to North-west Europe, in Belgium and Germany, for example, a federal system operates while in the United Kingdom there is a system of devolved Governments.

The profusion of European legislation is supplemented by numerous international conventions and agreements to which the European Union is also a signatory. These were also examined in the COREPOINT report on European legislation and policies with implications for coastal management (COREPOINT, July 2005). The Law of the Sea Convention, for example, allows States to exercise sovereign rights in a 200 nautical mile Exclusive Economic Zone for the purpose of exploring, exploiting, conserving and managing its living and non-living resources (Article 56). As a signatory to the Convention, it could be argued that marine areas attributed to Member States under international law should also come under the jurisdiction and legal competence of the European Union. Article 192 stipulates that States have an obligation to protect and preserve the marine environment while Article 194 adds that States have an obligation to prevent pollution from activities within their jurisdiction. As a signatory to the Law of the Sea convention, it would seem logical that the European Union should have regulatory competence for these areas. In a similar

way to definitions of the coastal zone, application of the maritime jurisdictional framework outlined in the Law of the Sea Convention is not uniformly applied by the Member States. This is significant as the publication of baselines form the basis for the maritime limits of several jurisdictional zones including the limits of the territorial sea, the exclusive fishery zone, the contiguous zone, the exclusive economic zone and the continental shelf in certain circumstances. Other than impinging upon the navigation freedoms protected by the Law of the Sea Convention, this failure may also have a number of European law implications. The implementation of the Water Framework Directive in transitional and coastal waters is, for example, linked to the baseline. In effect, this means that the Law of the Sea Convention and many European legal instruments that apply to the marine environment will not be applied by the Member States in a consistent manner.

While numerous pieces of international legislation and agreements emphasise the need for integrated coastal management and encourage the establishment or strengthening of the institutional, administrative and legal arrangements for it, it is argued that this can only be achieved through the framework of current international law. As a signatory to many international conventions, the European Union is in a key position to take the lead in advancing integrated management of coasts and oceans. Its own institutions have repeatedly echoed the need for such management (for example, the Economic and Social Committee; the Parliamentary Committee on the Environment, Public Health and Consumer Policy and the European Parliament). While recent history seems to suggest that the European Commission is hesitant to make integrated coastal management compulsory for Member States, this does not detract from the fact that greater integration and revision of some key European Directives and policies are needed. This in turn would help deliver successful integrated management. Legislation needs to be mutually consistent and should facilitate rather than impede the administrative process.

3.2 European policy considerations

The Cardiff Process is likely to have a beneficial influence on future policy development for the coastal zone by facilitating the integration of environment into EU policies, including sectoral policies such as the CAP. However ICZM in northwest Europe is not just about environmental considerations. The European Spatial Development Perspective and the EU Sustainable Development Strategy should also ensure balanced socio-economic development at the coast.

In addition to legislation, many European policies influence coastal activities, development and their management. What is important to note in this context is not only the direct impact of such policies, but also how they are integrated at the sectoral level. Similarly while it may be argued that such policies are not in fact legally binding, a key feature of them is the ability they can have in influencing future legal developments. They exert moral and political pressure and may be a preliminary step towards subsequent legislative measures. The decentralised nature of European

policies and programmes is an important feature. Effectively this leaves implementation up to the individual Member State and results in a large degree of flexibility as well as interpretation. Geographical and economic variations also result in some measures being more relevant to some coasts rather than others (IEEP, 1999). Policies on urban development, for example, are not relevant to the rural coasts of much of Ireland. Coupled with the varying levels of development of national policies, the geographical impact of EU policies is, therefore, complex and sometimes difficult to quantify.

While the ruling principles of subsidiarity and proportionality may limit any future measures to be taken by the European Commission, the new principle of integration should help achieve better and more consistent approaches to management. The 'Cardiff process'¹, as it is known, is designed to introduce a horizontal approach to environment policy by incorporating 'environment' into all Community policies. This process began with three sectors: agriculture, transport and energy. In December 1998, development, industry and internal market joined the process at subsequent European Council meetings. By June 1999, fisheries, economic and financial affairs and trade and foreign policy (general affairs) were involved in the process. The integration principle is re-iterated in the Amsterdam Treaty and reflected in the European Union's Sustainable Development Strategy. This strategy is designed to become a catalyst for institutional reform within the European Community. One of the key considerations in the strategy is improving the way in which policies are made. This particularly highlights the need for greater integration of existing and future policies. In addition, the strategy recognises that the global context is taken into consideration when making new policies or updating existing policies. As part of this, the Strategy focuses on the priority objectives identified in World Summit on Sustainable Development (WSSD) in 2002 (see section 2.3, above).

The principles outlined in the WSSD are echoed in many European policies and strategies. The Sixth Environmental Action Programme, for example, provides the environmental component of the Strategy on Sustainable Development which is based on the WSSD. The current programme focuses on the needs and actions to achieve environmental improvements in four priority areas, namely climate change, biodiversity, environment and health, and sustainable management of resources and waste. All of these have relevance to coastal management and were present in the WSSD. This is just one example of how actions taken at a broad international scale filter down to more local and practical levels. Ireland's Making Ireland's Development Sustainable (DEHLG, 2002a), for example, reiterates the need for a national ICZM strategy in order to address potential threats to sustainable development in the coastal zone.

The influence of other European policies cannot be underestimated. The European Spatial Development Perspective, for example, aims to correct regional and spatial disparities many of which are evident in rural coastal areas. Likewise economic and cohesion policies also aim to

¹ Communication from the Commission to the European Council of 27 May 1998 on a partnership for integration: a strategy for integrating the environment into EU policies COM (1998) 333.

assist peripheral regions and improve rural economies. In this context many of the coastal management projects in the more peripheral parts of North west Europe have received funding under such policies, including projects on rural development and the sustainable use of natural resources. However, as the funding programmes are based on short/medium term project funding cycles, this may cause problems in developing the long-term approach recommended for successful ICZM. Although the European research and funding programmes are co-ordinated by dedicated secretariats with contractual requirements to report project findings, the feedback from such projects is not always readily accessible. Many coastal projects have, therefore, suffered when a project has been discontinued, sometimes leading to loss of both personnel and the knowledge-base (Ballinger *et al.*, 2005).

Major sectoral policy areas of the European Union still maintain a highly influential role in future management practices. Both the Common Agriculture Policy (CAP) and the Common Fisheries Policy (CFP) demonstrate the almost exclusive competence the European Union exercises over both these major industries. In the past the CAP, for example, has accounted for up to 70% of the EU's total budget. Agriculture still counts as one of the most important land uses of coastal areas and so how it is managed has knock-on effects for future coastal management. Over the years, environmental considerations have been incorporated into the CAP. These include not only biodiversity but also water pollution by nitrates and pesticides, soil degradation as well as methane production and management. One of the most well-known outputs of the "greening" of the CAP has been the introduction of agri-environment schemes. In these five year schemes, a farmer enters into a contract with the appropriate Government department to farm in accordance with an agri-environmental plan drawn up by an approved planning agency. Such plans may include undertakings to preserve the landscape and historical features, or to conserve high-value habitats and their associated biodiversity. More recently, major reform of the CAP has taken place which has seen the "sustainable development of rural areas" officially become the second pillar of the CAP. This reflects a wider process initiated by the Cardiff integration process launched in June 1998 (see above).

3.3 ICZM Recommendation and Evaluation

While not strictly a policy of the European Union, the ICZM Recommendation² (2002/413/EC) remains the most influential instrument on European coastal management. The Recommendation followed from the European Demonstration Programme on Integrated Coastal Zone Management (1996-1999). From this programme a number of principles for good coastal management were identified and included in the Recommendation. These are:

² See Section 3.2.1 of the COREPOINT Report on European legislation and policies with implications for coastal management for greater detail.

- A broad holistic perspective (thematic and geographic);
- A long term perspective;
- Adaptive management during a gradual process;
- Reflecting local specificity;
- Working with natural processes;
- Participatory planning;
- Support and involvement of all relevant administrative bodies; and,
- Use of a combination of instruments.

Table 3.1 Principles of good coastal management as contained in the European ICZM Recommendation

Corepoint is addressing some of the key recommendations of the Review of the Recommendation, by creating awareness of the principles and building capacity for ICZM in the region.

In the ICZM Recommendation, the European Commission outlines the steps that Member States should take when developing national strategies for ICZM. Under the Recommendation, Member States are advised to develop national strategies but as a Recommendation there is no legal obligation to do this. As a first step Member States should conduct or update an overall stocktaking to analyse which major actors, laws and institutions influence the management of their coastal zone. The stocktakes completed by Member States to date are discussed in section 6 of this report. The Recommendation then states that national ICZM strategies “should be developed” by Member States on the basis of this stocktaking. These strategies can be specific to the coastal zone, or may be part of a geographically broader strategy or programme for promoting integrated management of a larger area. As such the strategies could form the future basis of a Marine Spatial Planning system (see section 3.4.3). The strategic approach advocated by the Recommendation is to be based on improved coordination of the actions taken by all the authorities concerned both at sea and on land.

The final part of the Recommendation focuses on reporting and review. Initially Member States were required to report on their individual progress 45 months from the date of adoption of the Recommendation (March 2006). The Commission is then required to review the Recommendation within 55 months (March 2007) of its adoption and submit to the European Parliament and the Council an evaluation report accompanied, if appropriate, by a proposal for further Community action. The evaluation of the ICZM Recommendation was carried out by Rupprecht Consult and the International Ocean Institute between January and August 2006 with a final report submitted to

the Commission in December 2006 (Rupprecht Consult, 2006). The objectives of this evaluation were:

- To evaluate the implementation of the ICZM Recommendation;
- To evaluate the added-value of ICZM in the context of relevant existing and evolving European legislation and policies;
- To identify whether there is a need for further European action on coastal management policy and to provide recommendations for further relevant action at European level.

The Evaluation Team based its analysis of implementation of the ICZM Recommendation on a regional seas approach which it identified as the most effective approach for governance of European coastal areas. The evaluation consisted of an extensive information collection campaign, including country-case assessments of all coastal Member States and Accession Countries³, a review of policy documents, interviews with key stakeholders, and a questionnaire which was distributed to stakeholders in the relevant Member States.

The evaluation concluded that the ICZM Recommendation has been beneficial for the coastal management of Europe. In concluding this, the Evaluation team found that the eight principles of good coastal management contained in the Recommendation created a new awareness in some Member States. In other Member States it generated an increased level of awareness at the regional level regarding long-term coastal challenges. Generally it was established that ICZM is implemented as a national strategy and does not, therefore, take trans-boundary concerns fully into account. This is epitomised by the varying approaches taken by Member States in the implementation of *common* European legislation and policies referred to in section 3. The evaluation found that although the actual involvement of all relevant stakeholders is still unsatisfactory, many Member States have had successful local ICZM projects that have created a strong pressure to increase participation in the decision making process. Importantly the evaluation states that proper implementation of ICZM improves the livelihoods and employment of coastal areas. This is supported by cost-benefit-analyses for EU countries. The evaluation, therefore, culminates in stating that an EU-wide implementation of ICZM would have a significant economic and social impact (Rupprecht Consult, 2006, p.10). In addition the evaluation recognises that ICZM is a key instrument in linking the legislation and policies of terrestrial and marine environments. This is intrinsic to any future actions taken by the European Union in relation to an over-arching Maritime Policy and by individual Member States in relation to Marine Spatial Planning. ICZM can also provide a “missing link” in the effectiveness of current legislation, such as the Water Framework Directive, that operates on a the basis of natural systems as opposed to administrative systems.

While the evaluation notes the success and possible potential of the ICZM Recommendation it also identifies a number of factors that may cause ICZM initiatives to fail. These are (Rupprecht Consult, 2006):

³ Discussed further in section 6 on national stocktake progress.

- Unclear distinction of responsibilities between national and lower levels of government with national government not feeling “in charge” of ICZM;
- Poor timing of the introduction of the ICZM Recommendation, for example, when a respective Member State is undergoing major reforms that organise the larger structure;
- The notion in some Member States that ICZM is already being taken care of by spatial planning bodies; and,
- Unqualified human resources, insufficient funds and time provided to introduce and develop the complex ICZM process through awareness, education and demonstration projects.

As noted, the evaluation concludes that there is wide scope to improve the implementation of ICZM in European coastal areas. Specifically these include improved regional cooperation within the regional seas programmes already in existence, stronger and more effective exchange of expertise and information, improved stakeholder participation, monitoring and review of implementation through common methodologies and a long-term funding resource for regional ICZM initiatives. With respect to the provision and exchange of information, it is anticipated that the new INSPIRE Directive⁴ will attempt to address this hiatus.

The evaluation of progress made in the implementation of the ICZM Recommendation 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 to deal with the coastal zone. This can be attributed not only to legal and administrative systems but also cultural differences. In some countries there is a strong demand for a more regulatory approach to ICZM, for example, in the form of a Directive while other Member States are satisfied at the way ICZM is currently undertaken. The evaluation team conclude 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” (Rupprecht Consult, 2006). This potential will only materialise if European and national support is continued, strengthened and focused. 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 are listed in Tables 3.2 and 3.3 respectively.

1. Strengthen the European dimension of ICZM based on a Regional Seas approach;
2. Raise the profile of ICZM and enhance its integration with sectoral policies;
3. Elaborate the strategic approach of ICZM - orientated at a balanced ecologic, social, economic and cultural development; and,
4. Address major long-term risks: Vulnerability to disasters and climate change.

⁴ Directive establishing an INfrastructure for SPatial InfoRmation in Europe [COM (2004) 516]. The directive will be formally adopted early this year and Member States will then have two years to transpose it into national law.

Source: Rupprecht Consult, 2006, p.221

Table 3.2: Strategic Recommendations for ICZM.

5. **Endorse 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 and countries
 - 5.5 Review, endorse and promote academic courses on 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 ICZM stakeholder fora at national, Regional Seas and European levels
 - 6.4 Build on existing organisations and practices, but modify these where necessary
7. **Perform a mainstreaming of European policies;**
 - 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.
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 FP7 research programmes
 - 9.2 Evaluate coastal management project results and experiences
 - 9.3 Develop and demonstrate suitable decision support systems (DSS) for policy makers and practitioners
 - 9.4 Create a common knowledge centre

Source: Rupprecht Consult, 2006, p.221-222.

Table 3.3: Recommendations with specific suggestions for implementation.

3.4 Current European maritime developments

ICZM provides a 'missing link' between marine and terrestrial environments, which warrants consideration in the development of the Marine Framework Directive, a European Maritime Policy or Marine Spatial Planning. As attention seems to be shifting to Regional Seas level management, the implications and opportunities for northwest Europe need to be identified.

This section explores new developments currently being progressed at the European level and their likely effects on future coastal management. In this section the Marine Strategy Directive, the Green Paper on a future European Maritime Policy and Marine Spatial Planning are explored and their possible implications for ICZM discussed.

3.4.1 Marine Framework Directive

One of the seven thematic strategies in the 6th Environmental Action Programme was a strategy on the protection and conservation of the marine environment (COM (2002) 539 Final). The overall aim of this strategy according to the Communication is “to promote sustainable use of the seas and conserve marine ecosystems”. The Communication continues to state that, while measures to control and reduce pressures and impacts on the marine environment do exist, they have been developed in a sector-by-sector approach, resulting in a patchwork of policies, legislation, programmes and action plans at national, regional, EU and international level, that contribute to the protection of the marine environment. The strategy recognises that although control measures have been put in place by regional marine conventions, some of which are legally binding, existing policies need to be better implemented, both within the EU and internationally. A number of challenges were identified in the Marine Strategy concept. These are listed in Table 3.4.

1. The Strategy should adopt a common vision and general approach to all sea areas;
2. Problems and priorities differ from one sea area to another, due to the fact that socio-economic situations vary, therefore, a specific approach is required on a regional scale, to address regional diversification;
3. All human uses need to be addressed in a holistic and integrated way, following an ecosystem approach; and,
4. Implementing the Marine Strategy will require a sustained long-term political commitment to deliver.

Source: European Communities, 2006a, pp.15-16.

Table 3.4: Challenges identified in the Marine Strategy

It is interesting to note that the challenges identified mirror some of the principles of good coastal management as contained in the ICZM Recommendation, namely take a broad, holistic approach; think long term and reflect local specificity. For this reason, ICZM has the potential to provide a means of delivering the goals of the Marine Strategy. The European Commission adopted the Strategy in October 2005. Essentially, it forms a package comprising of a Communication, accompanied by a proposal for a Marine Strategy Directive and an Impact Assessment. The aim of the Marine Strategy Directive is “to aim to achieve good environmental status” of the EU’s marine waters by 2021. This Directive will establish European Marine Regions on the basis of geographical and environmental criteria, in a similar way to the River Basin Districts established by the Water Framework Directive. Each Member State within a marine region will then be required to develop a strategy for its marine waters. Such a strategy will contain a detailed evaluation 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 to be carried out in that marine region.

The Marine Strategy Directive stipulates that “Member States shall, where practical and appropriate, use existing regional institutional cooperation structures, including those under Regional Seas Conventions, covering that Marine Region or Sub-Region” (Article 5(1)). This call for regional cooperation sits well with the findings of the evaluation of the ICZM Recommendation which also advocates the regional approach to management of coastal and marine environments. Key role players in this approach could be the regional management frameworks already established through OSPAR, HELCOM and the Wadden Sea Agreement. The work of OSPAR, for example, has already focused on many of the issues highlighted in the Strategy Directive, such as monitoring and assessment of the quality status of the seas, setting internationally agreed goals and of checking that the participating Governments are delivering what is needed (OSPAR, 2006). Another advantage is that all the North-west Member States are already contracting parties to OSPAR. One possible limiting factor of the Directive is that individual Member States are left to themselves to develop their own environmental objectives and marine protection activity programmes. This essentially means that major European policy areas like the Common Agricultural Policy (CAP) and Common Fishery Policy are excluded. It may be argued that in its current form, the proposed Directive *is not*, therefore, taking an integrated, holistic and ecosystem-based approach to management by largely ignoring key sectoral areas such as fisheries, agriculture and shipping which are already known and recognised as activities that can be detrimental to marine and coastal environments.

3.4.2 Green Paper towards a future Maritime Policy for the European Union

The Marine Strategy Directive must be seen in the wider context of the development of a new EU maritime policy. A Green Paper was presented in 2006, defining the scope and main orientations of this maritime policy (European Communities, 2006b). It is proposed that the Marine Strategy Directive will deliver the environmental pillar of this and this is being taken forward by DG Environment. The Maritime Policy work is being carried out by DG Fisheries & Maritime Affairs. In the Communication “Towards a future Maritime Policy for the Union: a European Vision for the oceans and seas” (COM (2006) 275 Final) a Maritime Affairs Task Force was established and has since produced a Green Paper on a future maritime policy for the European Union. The mandate for the Green paper was to examine all economic activities which are linked to or impact on the oceans and seas, as well as all the policies dealing with them, with a view to finding the best way to extract more benefit from the oceans in a sustainable manner. The paper covers topics such as the sustainable development of maritime regions, maximising the quality of life in coastal regions, providing tools to manage human relations with the oceans and maritime governance. The Green Paper is accompanied and supported by twelve background papers on various topics listed in Table 3.5.

1. Competitiveness of the European maritime industries;
2. Employment, social and training aspects of maritime and fishing industries and related sectors;
3. Exclusive Economic Zones, underwater resources (including fisheries resources, continental shelves, Law of the Sea);
4. European marine observation and data network;
5. Improving European integration in maritime reporting, monitoring and surveillance;
6. Regional issues, infrastructures and tourism;
7. Maritime safety and security;
8. Climate change;
9. Marine related research and the future European maritime policy;
10. Multilateral and EC instruments related with the seas and the oceans;
11. Marine biotechnology;
12. National approaches to maritime affairs - Member State expert group on Maritime Policy; and,
13. Reflections on the management of genetic resources in areas beyond national jurisdiction.

Table 3.5: Background Papers to the Green Paper on a future maritime policy for Europe.

Within the section on maximising the quality of life in coastal regions, Integrated Coastal Zone Management is highlighted as a means of managing the land/sea interface. The Green Paper states that actual solutions to coastal planning and management issues are best found at a regional or local level. It goes on further to point out that given the interaction of coastal and maritime issues across the land-sea interface, “an overall EU maritime policy has a major stake in the success of ICZM” (European Communities, 2006b, p.32). The paper suggests that consideration should be given to an EU-wide mechanism for comparative analysis and an exchange of best practice. The paper uses the example of ports to highlight the connection between land and sea-based activities in coastal regions. Acknowledging that this is a growing industry worldwide, the Green Paper recognises that the future development and management of European ports will have to be reconciled with many other interests such as tourism and leisure, residential space and conservation. The COREPOINT case study on Cork Harbour, where ICZM is being used as a mechanism to manage competing interests, is one example of how best practice may be applied to similar situations in North west Europe and to a broader European context. The section on management of the land / sea interface concludes with a number of questions, shown in Table 3.6, which seek to stimulate public debate and response to these issues.

- *How can ICZM be successfully implemented?*
- *How can the EU best ensure the continued sustainable development of ports?*
- *What role can be played by regional centres of maritime excellence?*

Source: European Communities, 2006, p. 33

Table 3.6 Questions relating to management of the land/sea interface posed by the Green Paper.

In the background paper on regional issues, infrastructure and tourism a summary of recommendations for the implementation of the ICZM approach is presented (European Commission, 2006a). These are listed in Table 3.7.

- safeguarding or improving the resilience of coastal zones to natural hazards;
- achieving a more efficient use of space through planning;
- adapting development and investments to take account of climate change;
- diversifying the too narrow range of activities (fisheries, mass tourism); and,
- ensuring consistency between land and sea planning (no export of land problems to sea).

Source: Background Paper No.5, European Commission, 2006a, SEC (2006)689, p. 16

Table 3.7 Summary of the recommendations for implementing the ICZM approach

The background paper on climate change stresses the need for ICZM policies to be tailored to climate change priorities (European Commission, 2006b). It suggests that such policies should aim to improve the resilience of coastal areas to adapt to change, and to provide space for coastal processes to operate and achieve a more equitable sharing of risks *inter alia* by using financial instruments. It also suggests that the implications of climate change are kept in mind when planning future coastal development. With respect to maritime governance the background paper to this states that there is a wide variety of operational models for coastal planning and management, shared responsibilities between various levels of governance in Member States and little strategy or consideration for the specific maritime dimension in coastal planning (European Commission, 2006c). The Green paper reiterates these findings and calls for coordination and integration among sectoral policies.

It should be noted that Green Papers are aimed at promoting public discussion and usually do not provide information on any forthcoming legislative measures. The public consultation for the Green Paper on a future Maritime Policy is on-going until June 2007. Essentially the paper asks a number of questions on these topics and seeks both debate and response to these in order for the Commission to propose a way forward after the consultation period. It is notable that the recent evaluation of implementation of the ICZM Recommendation also stipulates that the relevance and contribution of national ICZM approaches at the EU level will strongly depend on how the Commission itself will translate ICZM into the Maritime Policy and the Maritime Strategy.

3.4.3 Marine Spatial Planning

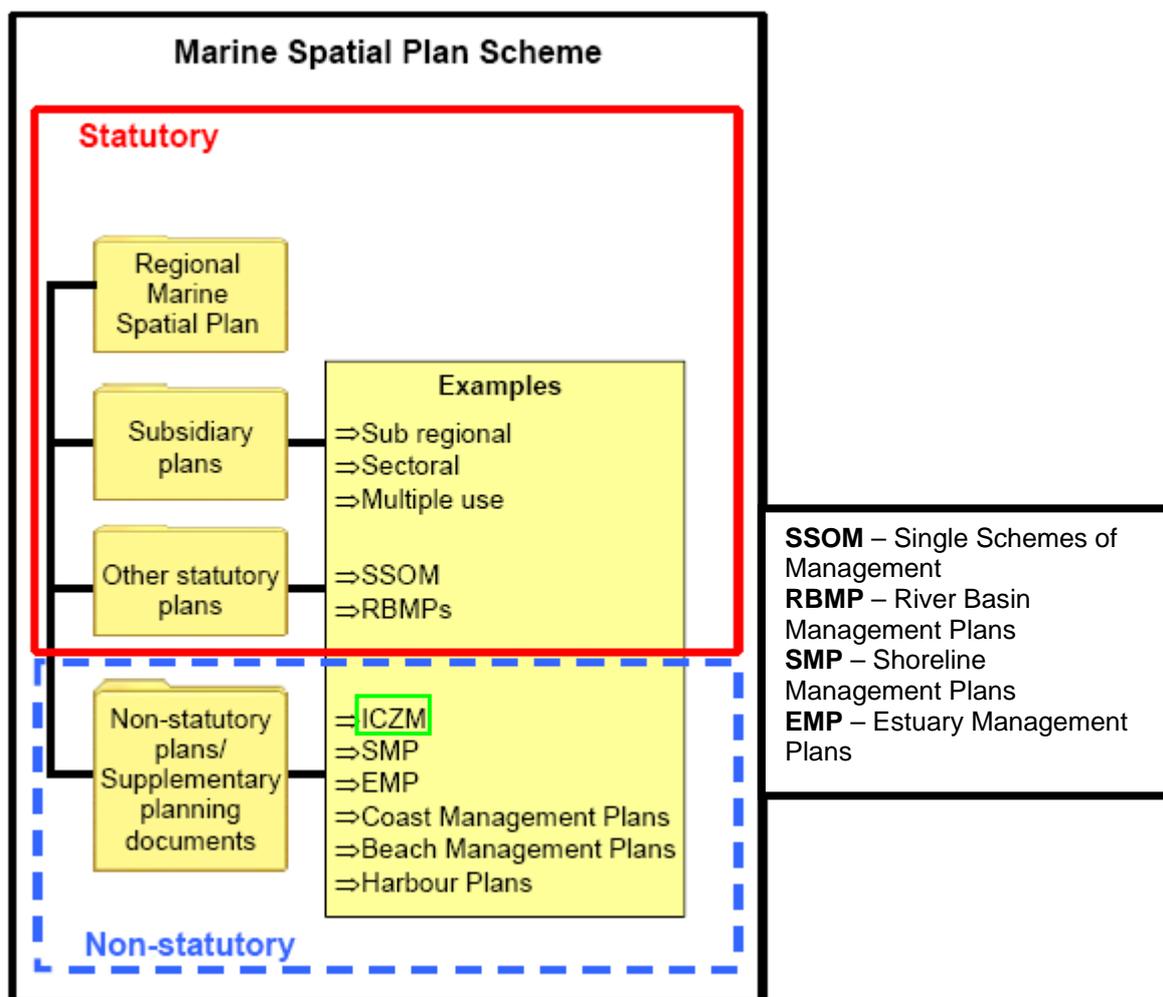
Another mechanism outlined in the Green Paper for management of human relations with the oceans is that of Marine Spatial Planning. The Commission believes that a system of spatial planning for maritime activities in the waters under the jurisdiction of, or controlled by, the Member States should be created in light of increasing uses of coastal waters. The Green Paper proposes that this should deal with licensing, promoting or placing restrictions on maritime activities. The

European Demonstration Programme on Integrated Coastal Zone Management and the subsequent EU ICZM Recommendation are both examples of spatial planning at the European level. Other examples are evident in individual Member States such as the UK's Safeguarding our Seas (Defra, 2002) initiative as well as via Community Initiative Programmes such as INTERREG. In addition, the European Spatial Development Perspective (ESDP)⁵ is a framework for policy guidance to improve cooperation among and integration of Community sectoral policies which have a significant impact in spatial terms. Although the ESDP is primarily about spatial planning it provides no definition of what exactly it means by spatial planning.

Marine Spatial Planning (MSP) is the application of the principles of spatial planning to the marine environment. It has been defined as "a strategic plan (including forward looking and proactive) for regulating, managing and protecting the marine environment, including through allocation of space, that addresses the multiple, cumulative and potentially conflicting uses of the sea and thereby facilitates sustainable development" (Marine Spatial Planning Pilot Consortium, 2005a). The differences between ICZM and MSP have sometimes been difficult to establish. One key difference is that ICZM is a process that relies on participation, collaboration and coordination and has its origins in the terrestrial planning system while MSP is anticipated as having a strong statutory basis. MSP is a plan-led framework as opposed to a plan-based system like that of most terrestrial planning. A proposed Marine Spatial Planning Framework is shown in Figure 3.8. The main elements of MSP are likely to include an interlinked system of plans, policies and regulations; the components of environmental management systems (e.g. setting objectives, initial assessment, implementation, monitoring, audit and review); and some of the many tools that are already used for land use planning. The relevance in this context is that ICZM will provide the link between land use planning and any system of spatial planning, marine spatial planning in particular.

Some elements of marine spatial planning could be said to exist already, for example, the requirements for Strategic Environmental Assessment which has the potential to help link decisions on sea use to agreed broad objectives and provide an ecosystem-based approach to management if it is linked across both maritime and terrestrial sectors. In Ireland, for example, an SEA for the Irish Offshore has just been completed. It is anticipated that with the early integration of environmental considerations into planned offshore licensing rounds, and subsequent offers of exploration licences, greater environmental protection will be provided and sustainable development promoted. The SEA investigates environmental risks associated with planned activities, and builds a baseline environmental dataset upon which effective decision making will be based, which can be adjusted if appropriate.

⁵ See section 3.2.4.1 of the COREPOINT report on European legislation and policies with implications for coastal management.



Source: Marine Spatial Planning Pilot, 2005b, Marine Spatial Planning and related plans, p. 6

Figure 3.8 A Marine Spatial Plan Framework proposed by the United Kingdom’s Marine Spatial Planning Pilot Consortium.

GIS systems that provide flexibility for data sharing and mapping capabilities are also important in any Marine Spatial Planning framework. It is foreseeable that the importance of these will be supplemented by the forthcoming INSPIRE Directive. The traditional zoning approach has also been used in MSP, for example, in the GAUFRE project that developed a spatial structure plan for the sustainable management of the North Sea (Belgian Science Policy, 2005). This approach is particularly adaptable to activities that occur in the territorial waters of Member States and may be used for sectoral activities and interests such as exploration and conservation areas or a wider network of Marine Protected Areas. Spatial planning, and marine spatial planning, have long been regarded as an essential part of the integrated management process, a point reiterated in the EU ICZM Recommendation and again in the EC Communication towards a strategy to protect and conserve the marine environment.⁶ This states “the Commission will address the integration of nature protection measures and the various sectoral activities impacting on the marine environment including spatial planning” (COM (2002) 539, para. 81, p.22).

⁶ COM (2002) 539

4. THE ECONOMIC BENEFITS OF NATURAL COASTAL ECOSYSTEMS

The Biodiversity Portfolio Technique can be used to quantify the economic benefits of natural coastal ecosystems at different scales.

The European coastline includes a great diversity of geomorphologic features, ecosystem/biome types, socio-economic dynamics and culture. The report on economic benefits of natural coastal ecosystems provides an economic valuation of the coastal and marine resources of the Member States from NW Europe involved in the COREPOINT Interreg IIIB project. Using an ecosystem service value method for valuation, the analysis estimates the economic value in 2003 of the coastal and marine zone of Belgium as €256M, Ireland €11,700M, France €18,405M, Netherlands €4,005M and the UK as €65,325M. This equates to the following percentage of GNI (Global National Income); Ireland 9.6%, UK 3.4%, France 1.1%, Netherlands 0.8% and Belgium < 0.1%.

Whilst these valuations are useful for high-level strategic and policy considerations, they do not provide much insight for ICZM practitioners. Consequently, a method based on normative economics rather than ecological economics was designed; this method was called Biodiversity Portfolio Analysis. This method assesses the risk to the provision of ecosystem services and the economic return of those services, using the portfolio of different biomes types within the target Member State's coastal and marine zone. The analysis is based upon the interrelationships of risk and return between different biomes, weighted by area; it provides a comparative risk and return index for each Member State.

The Biodiversity Portfolio Analysis for the target Member States showed that risk and return were highly correlated in the studied Member States. The ranking of risk and return, with the highest first, was Ireland > UK > France = Netherlands > Belgium. For these Member States the risks to ecosystem service provision were positively correlated with GNI (Gross National Income); suggesting that the higher the economic importance of coastal and marine resources in a Member State the more at risk the resources are.

A smaller spatial scale case study is also presented from Durham Heritage Coast which illustrates the use of this technique in prioritisation of management actions at a local scale. Using stakeholder involvement to determine risks and returns, the case study identifies key biomes and key risks to those biomes which would negatively impact upon ecosystem service provision from the case study area. Using a number of scenarios, which were related to suites of action points as identified in the Durham Heritage Coast Management Plan, the impact of management on the risk and return for the coastal area was determined; some scenarios led to the lowering of risk for the coastal area. The portfolio method of valuation is useful as it permits coastal managers to strategically plan ahead for management of potential consequences of the identified threats for the entire portfolio of biomes due to awareness of the interactions between the risks and returns within the portfolio area.

Although, the Biodiversity Portfolio Technique involves making a number of assumptions, it does provide coastal managers with a potential tool with which to strategically plan due to increased awareness of the interaction between the elements of the portfolio of biomes at local or regional spatial scales in areas where ICZM initiatives are being implemented.

5. NORTH WEST EUROPE MEMBER STATE COASTAL ISSUES AND CONFLICTS

Common coastal issues are shared across northwest Europe. National funding for ICZM is a matter of concern across the region.

Management issues and conflicts on the coasts of North west Europe were identified and their importance, geographical extent, and adequacy of management response as perceived by those involved in the project were assessed primarily through questionnaires 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. The results reported are necessarily subjective, impressionistic and qualitative but give an impression of the major issues and outstanding problems in the North west Europe region. This process formed Action 2.8 of the COREPOINT project. The report from that task also includes results from an exercise to identify coastal management issues in Northern Ireland carried out during the public consultation phase of the new ICZM strategy published in 2006. A number of secondary sources dealing with management issues in other parts of the North west Europe region were also used to identify similarities and differences and pan-European concerns. The findings are framed within the context of 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, according to Suman (2001). These are listed in **Table XX** with their associated policy basis. 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', the issues important in all countries are predictable large-scale concerns traditionally associated with ICZM, namely, 'Land-use planning & management', 'Estuary management', 'Natural resource protection', and 'Coastal water quality'. A further 5 issues are regarded as important in all but one country. These are 'Landscape quality', 'Inter-governmental cooperation', 'Sectoral integration', 'Legislative provision' and 'National funding'. Again these are standard environmental and administrative/procedural ICZM concerns. 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'.

Coastal Management Issue	Related Sustainable Development Pillar	Related European Agenda
Estuary management	Environment	Gothenburg
Natural resource protection	Environment	Gothenburg
Coastal water quality	Environment	Gothenburg
Landscape quality	Environment	Gothenburg
Coastal/maritime security	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 & 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	Economic	Lisbon
Sectoral integration	Economic	Lisbon
Provisions for traditional uses and users	Social	Lisbon
Public involvement in coastal planning	Social	Lisbon
User conflicts	Social	Lisbon

Table 4.1 List of issues with reference to the three elements of sustainable development and the Lisbon and Gothenburg Agendas

There is general dissatisfaction across the North west Europe region with national responses to several coastal management issues; no issue is regarded as satisfactorily dealt with in all countries. Management of ‘Water quality’, however, had a good management rating in 5 countries, and nowhere did its management rate poorly. This almost certainly reflects a widespread opinion of improved water quality deriving from the European water quality Directives. ‘Land-use planning’ and ‘Access to the coast’, are the only 2 other issues where a majority (4) of the 7 countries exhibit reasonable levels of satisfaction. This probably reflects the fact that land-use planning is a long established administrative process. Within the region, dissatisfaction levels across the range of issues listed are particularly high in France and Ireland, and to a lesser extent, in England. 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’, ‘Climate change’ and ‘Fisheries’ all rated as poor across 5 countries and good in none.

6. NORTH-WEST EUROPE MEMBER STATE STOCKTAKES AND STRATEGIES

The review below adds value and provides an evidence base for the Evaluation undertaken in the Rupprecht Consult Stocktake report for the coastal States of northwest Europe. Progress is varied between the nine national jurisdictions, but all are moving in the direction of developing capacity for ICZM. Corepoint is helping to deliver progress in this regard.

As outlined in Section 3.3, the European Recommendation on ICZM states that Member States should conduct or update an overall stocktaking to analyse which major actors, laws and institutions influence the management of their coastal zone. This section examines the stocktakes carried out by North west Europe Member States to date, reviewing both publically available documentation as well as the findings of the evaluation on the implementation of the ICZM Recommendation (Rupprecht Consult, 2006). A brief summary of North west Member State progress to date⁷ is presented in Table 6.1.

Country	Stocktake	Strategy	Reporting
Belgium	Yes	No	Yes
France	Yes	No	Yes
Germany	Yes	Yes	Yes
Ireland	In progress	No	No
The Netherlands	Yes	No	Yes
United Kingdom	Yes ⁸		Yes
• England	n/a	Under development	n/a
• Scotland	n/a	Yes	n/a
• Wales	n/a	Under development	n/a
• Northern Ireland	n/a	Yes	n/a

Table 6.1 North west Europe Member State progress on implementation of the European ICZM Recommendation

6.1 Belgium

Management of the coastal zone in Belgium is divided between national (federal), regional (Flemish), Provincial and local (municipal) governments that have different jurisdictions and various responsibilities. Generally the federal government is responsible for the marine part of the coastal zone while the Flemish Region is responsible for activities on the landward side of the coastal zone

⁷ As of February, 2007 Ireland is the only North west Europe Member State not to have formally reported to the European Commission on implementation of the ICZM Recommendation although at the time of writing this work is on-going.

⁸ Some parts of the UK have carried out stocktakes at regional levels. These are discussed in section 6.6.

as well as dredging and, since 2001, fisheries. Jurisdiction is divided at the Mean Low Water Mark. While there is no all-encompassing legal framework for integrated coastal zone management of the Belgian coast, Belgium has a highly developed spatial planning framework for both land and sea areas. Spatial planning at sea is addressed as a matter of priority and major steps have already been taken to achieve an integrated “Master Plan” for the North Sea⁹. In addition, various pieces of legislation have been enacted to support coastal management, for example, the Dune Decree¹⁰, that provides a basis for dune purchase by the Flemish government as well as a building ban in agricultural land important for the dune area and protected dune areas. Federal legislation has also been enacted specifically for the protection of the marine environment in areas under Belgian jurisdiction¹¹. This law contains provisions relating to marine pollution, marine nature conservation, licensing of activities detrimental to the environment, environmental impact assessment and restoration of damaged sites. There is also legislation explicitly governing the carrying out of activities and works in the Belgian part of the North Sea.¹²

The national Belgian report on the implementation of the European ICZM Recommendation outlines the progress made in relation to coastal management in Belgium to date (North Sea and Oceans Steering Committee, 2006). The report states that work on the preparation and status of coastal management in Belgium began prior to the ICZM Recommendation and its proposed formulae for reporting on progress. A complete review of the status of coastal management in Belgium was produced under the “TERRA Coastal Zone Management” project [Recommendations for Integrated Coastal Zone Management in Belgium, June 2001] and was submitted for approval to the administrations concerned. This review was subsequently updated by the Maritime Institute [University of Ghent] in the context of the COREPOINT project. These documents were supplemented by a “bottleneck analysis” that was undertaken in the context of the European ICZM Recommendation. This analysis took the form of a brainstorming exercise on sea-land interactions and is contained in the implementation report submitted to the Commission. The ICZM implementation report is “intended to be a source of inspiration for the government to optimize its integrated policy for the coast and to 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” (North Sea and Oceans Steering Committee, 2006, p.1).

As a continuation of the TERRA Coastal Zone Management project, in 2001, an application was submitted for the establishment and development of a Coordination Point for Integrated Coastal Zone Management. This has since essentially become the linchpin for ICZM in Belgium. Initially resources were allocated for a limited period of three years but with the added involvement of the

⁹ Work began on this in 1993 and the first phase focused primarily on sand extraction and electricity production while the second phase concentrated on the delineation of Marine Protected Areas.

¹⁰ 14 July 1993

¹¹ 20 January 1999 published in the official journal on 12 March 1999; see:

<http://www.staatsblad.be>.

¹² 8 August 1988 (B.S. 13 August 1988)

Department of the Coast (Waterways) funding was secured for a further three years until September 2007. The Coordination Point for ICZM acts as a platform for policy consultation and integration and was established as there was a recognised requirement for:

- structural consultation in the field of coastal management,
- objective communication to the wider public, and,
- central monitoring of developments in the coastal zone (North Sea and Oceans Steering Committee, 2006, p.8).

The Coordination Point for Integrated Coastal Zone Management consists of a day-to-day management secretariat and a task force. A steering committee and coastal forum are planned but have yet to be established. *Ad hoc* working groups can also be convened if specific issues arise that need to be addressed.

Consultation with the administrative coastal actors in Belgium has shown that there is currently “*little preference for developing a new strategy* for the coast, but rather for making use of existing policy plans and instruments” (North Sea and Oceans Steering Committee, 2006, p.10). For this reason no new ICZM strategy for Belgium will be produced at this time. It is clear, however, that the Recommendation has ensured that efforts were made to achieve closer consultation and stronger integration of coastal zone management. In addition, it has led to closer co-operation both horizontally and vertically in federal, regional (Flemish) and provincial administrations. Belgium has also been at the forefront in the development of indicators for its coast, primarily as a result of the TERRA coastal zone management project, that culminated in 20 indicators specifically for monitoring sustainable development of the Belgian coast. These supplement the indicator set developed by the Working group on Indicators and Data established by the European Commission.

The national Belgian report on the implementation of the European ICZM Recommendation concludes with a number of suggestions for the Flemish Region and the federal government for the further development of sustainable coastal zone management. These are: (North Sea and Oceans Steering Committee, 2006, pp.25-26)

- Use the indicators developed as a scientific basis and a policy-supporting instrument;
- Stimulate and establish tangible projects to illustrate sustainable coastal management;
- Establish a coastal forum to deliver greater involvement of stakeholders and the public;
- Achieve more integration between competent bodies;
- Obtain a higher level of integration in existing instruments;
- Ensure mechanisms for long-term consultation and “adaptive management”;
- Encourage further reflection on future developments.

It could be argued that the suggestions made in the Belgian report on ICZM implementation reflect the principles for good coastal management actually contained in the ICZM Recommendation. During the course of the evaluation of Member State implementation of the Recommendation, individual Member States were asked about their observance of these principles when managing their coastal region. The results for Belgium are shown below:

Principle	BELGIUM
1) Is there a holistic thematic and geographic perspective in the process?	The principle is fully covered by the strategy/equivalent and in place (or close to).
2) Is there a long-term perspective envisaged?	Essential aspects of the principle are covered by the strategy/equivalent and in place. Serious initiatives for implementation are taken or foreseen.
3) Is an adaptive management approach applied during a gradual process?	The principle is fully covered by the strategy/equivalent and in place (or close to).
4) Is the process local context specific?	The principle is fully covered by the strategy/equivalent and in place (or close to).
5) Does the ICZM respect and work with natural processes ?	Essential aspects of the principle are covered by the strategy/equivalent and in place. Serious initiatives for implementation are taken or foreseen.
6) Is the process based on participatory planning and management?	The principle is fully covered by the strategy/equivalent and in place (or close to).
7) Does the process support and involve all relevant administrative bodies ?	The principle is fully covered by the strategy/equivalent and in place (or close to).
8) Is there a balanced combination of instruments in planning and management?	The principle is fully covered by the strategy/equivalent and in place (or close to).

Source: Rupprecht Consult, 2006, p.108

Table 6.2 Compliance with the Principles of Good ICZM in Belgium

6.2 France

The development of coastal policy and the creation of the ICZM approach in France appear to be influenced both by the international context as well as separate national and territorial developments. While these act as drivers for ICZM, it has been recognised that on different – more or less local – scales, such a process has been underway for many years. These examples display similar features to integrated management, without being specifically classified as such: the approaches adopted for the Port-Cros National Park and the Seine-Aval Programme, along with some initiatives put into effect by the *Conservatoire du Littoral* (French Coastal Protection Agency), have been highlighted as examples of stakeholder participation, essential in ICZM. At a national level debate about coastal management has progressed since the 1970s. The Piquard Report (1974) on coastal management policy, the creation of the *Conservatoire de l'Espace Littoral et des*

*Rivages Lacustres*¹³ and the adoption of the Coastal Law had a nationwide impact and created a framework for ideas on coastal management.

Five national reports on coastal management were produced between 2002 and 2004, which echo the “need for a new way for coastal policy and greater integration of decisions and actions” (DIACT-SG Mer, 2006, p.40). In particular, this is the case with the report made by the Commission de l'Environnement Littoral¹⁴ (2002) and the report by DATAR (2004). The *Comité Interministériel d'Aménagement du Territoire* (CIADT)¹⁵ of 9 July 2001 “includes the first reference to integrated coastal zone management in a national policy document” (DIACT-SG Mer Report, 2006, p.39). In addition the *Commission du Littoral du Conseil National d'Aménagement et de Développement du Territoire* (CNADT)¹⁶ in 2003 expressed worry about the state of the French coastline and went on to say that a “new approach is essential for the sustainable development of the coastline. Within the context of national laws, regulations and procedures, this consists of redistributing their full civic responsibilities to the people living in these areas” (CNADT, 2003, p.2). More recently, in 2005, the DATAR-SG Mer request for proposals and the launch of the *Conseil National du Littoral*¹⁷ has clarified the national position on ICZM. A National Report on the Implementation of the EU ICZM Recommendation in France was officially submitted to the European Commission on 28 April 2006.

The request for proposals “for a balanced development of coastal areas through integrated coastal zone management” was jointly launched by DATAR¹⁸ and SG-Mer¹⁹ in January 2005. Its role in national strategy is primarily a response to the European ICZM Recommendation, which the *Comité Interministériel de la Mer*²⁰ of April 2003 decided to implement in France. This request for proposals follows the DATAR report entitled “Building balanced development together” (DATAR, 2004). Ultimately 25 projects were selected from the proposals made and these have effectively transferred ICZM initiatives to regional and local levels. It can be considered as a catalyst for trials in the field. Measures taken for scientific and better communication between the players – based on and encouraging networks - are aimed at promoting the spread of ICZM and learning about the system. Workshops, the website (www.territoires-littoraux.com) and scientific assistance drawn from interviews and surveys among project sponsors enable experiences to be shared and used to greater effect. The DATAR report (2004) outlined existing approaches to the future management and governance of France's coastal zones largely independent of the EU ICZM Recommendation.

¹³ Coastal and Lakeside Protection Agency or the *Conservatoire du Littoral* (French Coastal Protection Agency), founded in 1975.

¹⁴ Coastal Environment Commission

¹⁵ Interdepartmental Territories Management Committee

¹⁶ National Council for Local Development Coastal Committee

¹⁷ National Coastal Council

¹⁸ DATAR (Délégation à l'Aménagement du Territoire et à l'Action Régionale – Delegation for Territorial Development and Regional Action) became DIACT (Délégation à l'Aménagement et à la Compétitivité des Territoires – Delegation for Territorial Development and Competitiveness) in 2006.

¹⁹ Secrétariat Général de la Mer (General Secretariat for the Sea).

²⁰ Interdepartmental Sea Committee

It has been written as an explanation of France's approaches and intentions for the management and governance of its coastal zones.

The *Conseil National du Littoral* (CNL) was established by Article 235 of the law of 23 February 2005 concerning the development of rural areas, which provided for the creation of a “national council for the development, protection and promotion of the coast and for the integrated management of coastal zones”. The decree (No. 2005-1426) of 18 November 2005 stipulates the composition and functions of the council. The CNL has a number of responsibilities:

- to submit proposals to Government, so that it can examine and give its opinion on any subject relating to the coast;
- to contribute its own advice on proposals and to coordinate public initiatives in coastal areas;
- to define objectives and to detail any initiatives it considers necessary for the development, protection and promotion of the coast from the standpoint of the integrated management of coastal areas;
- to provide advice upon consultation for the drafting of regulatory texts concerning the public maritime area management and to participate in exploratory, observation and assessment work carried out on the coast.

The CNL effectively acts as a coastal forum which facilitates the exchange of ideas and dialogue between all relevant parties. It is not a decision-making body, but should rather be considered as a national body for monitoring ICZM, aiming to offer objectives and general directions for development.

The strategy adopted in France aims to develop a three-level ICZM approach: national, regional and local. The DIACT-SG Mer Report (2006) emphasises the importance of these different levels for dealing with the wide variety of issues:

- “at national level, the issues relating to international commitments, standardisation, regulations, the inclusion of countrywide general interests (and not only regional ones). The overlying policy objectives are defined at this level, which leads and assesses progress;
- at regional level, issues relating to local and regional development and local and regional consistency: a strategic vision is set out at this level, although vertical integration must be achieved between the general directions to be taken (national level) and action (local level);
- finally, at local level: management issues” (DIACT-SG Mer Report, 2006, p.43).

The French process seems to be quite advanced in terms of the development of national dialogue and strategy. Issues are posed at “supra-departmental” level, which appears to be more suitable than to tackle them separately from different angles, for example, the local and regional development on the one hand and the maritime viewpoint on the other, evident in other North west Europe Member States.

6.3 Germany²¹

ICZM in Germany deals with the interactions between the exclusive economic zone (EEZ), the territorial sea (12M zone), the transitional waters in accordance with the Water Framework Directive (WFD), the areas adjoining estuaries and under tidal influence as well as the adjoining onshore rural districts and respective administrative units. The German Stocktake report states that many of the ICZM good practice principles have already been implemented by means of current legal instruments and consequently those legal instruments have imposed 'good management' of the German coast (BMU²², 2006). The German ICZM strategy, however, recognises that certain ICZM principles need to be fostered; in particular there is a need for more dialogue and participation of all relevant stakeholders. In conducting their stocktake the German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety undertook an assessment of the economic, social and ecological situation of the German coast as well as the legal, political and administrative structures and institutions that have an influence on the management framework in coastal zones. Like Belgium, Germany is a federal state with management of the coast divided between federal, state and local governments. The regulation authority, as well as public administration and organisational structures are shared between the national State and the 16 federal States ("Länder").

The implementation of an ICZM strategy for Germany is pending, however, this is viewed as an informal approach aimed at supporting sustainable development of the coastal zones through good integration, coordination, communication and participation. The evaluation of implementation of the European ICZM Recommendation found that there are two main perspectives on ICZM in Germany (Rupprecht Consult, 2006). 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. Concerns arising out of these perspectives are that ICZM is foreseen as a "green" initiative that fails to take adequate account of social and economic conditions. There is also a risk that the federal structure will facilitate *each* coastal state of Germany to formulate their own ICZM plan without inter-regional input and cooperation. Alternatively, this could be viewed as a strength as regional ICZM plans should ensure local specificity and stakeholder participation. Given that Germany's coast borders both the North Sea and the Baltic Sea there is a strong need for inter-regional and international cooperation. As a signatory to both HELCOM and OSPAR the supporting frameworks for cooperation are largely already in place. According to the ICZM Recommendation evaluation, the German ICZM strategy aims to achieve four main goals (Rupprecht Consult, 2006):

- 1) optimization of current legislative instruments according to the ICZM principles in the Recommendation,

²¹ There is no COREPOINT partner in Germany so information has been compiled from official publications and the reports referred to throughout the text.

²² Bundesministerium für Umwelt, Naturschutz und Reaktorsicherheit: Federal Ministry for the Environment, Nature Conservation and Nuclear Safety.

- 2) establishment of mechanisms to support and improve the dialogue process,
- 3) promotion of “best practice” projects and their evaluation, and
- 4) development and operationalisation of ICZM indicators.

Table 6.3 portrays the evaluation team’s findings on observance of the ICZM Recommendation’s principles of good coastal management.

Principle	GERMANY
1) Is there a holistic thematic and geographic perspective in the process?	Yes, fully: The principle is fully covered by the strategy/equivalent and in place (or close to).
2) Is there a long-term perspective envisaged?	Partly fulfilled: Essential aspects of the principle are covered by the strategy/equivalent and in place. Serious initiatives for implementation are taken or foreseen.
3) Is an adaptive management approach applied during a gradual process?	Yes, fully: The principle is fully covered by the strategy/equivalent and in place (or close to).
4) Is the process local context specific?	Yes, fully: The principle is fully covered by the strategy/equivalent and in place (or close to).
5) Does the ICZM respect and work with natural processes ?	Partly fulfilled: Essential aspects of the principle are covered by the strategy/equivalent and in place. Serious initiatives for implementation are taken or foreseen.
6) Is the process based on participatory planning and management?	Partly fulfilled: Essential aspects of the principle are covered by the strategy/equivalent and in place. Serious initiatives for implementation are taken or foreseen.
7) Does the process support and involve all relevant administrative bodies ?	Yes, fully: The principle is fully covered by the strategy/equivalent and in place (or close to).
8) Is there a balanced combination of instruments in planning and management?	Partly fulfilled: Essential aspects of the principle are covered by the strategy/equivalent and in place. Serious initiatives for implementation are taken or foreseen.

Source: Rupprecht Consult, 2006, p.84-85.

Table 6.3 Compliance with the Principles of Good ICZM in Germany

6.4 Ireland

To date, Ireland has not submitted any report to the European Commission on the implementation of the European ICZM Recommendation; however, work on this is currently underway. There will be no separate ICZM strategy in the immediate future. There is a strong land / sea divide evident in Ireland. Jurisdiction is divided at the Mean High Water Mark with landward jurisdiction being the responsibility of the Department of the Environment, Heritage and Local Government which includes county councils who are *de facto* coastal managers. Maritime jurisdiction is exercised by the Department of Communications, Marine and Natural Resources. Coastal Zone Management comes under their remit as they exercise State control and management over the foreshore (area between High and Low Water Mark). Their jurisdiction extends to the 200M limit. Ireland has a

combination of straight and normal baselines; however, no baselines were ever prescribed for the East coast of the country. This has the potential to create numerous problems in the implementation of the Water Framework Directive as well as the Maritime Strategy Directive in future, as both are based on the prescribed baselines of the individual Member State. There is no formal definition of the term coast in Irish law.

A draft policy on Coastal Zone Management in Ireland was published in 1997 (Brady Shipman Martin, 1997). This document examined the legislative and administrative context for coastal management as well as the identification of issues and recommendations for future management. It could be described as a stocktake for that time but the document or its recommendations were never taken forward by Government. Ireland's planning system is primarily focussed on the terrestrial environment although, arguably, in recent years there has been a growing recognition of the inter-relationship of land and sea. This is a direct result of local ICZM projects which have been carried out in various parts of the country. These sought to involve a wide range of stakeholders within the project area but the extent to which this extends beyond the scope of the project area is unknown. The financial underpinning of ICZM is largely absent within Ireland as most projects are externally funded, usually by European initiatives. Projects are predominantly carried out in partnership with the local authority but linkages with central government departments tend to be limited. Ireland has national plans/strategies on Sustainable Development (DOE, 1997), Climate Change (DELG, 2000), Biodiversity (DAHGI, 2002a) and Heritage (DAHGI, 2002b) as well as an eighteen-year National Spatial Strategy (DEHLG, 2002b) all of which recommend a national ICZM strategy. The National Spatial Strategy (NSS) highlights the fact that ICZM "provides a holistic approach to the interactions between sectors, agencies and legal codes" (DEHLG, 2002b, p.116). It includes many of the principles of ICZM and has a commitment to working towards the development of more integrated and coordinated approaches to coastal zone management.

Coastal local authorities must comply with the statutory requirement to have a county development plan for their area. While this plan is primarily land based, some counties have taken a proactive approach and included ICZM within these plans. Essentially the plan represents the local authority's (i.e a County Council) vision and strategy for the proper planning and sustainable development of that particular County. For this reason such plans could be described as regional. The Development Plan is the principal instrument that is used to manage change of a physical nature in the landscape. This physical change can relate to the pressures and growth of towns and villages; their renewal and regeneration; the protection of heritage (natural and man-made); as well as the many and varied pressures on the rural landscape in the form of rural housing, tourism, industry, wind farms, quarrying, forestry, transport, telecommunications and other infrastructure. The Development Plan, following its adoption, will remain in force for a period of six years. Public participation in making the plan is important. At any stages, the public can make submissions or observations, within specified time periods, on what is being proposed by the planning authority. Due to administrative responsibility being divided at the High Water Mark, some local authorities,

for example Donegal County Council in north-west Ireland, recognise that some of the sectors where they would like to exercise a management function are outside of their jurisdictional and legal remit but they stipulate the need for their continued involvement in planning for these sectors. Such sectors in the context of Co. Donegal include energy, ICZM, rising sea-levels/erosion, aquaculture, sea-fisheries and marine-based tourism. County Development Plans contain the inherent flexibility necessary when undertaking any long term approach and have the potential to reflect all the principles of good ICZM contained in the Recommendation if the problematic legal issues were clarified. The findings of the evaluation team regarding compliance with the principles of good ICZM in Ireland are shown in Table 6.4.

Principle	IRELAND
1) Is there a holistic thematic and geographic perspective in the process?	The principle is not or only marginally covered.
2) Is there a long-term perspective envisaged?	Yes, fully: The principle is fully covered by the strategy/equivalent and in place (or close to).
3) Is an adaptive management approach applied during a gradual process?	The principle is not or only marginally covered.
4) Is the process local context specific?	Yes, fully: The principle is fully covered by the strategy/equivalent and in place (or close to).
5) Does the ICZM respect and work with natural processes ?	The principle is not or only marginally covered.
6) Is the process based on participatory planning and management?	The principle is not or only marginally covered.
7) Does the process support and involve all relevant administrative bodies ?	Partly fulfilled: Essential aspects of the principle are covered by the strategy/equivalent and in place. Serious initiatives for implementation are taken or foreseen.
8) Is there a balanced combination of instruments in planning and management?	The principle is not or only marginally covered.

Source: Rupprecht Consult, 2006, p.133.

Table 6.4 Compliance with the Principles of Good ICZM in Ireland.

6.5 The Netherlands

The Dutch Government has decided not to develop a separate strategy for the implementation of ICZM, but instead to follow as much as possible the current practice for the implementation of spatial planning and coastal management in the Netherlands. This is centred on two existing documents:

- the National Spatial Strategy, which establishes a national strategy for integrated spatial planning policies generally;

- the Third Policy Document on Coastal Areas, which provides an integrated framework for coastal zone management and policies on coastal areas.

Shortly before the European Recommendation on ICZM was launched, the Dutch Policy Agenda for the Coast “*Towards an Integrated Coastal Zone Policy*” was published (2002). This policy agenda outlines the main policy issues for the coast, based on a thorough analysis of safety aspects and other developments along the coast. Given this publication the Dutch Government decided to use the information from it for their stocktake and supplement it with independent studies where there were information gaps. A subsequent consolidated report on the implementation of the ICZM Recommendation was published in December 2005 by the relevant Dutch Government ministries.²³ Like elsewhere in North-west Europe, the Dutch coastal zone is managed by a number of authorities. National government departments are responsible for the development of national policies. The Directorate-General for Public Works and Water Management is responsible both for the management of the North Sea and for the maintenance of the coastline. National policies, in turn, become the responsibility of the provinces that are tasked with translating them into regional spatial plans or environment plans. Such plans tend to focus on issues like flood protection, specific policies for building in the coastal zone as well as coastal recreation, leisure and tourism.

In assessing the current status of coastal management in the Netherlands, the Ministries used the ‘sustainability indicators’ formulated by an EU group of experts. In defining their coastal zone, the Netherlands uses the definition contained in its National Spatial Strategy “the coastal sea, beach, dunes/sea dikes and the strip to landward of them which bears some functional or cultural relationship to the coast”. The limit of seaward jurisdiction is the 20-metre bathymetric line (isobath) while on land it is recognised that the limits of the coast can vary, depending on the given function. Given that half of all the land in the Netherlands is below sea-level, the country has a long tradition of shoreline management. As a result of this, the coastal zone is regarded as an essential form of flood defence and a long-term perspective has had to be taken in any form of management proposed or carried out. A statutory level of protection is laid down in the Flood Defence Act of 1996. Given the potential effects of climate change and sea level rise the Dutch Ministries recognise that its coastal zone will be under increasing pressure in future and so its aim is to “use what space is available in a responsible way and to ensure that functions do not slowly squeeze each other out” (Dutch Government, 2005, p.6). Given the country’s long history of coastal management, it would appear that the policy instruments in place which includes decentralised decision-making at regional and local levels as well as horizontal exchange between relevant administrative bodies seems to be sufficiently strong to successfully implement integrated coastal zone management. The idea behind taking a more decentralised approach is that, if national government provides overall guidance, other levels of government will be able to take more

²³ The Ministry of Transport, Public Works and Water Management; the Ministry of Housing, Spatial Planning and the Environment; the Ministry of Agriculture, Nature and Food Quality; and the Ministry of Economic Affairs.

responsibility and perform better. This should, therefore, facilitate the principles of local specificity, involvement of all relevant administrative bodies and deliver participatory planning.

When carrying out the stocktake, the Dutch Ministries considered how well the principles of good ICZM were being incorporated into current management practices. From an examination of five coastal management projects, they found that, although the principles had not been consciously discussed, they had been observed in practice (Dutch Government, 2005, p.13). The respondents indicated that all the projects undertaken to date originated from a specific problematic issue and the need for a solution. As a result, such projects tended to address only one particular sector and while they may have followed some of the principles of good ICZM it was never a conscious goal to include all the principles. It is likely that this experience is not limited to the Netherlands. The Ministries concluded that the principles contained in the European Recommendation on ICZM were “too abstract to be really useful in assessing existing projects” (Dutch Government, 2005, p.14). The findings of the evaluation team regarding compliance with the principles are shown in Table 6.5. The fact that the adaptive management principle is identified as the principle that is least well observed is ironic given the reliance the country has on its coastal zone and its consequent needs to adapt to the behaviour of this dynamic environment.

Principle	THE NETHERLANDS
1) Is there a holistic thematic and geographic perspective in the process?	Yes, fully: The principle is fully covered by the strategy/equivalent and in place (or close to).
2) Is there a long-term perspective envisaged?	Yes, fully: The principle is fully covered by the strategy/equivalent and in place (or close to).
3) Is an adaptive management approach applied during a gradual process?	Partly fulfilled: Essential aspects of the principle are covered by the strategy/equivalent and in place. Serious initiatives for implementation are taken or foreseen.
4) Is the process local context specific?	Yes, fully: The principle is fully covered by the strategy/equivalent and in place (or close to).
5) Does the ICZM respect and work with natural processes ?	Yes, fully: The principle is fully covered by the strategy/equivalent and in place (or close to).
6) Is the process based on participatory planning and management?	Yes, fully: The principle is fully covered by the strategy/equivalent and in place (or close to).
7) Does the process support and involve all relevant administrative bodies ?	Yes, fully: The principle is fully covered by the strategy/equivalent and in place (or close to).
8) Is there a balanced combination of instruments in planning and management?	Yes, fully: The principle is fully covered by the strategy/equivalent and in place (or close to).

Source: Rupprecht Consult, 2006, p.108.

Table 6.5 Compliance with the Principles of Good ICZM in the Netherlands.

6.6 United Kingdom

The United Kingdom began its stocktake process in March 2003 by commissioning consultants to review the current framework in the UK for coastal management. Results of this process were presented to the UK Government in March 2004. The findings recognised that coastal management was strongly based on sectoral activities and this approach does not truly reflect the principles of good coastal management contained in the European Recommendation. In this regard it is important to note that since 1999 the UK Parliament effectively devolved many powers to new democratic bodies in England, Scotland, Wales and Northern Ireland. This result of this is that different management approaches to similar issues and problems have been taken in the different regions. ICZM is one responsibility of these new devolved administrations and accordingly the ICZM process and envisaged strategy development are at different levels of progression. In England a consultation paper has been published which aims to generate discussion and debate about ICZM in more detail and ultimately to help decide what approach should be taken to ICZM in England in the future. In 2005, the Scottish Executive published a strategy for the long-term sustainability of Scotland's coasts and seas. In Wales, a national ICZM strategy is currently under development. In Northern Ireland an ICZM strategy was produced in 2006 and this is currently being implemented. This section will therefore examine the UK situation as a whole and then look at the individual States separately, given they will all have individual ICZM strategies in time.

6.6.1 United Kingdom Stocktake findings

While individual ICZM strategies are being taken forward separately by the devolved administrations, the UK report on the implementation of the ICZM Recommendation (Defra, 2006a) recognises that there are still common challenges and shared goals in relation to ICZM and as such the administrations will work collaboratively on these. Coastal management on land is primarily the responsibility of local government authorities, whose jurisdiction generally extends to the mean low water mark, with a few exceptions. In Scotland, for example, the jurisdiction of local authorities extends further seaward primarily due to the need of such authorities to be able to effectively manage the aquaculture sector. Many other local authorities have the power to make bye-laws in relation to marine and coastal areas primarily to address recreational uses of these areas. In addition harbour authorities usually have their own powers derived from statute but they are still subject to the planning control of local authorities. The devolved administrations have jurisdiction to the 12M limit beyond which jurisdiction and powers rest with the UK Government. Activities on land are usually subject to the terrestrial land planning system whereas offshore activities are very much sectorally-based. Centralised Government departments are the principal decision-makers here with responsibility for granting licences and consents. Ownership of the foreshore and seabed below low water mark is generally held by the Crown Estate, who act as landlords. They have the responsibility of issuing leases for activities which seek to utilise this resource such as offshore developments. Generally UK policy advises that the definition of the

coastal zone be adjusted according to needs and that local planning authorities consider and define the most appropriate coastal zone in their area (House of Commons, 1992).

The UK stocktake found that while some of the ICZM principles are more evident than others, at the local level there tends to be a greater reflection of all the principles in practice. The findings of the Rupprecht evaluation are shown in Table 6.6. It is the principle of “local specificity” which has been taken forward most successfully and usually via voluntary actions. Long-term planning was perceived as the weakest principle (Atkins, 2004). In general, there was support for the establishment of a lead, coordinating body to promote ICZM and ensure all parties contribute to its implementation. Currently Scotland and Northern Ireland have active coastal forums. There was a coastal forum for England but this is in abeyance. The Welsh coastal forum has been superseded by the Wales Coastal and Marine Partnership (see section 6.6.3). The fact that in most circumstances there was little commercial or industrial sector involvement in ICZM was also highlighted. It was felt that tangible benefits from undertaking ICZM need to be evident in order to secure the involvement of all relevant sectors and stakeholders. The presence of a coastal forum may help to improve this situation. The stocktake report distinguishes between whether such forums operate at local or national level. At local level, coastal forums tend to revolve around partnership working and as such they are directed towards resolving conflicts and preparing local site management plans. At a national level, however, coastal forums involve a more diverse range of stakeholders and focus primarily on future policy direction. One limitation identified in the operation and achievements of coastal forums is the fact that they tend to be funded through projects or other unsustainable means.

Principle	UNITED KINGDOM
1) Is there a holistic thematic and geographic perspective in the process?	Yes, fully: The principle is fully covered by the strategy/equivalent and in place (or close to).
2) Is there a long-term perspective envisaged?	Partly fulfilled: Essential aspects of the principle are covered by the strategy/equivalent and in place. Serious initiatives for implementation are taken or foreseen.
3) Is an adaptive management approach applied during a gradual process?	Significant gaps: Only some aspects of the principle are covered or implementation is foreseen.
4) Is the process local context specific?	Partly fulfilled: Essential aspects of the principle are covered by the strategy/equivalent and in place. Serious initiatives for implementation are taken or foreseen.
5) Does the ICZM respect and work with natural processes ?	Yes, fully: The principle is fully covered by the strategy/equivalent and in place (or close to).
6) Is the process based on participatory planning and management?	Partly fulfilled: Essential aspects of the principle are covered by the strategy/equivalent and in place. Serious initiatives for implementation are taken or foreseen.

7) Does the process support and involve all relevant administrative bodies ?	Partly fulfilled: Essential aspects of the principle are covered by the strategy/equivalent and in place. Serious initiatives for implementation are taken or foreseen.
8) Is there a balanced combination of instruments in planning and management?	Partly fulfilled: Essential aspects of the principle are covered by the strategy/equivalent and in place. Serious initiatives for implementation are taken or foreseen.

Source: Rupprecht Consult, 2006, p.108.

Table 6.6 Compliance with the Principles of Good ICZM in the United Kingdom.

New legislative developments in the UK are also likely to influence the future implementation of ICZM. The proposed Marine Bill aims to establish a new framework for the sustainable management of activities in coastal and marine areas. The Bill focuses on six main themes including Marine Spatial Planning, marine consents, marine management organisation, marine nature conservation, coastal and estuaries management and fisheries management and marine enforcement. The focus on Marine Spatial Planning (MSP) is one of great relevance to the future implementation of ICZM in the UK. It is proposed that MSP should not add bureaucracy to the regulatory process but rather aid developers and improve the use of maritime space. A review of marine nature conservation carried out by the UK Government in 2004 established a pilot marine spatial planning project in the Irish Sea later that year.

The Irish Sea Pilot project was designed to test the potential for an ecosystem approach to managing the marine environment at a regional sea scale. The project has now ended and its findings have been reported to the UK Department of Environment, Food and Rural Affairs (Defra) with 64 recommendations. One recommendation was the introduction of marine spatial planning as a statutory process involving national planning guidelines, strategic plans at Regional Sea level and more detailed local plans. While there is no specific mention of ICZM in the final report (JNCC, 2004), many of the fundamental principles present in the European Recommendation are reflected in the recommendations of the Irish Sea Pilot project. These include a regional approach to management, an ecosystem-based approach, the use of existing institutions and possible establishment of forums to aid the management process. The project findings stress that to achieve successful application of the ecosystem approach, international and national policy and legislation should support, and not frustrate, the achievement of strategic goals for the marine environment (JNCC, 2004). It is important to note, however, that change made by the forth-coming Marine Bill will not be automatic and it will be up to the individual administrations to decide whether the new legislation is necessary in the areas for which they have responsibility.

6.6.2 England

In England, legislative powers and responsibilities are exercised by central government departments. Regional government in England is divided between three sets of organisations, the regional Government Offices, the Regional Development Agencies and, more recently in some parts of the country, Regional Assemblies. Generally the seaward element of the coastal zone is

the responsibility of central Government while landward activities are managed predominantly by local authorities. A document entitled “promoting an integrated approach to management of the coastal zone in England” was published in 2006 (Defra, 2006b). This document is essentially a consultation document aimed at generating both organisational and individual responses in relation to the way ICZM is brought forward in England. Issues are identified which must be considered when taking forward any future coastal management strategy. These issues include climate change, coastal erosion and flooding, nature conservation, changing industries and communities, the historic environment, tourism and recreation, as well as pollution and water quality. While recognising that current management is complex and fragmented, the consultation document recognises the progress being made at local level in relation to coastal management. There are at least 33 coastal forums, groups and partnerships which have been set up to bring together those with a role in coastal management, or other stakeholders with an interest in local coastal issues (Defra, 2006b). There are no set remits for these groups but generally they aim to achieve a more integrated approach to coastal issues by facilitating co-operation between different organisations, raising awareness of local issues, collecting and distributing information, and discussing issues of local concern. The consultation document follows a similar vein to the Green Paper on a future Maritime Policy for the European Union. It recognises what needs to be done but asks for public responses in relation to how these needs are addressed. The consultation period ended on 29 September 2006.

6.6.3 Wales

The National Assembly for Wales (NAW) was created through the Government of Wales Act 1998. It has secondary legislative powers only, so it is bound by Westminster Acts but has powers to make orders and regulations provided for in such Acts. The Welsh Assembly has a dedicated duty towards sustainable development under section 121 of the 1998 Act. This is unique in Europe and is an important guiding policy for management of the coast. The draft strategy for coastal management in Wales (Welsh Assembly Government, 2006), therefore, is firmly rooted within the principles of sustainable development. The strategy follows on from a separate Welsh stocktake of current management frameworks carried out in 2003/04. The stocktake found that many of the key principles of ICZM are already being put into practice, predominantly at the local level. Inclusion and adoption of ICZM principles into key policies and programmes, however, varies. One of the key aims of the strategy, therefore, is to increase awareness of the ICZM process and demonstrate the added value such a process would have if successfully implemented. The Welsh coastal strategy contains a number of key objectives that aim to deliver better coastal management over a four year period. The Assembly Government will review and report progress annually in association with the Wales Coastal and Maritime Partnership. This partnership evolved out of the Welsh Coastal Forum and is based in the Welsh Assembly. The strategy is presently at the public consultation phase and it is anticipated that this may result in changes to the strategy in future.

6.6.4 Scotland



The devolved government for Scotland consists of the Scottish Parliament and the Scottish Executive, both established under the Scotland Act 1998. There are eight main departments in the Scottish Executive. The Scottish Coastal Forum (SCF) was set up by the Scottish Office (now Scottish Executive) in 1996 on a permanent basis and operates as the Secretariat through an independent chair. The forum has representatives from approximately 20 organisations as well as individuals with coastal and marine interests. To date the forum has responded to other Government consultations, has reviewed existing Scottish coastal plans and acts as a central body for local coastal forums in Scotland as well as providing information on coastal management to other interested individuals and organisations. A strategy for Scotland's coasts and seas was produced by the Scottish Executive in 2005 (Scottish Executive, 2005). The strategy drew on views received as part of a previous consultation on Scotland's Marine Environment, and also on work done by the Scottish Coastal Forum and Scottish Biodiversity Forum. The strategy recognises that current management is both sectorally and regulatory based and that this approach is not apt for successful integrated management. The strategy aims to address these challenges without undermining any strategies currently in place. The principles of sustainable development are firmly rooted in the strategy and the principles of good ICZM fit into this overall framework. According to the strategy, the Minister for Environment and Rural Development will chair a high level group to review progress of the strategy, examine the potential of marine spatial planning in three local sites, as certain research needs as well as identify whether there is a need for new legislation to aid the management process. This group will include all relevant stakeholders. The strategy outlines a timetable that stipulates when the commitments made in the strategy are to be delivered.

6.6.5 Northern Ireland

The Northern Ireland Act 1998 enabled the setting up of the Northern Ireland Assembly and Executive, along with a First Minister and Deputy First Minister, an Executive Committee of Ministers and a number of government departments. Unfortunately in 2004, this devolved government was suspended and since then the Secretary of State for Northern Ireland, assisted by a team of Northern Ireland Office Ministers has assumed responsibility for the direction and control of the Northern Ireland Departments. However, an integrated coastal zone management strategy entitled 'An Integrated Coastal Zone Strategy for Northern Ireland' was launched on 28th June 2006 (DOENI, 2006). Perhaps the most significant element of the strategy is the establishment of a Northern Ireland Coastal and Marine Forum [CMF]. This is an independent, non-statutory body made up of a cross-section of interests ranging from local government, business, agriculture, fishing and environmental bodies. Alongside this is the ICZM implementation group which broadly consists of the regulatory departments and agencies. The strategy takes a long-term view in that it covers the period from 2006 to 2026, with specific objectives identified for three phases of implementation (years 1-3, 4-7, and 8-20 respectively). It seeks to identify the key factors affecting the Northern Ireland coast and put in place a series of widely supported aims, objectives and actions which will promote a coordinated and sustainable approach to the future management of the coastal zone. It is important to note however that it is a non-statutory document and as such it

does not impose any new duties on Government departments, public bodies, organisations or individuals. It does however aim to stimulate all relevant bodies to take steps to implement those actions which they have committed to in the Strategy.

The Northern Ireland ICZM strategy is based on the principles of sustainable development, the precautionary principle, the ecosystems-based management approach as well as the principles of good coastal management contained in the European ICZM Recommendation. The strategy also recognises the need for transnational management given the fact that jurisdictionally Northern Ireland and the Republic of Ireland are divided by two large sea loughs: Lough Foyle and Carlingford Lough. The Foyle, Carlingford and Irish Lights Commission is responsible for conservation, protection, management and development of inland fisheries in the Foyle and Carlingford areas, the promotion of development of Lough Foyle and Carlingford Lough, and the development and licensing of aquaculture and the development of marine tourism. This body is one of the North-South implementation bodies established under the Good Friday Agreement (1998). This also established the North-South Ministerial Council (NSMC) to develop consultation, co-operation and action within the island of Ireland, including matters of mutual interest within the competence of both administrations, North and South. In addition there is the British-Irish Council (BIC) which includes the British and Irish Governments, the devolved administrations of Northern Ireland, Scotland and Wales, Jersey, Guernsey and the Isle of Man. Within the environment group of the BIC there is a working group on ICZM. This Working Group identified a number of key issues as potential areas for common focus when developing national strategies such as the integration of ICZM into policies and programmes; the need for improved public awareness and involvement; and the development of common indicators to assess progress. These are echoed in the Northern Ireland ICZM strategy.

7. CONCLUSIONS

ROUGH DRAFT

Sectoral management prevails in northwest Europe.

It is clear that the management of the coastal zones of North west Europe is primarily carried out on a sectoral basis. This approach is generally not conducive to integrated management. Institutions that have roles in both the terrestrial and marine environments can rarely take an interdisciplinary approach due to their legal remit. The broadest role and responsibilities in coastal areas rest with local government/local planning authorities. Larger industries such as fisheries, oil and gas and marine aggregate extraction are primarily the responsibility of central Government departments. As a consequence the management of such industries tends to far removed from the principles of good ICZM contained in the European ICZM Recommendation.

Local level implementation of ICZM produces tangible benefits for northwest Europe, but the short term nature of these initiatives is a problem that needs to be addressed.

Local non-regulatory actions are much closer to these principles but are prevented from bestowing a lasting legacy given their short term nature, limited funds and high turnover of staff. To be sustainable this needs to be addressed formally with recurrent funding and staffing mechanisms put in place. It is clear that traditionally long term planning for the coastal zone has not been standard practice. As one of the principles contained in the ICZM Recommendation, and enshrined in many other international, European and national instruments, this long term approach needs to become an integral part of the decision making and delivery process.

Reference to integration in policy and legislation needs to be transferred into practice.

Almost all international and regional conventions and agreements, as well as European and national legislation and policies, emphasise the need for an integrated approach to coastal zone management. The majority of these also stress the need for better coordination and cooperation in existing management structures. Successful integrated coastal zone management does not necessarily need new legislation or administrative bodies to support it. It is clear from various examples around North west Europe and from the COREPOINT project that many successful management initiatives already exist at local and regional levels. What is needed is greater cooperation between current administrations. The legislation and policies informing management need to complement as opposed to contradict each other. The Cardiff process is designed to introduce a horizontal approach to environment policy by incorporating 'environment' into all Community policies. The integration principle enshrined in the Amsterdam Treaty should be clearly evident in all forthcoming European legislation and policies. To date this has not been overtly obvious. The flexibility given to Member States when transposing European law and policy has resulted in varying approaches and consequently very different approaches to management.

Progress towards ICZM in the region is relative to the rest of Europe, as evidenced in the review of the Stocktake results for the nine relevant jurisdictions. Future progress could be influenced by a regional seas approach directed under the OSPAR Convention.

The European Recommendation on ICZM remains the most influential instrument for implementation of integrated coastal zone management. From an analysis of the status of ICZM in

North west Europe Member States, it would appear that the stocktakes completed in response to the Recommendation have highlighted the successes, potentials and threats to an integrated management approach. Most stocktakes found that there is still a strong land – sea divide in management and that this obviously does not encourage participatory planning or involvement of all relevant bodies. It is interesting to note that all the strategies published after the stocktakes and in response to the Recommendation highlight the need for better integration and coordination of existing management regimes. The need for regional cooperation and coordination has also been underlined by the work of the OSPAR consortium. In this respect, it is important to note that all the North west Member States are signatories to this Convention and it may be worthwhile exploring how this can give support to integrated coastal zone management.

The Corepoint approach helps to build capacity for understanding the principles of best practice in ICZM, as well as strengthening links between coastal research and policy. The Corepoint model, including the ICZM training professional activities, should be utilised to further enhance knowledge transfer in the northwest Europe region and beyond.

Recent developments at European level in relation to an all-embracing maritime policy for the European Union may have an impact on future ICZM initiatives. The ICZM process is clearly supported in the Green Paper. It suggests that consideration should be given to an EU-wide mechanism for comparative analysis and an exchange of best practice in ICZM. While there is a multitude of guidelines and principles on ICZM these are perhaps best regarded as a theoretical guide. ICZM is a continuous and dynamic process and is primarily a form of adaptive management. While current management regimes may not be so flexible, best practice is transferable. Evidence of *successful* management and the added value of this needs to become more widely publicised. Given that the most successful management happens at the local level the added value of this may not be as widely disseminated as it should be. All Member States currently manage their coastal zones within a variety of existing constraints. These may be legal or administrative or purely limited by resources. There are common problems and common issues, as discussed in section 5, in all North west Europe Member States. What is critical for successful integrated management is that, despite the differences, there are mechanisms in place for knowledge transfer. This is one aim of the COREPOINT project and has proved successful to date through the use of expert couplet nodes which link coastal scientists with coastal managers.

The coastal resource of northwest Europe is extremely valuable in monetary terms. Given this inherent value, and the capacity for ICZM in northwest Europe as demonstrated through Corepoint, the region should play a leading role in influencing the development of emerging maritime policies and tools such as Marine Spatial Planning in Europe.

The European Union is the leading maritime power in the world. In terms of North west Europe, the economic value of the coastal and marine zones of Belgium was €256M, Ireland €11,700M, France €18,405M, Netherlands €4,005M and the UK €65,325M. In terms of Global National Income (GNI) these are quite significant (Ireland 9.6%, UK 3.4%, France 1.1%, Netherlands 0.8% and Belgium < 0.1%). Given the value of this resource base, it is essential that it is correctly managed and that its future development is sustainable. It is probable that the on-going work at a European level will



have significant implications for the future management of coastal and marine environments. There is presently a strong emphasis on Marine Spatial Planning as a means of improving and integrating management. ICZM is central to this process. These tools are complementary to, and not a replacement for, established structures and frameworks under international, regional and European law. The successful application of these tools therefore requires cooperation and coordination of actions by all states within a regional area. Problems of maritime space are closely interrelated and need to be considered as a whole. Integrated management is an iterative process that may facilitate ocean and coastal management in geographically complicated areas with common concerns and issues.

7. CONCLUSIONS

ROUGH DRAFT

~~It is clear that the management of the coastal zones of North west Europe is primarily carried out on a sectoral basis. This approach is generally not conducive to integrated management. Institutions that have roles in both the terrestrial and marine environments can rarely take an interdisciplinary approach due to their legal remit. The broadest role and responsibilities in coastal areas rest with local government/local planning authorities. Larger industries such as fisheries, oil and gas and marine aggregate extraction are primarily the responsibility of central Government departments. As a consequence the management of such industries tends to far removed from the principles of good ICZM contained in the European ICZM Recommendation. Local non-regulatory actions are much closer to these principles but are prevented from bestowing a lasting legacy given their short term nature, limited funds and high turnover of staff. To be sustainable this needs to be addressed formally with recurrent funding and staffing mechanisms put in place. It is clear that traditionally long term planning for the coastal zone has not been standard practice. As one of the principles contained in the ICZM Recommendation, and enshrined in many other international, European and national instruments, this long term approach needs to become an integral part of the decision making and delivery process.~~

~~Almost all international and regional conventions and agreements, as well as European and national legislation and policies, emphasise the need for an integrated approach to coastal zone management. The majority of these also stress the need for better coordination and cooperation in existing management structures. Successful integrated coastal zone management does not necessarily need new legislation or administrative bodies to support it. It is clear from various examples around North west Europe and from the COREPOINT project that many successful management initiatives already exist at local and regional levels. What is needed is greater cooperation between current administrations. The legislation and policies informing management need to complement as opposed to contradict each other. The Cardiff process is designed to introduce a horizontal approach to environment policy by incorporating 'environment' into all Community policies. The integration principle enshrined in the Amsterdam Treaty should be clearly evident in all forthcoming European legislation and policies. To date this has not been overtly~~

obvious. The flexibility given to Member States when transposing European law and policy has resulted in varying approaches and consequently very different approaches to management.

The European Recommendation on ICZM remains the most influential instrument for implementation of integrated coastal zone management. From an analysis of the status of ICZM in North west Europe Member States, it would appear that the stocktakes completed in response to the Recommendation have highlighted the successes, potentials and threats to an integrated management approach. Most stocktakes found that there is still a strong land – sea divide in management and that this obviously does not encourage participatory planning or involvement of all relevant bodies. It is interesting to note that all the strategies published after the stocktakes and in response to the Recommendation highlight the need for better integration and coordination of existing management regimes. The need for regional cooperation and coordination has also been underlined by the work of the OSPAR consortium. In this respect, it is important to note that all the North west Member States are signatories to this Convention and it may be worthwhile exploring how this can give support to integrated coastal zone management.

Recent developments at European level in relation to an all-embracing maritime policy for the European Union may have an impact on future ICZM initiatives. The ICZM process is clearly supported in the Green Paper. It suggests that consideration should be given to an EU-wide mechanism for comparative analysis and an exchange of best practice in ICZM. While there is a multitude of guidelines and principles on ICZM these are perhaps best regarded as a theoretical guide. ICZM is a continuous and dynamic process and is primarily a form of adaptive management. While current management regimes may not be so flexible, best practice is transferable. Evidence of *successful* management and the added value of this needs to become more widely publicised. Given that the most successful management happens at the local level the added value of this may not be as widely disseminated as it should be. All Member States currently manage their coastal zones within a variety of existing constraints. These may be legal or administrative or purely limited by resources. There are common problems and common issues, as discussed in section 5, in all North west Europe Member States. What is critical for successful integrated management is that, despite the differences, there are mechanisms in place for knowledge transfer. This is one aim of the COREPOINT project and has proved successful to date through the use of expert couplet nodes which link coastal scientists with coastal managers.

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is presently a strong emphasis on Marine Spatial Planning as a means of improving and integrating management. ICZM is central to this process. These tools are complementary to, and not a replacement for, established structures and frameworks under international, regional and European law. The successful application of these tools therefore requires cooperation and coordination of actions by all states within a regional area. Problems of maritime space are closely interrelated and need to be considered as a whole. Integrated management is an iterative process that may facilitate ocean and coastal management in geographically complicated areas with common concerns and issues.

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