



ESaTDOR European Seas and Territorial Development, Opportunities and Risks

ANNEX 12 to the Draft Final Report

Governance Case Studies: Mediterranean Sea

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ANNEX 12:

Mediterranean Sea Governance Case Studies

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The purpose of the maritime governance case studies within the ESaTDOR project is to provide a more in depth assessment of the governance experience of different maritime and coastal regions. More specifically, case studies have been chosen on the basis that they are examples of transnational governance (either bilateral or multilateral arrangements) in order to investigate the following issues:

- Management of conflicts in relation to the uses of maritime space,
- The integration of terrestrial (land-based) and marine or maritime spatial planning, and
- The contribution that existing transnational governance arrangements can make to territorial cohesion.

In addition, the evaluation of governance arrangements in each of the case studies is intended to highlight examples of good practice in maritime governance, and provide evidence for further recommendations as to how governance arrangements in different maritime regions can be strengthened, through, for example, Integrated Maritime Policy or the development of further transnational cooperation initiatives.

The case studies were undertaken using a mixture of documentary reviews and interviews with a limited number of key stakeholders. A synthesis of the case study findings for all the regional seas considered in the ESaTDOR project (the Arctic and Atlantic Oceans, and the Baltic, Black, Mediterranean and North Seas) is contained within the Draft Scientific Report.

Mediterranean Case Study 1: ICZM Protocol for the Mediterranean

(ICZM Protocol to the Barcelona Convention)

Joaquín Farinós Dasí (IIDL-University of Valencia. Spain).

Introduction

The Protocol on ICZM of Barcelona Convention for the Mediterranean Sea (Protocol on Integrated Coastal Zone Management in the Mediterranean – referred to as the ICZM Protocol hereafter) is the 7th Protocol in the framework of Barcelona Convention of 1975 and was last revised in 1995¹. The ICZM Protocol was signed on the occasion of the Conference of the Plenipotentiaries on the ICZM Protocol that took place on 20-21 January 2008 in Madrid. Seven countries have ratified the Protocol so far: France (2009), Slovenia (2009), Albania (2010), Spain (2010), the EU (2010), Syria (2010) - Syria will enter history for being the sixth and "enter-into-force" country for the ICZM Protocol - and Montenegro (2011) (see Table 1a). Consequently, on 24 March 2011 the Protocol entered into force. It is a very special legally binding instrument about coastal management (the first significant step in the development of international legislative instruments for ICZM) that should lead to Mediterranean States and the EU to better managing their coastal zones, as well as dealing with the emerging coastal environmental challenges, such as climate change.

¹ The Convention for the Protection of The Mediterranean Sea Against Pollution (Barcelona Convention - entered into force in 1978) as modified and renamed in 1995, provides the general principles and the institutional framework for the protection of the marine environment of the Mediterranean Sea, together with an additional seven implementing protocols that have been adopted dealing with: dumping at sea, prevention and emergency response to pollution by oil and other harmful substances, land-based pollution, specially protected areas and biodiversity, protection from pollution from offshore activities, trans-boundary movement of hazardous wastes and ICZM.

Table 1a: ICZM PROTOCOL RATIFICATION SCORE		
Contracting Parties		
Country	Signed (date, venue)	Ratified (date, venue)
Albania	/	18 February 2010, Tirana, Albania (pending notification from the depository country Spain)
Algeria	21 January 2008, Madrid, Spain	
Croatia	21 January 2008, Madrid, Spain	
France	21 January 2008, Madrid, Spain	28 September 2009, Paris, France
Greece	21 January 2008, Madrid, Spain	
Israel	21 January 2008, Madrid, Spain	
Italy	21 January 2008, Madrid, Spain	
Malta	21 January 2008, Madrid, Spain	
Monaco	21 January 2008, Madrid, Spain	
Montenegro	21 January 2008, Madrid, Spain	1 December 2011, Podgorica, Montenegro (pending notification from the depository country Spain)
Morocco	21 January 2008, Madrid, Spain	
Slovenia	21 January 2008, Madrid, Spain	25 September 2009, Ljubljana, Slovenia
Spain	21 January 2008, Madrid, Spain	17 June 2010, Madrid, Spain (pending notification from the depository country Spain)
Syria	21 January 2008, Madrid, Spain	30 September 2010, Damascus, Syria (pending notification from the depository country)
Tunisia	21 January 2008, Madrid, Spain	
EU	16 January 2009, Madrid, Spain	13 September 2010, Brussels, Belgium (pending notification from the depository country Spain)

Source: http://www.pap-thecoastcentre.org/about.php?blob_id=56&lang=en

It constitutes an important achievement for the Mediterranean Action Plan (MAP)². By signing the Protocol all Partners agree to promote sustainable development and ICZM in coastal areas,

² The Mediterranean Regional Sea Programme was established under the auspices of the United Nations Environmental Programme (UNEP) which serves as the secretariat for the

taking into account the Mediterranean Sustainable Development Strategy (MSDS) approved by the Mediterranean Commission for Sustainable Development (MCSD) in November 2005³. MSDS (UNEP/MAP, 2005a) should be the basis for the development of a future Mediterranean Spatial Vision as well as for National Strategies which, in turn, should be put into practice through the corresponding regional and national action plans and operational instruments. For this objective several demonstration projects for appropriate ICZM at local level (CAMP), as well as defining appropriate methodologies to develop national strategies (Albania, Montenegro and Algeria projects), have been developed by PAP/RAC⁴.

At this moment an *Action Plan for the Implementation of the ICZM Protocol* in the Mediterranean has been established for the period January 2012–December 2019 (including the remaining 3 years of the current MAP and the next 5 year programme). The Action Plan will support ratification and transposition by the remaining Parties and implementation processes. Implementation will require concerted actions by all Parties with, as appropriate, the assistance of the Coordinating Unit.

Complementing this, at EU level, the European Parliament and the Council adopted in 2002 a Recommendation on ICZM trying to reduce several barriers to appropriate management of coastal areas, noting: *“coastal planning activities or development decisions still take place in a sectoral way, hardly being linked to each other. This fragmented approach to planning and management leads to inefficient use of resources, conflicting claims on space and missed opportunities for more sustainable coastal development”*. This new ICZM approach includes principles such as *“the need to base planning on sound and shared knowledge, the need to take a long-term and cross-sector perspective, to pro-actively involve stakeholders and the need to take into account both the terrestrial and the marine components of the coastal zone”* (<http://ec.europa.eu/environment/iczm/home.htm>). This recommendation has been assessed for two periods: 2002-2006 (CEC, 2007) and 2006-2010 (EU-DG Environment, 2011a).

Programme. The Barcelona Convention and its Protocols have been adopted in the context of the Mediterranean Action Plan (MAP). MAP is a regional initiative involving the 21 Mediterranean countries and the European Union in a cooperative way. Through the MAP, the 22 Contracting Parties to the Barcelona Convention and its Protocols agree to face the common challenges of protecting the marine and coastal environment while boosting regional and national plans to achieve sustainable development.

³ A think-tank composed of 35 members including, besides the signatory Parties of the Barcelona Convention, various NGOs, professional associations and organizations, cities, national and regional experts, etc. The main task of MCSD would be to make proposals to Mediterranean countries and other stakeholders in the region in order to facilitate sustainable development.

⁴ Priority Actions Programme / Regional Activity Centre (PAP/RAC) was established in 1977 as a key component of MAP. PAP/RAC is responsible for the coordination of the Coastal Area Management Plans (CAMP). CAMP is oriented at the implementation of practical coastal management projects in selected Mediterranean coastal areas, applying Integrated Coastal Zone Management (ICZM) as a major tool.

Definition of ICZM according to the Protocol and relationship to Governance

ICZM focuses on facilitating horizontal (multi/cross-sectoral) and vertical dialogue, agreements and compromises between all parties involved in the use of coastal resources. The text of the ICZM Protocol is structured as follows: Foreword; Part I: General Provisions (arts. 1-7), Part II: Elements of ICZM (arts. 8-15); Part III: Instruments for ICZM (arts. 16-21); Part IV: Risks affecting the Coastal Zone (arts. 22-24); Part V: International Cooperation (arts. 25-29); Part VI: Institutional Provisions (arts. 30-33); and Part VII: Final Provisions (arts. 34-40)⁵.

Its origin is clearly environmental: against pollution and linked to the 1992 Rio Summit results (MSDS). At EU level, the 6th Environment Action Plan (Parliament and Council Decision 1600/2002/EC) set out objectives for the EU to promote sustainable use of the seas and conservation of marine ecosystems, including coastal areas, and to encourage and promote effective and sustainable use and management of land and sea (a progressive step to a combined inland-off shore and transnational perspective, based on an Ecosystem Approach). ICZM promotion was identified as priority action to achieve these objectives. In this context, the European and Council Recommendation on the Implementation of Integrated Coastal Zone Management in Europe (2002/413/EC) was adopted in 2002.

Through the ICZM Protocol (PAP/RAC, 2007a) Contracting Parties “*shall establish a common framework for the integrated management of the Mediterranean coastal zone and shall take the necessary measures to strengthen regional co-operation for this purpose*” (art.1). Parties are committed to cooperate in order to promote sustainable development and ICZM taking into account as a basis the MSDS document. Instruments considered to help implement the Protocol include (arts. 15, 18, 19, 20, 21, 23,29): Spatial and Strategic Plans (from Mediterranean to local levels), Assessment Studies (EIA, SEA) and Risk Prevention Plans (including in both cases cross-border ones), Economic and Funding Instruments, Scientific and Technical Instruments (such as research and training centers), Instruments for public awareness, capacity building & training.

Contracting Parties will define an ICZM common regional framework for the Mediterranean basin that will be applied through regional plans and other operational instruments, plans, as well as national strategies. For this purpose they will guarantee institutional coordination (art. 7) in order to: avoid single sectoral approaches, ensure close collaboration between administrations with powers in maritime and inland areas at several scales (national, regional, local), as well as to reinforce coherence and efficacy of coastal strategies, plans and programmes.

Priority fields of application and activities related to ICZM are (Protocol art. 9): agriculture and industry, aquaculture, tourism, sport and leisure activities, specific natural resources use, infrastructure - energy facilities, ports and maritime works and structures, and maritime activities. Areas requiring special attention are: specific coastal ecosystems such as wetlands, estuaries, coastal forests, woods and dunes, and marine habitats (art. 10), as well as fragile ecosystems facing climate change, including small islands (art. 12).

⁵ A detailed legal analysis in Spanish can be found in Prieur and Sanz (2009).

Art. 6 establishes general principles of ICZM which all Parties should follow. An explicit or implicit reference to governance practices and principles is made within the Protocol text. More specifically, article 6.d and 6.e refers to governance as follows:

6.d: *"Appropriate governance allowing adequate and timely participation in a transparent decision-making process by local populations and stakeholders in civil society concerned with coastal zones shall be ensured"*.

Participation, as a key element of governance, is also present in art. 14. In this case it refers to ensuring broad participation - the marine part and the land part forming a single entity *"...in the phases of the formulation and implementation of coastal and marine strategies, plans and programmes or projects, as well as the issuing of the various authorizations, of the various stakeholders..."*.

6.e: *"Cross-sectorally organized institutional coordination of the various administrative services and regional and local authorities competent in coastal zones shall be required"*.

The Protocol envisions the marine and land as forming a single entity in a complementary and interdependent way, even with a trans-boundary nature (art. 28) for which pertinent environmental assessment should be done (art. 29). All elements relating to hydrological, geomorphological, climatic, ecological, socio-economic and cultural systems shall be taken into account in an integrated manner by promoting cross-sectoral/multi-level organized institutional coordination of the various administrative bodies competent in coastal zones; as well as through the formulation of land use strategies, plans and programmes to ensure balanced allocation of uses throughout the entire coastal zone. The objective is to prevent and reduce as far as possible their negative impacts and, if they occur, to apply appropriate restoration actions. The ecosystems approach to coastal planning and management shall be applied in order to guarantee their sustainable development, also ensuring broad appropriate governance allowing adequate and timely participation in a transparent decision-making process by local populations and stakeholders (as said in art. 6.e).

Location and Environment

According to ICZM Protocol art. 3:

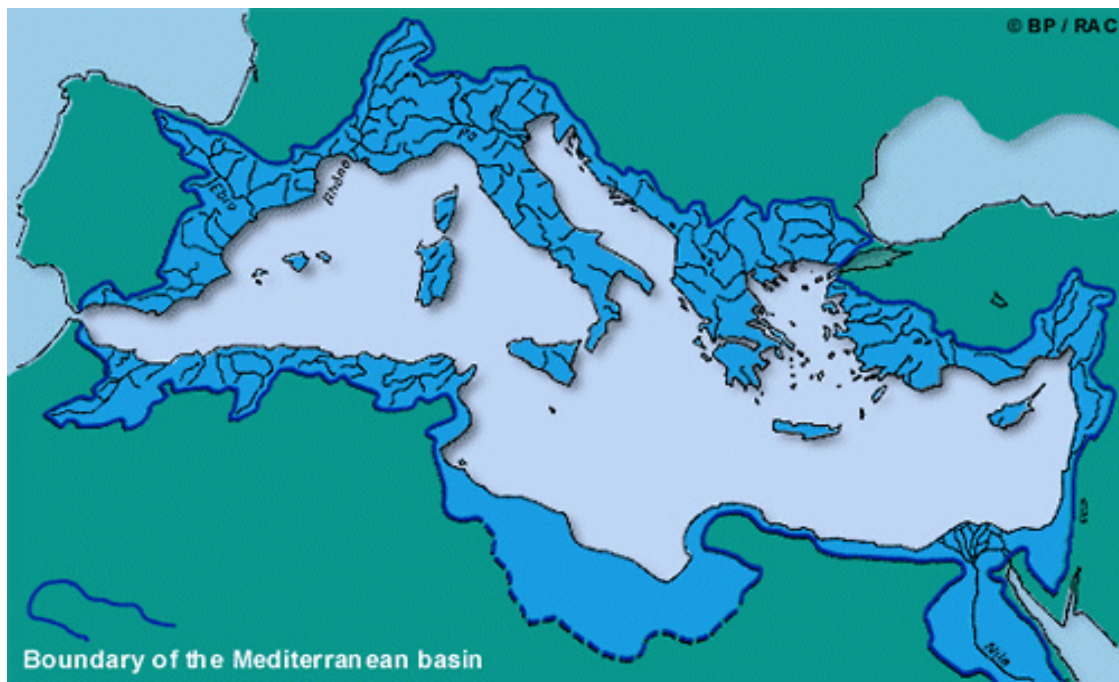
"1. The area to which the Protocol applies shall be the Mediterranean Sea area as defined in Article 1 of the Convention. The area is also defined by:

- (a) the seaward limit of the coastal zone, which shall be the external limit of the territorial sea of Parties; and*
- (b) the landward limit of the coastal zone, which shall be the limit of the competent coastal units as defined by the Parties.*

2. If, within the limits of its sovereignty, a Party establishes limits different from those envisaged in paragraph 1 of this Article, it shall communicate a declaration to the Depositary at the time of the deposit of its instrument of ratification, acceptance, approval of, or accession to this Protocol, or at any other subsequent time, in so far as:

- (a) *the seaward limit is less than the external limit of the territorial sea;*
- (b) *the landward limit is different, either more or less, from the limits of the territory of coastal units as defined above, in order to apply, inter alia, the ecosystem approach and economic and social criteria and to consider the specific needs of islands related to geomorphological characteristics and to take into account the negative effects of climate change” (i.e. the River Basins -see Map 1.1).*

Map 1.1: Mediterranean watershed. Hydrologic Boundary of the Mediterranean Basin



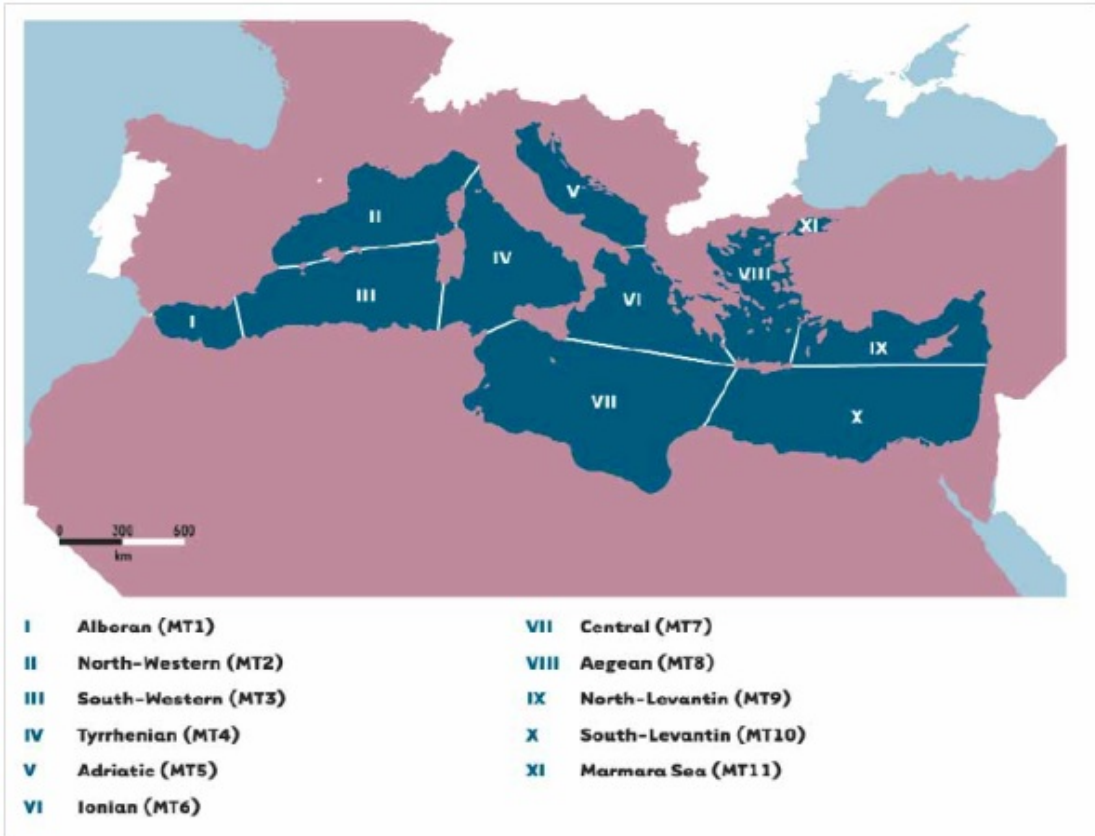
Source: (Grenon and Batisse, 1989)

Map 1.2: Equivalent NUTS 3 Units of the Mediterranean Basin



Source: UNEP/MAP (2005b).

Map 1.3: Major Sub-basins of the Mediterranean Sea



Source: UNEP/MAP (2005b)

Socio-Economic Conditions

The Mediterranean basin is a place of change and mixture between an 'old' way of life, rich in activities and cultural and natural heritage, with cities and population closely related to and based on maritime activity, and a modern way of life more oriented to new (or 'old' but re-interpreted) economic activities such as shipping, fisheries, real estate, tourism... but at this time performed with a 'back to the Sea' attitude (with the marine environment acting as a receptor for negative impacts –see Table 1b)⁶.

In this sense Mediterranean Sea is experiencing a change in its character, derived from the activities taking place in its surrounding regions. There is great diversity and heritage, and development opportunities, in the existing 21 States and the new transnational entity (EU), in a geographical context extremely diverse regarding health, government and styles of planning and administration; and, at the same time, with very limited traditional capacity to organize and agree common purposes for such common space (in contrast to other semi-closed seas, such as the Baltic). The biggest differences between Mediterranean states are rooted in social and political features and contexts; however, the environment has been the catalyst to achieve governance, and governability, of the Mediterranean space.

⁶ “*The Mediterranean Sea has been classified, under MARPOL, as 'special areas' for oil since 1983 and for garbage since May 2009... The Union for the Mediterranean has highlighted among its priorities the de-pollution of the Mediterranean... The coastline is under increasing threat, including its unique cultural and natural heritage of over 400 UNESCO sites*” (CEC: 2009).

Table 1b: Main Environmental Problems in Mediterranean Coastal Areas

Country	Urban Liquid Waste	Urban Solid Waste	Industry Pollution	Oil Pollution	Chemical Toxic Products	Eutrophication	Urbanisation
Albania	+	+	-	-	+	+/-	+/-
Argelia	+	+	+	+	-	+/-	+
Bosnia-Herzegovina	+	+	-	-	+/-	-	+
Chipre	+/-	-	+	-	-	-	+/-
Croacia	+	+	-	+ (expected)	-	+	+
Egipto	+	+	+	+/-	-	+	+
Francia	+	-	+	-	-	+/-	+
Gaza	+	+	+	-	-	+/-	+
Grecia	+	+	+	-	-	+/-	+/-
Israel	+	-	+	+/-	-	+/-	+/-
Italia	+	-	+	+	-	+	+
Libano	+	+	+/-	-	-	-	+
Libia	+	+	+	+/-	-	-	-
Malta	+	+/-	+/-	+/-	-	-	+
Monaco	-	-	-	-	-	-	+
Marruecos	+	+	+	+	+/-	+/-	+
Siria	+	+	+	+	-	+/-	+/-
Eslovenia	+	-	+	-	-	+/-	+
Espana	+	-	+	-	-	+/-	+
Tunez	+	+	+	-	-	+/-	+
Turquia	+	+	+	+/-	-	+	+

+ High importance +/- Medium importance – Low importance

Source: Hoballah, A. (2006).

Resources in this area, including space, are increasingly under high pressure due to the very positive demographic growth (more than 150 million inhabitants in its coast, a figure which doubles during the tourist season). Infrastructure, tourism and leisure facilities are being developed on already densely populated and built-up coasts - in several coastal regions of Italy, France and Spain, the coverage of built-up areas in the first kilometer of the coastal strip already contains more than 45% of this population. In addition, the Mediterranean bears 30%

of global sea-borne trade in volume from or into its more than 450 ports and terminals, and a quarter of worldwide sea-borne oil traffic. It is expected that maritime traffic will eventually continue to expand further as a result of increased transportation demand for passengers, tourists (cruise tourism has been developing rapidly, with major Mediterranean ports hosting annually more than 1 million cruise tourists each) and goods (including energy). Around 50% of the EU's fishing fleet is active here (mostly small-sized and artisanal), together with other Southern Mediterranean and non-EU fleets, and together with an increasing marine aquaculture production, exerts pressure on fish stocks and the environment.

This situation makes it necessary to pay more attention to the challenge of sustainable spatial development, also taking into consideration the effects that climate change represents for the Mediterranean space⁷.

Key issues and links with spatial/marine development and potential conflicts:

The Mediterranean is a maritime region with 21 coastal States with uneven levels of economic development and administrative capacities. In addition, important political disagreements concerning the delimitation of territorial and maritime areas have taken place. Unlike other semi-enclosed seas such as the Baltic or the Black Sea, a large part of the Mediterranean Sea remains High Seas, leading to management and governance problems (CEC, 2009:2). *"For example, the Mediterranean Sea supports one of the busiest maritime routes in the world... However, the majority (59 percent) of seaborne trade in the Mediterranean takes place from non-Mediterranean flagged states creating potential legal challenges in enforcing international shipping standards to prevent vessel-source operational and accidental pollution... The majority of Mediterranean commercial fish stock is over-exploited and in some cases fully exploited... most of the fishing activities in the Mediterranean occur within existing national jurisdictions and not on the high seas"* (EC-DG MARE, 2009:8-9)

So, two major governance weaknesses can be identified. First: in most Mediterranean States, each sectoral policy is pursued by its own administration. Second: the large proportion of marine space made up of high seas makes it difficult for coastal States to plan, organize and regulate activities that directly affect their territorial seas and coast. As a common consequence, policies and activities tend to develop in isolation from each other and without proper co-ordination and coherence and coordination between local, national, regional and international actors (CEC, 2009:2). Governance of marine space thus represents a crucial challenge in the Mediterranean.

⁷ *"The Mediterranean region is identified by the Intergovernmental Panel on Climate Change as a "hot spot" and is most at risk from flooding, coastal erosion and further land degradation - SEC (2008) 2868- which exacerbates the need for tools that can facilitate adaptation to climate change. Seaborne irregular immigration is a major concern in the region, calling for co-operation with Mediterranean partners to counter the phenomenon and prevent losses of human lives".* (CEC, 2009:3).

The Legal and Policy Framework for Management

According with UNCLOS Convention (1982) there are six maritime zones: the internal sea, the territorial sea, the contiguous zone, the continental shelf, the exclusive economic zone (EEZ) and the high seas. *"The difficulty lies in the establishment of the continental shelf and EEZ which can legally extend to 200 nm from the territorial sea limits, but when the boundaries of these zones overlap between neighboring States, international law requires these States to establish boundaries based on mutual agreement. In the Mediterranean very few states have delimited their continental shelf and EEZ maritime boundaries based on mutual agreement. As a result over fifty percent of the Mediterranean Sea remains as high seas where the legal ability of the coastal State to adopt and enforce its laws is virtually non-existent."* (EC-DG MARE, 2009: 6).

"Most of the coastal States in the Mediterranean Sea have established territorial waters of the maximum limit of 12 nautical miles, however, only few of these States have claimed an exclusive economic zone (EEZ)... Even in those cases where an EEZ has been declared, not all have been enforceable because of a lack of delimitation agreements with opposite or adjacent neighboring States in accordance with international law. And unless maritime boundaries have been properly delimited and recognized the coastal State will have legal impediments to enforcing associated legal rights against third party States... some coastal States... (i.e. France, Italy, Spain, Malta and Libya)... have taken initiatives to declare new types of zones that are not expressly provided for in the 1982 LOS Convention, such as ecological zones or fisheries zones. However, these sui generis zones also present the same problems of enforcement if they are not agreed to by neighboring states where overlaps of zones exist. This practical result of such differing maritime zones has led to a complex and fragmented marine region" (EC-DG MARE, 2009:11)

All Mediterranean coastal States ratified the 1982 United Nations Convention on Law of the SEA (UNCLOS), except Turkey, Syria, Israel and Libya (see Table 1c). All have a *territorial sea* that can extend to a maximum of 12 n.m. measured from its baselines⁸. In their territorial sea each State enjoys full sovereignty with the exception of the right of innocent passage granted to all ships. Beyond this territorial sea, a distinction is made between the seabed and subsoil (under the regime of the continental shelf, where the coastal State has exclusive sovereign rights for its exploration and exploitation), and the water column above. The latter is subject to different legal regimes: the *contiguous zone* (an additional 12 n.m. adjacent to the territorial sea, for the enforcement of customs, fiscal, immigration or sanitary laws and regulations) or the *contiguous archaeological zone* (12 n.m. adjacent to the territorial sea for underwater cultural heritage protection).

⁸ Greece and Turkey (which has not ratified UNCLOS) both have a 6 n.m. limit. In some cases the width of the territorial sea is measured from straight baselines established by States, with the waters on the landwards side of them being internal waters. Such straight baselines have been drawn by Albania, Algeria, Croatia, Cyprus, France, Italy, Libya, Malta, Morocco, Montenegro, Spain and Tunisia. Two States claim historic bays, considered as internal waters: Italy (the Gulf of Taranto) and Libya (the Gulf of Sirte).

Exclusive Economic Zones have been claimed by Cyprus, Egypt, Morocco, Syria and Tunisia (see Table 1d). In their EEZ the coastal State enjoys sovereign rights over marine resources, both living and non-living, and other kinds of jurisdiction (namely for the protection of the marine environment and for marine scientific research). Algeria, Libya, Malta, and Spain have proclaimed *fisheries zones* (sometimes named fisheries protection zones) rather than EEZs, where they exercise exclusive rights and jurisdiction with regard to fisheries. France and Slovenia have proclaimed an *ecological protection zone*, where they claim exclusive jurisdiction with respect to the protection of the marine environment, while Italy has adopted a framework legislation on ecological protection zones which is expected to be followed by implementing decrees. Croatia has declared an *ecological and fisheries protection zone*.

Table 1c: Main International Treaties applicable in the Mediterranean (Ratification Table)

	Albania	Algeria	Bosnia-Herz.	Croatia	Cyprus	Egypt	France	Greece	Israel	Italy	Lebanon	Libya	Malta	Monaco	Montenegro	Morocco	Slovenia	Spain	Syria	Tunisia	Turkey	EC
1982 LOS Convention	X	X	X	X	X	X	X	X		X	X		X	X	X	X	X	X		X		X
1995 SFS Agreement					X		X	X		X			X	X			X	X				X
2001 UCH Convention				X							X	X			X		X	X		X		
1992 CBD	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
1979 CMS	X	X		X	X	X	X	X	X	X		X	X	X		X	X	X	X	X		X
1979 Berne Convention	X		X	X	X		X	X		X			X	X		X	X	X		X	X	X
1974 SOLAS	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
1973/78 MARPOL	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
1989 Salvage	X			X		X	X	X		X							X	X	X	X		
1988 SUA	X	X	X	X	X	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	
2000 Smuggling Prot.	X	X	X	X	X	X	X			X	X	X	X	X	X		X	X		X	X	X
1976 Barcelona Conv.	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
1995 Barcelona Amend.	X	X		X	X	X	X	X	X	X			X	X	X	X	X	X	X	X	X	X
1976 Dumping Prot.	X	X	X	X	X	X	X	X	X	X	X	X	X	X		X	X	X	X	X	X	X
1995 Dumping Prot.	X			X	X	X	X			X			X	X	X	X	X	X		X	X	X
1976 Emergency Prot.	X	X	X	X	X	X	X	X	X	X	X	X	X	X		X	X	X	X	X	X	X
2002 Emergency Prot.				X	X		X	X					X	X	X		X				X	X
1980 LBS Prot.	X	X	X	X	X	X	X	X	X	X	X	X	X	X		X	X	X	X	X	X	X
1996 LBS Prot.	X			X	X		X	X		X			X	X	X	X	X	X	X	X	X	X
1982 SPA Prot.	X	X	X	X	X	X	X	X	X	X	X	X	X	X		X	X	X	X	X	X	X
1995 SPA Prot.	X	X		X	X	X	X			X			X	X	X		X	X	X	X	X	X
1994 Offshore Prot.	X				X											X				X		
1996 HW Prot.	X												X		X	X				X	X	
2008 ICZM Prot.	X						X								X		X	X	X			X
1996 ACCOBAMS	X	X		X	X		X	X		X	X	X	X	X		X	X	X	X	X		
1982 Paris MOU				X	X		X	X		X			X				X	X				
1996 Med. MOU		X			X	X			X		X		X			X			X	X	X	
1949 GFCM	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
1969 ICCAT	X	X		X	X	X	X			X		X	X			X		X	X	X	X	X

Source: EC-DG MARE (2009:59); updated for ICZM Protocol

The remaining portion of the waters, which is not included in any of the above-mentioned zones, constitutes the high seas, where all States, Mediterranean and non-Mediterranean, enjoy the freedoms provided for by international law. As there are many cases in which the potential zones of two or more States overlap, the States concerned have still to delimit them by drawing a commonly agreed boundary. Such boundaries have been established for some portions of the continental shelf and/or the waters above, while the remaining boundaries have still to be delimited.

Throughout the Mediterranean Sea there are many overlapping maritime zones for the continental shelf and EEZ. In only two cases the maritime boundaries have been completely delimited (Monaco and Bosnia-Herzegovina). Also in very limited cases boundaries have been delimited through agreements or tribunal decisions. *“The factors making delimitation difficult in the Mediterranean Sea are due primarily to geographic factors such as islands, gulfs, concave coasts, but also economic factors such as fishing interests. In some areas delimitation is clearly challenging, but in other areas of the Mediterranean Sea less problematic... Likewise, with the exception of delimited continental shelves listed above, the majority of the continental shelf area of the Mediterranean Sea has not been delimited because of overlapping boundaries.”* (EC-DG MARE, 2009:15-17)

Table 1d: MED States. Summary of national claims and/or delimitation agreements

	Straight Baselines	Contiguity Zone	Archaeological Contiguity Zone	Fisheries Zone	Ecological Protection Zone	Ecological & Fisheries Protection Zone	Exclusive Economic Zone
Albania	X						
Algeria	X	24	24	32/52			
Bosnia-Herzegovina							
Croatia	X					X	
Cyprus	X	24	24				X
Egypt	X						X
France	X	24	24		X		
Greece							
Israel							
Italy	X		X				
Lebanon							
Libya	X			62			
Malta		24	24	25			
Monaco							
Montenegro							
Morocco	X						X
Slovenia					X		
Spain	X	X		X			
Syria	X	24					X
Tunisia	X		24	X			X
Turkey							

Source: EC-DG MARE (2009:64).

In summary, large parts of the Mediterranean marine space is made up of high seas. Around 16% of the marine space is part of territorial seas, and 31% as diverse maritime zones, often contested by other coastal States, creating important not only political and management problems but also sensitive disputes. In other words, a large part of the waters of the Mediterranean Sea is outside the areas under the jurisdiction or sovereign rights of coastal States. In this situation, multi-lateral cooperation, international and regional and sub-regional agreements for maritime activities (sectoral or in an integrated manner) can be an important step forward in solving these conflicts. Supra-national integration can be achieved not only from a 'top-down' but also 'bottom-up' perspective, on the basis of national and sub-regional agreements. Examples of these include the 1999 Agreement concerning the Creation of a Marine Mammal Sanctuary in the Mediterranean - the Pelagos Sanctuary - by France, Italy and Monaco. The sanctuary includes portions of the territorial waters of each of the parties, the French ecological protection zone and parts of the high seas. Another example is the RAMOGE Agreement, adopted by France, Italy and Monaco in 1978 (amended 2003) to promote scientific, technical legal and administrative cooperation to decide common actions for integrated management of the coastline in the area between Marseille (France) and La Spezia (Italy). Some bilateral agreements have also been concluded: e.g. Italy and Greece, for the protection of the marine environment of the Ionian Sea and its coastal region. (EC-DG MARE, 2009:14).

However, MSP (and ICZM) practices remain weak. A first step towards strengthening practice could be the 'formalisation' of legal border delimitations. The European Commission launched a study on MSP in the Mediterranean Basin (See PRC, 2011a), identifying potential areas of application, mainly as first step at sub-regional level in order to encourage concrete cross-border practices (some of them current practices such as the Liguria Sea Mammals Sanctuary or Montenegro-Albania coastal areas, under the UNEP/MAP and CAMP umbrella). Also the Commission will provide inventory and best practices of ICZM in order to enhance its implementation, and support the 7th FP knowledge-base on ICZM in the Mediterranean, with a particular focus on international cooperation. EC is also in the process of developing a European Marine Observation and Data Network (EMODNET), as well as a European Atlas of the Seas to assist coastal and marine management.

International, European and national and regional policies, programmes and projects providing a framework for governance

At Mediterranean Basin level, there are two main organizations promoting ICZM and MSP. At international level the Mediterranean Action Plan (United Nations) through its Priority Actions Program Regional Activities Centre (PAP/RAC) and at EU level the European Commission through: DG AIDCO with its SMAPIII Program; European Research Framework Program, DG ENVIRONMENT (responsible for ICZM), plus the relatively new DG MARE (closely cooperating with DG ENV). DG REGIO also presents possibilities for implementing ICZM and MSP through the Territorial Cooperation objective of EU Cohesion Policy and future Cohesion Policy for the 2012-2020 programming period.

Table 1e: Key International/European legislation and policies affecting the management of the Mediterranean Sea Partnership

LEGISLATION/POLICY NAME	PURPOSE
EU Water Framework Directive <i>(Council Directive 2000/60/EC of 23 October 2000 establishing a framework for Community action in the field of water policy).</i>	<p>The directive requires member states to achieve good chemical and biological status for waters by 2015. Water quality objectives are to be pursued for each river basin and river basin district, including coastal waters. River basin plans and river basin district programmes are required. Member states are to designate competent authorities and monitoring mechanisms. The directive proposes the inclusion of flood and drought mitigation and the protection of territorial and marine waters. Emphasis is placed on governance principles, such as transparency, effectiveness, coherence, policy integration, participation and subsidiarity, as well as on the precautionary principle.</p>
Marine Strategy Framework Directive <i>(Council Directive 2008/56/EC of 17 June 2008 establishing a framework for community action in the field of marine environmental policy)</i>	<p>The aim of the European Union's Marine Strategy Framework Directive (adopted in June 2008) is to achieve good environmental status of the EU's marine waters by 2020 and to protect the resource base upon which marine-related economic and social activities depend and constitutes the vital environmental component of the Union's future maritime policy, designed to achieve the full economic potential of oceans and seas in harmony with the marine environment. The MSFD establishes European Marine Regions on the basis of geographical and environmental criteria. Each Member State - cooperating with other Member States and non-EU countries within a marine region - are required to develop strategies for their marine waters.</p>
Mediterranean Action Plan (MAP) <i>Convention for the Protection of the Mediterranean Sea Against Pollution (Barcelona Convention)</i>	<p>Seven Protocols addressing specific aspects of Mediterranean environmental conservation complete the MAP legal framework: Dumping Protocol (from ships and aircraft), Prevention and Emergency Protocol (pollution from ships and emergency situations), Land-based Sources and Activities Protocol, Specially Protected Areas and Biological Diversity Protocol, Offshore Protocol (pollution from exploration and exploitation), Hazardous Wastes Protocol, Protocol on Integrated Coastal Zone Management (ICZM). Under the MAP, the Priority Actions Programme/Regional Activity Centre (PAP/RAC) in Split, Croatia is globally recognized as a leader in Integrated Coastal Area Management.</p>
Mediterranean Strategy for Sustainable Development (part of MAP)	<p>The MSSD framework provides guidance for national decision makers to address sustainable development issues, implement international agreements and initiate partnerships. It is also a benchmark against which the entire Mediterranean community can monitor and assess its contribution to a common vision of a sustainable Mediterranean. The Strategy pursues four main directions: contribute to economic development while building on Mediterranean assets, reduce social disparities, ensure sustainable management of natural resources and change consumption and production patterns, improve governance at local, national, regional levels. The MSSD identifies priority fields of</p>

	action: water; energy; transport; tourism; agriculture; urban development, and sea and coastal management.
Euro-Mediterranean Partnership- (UfM) (Union for the Mediterranean, 2008, <i>Joint declaration of the Paris Summit for the Mediterranean</i> . Paris: 13 July)	Euro-Mediterranean partnership focuses on three key aspects: the political and security aspect aims to establish a common area of peace and stability; the economic and financial aspect hopes to allow the creation of an area of shared prosperity; the social, cultural and human aspect aims to develop human resources and promote understanding between cultures and exchanges between civil societies. In 2005 at the Euro-Med Partnership Environmental High Level Meeting: "HORIZON 2020", partner countries adopted a five year work programme that included an initiative to "de-pollute the Mediterranean Sea by 2020," as proposed by the European Commission (EC). Synergies exist between the Strategic Action Programme and EU measures to combat marine pollution, the Global Environment Facility (GEF) Strategic Partnership, the Mediterranean Strategy for Sustainable Development (MSSD), and the MAP-EC joint programme.
Environment Strategy for the Mediterranean (<i>Commission Communication COM(2006) 475 final of 5 September 2006</i>).	The focus of the strategy is to assist partner countries, non-EU members, under the European Neighbourhood Policy, to protect the Mediterranean environment. The communication endorses the "Horizon 2020" de-pollution initiative (known as H2020). The EU will provide expert advice and funding (through ENPI). Dialogue with partner countries and NGO involvement are encouraged. H2020 will build on existing institutions.
The Blue Plan (Regional Activity Centre, 2006. <i>The Blue Plan: "cradle of Mediterranean futures" – strategic orientations</i> . Draft. Sophia Antipolis).	Blue Plan (<i>Plan Bleu</i>) is a UNEP Regional Activity Centre (RAC), based in Sophia Antipolis, and one of the stakeholders involved in UNEP's Mediterranean Action Plan. It is responsible for the production of information and knowledge for decision makers. Among its goals are to promote international and regional cooperation, to spread information and knowledge and to assist sustainable development. As emphasized in this report, among its subject are coastal zones, the marine environment and water. Three action principles are advocated, viz. openness, i.e. opening up to actors at all levels, quality in organization and communication, and results with a high standard of excellence. Sharing, respect and solidarity are important values.
Towards an integrated maritime policy for better governance in the Mediterranean. (<i>Commission Communication COM(2009) 466 final of 11 September 2009</i>):	The Mediterranean Sea is a good example of a sea basin where the application of maritime policy can bring higher economic returns with lesser impact on the ecosystem. In terms of climate change it is considered as a "hot spot". The communication identifies two major governance weaknesses, (a) that sectoral policies are the competence of different administrations and international agreements do not have the same rules, and (b) a large part of sea space is made up of high seas, which makes regulation and organization more difficult. Improved stakeholder involvement and tools such as MSP, marine strategies and ICZM could prove helpful. Research on the lines advocated by the EU strategy for marine and maritime research could support knowledge-based action.
Horizon 2020: cleaning up the Mediterranean. (European Commission, 2010)	The members of the initiative H2020 are North African, Middle Eastern and Balkan countries, which are not EU members. UNEP's Mediterranean Action Plan is also a partner. Three working groups operate in the initiative's context (pollution reduction, capacity

	building, and review – monitoring – research). The launching of the Union for the Mediterranean (see above) has given great impetus. EU grants are provided through ENPI.
<p>Cross-border cooperation within the European Neighbourhood and Partnership Instrument (ENPI).</p> <p><i>(European Commission, 2008. Mediterranean sea basin programme 2007-2013).</i></p>	<p>This programme provides the context for cross-border and cooperation activities within the provisions of ENPI CBC (cross-border cooperation). It operates through a participatory approach and continuous consultations. It brings together strategies and programmes relevant for the Mediterranean basin to ensure consistency and synergies. The key elements of the programme are identification of characteristics and trends of the area, activation of synergies, involvement of local, regional and national actors, and, finally, avoidance of fragmentation and dispersion of actions. Environmental sustainability is among the programme's priorities. The programme's joint structures deal with monitoring, management, project selection and technical support. The programme is funded by the EU. Eligible regions belong to both EU and non-EU countries.</p>

For more detailed info, see ESATDOR Project *Governance Briefing Paper*.

According with the EC Communication on Integrated Maritime Policy (IMP) for better governance in the Mediterranean, and despite some progress in some Member States, the EC will continue to encourage the exchange of integrated maritime governance best practices, mainly through actions for the Mediterranean under European Territorial Cooperation (Cohesion Policy 3rd objective), and set up a working group dedicated to IMP which favours dialogue and best practice exchange with non-EU Mediterranean coastal States (mainly through European Neighborhood Policy and Partnership Instrument -ENPI).

At an international level some related initiatives have to be underlined, such as SMAP: Short and Medium Term Priority Environmental Action Programme, 1997-2009. It constitutes the environmental component of the Euro-Mediterranean Partnership (Euro-Mediterranean Conference in Helsinki 1997) including several environmental areas (water, waste, biodiversity, desertification and ICZM).

SMAP III Technical Assistance Project 2005-2009 (European Commission Funded €7.5M; EuropeAid) aimed to assist partner environmental administrations to prevent degradation, improving standards and “mainstreaming” environmental considerations into all policy-making, and to promote ICZM around the Mediterranean through 8 projects in non EU MED countries: Morocco, Algeria, Tunisia, Egypt, Lebanon and Turkey. The expected result from SMAP III was to contribute to a better management of the coastal zone (ICZM) in the region and feed into the new Euro-Mediterranean initiatives for sustainable development in the region, Horizon 2020 and the Union for the Mediterranean.

At the EU level the EU Recommendation on ICZM (CE, 2002) invited Member States to set up national strategies, indicating a broad range of possible measures for them. As said above ICZM efforts are in the hands of DG ENVIRONMENT (through Marine Strategy Framework Directive, 2007) and DG MARE (through Maritime Integrated Policy –COM (2009) 466 final). Also other bodies such as the Committee of the Regions (Commission for Natural Resources) are involved.

Several EU initiatives and programmes should be underlined:

- OURCOAST (DG ENVIRONMENT - a three-year project, established 2008 - to support and ensure the exchange of experiences and best practices in coastal planning and management),
- ENCORA (ENCORA is a Coordination Action under the European 6th Framework Programme for Research and Development),
- SPICOSA (Science Policy Integration for Coastal System Assessment, FP6 Project),
- PEGASO (FP7 Project⁹, from 2010 to 2014),
- DEDUCE (Interreg Project for coastal indicators),
- CoPraNet (Interreg IIIC project to establish a coastal practitioners network and bridge the gap between planners, managers and the research community throughout Europe),
- Coastlantic (an Interreg IIB project),
- SUSTAIN - Assessing sustainability and strengthening operational policy, project part-funded by the INTERREG IVC Programme. SUSTAIN results will contribute to the delivery of the EU Sustainable Development Strategy,
- SUSCOD (SUStainable Coastal Development in practice, Interreg IVB North Sea Region Programme 2007-2013),
- IMCORE (adaptation to Climate Change in coastal areas; a project funded under the Interreg IVB programme, completed 2011).

Combined international/EU efforts Following the ICZM Protocol in January 2008, a project for the period 2008-2013 was launched, the *GEF Strategic Partnership for the Mediterranean Sea Large Marine Ecosystem (LME). Regional Component: Implementation of agreed actions for the protection of the environmental resources of the Mediterranean Sea and its coastal areas - GEF MedPartnership*¹⁰.

The Mediterranean area considered for this Partnership includes 12 countries: Albania, Algeria, Bosnia and Herzegovina, Croatia, Egypt, Lebanon, Libya, Morocco, Montenegro, Syria, Tunisia and Turkey. The Palestinian Authority also participates. GEF MedPartnership joins MAP, World Bank, regional and international organizations and non-governmental organizations. This project (UNEP/MAP, 2008), linked to the new MAP Action Plan (2012-2019), is articulated in 4

⁹ "The main objective of PEGASO is to build on existing capacities and develop common novel approaches to support integrated policies for the coastal, marine and maritime realms of the Mediterranean and Black Sea Basins... PEGASO will use the model of the existing ICZM Protocol for the Mediterranean and adjust it to the needs of the Black Sea through three innovative actions: Constructing an ICZM governance platform. Refine and further develop efficient and easy to use tools for making sustainability assessments in the coastal zone. Implementation of a Spatial Data Infrastructure (SDI), following the INSPIRE Directive."

¹⁰ The Global Environment Facility (GEF) unites 182 member governments in partnership with international institutions, civil society organizations (CSOs), and the private sector to address global environmental issues. GEF provided financial support in 2004 to 15 Large Marine Ecosystem (LME) projects involving more than 100 countries around the world, developing capacities and infrastructures to integrated management of marine and coastal environment and resources (Integrated Marine and Coastal Area Management –IMCAM).

components. The first component is called “Integrated Approaches for the implementation of the Strategic Action Programmes and National Action Plans” and includes 3 headings: Integrated Water Resources Management, ICZM and Management of Coastal Aquifers. Its implementation is coordinated by UNEP-MAP Priority Actions Programme Regional Activity Centre ([PAP/RAC](#)), the Global Water Partnership-Mediterranean ([GWP-MED](#)) and the UN Educational Scientific and Cultural Organization International Hydrological Program ([UNESCO/IHP](#)). PAP/RAC is directly responsible for ICZM, configured by two components:

- *1.2.1. Support activities in preparation of National ICZM Strategies and National Action Plans:* addressing the specific needs identified in project countries related to lack of national ICZM strategies and their implementation, at regional, national and local level. That includes: a) preparation of the guidelines for the development of National ICZM strategies; b) development of National ICZM strategies for 2 countries (Albania, Algeria); c) harmonization of national institutional arrangements and legislation with the ICZM Protocol (Croatia, France, Italy and Syria – PROTOGIZC Project¹¹); d) Development of an Integrative Methodological Framework (IMF), including analysis of national coastal laws - for converging methodologies for water, groundwater/aquifers, biodiversity and ICZM planning¹²; e) improvement of an integrative planning for climate change by integrating climate change into ICZM planning process.
- *1.2.2. Application of ICZM approach, tools and techniques in demonstration areas:* The objective of these activities is the implementation of demonstration projects for effective management of coastal areas and the identification and management of sensitive areas and marine protected areas (MPAs). Demonstration projects include a cross-border area in the Adriatic Sea (Buna/Bojana ICZM and IWRM trans-boundary Plan, Montenegro-Albania), and the Reghaia ICZM Plan (Algeria).

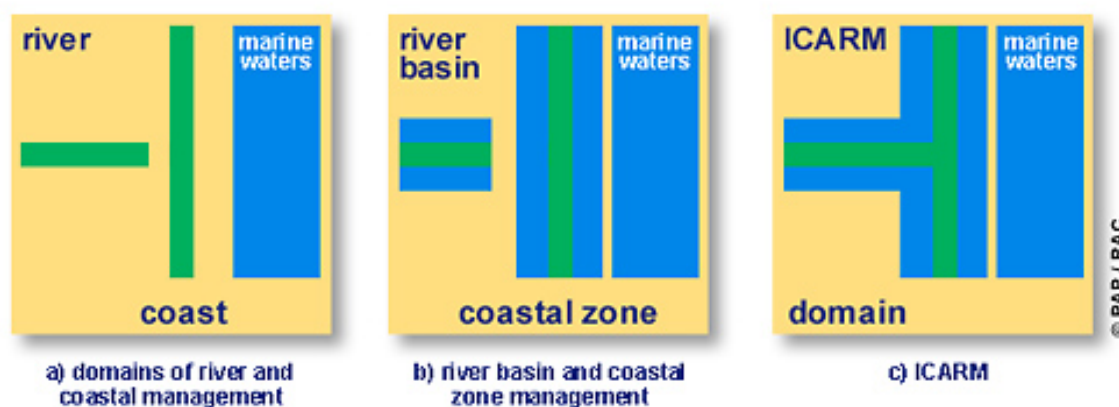
¹¹ A 3-year project on “Challenges and opportunities for implementing the Protocol on ICZM in the Mediterranean”.

¹² According to the MedPartnership Project web site, this is “An innovative attempt to improve integration by converging methodologies used by the partners, PAP/RAC, UNESCO-IHP, GWP and SPA/RAC, with the result to be tested during the preparation of ICZM Plans and Strategies. Work has been performed by the Integrative Working Group (IWG) composed of 4 methodology specialists engaged by each partner and 1 methodology specialist for climate change”.

Summary of existing coastal/maritime related policies, plans, agreements and conventions and relationships to terrestrial planning:

Since the UNCED conference in Rio, 1992, it has become accepted that river basins and coastal sectors are intimately linked through their physical and ecological structure and related physical and biological processes. UNEP entrusted PAP/RAC to extend its activity on integrated management of coastal zones to the adjacent watersheds in order to contribute to the development of a new management approach and of new management structures and instruments that can properly take into account those linkages. This new approach was called Integrated Coastal Area and River Basin Management (ICARM). However there are some legal (juridical) limitations to WFD 2000 and ICZM integration as ICARM requires a high level of integration within and between institutional structures.

Figure 1a: Main spatial components of the ICARM domain

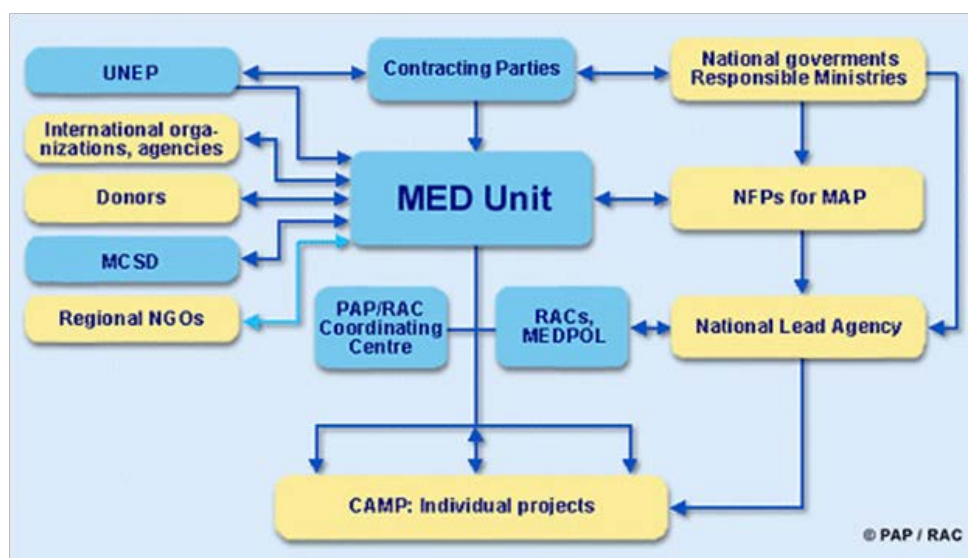


Source: http://www.pap-thecoastcentre.org/about.php?blob_id=57&lang=en

The Partnership

Although there is a complex network of parts involved (see Figure 1b) the MAP organisation in charge of ICZM for the Mediterranean basin is the Regional Activity Centre of the Priority Actions Program (PAP/RAC) based in Split (Croatia). PAP/RAC drove the process leading to the ICZM Protocol finally being signed in January 2008. Its specific objective is contributing to sustainable development of the Mediterranean's coastal zones and the use of their natural resources as part of the Mediterranean Action Plan (MAP). PAC/RAC is in charge of several related initiatives on ICZM: **Coastal Area Management Programme (CAMP)** in MAP PAP; component 1.2 (ICZM) in the GEF MedPartnership Project; and WP2 in the PEGASO Project (to develop an ICZM Governance Platform that will facilitate the application of the ecosystem approach to the Mediterranean and Black Sea coasts). PAP/RAC also assumed the supporting role for the working group on sustainable management of coastal zones, together with the Blue Plan Regional Activity Centre (BP/RAC), the Regional Activity Centre for Environmental Remote Sensing (RAC/ERS) and the Specially Protected Areas Regional Activity Centre (SPA/RAC).

Figure 1b: MAP CAMP institutional arrangements at Programme level



Source: http://www.pap-thecoastcentre.org/about.php?blob_id=22&lang=en

CAMP is oriented at the implementation of practical coastal management projects in selected Mediterranean coastal areas, applying ICZM (see Figure Map 1.4)¹³. In this sense it can be understood as ICZM Protocol implementation projects at local level. According to www.pap-thecoastcentre.org, "...A further programme - CAMP IIIs - should build in-country capacity and implement the Protocol at country level along with thematic demonstration programmes to be agreed and delivered in partnership with donor or sectoral funding".

Map 1.4: Coastal Area Management Programme Projects



Source: http://www.pap-thecoastcentre.org/about.php?blob_id=22&lang=en

¹³ "PAP is the MAP Centre responsible for the co-ordination of CAMP, under the supervision of MED Unit. CAMP has been approved by the 6th Ordinary Meeting of the Contracting Parties to the Barcelona Convention, held in Athens in 1989. CAMP was preceded by Country Pilot Projects implemented by PAP/RAC in the 1988-89 period" (http://www.pap-thecoastcentre.org/about.php?blob_id=22&lang=en).

Changing focus from areas to topics, then a broad list of themes are considered in CAMP Projects:

- Landscape management (Tunisian coastal areas, Levante de Almeria in Spain and Korkula island in Croatia projects)
- Sustainable Tourism (Vis island in Croatia, Rhodes in Greece, Marsa Matrough – Fuka in Egypt, Laizit Bay in Albania)
- Climate Change (general overview for the Mediterranean basin), Water Resources in the Mediterranean (Malta, and at Mediterranean basin level)
- Coastal erosion (Deltaic areas of the Nile, Po and Albanian rivers, >40% beaches of France, Italy and Spain)
- Beach Management (PAP/RAC has launched a regional study to evaluate the state of beach management in the Mediterranean. Results of the above mentioned study and the BARE approach itself were discussed in a workshop on the application of BARE in Mediterranean Coastal States in June 2005 in Malta. One of the recommendations of the workshop was that PAP/RAC should develop Beach Management Guidelines for the region, where the BARE should form an integral part. Accordingly "*Beach Management Guidelines Applicable to the Mediterranean Region*" was elaborated in 2007.
- Soil erosion (project formulated in collaboration with the Land and Water Development Division of the FAO started in 1991 and focused on selected watersheds of Spain, Tunisia, Turkey, Italy, Malta and Morocco)
- Urban regeneration in the Mediterranean (a topic with a special group inside the MCSD; project co-participated by EC with seven case studies: Aleppo, Alexandria, Athens, Barcelona, Istanbul, Split and Tunis)
- Solid and liquid waste management (started in 1985 at Mediterranean basin level in collaboration of a broad number of international and national organizations)
- Rehabilitation and reconstruction of Mediterranean historic settlements (starting in 1984 and in co-operation with UNESCO, this activity declined after 1997, after publication of Guidelines for the Rehabilitation of Mediterranean Historic Settlements, vols. I & II)
- Marine aquaculture (programme in the period 1984-1988 in cooperation with FAO and UNDP-funded Mediterranean Regional Aquaculture Project – MEDRAP, joint activities between PAP/RAC and IFREMER – French research institute for sea exploitation from 1993-1996)
- Environmental Impact Assessment (EIA) and Strategic Environmental Assessment (SEA) (EIA studies prepared by PAP/RAC in cooperation with relevant national authorities in Cyprus and Egypt; in the last few years, more attention has been paid to SEA. During 1999/2000, PAP/RAC carried out the EU sponsored project "*Introduction of Strategic Environmental Assessment in Planning System of Mediterranean Countries*").
- Renewable sources of energy (in 1980s)

Structure of the Partnership

ICZM Protocol was a horizontal agreement among Parties (States) in the UNEP/MAP Barcelona Convention context. In contrast the ICZM Recommendation EC 2002 was a top-down process from the EU to Member States, and regional and local powers involved within them. In 2006 Member States were asked to send National Reports on their own ICZM strategies for 2007 EC evaluation. A second evaluation for 2006-2010 period was finalized in 2011.

ICZM implementation for the Mediterranean requires a clear top-down approach, from international and EU leadership to national, regional and local levels; usually with 'soft law' instruments. ICZM Protocol is the exception (a legally binding instrument). However at Mediterranean level there is not yet a Mediterranean (Spatial) Vision, as is the case of the Baltic Sea and for (this time in a more diffused way) the Atlantic.

Key Events in the Management of the Partnership

Year	International level	European and EU Levels
1975	Barcelona Convention signed (UNEP/MAP)	
1977	Establishment of MAP - PAC/RAC	
1982	UNCLOS Convention ratification (except Turkey, Syria, Israel and Lybia)	
1978	Barcelona Convention entered into force	
1992	United Nations Conference on Environment and Development (the Rio 1992 UNCED "Earth Summit").	
1994	Agenda MED 21 (UNEP/MAP)	
1995	Revision of the Barcelona Convention	
	Mediterranean Sustainable Development Strategy (MSDS)	
1996	Mediterranean Commission for Sustainable Development (MCSD) starts	EU Demonstration Projects on ICZM (1996-1999)
1997		Interreg IIC Territorial Cooperation Initiative
1999		ESDP Document
2000		Communication from the Commission to the Council and the European Parliament on Integrated Coastal Zone Management: A Strategy for Europe (COM/2000/547)
		EU Lisbon Strategy
		Water Framework Directive (2000/60/CE)
		CEMAT Guiding Principles for Sustainable Spatial Development of the European Continent
		CEMAT European Landscape Convention
2001	12 th meeting of Barcelona Convention Contracting Parties: agreement to a Viability Study on ICZM for the Mediterranean	EU Sustainable Development Strategy (EU SDS)

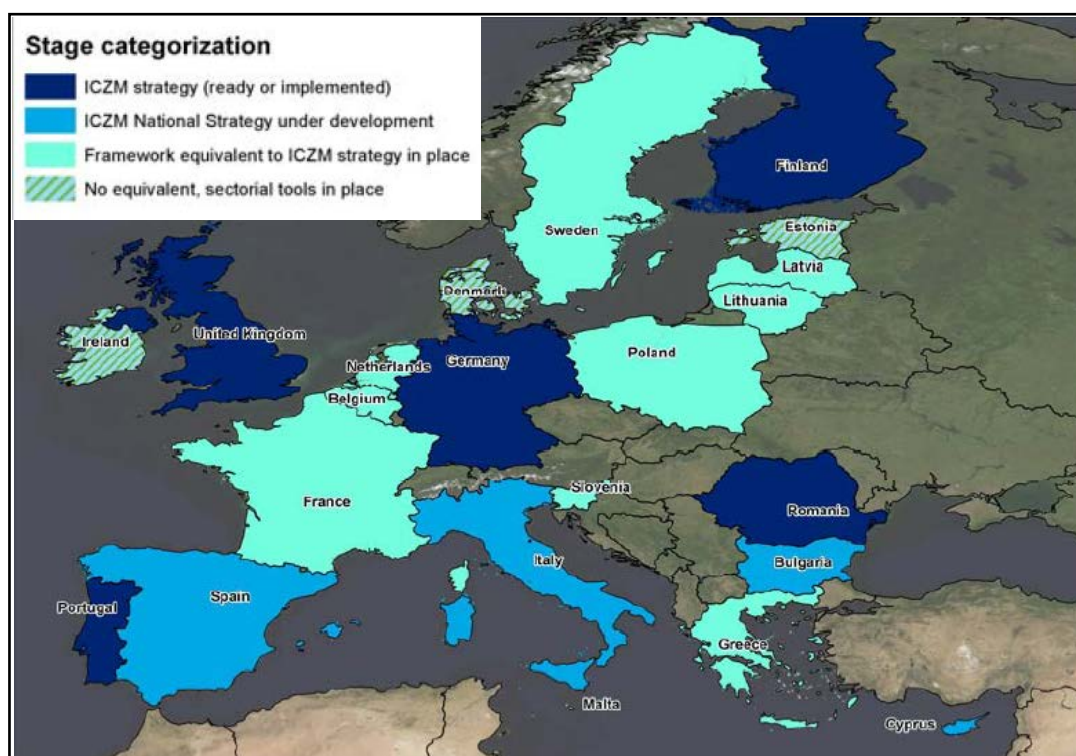
2002	United Nations Conference on Environment and Development (the Johannesburg 1992 UNCED "Earth Summit")	EC Recommendation 2002/413/CE for application of ICZM in Europe
		6 th Environmental Action Plan 2002-2012 (1600/2002/EC)
2003	Viability Study recommends an ICZM Protocol. In the 13 th meeting of Barcelona Convention contracting Parties the decision was adopted to prepare legal text consulting experts and actors	
2004	ICZM Protocol Consultation process starts in regional actors forum. From 2004-2008 several drafts were prepared for 'ad hoc' specific groups	European Territorial Agenda Starts (Rotterdam)
2007		Territorial Cohesion objective into the new EU Treaty (Lisbon)
		European Territorial Agenda Conclusions (Leipzig)
		Blue Book on Integrated Marine Policy (COM(2007) 575 final)
		<i>Evaluation of Integrated Coastal Zone Management (ICZM) in Europe</i> (COM(2007)308)
2008	ICZM Mediterranean Protocol is signed, and States Ratification process starts	Marine Strategy Framework Directive (2008/56/CE)
		Roadmap for Maritime Spatial Planning COM(2008) 791
2009		The new EU Treaty (Lisbon 2007) enters into force
		<i>Towards an Integrated Maritime Policy for better governance in the Mediterranean</i> (COM(2009) 466 final)
		Review of the EU Sustainable Development Strategy (EU SDS)
2010		Europe 2020 Strategy
		EU Council adopted the decision to ratify the ICZM Protocol to the Barcelona Convention
2011	ICZM Medit. Protocol entered into force	Territorial Agenda of the European Union 2020
		ICZM Evaluation in EU for the period 2006-10
2012	MAP III Action Plan (2012-2019)	

Outputs and Evaluation of Governance Arrangements

Evaluation is made by using two main sources: a review of MAP PAP/RAC documentation, including the new Mediterranean Action Plan 2012-2019 (UNEP, 2011); as well as documents of evaluation developed under EC demand in 2007 (COM(2007)308) and 2011 in order to assess the 2002 ICZM Recommendation. In these two last cases evaluation is made by States.

A first overview of ICZM implementation was made in 2006 (Rupprecht, 2006) on the basis of National Member State reports and additional information. For the following period 2006-2010 the European Commission launched a new review of the EU ICZM Recommendation that was ready at the end of 2011 (National reports can be accessed at http://ec.europa.eu/environment/iczm/nat_reports.htm), in conjunction with the assessment of possible future action on Maritime Spatial Planning (EC-DG Environment, 2011a,b,c)¹⁴. The national situation is typified in Map 1.5 and Figure 1c. For the remaining Euro-Mediterranean States (Croatia, Bosnia & Herzegovina, Montenegro and Albania) diagnostics have been completed with CAMP (MAP-PAP/RAC) projects analysis and “*State of the Art of Coastal and Maritime Planning in the Adriatic Region. Synthesis Report*” (PAP/RAC, 2007b).

Map 1.5: Towards implementation of EU ICZM Recommendation (2002/413/EC)



Source: EC-DG Environment, 2011c: 28.

¹⁴ 16 of 22 coastal Member States officially sent their National report by early 2011. For the remaining 6 alternative sources were used to complete EC-DG Environment (2011c) report.

Fig. 1c: Progress in ICZM implementation status from 2002-2006 and 2006-2010 in EU MS

	ICZM National Strategy Ready or Implemented		ICZM National Strategy under development*		No ICZM National Strategy but equivalent framework		No equivalent, sectoral tools in place	
	2011	2006	2011	2006	2011	2006	2011	2006
Germany	X			X				
Portugal	X			X				
Romania	X			X				
UK	X			X				
Finland	X			X				
Bulgaria			X					X
Italy			X					X
Poland					X			X
Sweden					X			X
Latvia					X			X
Lithuania					X			X
Cyprus			X			X		
Belgium					X	X		
France					X	X		
Greece					X	X		
Slovenia					X	X		
Malta					X	X		
Netherland					X	X		
Spain			X	X				
Denmark							X	X
Estonia							X	X
Ireland				X			X	

Note: different colors indicate different progress in the process of ICZM implementation.

Source: EC-DG Environment (2011c: 29).

Regional Seas have played a key role in ICZM development and implementation. In the Mediterranean, some positive trends in ICZM are observed. In this case “...activities are mainly related to the adoption of sectoral legal instruments (concerning spatial planning, EU environmental acquis transposition and climate changes issues), the development of sectoral plans/strategies (concerning River Basin Management Plans, Spatial plans, Sustainable development plans, Biodiversity and Climate Changes) and coordination mechanisms”. Regarding progress in ICZM principles “...some progress was made in the coordination of different levels and sectors of institutions, as well as in public involvement; nevertheless in all countries there is still a call for more actions to be taken in this respect and focusing directly on coastal zone management issues” (EC-DG Environment, 2011c: 10)

The review of the ICZM Recommendation results confirmed the validity of the principles and approach of ICZM. However there is a lot of work to be done in future in order to make possible a broader integration and ownership of sectoral interests, more specific indication of orientations for development and required implementing tools, as well as the provision of a longer-term perspective and stable framework. In particular some weaknesses need to be addressed: it is necessary to enhance sustainability of coastal planning and management, in

the land and sea parts of the coastal zone; strengthen implementation of ICZM in Member States (MS); improve cooperation between MS in a regional seas context; improve synergies with other policies and legislation; improve and rationalise the gathering and sharing of information; update and refine reporting and evaluation measures. (*Road Map. Follow up proposal to the EU ICZM Recommendation Document, CWP Initiative, 12/2011*).

Some examples of ICZM at national level in European Mediterranean States - collating some key ideas from previous MAP and EU reports- follows:

Albania:

The Albanian coastal region CAMP project (1993-1995) was oriented towards the creation and promotion of the process of sustainable development through integrated planning and management of coastal resources.

Development and implementation of the CAMP project for Albania has been a very useful exercise, improving considerably the capabilities of Albanian institutions responsible for various aspects of coastal management. However, institutions which were involved in this project present important limits to continuing the work on their own and to apply their know-how in other regions of Albania. For this reason, and departing from these positive CAMP results, PAP (and its associates Dobin Milus International -DMI) were entrusted by the World Bank to prepare an overall Coastal Zone Management Plan for Albania's the two remaining coastal regions: the North and the South Regions. The major goals of this Plan were to contribute to the biodiversity protection, tourism development and institutional capacity building. GEF MedPartnership project is following in this direction.

Bosnia-Herzegovina:

"New spatial planning regulation for the Federation of B&H... should insure a better functioning of the system including public participation in preparation, adoption, and implementation of decisions. It also expresses a strong demand for impact assessment and for strategic impact assessment (EIA and SEA)... Besides the new spatial planning regulation there is a need for a National Strategy to ensure complementary and compatible decisions of the spatial planning law and other laws. Priorities of the National Strategy in the field of spatial planning are:

- *to make a new and arrange the existing spatial planning at every level;*
- *to ensure continuation of spatial planning documentation; and*
- *to protect natural and cultural scenery.*

...There is no co-ordinated activity whatsoever on the waters of the Neum Bay which belongs to the Neretva Canton of Bosnia & Herzegovina. The Bosnian maritime activities are, anyway, very limited because of the Croatian peninsula of Peljesac which does not permit an open sea access. An additional acute problem is the lack of marine data and data on maritime uses" (PAP/RAC, 2007b: 29-30).

Croatia:

Croatia has been chosen as case study for harmonization of national legal and institutional framework with ICZM Protocol in the GEF MedPartnership project. Preliminary results were recently presented at the Split meeting in June 2011 (MEDPARTNERSHIP, 2011).

Croatia is, as said above, the base for MAP PAP/RAC. Also in Croatia the CAMP Project “The Kastela Bay” (near Split) was developed in 1988. It was one of the first area-specific activities of MAP -initially called Country Pilot Projects (CPPs) and afterwards expanded to become MAP-CAMP Projects.

Major results of this project were: data and information on major pollution problems and ecosystem functioning, allowing formulation of policies and definition of technical solutions; and a feasibility study for the integrated waste water collection, treatment and disposal system (prepared with World Bank financial support). On the basis of the project results, after its completion in 1993, the local and national authorities established an implementing agency (the "Eco Agency") for the waste water management project.

Cyprus:

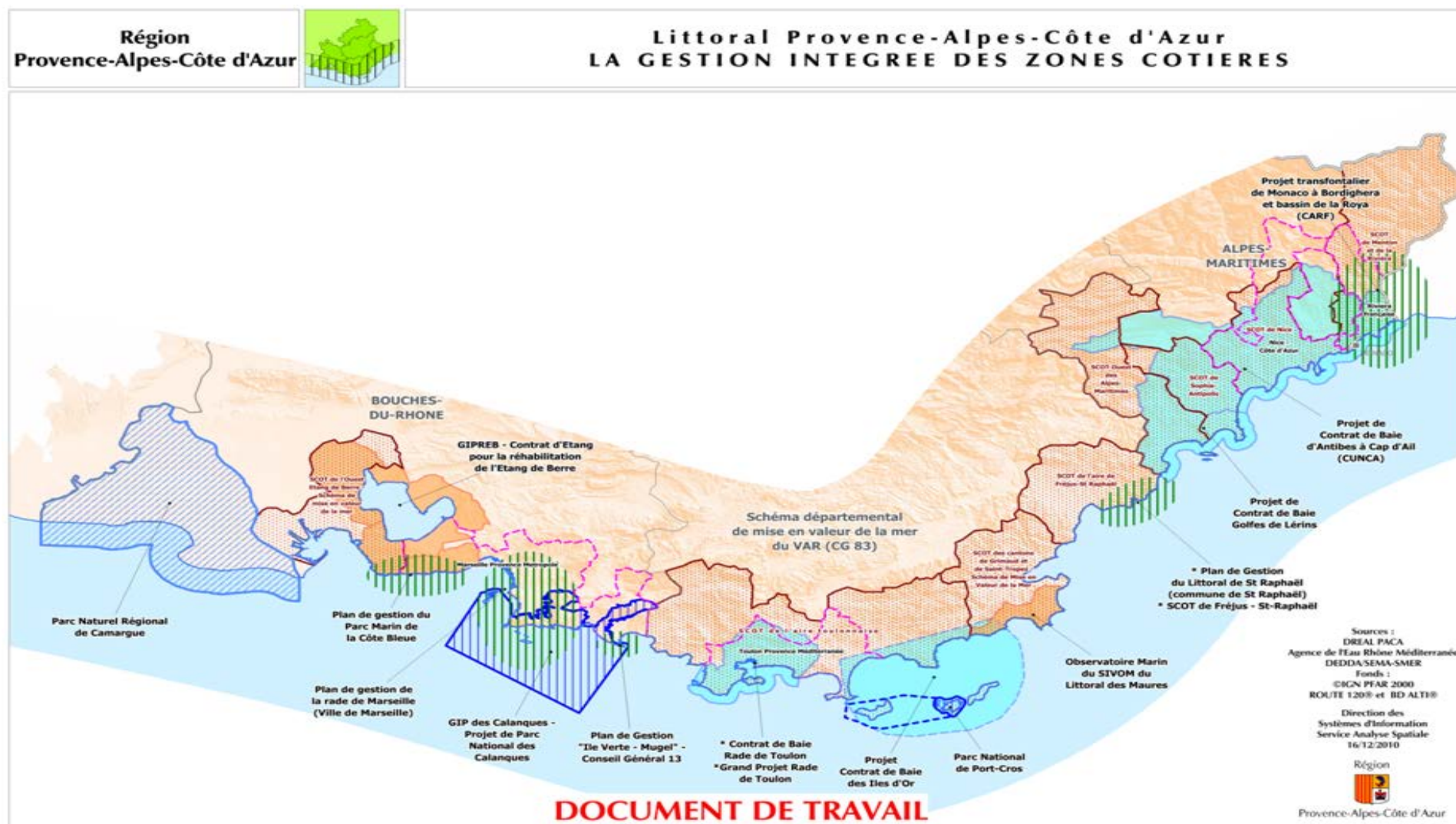
The decision to launch a CAMP project for Cyprus was taken in November 2001 at the 12th Ordinary Meeting of the Contracting Parties to the Barcelona Convention. The proposal of the Government of Cyprus for CAMP was based on the need to address existing gaps in the policy framework for coastal planning and management, and to explore and introduce tools of integrated coastal area management with a view to strengthening and harmonizing the policy process. Due to its relatively small size, the coastal zone (the “*area affected by proximity to the sea*”), is understood to be the whole of Cyprus, where problems affecting the coastal environment are uniform with clear dominance of tourism development effects. Development pressures, implementation constraints and policy issues are common and threaten the quality of the coast. Pressures for the expansion of tourist zones, loss of agricultural land and transformation of village settlements into tourist centers are present everywhere. Local reactions against several levels of coastal protection is a common reaction to the whole policy and institutional framework.

The Feasibility Study was submitted in July 2002. In June 2005 an Agreement was signed. The Inception Workshop took place in January 2006, and after the project entered its implementation phase. Two main core activities were proposed: 1) Integrated Coastal Zone Management and 2) Tools for ICZM. This second one comprises: (i) Strategic Environmental Assessment, (ii) Carrying Capacity Assessment, and (iii) Resource valuation (CAMP Cyprus project).

France:

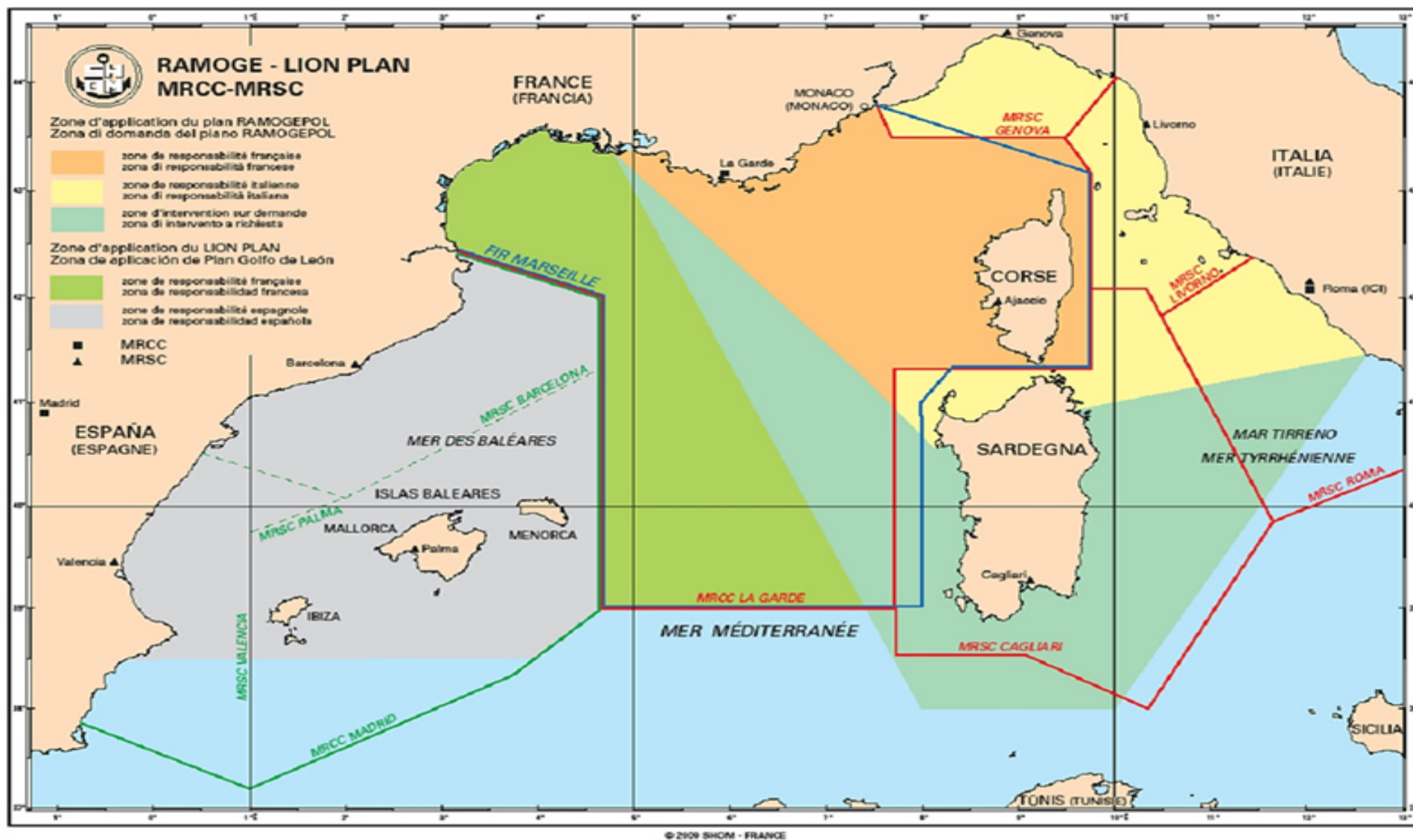
According with DG Environment (2011c), formal steps of ICZM implementation only started in 2006. An equivalent to a National ICZM strategy is being developed in the frame of the national maritime policy. The general framework is the National Sustainable Development Strategy 2010-2013. However France has established several agreements with neighborhood states such as Italy, Monaco, Spain, and important efforts have been developed by regions such as Provence-Alpes-Côte d’Azur in the MED side, even though ICZM management has not been transferred to regions (see Maps 1.6 and 1.7).

Map 1.6: ICZM in Provence-Alpes-Cote D'Azur



Source: PACA Region (2011): *Governance for coastal zones Management in Mediterranean Integrated Maritime Policy?* Presentation to MAREMED Project Meeting. Valencia, 18-19 April.

Map 1.7 Zone d'application du Plan Ramogepol et du Lion Plan

Source: <http://www.cedre.fr/fr/lutte/orga/contexte-international.php>

Greece:

"The Ministry of Environment, Energy and Climate Change is working at progressively incorporating the 'acquis communautaire' into national legal order and coordinating implementation of EU environmental legislation... The process of Spatial planning development is currently on-going. General and sector plans (about Tourism, Industry and Renewable Energy Sources) at national level have been already adopted, whilst the new spatial framework for ICZM is under preparation by the Ministry of Environment, Energy and Climate Change, as part of the National Policy on ICZM. The work is based on previous draft and experience, existing regional and national spatial plans, EC recommendation and the Mediterranean Protocol. The framework provides general guidelines and management committees involving local authorities with an ecosystem-based approach. A spatial plan for coastal areas is also under way. The sustainable development is coordinated by the Operational Programme "Environment and Sustainable Development" approved by the European Commission for the period 2007-2013".

After Greece signed the ICZM Protocol in January 2008 "...Some new coordination mechanisms can be identified in the establishment of special committees and networks, especially concerning climate change, energy, maritime policy, legislation and public participation. A power decentralisation and administrative simplification is underway within the Kallikrates Programme... Limited availability of funds and staff is reported as one of the major obstacle of ICZM implementation." (EC-DG Environment, 2011c: 58-59).

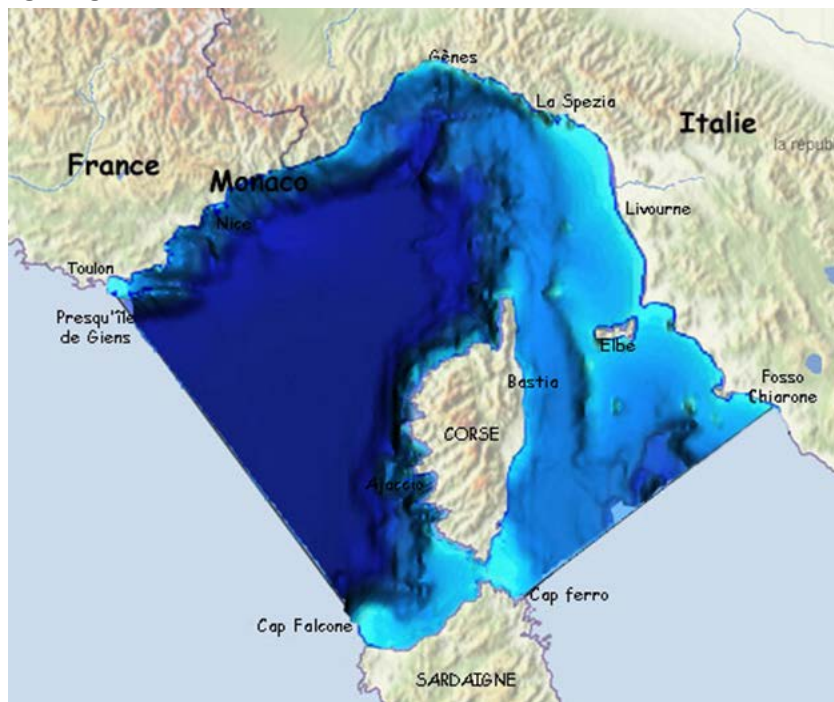
Italy:

In Italy there is no specific National Policy regarding ICZM, but rather "ad hoc" planning and programming tools. Again, as in other countries such as Spain and France, there are several relevant regional initiatives highly correlated with ICZM. Some of them have been developed in collaboration with other Italian (Lazio-Tuscany) or French (Liguria-PACA) neighbor regions. In many Italian regions the definition of ICZM instruments is ongoing (Tuscany, Liguria, Lazio, Abruzzi, Marche, Catania). Other regions are modifying or updating their ICZM plans adopted before 2006 (e.g. expanding it to the marine field in the case of the Emilia Romagna Region in the Adriatic Sea), using the ICZM recommendation as reference. The situation varies according regional tradition in Spatial Planning (Emilia-Romagna and its Bologna Province 'Piano Direttore Territoriale di Coordinamento Provinciale' is a good example) as well as participation in EU projects related with inland-maritime planning.

Again, as in other countries with a predominantly sectoral/project approach, legal instruments were developed to update sectoral policies. Again regional level is the leader: adoption of specific measures for the safeguarding and protection of beaches and maritime-coastal habitats; use of new criteria to regulate dredging activities in ports (Liguria, Lazio, Sardinia, Tuscany, Emilia Romagna); protection and the development of the coastal area (Veneto) and the creation of wildlife protection areas (see Map 1.8); several examples of Landscape plans, Plans for protection of the marine and coastal environment, Management Plans for special fishing activities, programs for development, erosion and coastal defense... Also the local level has been active and many coastal municipalities have established their own "Sandy shore

plan" (e.g. Veneto, Basilicata, Marche, Liguria, Lazio, Sardegna). (EC-DG Environment, 2011c: 62).

Map 1.8: Pelagos Agreement for the Protection of Mammals in the Mediterranean (ASPIM)



Source: PACA Region (2011): Governance for coastal zones Management in Mediterranean Integrated Maritime Policy? Presentation at MAREMED Project Meeting. Valencia, 18-19.04.11.

Italy is currently in the process of preparing an ICZM National Strategy. The national level is defining the roadmap working plan (topics, timelines and actors), in agreement with the Regions, the Local authorities and competent Central administrative offices. A permanent Technical team pertaining to ICZM will be established, with corresponding coordination mechanisms (at regional levels).

Malta:

"The primary focus in terms of governance was on building capacity to implement the EU environmental acquis and in updating the Land use Planning System. Besides the transposition of single EU Directives, the Environmental and Planning Act (2010), which replaces what used to be the Environment Protection Act (2001) and the Planning Development Act, is a reference cross sectoral document that intends to subdue the occasional tension between "development planning" and "environmental protection" and allow a more intimate interface between the two. ...Spatial plans at local level were adopted recently, with important implications on the implementation of the ICZM process... Sectoral plans already adopted or under development include a number of measures which aim to prevent or mitigate environmental impacts on the coastal water bodies or protected areas from various economic and recreational coastal and marine activities and development. The National Strategy for Sustainable Development (2006)

states, among the strategic directions included with regard to coastal and marine environment... Among the actions taken... to enhance institutional coordination and integration is the setting up of Committees and Boards addressing specific coastal and marine issues; these include the Bathing Waters Quality Committee, the Beach Management Committee, the Marine Protected Areas Steering Committee and the Marine Safety and Pollution Prevention Committee... The Malta Environment and Planning Authority (MEPA) is continuously involved in projects aimed at the establishment of protected areas, as well as the drafting and implementation of management plans.” (EC-DG Environment, 2011c: 75-78).

Montenegro:

Montenegro is one of the countries for which Guidelines for the preparation of its National ICZM Strategy will be developed and tested under GEF MedPartnership initiative umbrella.

The CAMP project for Montenegro was adopted in December 2006. Based on the findings of the Feasibility Study (December 2007 – May 2008) and subsequent developments, as well as discussions with the Ministry of Spatial Planning and Environment (MSPE) and other relevant national institutions held in February 2010, a draft CAMP Project Agreement was prepared and a number of several pre-CAMP activities took place. These included the preparation of an analysis of the implementation of Art. 8 of the ICZM Protocol to the *spatial planning system* in Montenegro and the preparation of expert guidelines for the *Terms of Reference for the Montenegrin Coastal Area Spatial Plan (CASP)*.

The CAMP Agreement was signed in May 2011. The implementation of the project is envisaged to run from June 2011 - December 2013, with the implementation of post Project activities envisaged for 2014. The CAMP Montenegro project area is the entire coastal zone comprising six coastal municipalities – Herceg Novi, Kotor, Tivat, Budva, Bar and Ulcinj (1,591 km² surface and internal waters and territorial sea with the surface of around 2,500 km²).

The CAMP Montenegro Project is based on an integrated approach to marine, coastal and river basin environment and development problems, in order to provide an integrated strategy for the common goal of achieving development in the region within a sustainable management policy framework, in co-operation with MAP. Its Steering Committee comprises Ministry of Sustainable Development and Tourism members, coastal municipalities and MAP. MAP-PAP/RAC will provide the overall guidance for the Project.

Slovenia:

“Implementation of what is considered equivalent to an ICZM strategy is ongoing... ICZM issues are incorporated into the Regional Development Strategy for South Primorska, firstly developed in 2002 and then revised in 2007 and in the Coastal Area Management Programme Slovenia (CAMP Slovenia)... Several legal instruments have being adopted mainly in the field of Spatial Planning and for the implementation of EU environmental acquis, mainly concerning water management. Maritime spatial planning is not specifically regulated in Slovenia, but is incorporated in the Spatial Planning Act of 2007... The Regional Development Programme of

South Primorska (which includes the results of the CAMP Project, since the two activities were developed in parallel, during the same period) outlines the main development guidelines for the region in the period 2007-2013. The purpose of the Programme is to promote balanced regional development in the fields of economy, spatial planning and social services, with special attention to the spatial arrangements of the coastal strip, the management of protected areas and the protection of water resources. The programme is complemented by the Conception of Spatial Development (2006) prepared within the CAMP project and by the Regional Strategy for sustainable development of South Primorska between 2006 and 2012 prepared within the Slovenian ...Coastal Area Management Programme (2006). The strategy deals with the developmental possibilities and opportunities in tourism in Slovenian municipalities of Northern Adriatic until 2012.

Some other planning initiatives are being developed at municipality level... About coordination mechanism set up during the assessment period, the Strategy for the Spatial development of South Primorska is based on cooperation between the municipalities, the state and other partners... Coordination among the key partners has been a weakness in the implementation of ICZM ... further implementation mainly concerns the reorganisation of the institutional structure for the coastal zone management, also according to the framework of the new act on the promotion of balanced regional development (2011) imposing an obligatory partnership approach to regional programming... Strengthening... cross-border cooperation activities with Croatia, Italy and possibly the other Adriatic states.” (EC-DG Environment, 2011c: 93).

Spain:

As in Italy, an ICZM Strategy or equivalent has not been developed, nor is in preparation for the near future. The Spanish Government is more interested in Maritime Affairs developing Marine Strategies. Coastal planning - a problematic and sensitive issue (mainly because of urbanism/real estate/tourist interests) - is in process of being transferred to Autonomous Regions. Andalusia had their own pioneer ICZM Strategy in 2007 (supported with the University of Cadiz research group on ICZM led by Professor Barragán), in a ‘true ICZM way’ (inland-marine interface), but it suffered a kind of paralysis because of changes in public administration staff. Other Spanish regions also have developed coastal plans, with a more inland orientation: Asturias, Cantabria, Galicia, Balearic Islands, Catalonia, and the Basque Country represent serious examples of ICZM and MSP initiatives at Spanish level. Also some local initiatives are of special interest for ICZM such as Levante de Almeria and Mar Menor (Murcia coast) CAMP Projects and the Consorci Miralpeix-El Garraf, Catalonia.

“Different actions were implemented in sectors like planning, environmental protection, implementation of the EU acquis, maritime policy... At the national level legal instruments were adopted to update current sectoral policies, in order to transpose EU directives (Water Framework Directive, Environmental Impact Assessment, Marine Strategy Framework Directive)... Spain is also involved in bilateral and multilateral projects related to ICZM in several regions in the world... Attempts to achieve integrated sectoral management on the coast have not been carried through... The effort of collection and aggregation of scientific and technical information still requires a higher degree of integration. In addition, information on

the coast tends to focus on highly technical content, rarely translated to the manager or citizenship, which affects its practical usefulness... ” (DG Environment, 2011c: 97).

Spain ratified the ICZM Protocol, that will be an important condition to support the process, but it is not clear which level of government will provide leadership (it appears to be at regional level) and, crucially, how inter-institutional (multi-level and cross-sectoral) relationships will be coordinated.

Turkey:

CAMP “The Bay of Izmir” Project, in a metropolitan area, was developed between 1987 and 1992. It was officially launched in 1990, after agreement between the Turkish government and MAP. A total of 11 activities were envisaged by the agreement, which can be organized into the following 3 groups:

- implementation of Protocols signed by the Mediterranean countries (Land-based Sources of Pollution and Dumping Protocol; Emergency Protocol and MARPOL Convention; monitoring of pollution; special protected areas)
- activities relative to the recovery of the Izmir Bay (Study of the assimilative capacity of the bay; Study of the recovery of the Inner Bay of Izmir)
- establishment of the ICAM process (training programme on GIS; EIA for submarine outfalls; development-environment scenarios; integrated management study; implications of expected climatic changes).

Major problems - very typical for the Mediterranean coast – were addressed, including urban development, water discharges, port facilities development, loss of cultivated land for real estate development, new waste treatment plant development, discharges of domestic and industrial waters, as well as many problems related to environmental degradation and pollution. Results of the CAMP “The Bay of Izmir” project were presented during a meeting held in Izmir in October 1993. Following this meeting an Integrated Coastal Master Plan should be prepared in the 3-5 year period with the objective to create conditions for making operational decisions in the implementation of the ICAM process, relative to the realisation of the concept of sustainable development in the area.

The Role of the European Union in Management of Partnership

The EU is committed (EC 2009:6) to support structured and informal dialog amongst Mediterranean coastal States through high level meetings, academic and other international organisations, and with stakeholders (both the main traditional maritime stakeholders such as fisheries, shipping, ports and infrastructures, tourism and real estate interests, and other stakeholders such as agricultural, environmental, heritage defense groups, NGOs and citizens). The objective is to improve governance of marine space (including at the sub-regional level), through an ecosystem based approach.

Through the ICZM Recommendation (2002/413/EC) and the adoption of national ICZM strategies by Member States, ICZM implementation should lead to: a more transparent and sustainable planning and decision making; improved stakeholder cooperation and coherence of policies in coastal areas; reducing pressures on coastal biodiversity and natural resources; reducing vulnerability and improving quality of life. Regarding territorial governance, improved understanding between actors and users in the coastal zones would facilitate greater clarity, certainty, predictability and coherence of policy and decision-making. In this way, ICZM would contribute to more efficient and effective governance. In addition, as responsibility for implementing ICZM lies with public authorities, such improvement in planning and decision making will result in less contestations.

In countries such as Spain, Italy or Cyprus that are developing a National ICZM strategies, little progress has been made on ICZM implementation - as is the case across other EU Member States (see Tables 1f and 1g). In these instances greater effort is needed to push forward the process, despite positive contributions already made by local and regional authorities (EC DG Environment, 2011c: 31).

Table 1f: Current ICZM status and implementation level

	Current ICZM status (2011)	
	<i>ICZM status</i>	<i>Implementation (%)</i>
Belgium	Equivalent legislative framework	45%
Bulgaria	Framework at a developing stage	40%
Cyprus	ICZM strategy in place	40%
Germany	ICZM strategy in place	65%
Denmark	Equivalent legislative framework	50%
Estonia	No national ICZM strategy	20%
Spain	No national ICZM strategy	50%
Finland	ICZM strategy in place	60%
France	Equivalent legislative framework	65%
Greece	No national ICZM strategy	40%
Ireland	No national ICZM strategy	30%
Italy	No national ICZM strategy	40%
Lithuania	Equivalent legislative framework	45%
Latvia	Framework at a developing stage	50%
Malta	Equivalent legislative framework	45%
Netherlands	Equivalent legislative framework	70%
Poland	Framework at a developing stage	60%
Portugal	ICZM strategy in place	60%
Romania	ICZM strategy in place	40%
Sweden	Equivalent legislative framework	50%
Slovenia	Framework at a developing stage	70%
United Kingdom	ICZM strategy in place	75%
EU-22		50%

Source: EC DG Environment, 2011a: 24.

Table 1g: Trends in ICZM implementation in Mediterranean EU Member States (2006-2010)

	Mediterranean Sea						
	Spain	France	Italy	Slovenia	Greece	Cyprus	Malta
National ICZM strategy							
<i>ICZM National Strategy(Ready/Implemented)</i>							
<i>No ICZM National Strategy but equivalent framework</i>		X		X	X		X
<i>ICZM National Strategy under development</i>	X		X			X	
<i>No equivalent, sectoral tools in place</i>							
Activities							
<i>Legal instruments</i>	↑	↑	↔	↑	↑	ii	↑
	Sec (Eut)	Sec (Eut, MP)	Sec (SP, Eut)	Sec (SP)	Sec (Eut)	ii	Sec (Eut)
<i>Plans and programmes</i>	↑	↑↑	↑	↑↑	↑		↑↑
	Int* Sec (RBMP, SP, SD)	Sec (RBMP, SP, SD, CC) Int (Spp)	Int* Sec (RBMP, CC*, Bio*)	Sec (RBMP, SP, SD, CC)	Sec (RBMP, SP)	ii	Sec (RBMP, SP, SD, CC)
<i>Coordination</i>	↔	↑↑	↑	↔	↑		↑
	Sec (CC), Ins*	Sec (CC), Ins	Sec (Bio, F, PP), Ins*		Sec (CC, En, MP)	ii	Sec (CC, Bio, F, MS, PP)

Sec= Sectoral, Eut= EU Directives transposition, CC= Climate Changes, MP= Marine spatial Planning, En= Energy, SP= Spatial Planning, SD= Sustainable Development, RBMP= River Basin Management Plan, Bio= Biodiversity, F= Fishery, PP= Pollution Prevention; Coas = Coastal groups; DaSH= Information and data sharing, **Int**= Integrated, Spp= Spatial planning process, Ins= Institutional, ♦ Sub-national level. ii= Insufficient information.

↔= some actions were carried out but still insufficient; ↑ = actions are still necessary; ↑↑= major actions were made.

Source: EC-DG Environment (2011c: 113).

Table 1h: Progress made by EU Mediterranean Member States on the 8 ICZM principles (2006-2010)

<i>ICZM Principle</i>	Spain	France	Italy	Slovenia	Greece	Cyprus	Malta
Principle 1: A broad overall perspective (thematic and geographic) which will take into account the interdependence and disparity of natural systems and human activities with an impact on coastal areas.	↔	↑↑	↔	↑↑	↔	↔	↑
Principle 2: A long-term perspective which will take into account the precautionary principle and the needs of present and future generations.	↑↑	↑↑	↔	↔	↔	↔	↑
Principle 3: Adaptive management during a gradual process which will facilitate adjustment as problems and knowledge develop. This implies the need for a sound scientific basis concerning the evolution of the coastal zone.	↑	↑	↔	↑↑	↔	↔	↑
Principle 4: Local specificity and the great diversity of European coastal zones, which will make it possible to respond to their practical needs with specific solutions and flexible measures.	↑↑	↑↑	↑	↑↑	↔	↔	↑
Principle 5: Working with natural processes and respecting the carrying capacity of ecosystems, which will make human activities more environmentally friendly, socially responsible and economically sound in the long run.	↔	↑	↔	↑	↑	↔	↔
Principle 6: Involving all the parties concerned (economic and social partners, the organizations representing coastal zone residents, non-governmental organizations and the business sector) in the management process, for example by means of agreements and based on shared responsibility.	↑↑	↑↑	↔	↑	↑	↔	↑
Principle 7: Support and involvement of relevant administrative bodies at national, regional and local level between which appropriate links should be established or maintained with the aim of improved coordination of the various existing policies. Partnership with and between regional and local authorities should apply when appropriate.	↑	↑	↔	↑	↔	↔	↑
Principle 8: Use of a combination of instruments designed to facilitate coherence between sectoral policy objectives and coherence between planning and management.	↔	↑	↔	↑↑	↔	↔	↑

↔ = the situation is quite the same as 2006; ↑ = actions are still necessary; ↑↑ = major actions were made. ii = Insufficient information

Source: EC-DG Environment (2011c: 114).

Regarding progress on ICZM Principles (see Table 1h) *"... some progress was made in the coordination of different levels and sectors of institutions, as well as in public involvement; nevertheless in all countries there is still a call for more actions to be taken in this respect ...There is still a need at the regional level to rely on an holistic approach; some progress was made locally in this respect (France and Slovenia). Plans and programmes are taking into account local specificity in almost all countries as well as, at different degrees, a long term perspective is starting to be taken into account in Spain, France and Malta. At regional level there is still the need to improve data collection and to balance different needs (economic, social, environmental), which turns out in small progress in curbing unsustainable uses of natural resources and in respecting the carrying capacity of coastal ecosystems.*

To move towards a sustainable coastal development in the Mediterranean, a number of critical barriers must be overcome, including (Shipman et al, 2009):

- *the remaining lack of appropriate national legal frameworks for ICZM;*
- *the need to re-assert ICZM as the powerful arbiter it is between the land and sea issues and interests;*
- *the short-term, stop-go nature of the individual projects based on the project funding cycles that has led to a loss of essential continuity and capacity;*
- *the relentless and overwhelming pace of development along the coast that has led to a gap between the rapid, exponential rate of development with its consequent environmental degradation, and the capacity of ICZM to deal with the development management gap;*
- *the stubbornly persistent perception of ICZM as an environmental management activity - a pressing need exists to embed ICZM into other areas of policy;*
- *the still patchy and inconsistent enabling frameworks for national capacity building and regional actions such as awareness-building, that takes place in parallel and often behind local action;*
- *the relatively poor public visibility of ICZM projects."*

(EC DG Environment, 2011c: 111)

Lessons for Marine Planning

In the Mediterranean ICZM Protocol a cautionary statement was made: *"Nothing in this Protocol nor any act adopted on the basis of this Protocol shall prejudice the rights, the present and future claims or legal views of any Party relating to the Law of the Sea, in particular the nature and the extent of marine areas, the delimitation of marine areas between States with opposite or adjacent coasts"* (art. 4.1).

In the case of MAP PAP/RAC, a review of meeting agendas from 2000-2012 (http://www.pap-thecoastcentre.org/itl_meetings.php?lang=en) shows how meetings are usually related to particular projects (local case studies) as well as sectoral themes. Since 2011 one can observe a stronger focus on more strategic issues related to methodologies, new agendas and relationships with other programmes.

In the case of CAMP there are a lot of documents but effective political will for true implementation seems to be scarce. In addition, more development is usually observed in some States with very special character: new States, new EU (or in accession process) States, and usually medium/small size States, supported by international (UNEP/MAP and EU) programmes.

At EU level, the Recommendation on ICZM (2002/413/EC) is not considered a sufficient basis to achieve ICZM objectives; a Directive in this field is recommended but should be flexible enough to be applicable in different coastal and governance contexts (ENV.D2, 2010b: 16 and 18).

EU recommendations have not yet produced binding effects at national levels due to lack of political will; even though DG ENVIRONMENT actions have developed some elements of good governance such as: participation (States, regional and local authorities; as well as actors and citizens (see *ICZM Participation Practices in Europe* (CE, 2010)), openness (public information accessible by Internet) and mutual learning by transparency and exchange of experiences in coastal management (such as the OURCOAST Project).

Regarding the vertical dimension of territorial governance (according with ESPON Project 2.3.2) not enough multi-level coordination is present. There is strong commitment at international/transnational level, as well as at regional and local level (projects and documents), but little at national level concerning the implementation phase. In the horizontal dimension of territorial governance (coherence/strategic spatial planning): there is no spatial vision developed for ICZM at MED level, nor at national level. There is however more progress at regional and local level. Capacity building and training are needed.

Regarding participation several and diverse levels of involvement are present, depending on the democratic traditions of each state. According with the OURCOAST report entitled "*Integrated Coastal Zone Management. Participation Practices in Europe*" (CE, 2010), there is a clear difference in EU Member States in participation (only information in the case of Spain, better involvement of main administrative levels – such as National level in Greece, partnerships - as in the German case, and discussions for selection of alternatives in Ireland and the UK).

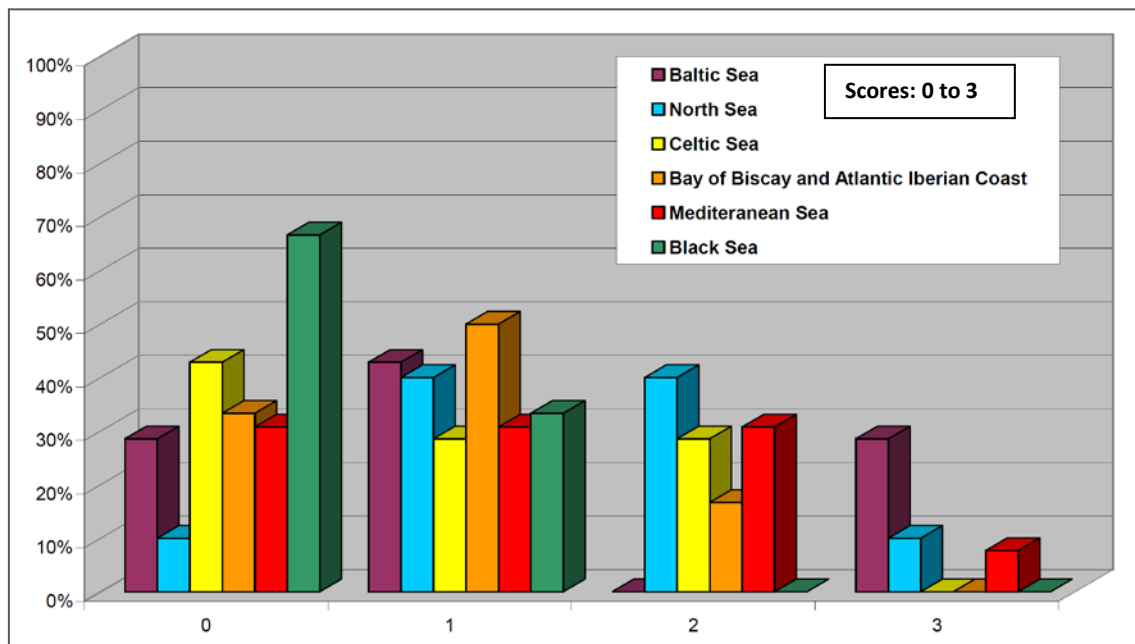
Participation requires both good information and indicators, as well as capacities and training. According to EC-DG Environment (2011b), the situation in EU Mediterranean States is similar to other regional seas in terms of quantitative results; however they are lower on quality and complexity.

Notwithstanding knowledge for citizens' participation and for more informed and evidence based decisions, knowledge of coastal systems amongst decision makers is also low. The study outlined in Fig. 1d typifies 3 feasible options for coastal information systems (CIS): 1) improving data and information base; 2) improving and innovating functional tools directly supporting ICZM decision makers; and 3) enhancing cooperation among different subjects involved in CIS implementation and management and in ICZM processes (vertical and horizontal integration - leading to application of the ecosystem approach and improving protocols as way to facilitate geospatial data sharing among data producers and managers).

Fig. 1d: Qualitative Scores for 3 Options for Coastal Information Systems

	P1	P2	P3
Aspects related to ICZM principles			
Integrated knowledge on the coastal system	+++	++	+
Bridged gap between scientific information and policy/decision making in the ICZM process	++	+++	+
Involvement of stakeholders in the ICZM process, also aiming to improve awareness on sustainable coastal planning and management	0	+++	+
Support and facilitation in climate change adaptation of coastal zones within the wider context of ICZM	++	+++	++
Periodical evaluation process of ICZM planning and management; support an ICZM adaptive process	++	++	+++
Cooperation among different institutions and institutional levels	0	0	+++
Adoption of a long-term perspective for ICZM	++	++	++
Links with a broader policy context			
Implementation of ICZM in a regional sea context	0	+	+++
Support to the integration of ICZM with other closely related policies (MSP)	+	+	+++
Support to the integration of ICZM with other closely related policies (climate change)	++	+++	+++
Use of the system			
Simplification of the use of the coastal information system	-	+	++
Costs and use of resources			
Development or initial costs	-	--	---
Costs related to maintenance and updating of the CIS	--	--	ST: --- LT: +
Learning costs	0	-	--

Source: EC - DG Environment (2011b: 96).

Figure 1e: Current level of implementation of the P3 policy option in each European Sea Basin

Source: Source: EC - DG Environment (2011b: 100)

According to the study results, the Mediterranean presents a very similar value to average in P1 (54%), while P2 policy option is better represented in the Mediterranean (54%) than others. There is a less favorable situation (38%) regarding option P3 (see Figure 1e). In summary, P1 and P2 policy options appear to be properly or almost properly represented in more than the 50% of Mediterranean CISOs, meaning more effort is required for the other 50%; but a greater effort is required for the implementation of the P3 policy option in the majority of CISOs.

Finally, and according to ENV.D2's public consultation (see ENV.D2, 2010b), the most important measures recommended for appropriate ICZM were: better institutional coordination between competent authorities (multi-level/vertical governance dimension), coherent planning of land and sea parts of the coastal zone (one type of horizontal governance dimension linked to coherent strategic planning) and the integration of interests (social, economic, environmental) in coastal planning and management (a second type of horizontal governance –cross-sectoral, cross-cutting). A third horizontal dimension of governance is that of territorial cooperation (currently under-developed in ICZM practices).

Effectiveness of governance arrangements:

There is a predominance of technical-scientific aspects above sociological-political aspects in ICZM implementation. Political will is a key element, as well as not only 'soft' instruments but also 'hard law' for some more tangible issues (such as fish quotas, pollution standards or urbanization limits). A combination of both would be positive in order to improve understanding and practice of governance.

Relationships between the fields of environment (the real origin of Protocol) and spatial planning (not only more appropriate but also necessary for the newly enforced Green Economy and Ecosystem Based Approach¹⁵) should be decidedly reinforced. This new EBA is much closer to spatial/regional than sectoral environmental planning. Key question is not new: How to mix/coordinate both fields in national and regional administration bodies?

The EU Recommendation on ICZM (2002/413/EC) endorsed by the Council in 2002 is based on Article 191 of the Lisbon Treaty. Art. 191 provides the basis for Union policy on the environment, *inter alia*, to pursue the preservation, protection and improvement of the quality of the environment, and to promote a prudent and rational utilization of natural resources. But within the Lisbon Treaty additional consideration should be given to other articles, such as Article 174 concerning territorial cohesion.

ICZM is more prevalent in Mediterranean States (but more at regional and local than national level) than MSP. As it is said at PRC report (2011b, 3): "*There is no area in the Mediterranean Sea today where Maritime Spatial Planning is being implemented as a full and comprehensive tool for managing sea areas*". National levels however can be more interested in MSP as a field for new strategic competences and powers. But here there is the second contradiction: MSP is an open field at this moment, more innovative, not clearly defined nor binding, requiring trans-boundary cooperation, and that gives place to territorial cooperation and international and supra-national organizations (such as the EU) and agreements at this level (both soft or hard binding nature – Protocols and Directives may even flexible). This is specifically and mainly the case of EEZs; and here there is a third contradiction: EEZs are not defined yet at Mediterranean level (a semi-closed and relatively small basin), in contrast to the situation in the Baltic Sea.

¹⁵ "*The ecosystem approach is a strategy for the integrated management of land, water and living resources that promotes conservation and sustainable use in an equitable way... It recognizes that humans, with their cultural diversity, are an integral component of ecosystems*" (Convention on Biological Diversity - CBD). The Convention entered into force on 29 December 1993.

Strengths and weaknesses of the adopted approach:

If using a double perspective for the evaluation of ICZM/MSP development and implementation, evaluating results and actions, the latter seems more positive than the former. Good intentions have been declared, and agreements and instruments put in practice (providing a new context for governance). More time seems to be needed for results (effective governance actions). Considering ICZM and MSP separately, a clear conclusion appears at least for this Case Study. If some progress has been made in ICZM (probably because the ICZM Protocol only applies within territorial waters), no clear links with MSP can be identified, nor with MSP advances either.

Beyond territorial waters, mainly in the EEZ and also in high seas, only international agreements are useful. How binding should they be, and at which political scale? EU and UN-MAP (for Neighborhood Policy with South-Med countries) seems more appropriate for EEZs (and MSP). A broader international scale (sectoral or legally oriented instruments) seems more appropriate in the case of high seas.

Regarding the binding nature of these instruments, some evaluation has been done at EU level. Three options at EU level, trying to give coherence to diverse regional seas conventions, are considered as options in the document "Road Map. Follow up proposal to the EU ICZM Recommendation" (CWP Initiative, 12/2011): 1) a revised ICZM Recommendation improving its contents based on needs and previous experience; 2) a new Framework Directive, or; 3) a new programme at EU level for ICZM. The third option is considered to offer more clear social, environmental and economic benefits over the other two, however it presupposes much higher implementation costs (EC DG Environment, 2011a: 108). Estimated effects of each of the three options are estimated as shown in Figure 1f).

Regarding possibilities for a new ICZM EU Directive, the PROTOGIZC project (part of GEF MedPartnership) argues, when studying harmonization of national legal frameworks to ICZM, that *"Regarding the analysis of the Protocol in light of the Community acquis, it seems that much of the Protocol is already provided for in the EU Law, but with significant room for interpretation... The EU acquis does not provide sufficient measures to implement the whole ICZM Protocol"* (MedPartnership, 2011:2, 5). It has to be taken into account that the ICZM Protocol was ratified by the EU in 2010 and from this moment becomes a legal instrument at second level legislation (below EU Treaties, but above Directives). So, two alternative arguments can be defended: a new Directive on ICZM is not necessary. Or, alternatively, it can be supported in order to give European ICZM greater importance within the Barcelona Convention and provide appropriate support for the Mediterranean (global) governance, that can be decided in a partial context but in 21+1 Parties.

Figure 1f: Comparison of impacts/effects of three options

	OPTION 1 Programme	OPTION 2 Recommendation	OPTION 3 Directive
<p>(1) Achievement of objectives</p> <ul style="list-style-type: none"> - Implementation of ICZM in all coastal MS - Achievement of ICZM principles (improved cross-sector integration, institutional coordination, information basis to planning and management) - Appropriate cross-border cooperation 	<p>Moderate increase in ICZM implementation</p> <p>Moderate achievement of ICZM principles</p> <p>Potentially some increase in cross-border coordination</p> <p>--</p>	<p>Moderate increase in ICZM implementation</p> <p>Moderate achievement of ICZM principles</p> <p>Limited effect on cross-border coordination</p> <p>--</p>	<p>Full implementation of ICZM in coastal MS</p> <p>Potentially significant improvements in ICZM principles</p> <p>Appropriate cross-border coordination</p> <p>--</p>
(2) Socio, economic, environmental and other impacts	Impacts in proportion to increased ICZM implementation - overall 67% compared to 62% in baseline	Impacts in proportion to increased ICZM implementation - overall 67% compared to 62% in baseline	Impacts in proportion to increased ICZM implementation - overall 100% compared to 62% in baseline
(3) Administrative burden	No administrative burden	No administrative burden	Relatively minor reporting costs
(4) Obstacles to / ease of compliance	Financing of programme	Sector interests	Sector interests
(5) Changes of impacts over times	Gradual increasing impacts in line with increased ICZM implementation	Gradual increasing impacts in line with increased ICZM implementation	Gradual increasing impacts in line with increased ICZM implementation
(6) Impacts on specific regions, external issues	Limited regional differences	Limited regional differences	High ICZM implementation benefits region with low baseline levels most
(7) Risks and uncertainties	Impacts uncertain as they depend on political interests	Impacts uncertain as they depend on political interests	Impacts uncertain as they depend on political interests

Source: Extracted from EC-DG Environment, 2011a: 107-108.

The Role of EU/Other International/National/Regional Government Programmes and Initiatives in ICZM-MSP and Extent of Cooperative Working

An important barrier to effective cooperation at Mediterranean level is the lack of a common vision and low level of coordination among partners, as well as unsatisfactory coordination between available resources and effective investments.

The New Mediterranean Action Plan 2012-19 is articulated around 3 main objectives, all of them closely related to ICZM (New MAP 2012-2019, Annex: Links with MAP PoW, 16 pp. - <http://www.pap-thecoastcentre.org/razno/Action%20Plan%20Table%20-10Oct11.pdf>):

1. Support the effective implementation of the Protocol at the regional, national and local level
 - 1.1. Ratification and Transposition
 - 1.2. Strengthening and Supporting Governance
 - 1.3. Adopting National Strategies and Coastal Implementation Plans and Programmes
 - 1.4. Reporting on Protocol Implementation and Monitoring the State of the Mediterranean Coast
2. Strengthen the capacities of Contracting Parties to implement the Protocol and use in an effective manner the ICZM policies, instruments, tools and processes
 - 2.1. Methodologies and Processes
 - 2.2. Protocol Implementation Projects
 - 2.3. Professional Development, Training and Education
3. Promote the ICZM Protocol and its implementation within the region, and promote it globally by developing synergies with relevant Conventions and Agreements
 - 3.1. Public Participation and Awareness Raising;
 - 3.2. Excellence on ICZM issues for the Mediterranean;
 - 3.3. Promoting the Protocol;
 - 3.4. Networks¹⁶

Action at EU level adds value to and increases the effectiveness of measures, compared to action only by Member States. Given the impact of EU and national policies on coastal zone, the underlying trans-boundary coastal processes need coordinated responses at several scales. Applying the subsidiarity principle, precise objectives for sustainable coastal spatial development should be formulated at the appropriate EU, national, regional or local scales.

¹⁶ European Neighbourhood Policy Instrument (ENPI) and Fondazione Eni Enrico Mattei (FEEM - a nonprofit, nonpartisan research institution devoted to the study of sustainable development and global governance) were cited in the discussion trying to involve non-traditional partners interested in a more concrete use of ICZM in the fields of transportation, marine highways, fishery, agriculture, etc., which represents a dangerous re-sectoralisation of the comprehensive approach behind ICZM.

Regarding territorial cross-border cooperation *“There are four main types of barriers that appeared be much more prominent in cross-boundary situations. These barriers are: 1) Legal and governmental differences that complicate coordination and implementation; 2) Barriers to communication, movement, and information; 3) Social and cultural differences including language differences that inhibit the development of trust and a common sense of community; and 4) Economic disparities that constrain certain stakeholders’ willingness or ability to participate in the process (Council of Europe,2011).”* (EC DG Environment, 2011c: 126).

Key Messages and Issues Arising from the ICZM Protocol to the Barcelona Convention

- ✓ Well structured and complementary collaboration among all levels, from international to local (with a clear top-down approach)
- ✓ *Enhances cooperation among States (under the 1982 LOS Convention but also UNEP-MAP and EU initiatives and projects)*
- ✓ Problems of binding nature and national government role for implementation
- ✓ Difficult to go from words and protocols to action and transformation of government structures and routines.
- ✓ Experience for plans and strategies for ICZM is usually at regional level (i.e. middle size, equivalent to NUTS 2, corresponding with small and middle sized countries). Size matters!
- ✓ More efforts to integrate Climate Change into the ICZM planning process for the Mediterranean should be supported.
- ✓ According to EC-DG Environment (2010c: 10) several critical barriers must be overcome to move towards a sustainable coastal development in the Mediterranean, among them the following: *“...the remaining lack of appropriate national legal frameworks for ICZM; the need to re-assert ICZM as the powerful arbiter it is between the land and sea issues and interests; the short-term, stop-go nature of the individual projects based on the project funding cycles that has led to a loss of essential continuity and capacity; the relentless and overwhelming pace of development along the coast that has led to a gap between the rapid, exponential rate of development with its consequent environmental degradation, and the capacity of ICZM to deal with the development-management gap; the stubbornly persistent perception of ICZM as an environmental management activity - a pressing need exists to embed ICZM into other areas of policy”*.
- ✓ ICZM-MSP links and particular features of each seem to be unclear, consequently they are not applied

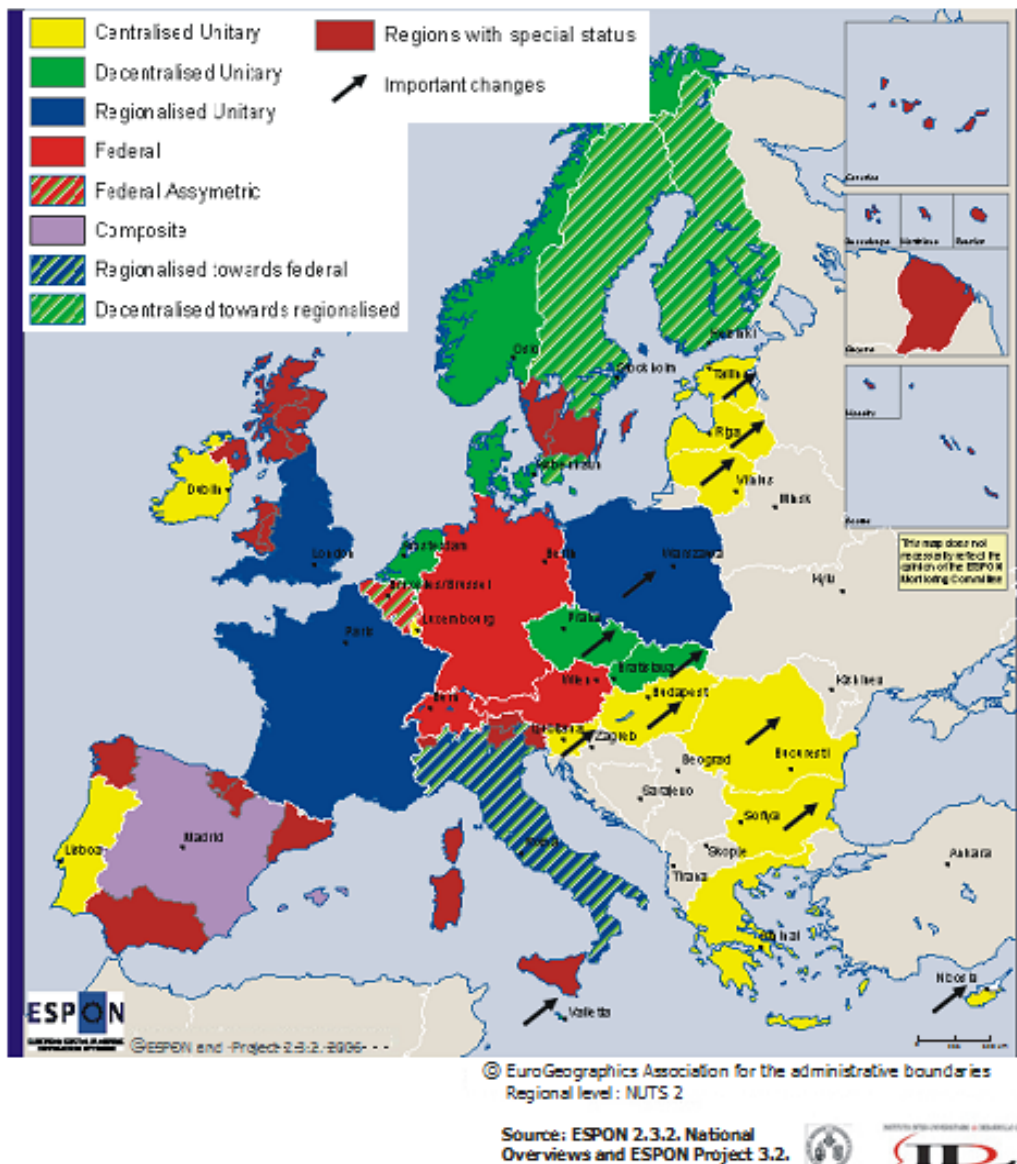
- ✓ Little or no implementation of marine spatial planning at national nor at the sub-regional and regional levels
- ✓ Coincident with argument of DG Mare (2009), due to geographic and political difficulties associated with overlapping boundaries, it seems useful to adopt a gradual and constructive approach beginning with solutions that do not require delimitation of maritime boundaries, such as developing joint management or common zones between neighboring states (as is already done on a bilateral or trilateral basis).
- ✓ In this sense traditional instruments for Territorial Cooperation objectives, and future developments in the new framework for Territorial Cohesion Policy (art. 174), can be very useful (particularly in territorial and contiguous waters).
- ✓ EEZs should be areas not only for environmental but also integrated maritime policies. For this reason it seems appropriate to develop further studies - with strong interaction between academy and decision makers - for establishing maritime zones and alternative joint zones in overlapping areas of potential EEZs.
- ✓ MSP should be launched with a similar approach which is off shore in character rather than trying to capture ICZM space.

Conclusions

The Mediterranean is a place of change and a mixture of an 'old' sea, rich in activity and cultural and natural heritage, and one more oriented to new (old) economic activities (shipping, fisheries, real estate and tourism). It is sometimes looking inland rather than out to sea, which acts as a receptor for the negative impacts of development. The 21 individual States and new transnational entity (EU), encapsulates a great diversity regarding health, government and styles of planning and administration, but characterized by an urbanism tradition in spatial planning (see Maps 1.9 and 1.10 from ESPON 2.3.2 Project Final Report), and with very little capacity to organize and agree common purposes in such common space (in contrast to other semi-closed seas such as the Baltic). Their difference is not so much in nature, but in social, political and governance contexts; despite this the environment has been a critical issue to facilitate closer collaboration.

The ICZM Protocol agreement and its ratification (7 Parties until now, but with great interest to promote ratification and application among other Parties according with the new MAP Action Plan 2012-2019) opens a new interesting scenario from a legal point of view as well as for new routines and governance actions for the future. The big question is how this legal framework which is based is on the EU *acquis* will be incorporated into national law. The ICZM Protocol is at this moment at a second legislative level: below the Treaty but above other EU legal instruments as Directives. Hence the question arises as to whether a new Directive is necessary or not, and how flexible should this be in its incorporation into national law; and how it should be combined with other Directives such as the Water Framework Directive (2000/60/EC) and Marine Strategy Framework Directive (2008/56/EC).

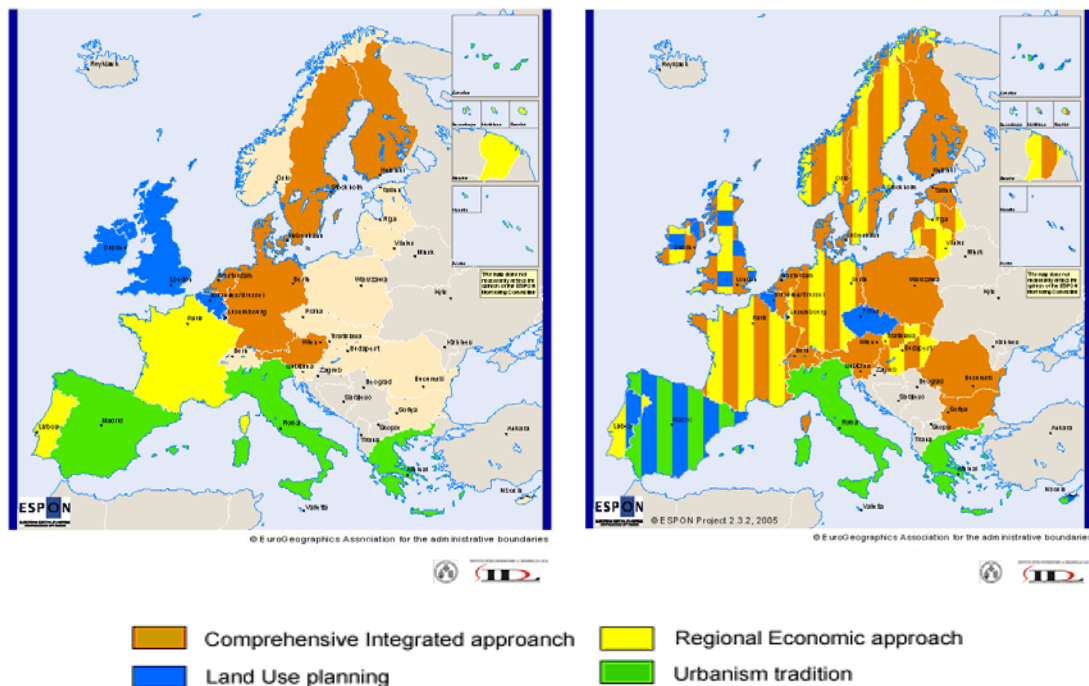
Map 1.9: Typology of State Structures in ESPON 29 Space



The ICZM Protocol, as 7th Protocol in Barcelona Convention, has an environmental dimension as its origin (Rio 92, Convention on Biological Diversity, Mediterranean Agenda 21, Mediterranean Sustainable Development Strategy... and so on). In this sense, at EU level its application is rooted in the Lisbon Treaty art. 191. At stake, related with governance practices, mainly maritime-territorial governance, is how to apply (maintaining this natural/environmental approach) the currently reinforced Ecosystem Based Approach (one of the two big issues - together with the green economy) and to move towards a new Integrated Maritime Policy (with a more socio-cultural-economic focus combined with environment; with a cross-cutting/ integrated/comprehensive multi-level and participatory approach). Here, the question of pre-existing styles of planning, and more specifically with regards to spatial/regional planning, and to which extent a new comprehensive or neo-comprehensive (a

mix between Economic Regional and Integrated one, in the line of spatial development and territorial cohesion objective - see ESPON 2.3.2 Project Final Report), be an important pre-condition. Because if comprehensive integrated strategic spatial planning is practiced, new and diverse instruments such as coastal and marine planning can be more easily included (as is the case for instance in Australian or New Zealand contexts).

Map 1.10: Styles of Spatial Planning Evolution: 1997 EC Classification (15) until ESPON 2.3.2 (29)



Here the way in which art. 174 of the Treaty on Territorial Cohesion could be applied is critical. From this point of view Territorial Cooperation objectives (that will be reinforced both at EU level but also through neighborhood policies, e.g. ENPI) are crucial for future coastal management efforts in the Mediterranean. While considering if a new Directive on ICZM is necessary or not, traditional EU programs and initiatives such as those of Cohesion Policy (that have produced important effects in national planning and governance systems) could play a decisive role.

Returning to the question of more legally binding (but flexible) instruments such as a new Directive (possibility supported by an important group of experts), at Mediterranean level it may be more interesting to introduce a Directive on Marine Spatial Planning (MSP). Because ICZM Protocol has a more regional/local level in nature - except in small and medium new States - and applies to Territorial Seas (as is said explicitly in the Protocol text), while EEZ and high seas remain heavily undefined. Also ICZM development (based on the 2002 Recommendation) and implementation (in the context of the MAP PAP/RAC Action Plan and related initiatives such as GEF MedPartnership) seems to be more advanced than MSP itself, with DG MARE Projects (such as "*Exploring the potential of Maritime Spatial Planning in the*

Mediterranean Sea” Framework contract FISH/2007/04), appearing to demonstrate this assertion. Thus, in the continuum from inland areas to the high seas, which acknowledges the importance of land sea interactions, this suggests that Spatial and Coastal Planning and Maritime Strategies seem to have more place than Marine Spatial Planning.

In addition public participation, stakeholder involvement and political will are important factors. Common political insight and political intentions are essential (ENV. D2, 2011); more than focusing on zoning and conflicts, ICZM implementation can be facilitated by elaborating spatial visions and ensuring financing and/or conditional access to funding (ENV. D2, 2011a: 6). Participation depends on traditions, narratives and story lines that can be exploited and incentivized (in new or transitional -EU accession- countries; or through international cooperation neighborhood initiatives). In other cases, such as for current Mediterranean EU Member States, more difficulties seem to arise. For instance the risk of misunderstanding short term, sectoral based and de-regulated political processes without any combination/integration among projects/plans/visions and short/medium/long terms and inland/off shore/marine spaces, instead participative governance processes for strategic visions. In all cases, the crucial issues are information, knowledge and capabilities - together with political will. Significant effort and progress on information and indicators has been made in recent years at international and national levels (mainly through UNEP/MAP and EU context); however these links between population, academics, applicants and decision makers should be reinforced.

Currently there are a lot of initiatives, projects (DG Environment, DG MARE, FP7, UNEP/MAP...) and available documentation, plans and case studies available in the field of ICZM. This case study is heavily based on these sources, exploiting information available online and complemented with interaction with some Mediterranean and international experts in this field, as well as previous experiences in governance projects. However there are fewer practical experiences to see. Those that do exist are more usually at regional and local levels (though this may be a useful basis for future multi-level construction of ICZM and MSP at national and supranational levels).

Capacities and political will - as crucial issues - mainly relate to the national level, which may be the most important level in order to adopt international agreements and adapt conventions to national legislations. Also the national level is the most appropriate to provide advances on EEZ agreements, a very sensitive issue in the Mediterranean Sea, and to establish an effective MSP (the missing link in the continuum from inland to ocean planning) at Mediterranean and EU levels.

The way to bring together ICZM and MSP in a harmonized way with other directives (reinforcing all of them mutually), is unresolved at this moment. Previous experiences with Integrated Coastal and Water Management (ICWM), have not so far yielded good results, with problems in incorporating the Water Framework Directive into national law since 2000 and a new directive on flood risks (see Caro-Patón, 2009). Therefore, a more binding legislative framework at supra-national level is needed. Alternatively territorial cooperation initiatives (trans-national) for coastal planning and management of neighbouring countries/regions

should be reinforced, incorporating more long-term thinking and the ecosystem approach, through the current EU *acquis*.

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Mediterranean Case Study 2:

The MEDGOVERNANCE Project

Introduction

The *MEDGOVERNANCE project* was implemented in the framework of the MED interregional cooperation programme, gathering together six regions (Andalusia, Catalonia, Provence-Alpes-Côte d’Azur, Piedmont, Lazio, Tuscany) with their respective research and training institutes.

The project started in 2009 with a diagnosis phase analyzing the governance framework for the preparation and the implementation of major policies affecting the Mediterranean region in five policy fields: transportation, competitiveness and innovation, environment, culture and migration. For each of these fields, the issue of “multilevel governance” and, more specifically, of the actual contribution of regions to these policies was investigated.

Location and environment

Mediterranean regions that participate in Medgovernance project are: Tuscany, Lazio, Piedmont, Catalunya, Andalusia and Provence-Alpes-Côte d'Azur (PACA).

Map 2.1: The MEDGovernance programme area



Source: <http://www.medgov.net/pages/regions>

Tuscany is a region in Central Italy with an area of 22,990 square kilometres (8,880 sq mi). Six Tuscan localities have been designated World Heritage Sites: the historical center of Florence (1982), the historical center of Siena (1995), the square of the Cathedral of Pisa (1987), the historical center of San Gimignano (1990), the historical center of Pienza (1996) and the Val d'Orcia (2004). Furthermore, Tuscany has over 120 protected nature reserves. This makes Tuscany and its capital city Florence very popular tourist destinations, attracting millions of tourists every year. Florence itself receives an average of 10 million tourists a year by placing the city as one of the most visited in the world (in 2007, the city became the world's 46th most visited city, with over 1.715 million arrivals).

Lazio is a region of west central Italy, bordered by Tuscany, Umbria, and Marche to the north, Abruzzo and Molise to the east, Campania to the south, and the Tyrrhenian Sea to the west. It is the region of Rome, capital of Italy.

Piedmont is one of the 20 regions of Italy with an area of 25,399 km². The capital of Piedmont is Turin. The country displays a notable geographical diversity on a relatively reduced area of about 32,000 km² and about some 580 km of coastal strip.

Catalonia has more than seven million inhabitants. Barcelona is its capital and one of the large cities in the Mediterranean Sea. From an administrative point of view, the state division into provinces (Barcelona, Tarragona, Lleida and Girona) overlaps with the division of the Catalan Administration into 41 comarques (regions). Catalonia is bounded on the east by the Mediterranean Sea, on the north by France and Andorra, and on the west and south by the autonomous communities of Aragon and Valencia. This strategic location has favoured a very intense relationship with the rest of the Mediterranean countries and with continental Europe. The relevant relief features are the Pyrenees - Pre-Pyrenees, the Central or Ebro Depression and the Catalan Mediterranean system, apart from the coastal plains and the Serralada Transversal mountain range.

The region of **Andalusia** has a surface area of 87,268 km² and represents 17.3% of Spain. It is, on its own, larger than countries such as Belgium, Holland, Denmark, Austria or Switzerland. An axis between Europe and Africa and meeting point of the Atlantic Ocean and the Mediterranean Sea, this region has been coveted by many different cultures throughout history and prehistory.

The diversity of landscapes and geographical terrain gives rise to an array of environments that go from the heat of the Guadalquivir River valley through to luxuriant mid-mountain areas, volcanic landscapes such as the Tabernas desert, and the snow-capped peaks of Sierra Nevada. The Guadalquivir is Andalusia's most important river and brings life to many areas in its journey across the region. In barely forty kilometres the landscape changes from Alpine mountain landscapes to tropical areas on the shores of the Mediterranean. The coast of Andalusia stretches for almost 900 kilometres and is home to a large number of cities, towns and beaches.

Provence-Alpes-Côte d'Azur (PACA) is one of the 26 regions of France. It consists of:

- the former French province of Provence
- the former papal territory of Avignon, known as Comtat Venaissin
- the former Sardinian-Piedmontese county of Nice, whose coastline is known in English as the French Riviera, and in French as the Côte d'Azur and the southeastern part of the former French province of Dauphiné, in the French Alps.

It encompasses six departments in south-eastern France, bounded to the east by the Italian border, to the south by the Mediterranean Sea and by the principality of Monaco, to the north by Rhône-Alpes, and to the west by Languedoc-Roussillon, with the Rhône river marking its westernmost border. The six departments are: Alpes-de-Haute-Provence, Hautes-Alpes, Alpes-Maritimes, Bouches-du-Rhône, Var and Vaucluse.

Socio-economic conditions

Tuscany has a population of about 3.6 million inhabitants. The regional capital is Florence. The population density of Tuscany, with 161 inhabitants per km² in 2008, is below the national average (198.8 inhabitants per km²). This is due mainly to the low population density of the provinces of Arezzo, Siena and, above all, Grosseto (50 inhabitants per km²). The highest density is found in the province of Prato (675 inhabitants per km²) followed by the provinces of Pistoia, Livorno, Florence and Lucca, peaking in the cities of Florence (more than 3.500 per km²), Livorno, Prato, Viareggio, Forte dei Marmi and Montecatini Terme (all with a population density of more than 1.000 inhabitants per km²). The territorial distribution of the population is closely linked to the socio-cultural and, more recently, economic and industrial development of Tuscany.

Accordingly, the least densely populated areas are those where the main activity is agriculture, unlike the others where, despite the presence of a number of large industrial complexes, the main activities are connected with tourism and associated services, alongside a plethora of small firms in the leather, glass, paper and clothing sectors.

Starting from the 1980s, the region attracted an intense flux of immigrants, in particular from China. There is also a significant community of British and American residents. As of 2008, the Italian national institute of statistics ISTAT estimated that 275,149 foreign-born immigrants live in Tuscany, equal to 7.4% of the total regional population.

The population density of **Lazio** ranges from 765 inhabitants per km² in the province of Rome to less than 60 inhabitants per km² in the province of Rieti (2008 estimation). The overall population density in the region of Lazio is of 326 inhabitants per km², which is the third highest amongst the Italian regions after Campania and Lombardia. As of 2006, the Italian national institute of statistics ISTAT estimated that 275,065 foreign-born immigrants live in Lazio, equal to 5.2% of the total regional population.

Piedmont has a population of about 4.4 million. The population density is lower than the national average. In 2008 it was equal to 174 inhabitants per km², compared to a national figure of about 200. It rises however to 335 inhabitants per km² when just the province of Turin is considered, whereas Verbano-Cusio-Ossola is the less densely populated province (72 inhabitants per km²). The population of Piedmont followed a downward trend throughout the 1980s. This drop is the result of the natural negative balance (of some 3 to 4% per year), while the migratory balance since 1986 has again become positive because of an excess of new immigration over a stable figure for emigration. The population as a whole has remained stable in the 1990s, although this is the result of a negative natural balance and a positive net migration.

The Turin metro area grew rapidly in the 1950s and 1960s due to an increase of immigrants from Southern Italy, and today it has a population of approximately two million. As of 2008, the Italian national institute of statistics (ISTAT) estimated that 310,543 foreign-born immigrants live in Piedmont, equal to 7% of the total regional population.

There are currently 946 municipalities in **Catalonia**. Of these, 28 have less than 100 inhabitants; 492 between 100 and 1,000; 254 between 1,001 and 5,000; 120 between 5,001 and 20,000; 31 between 20,001 and 50,000; and 21 have more than 50,000 inhabitants. Nevertheless, 70% of the Catalan population lives in the 45 municipalities with more than 20,000 inhabitants.

The region of **Andalusia** represents a range of attractions for tourists that goes from impressive monuments in large towns to typical small villages. Andalusia today is a modern region with well-developed infrastructure. While conscious of the need to move forward with the times, it is also careful to take care of its roots and maintain its important cultural heritage and monuments, the legacy of the region's ancestors. Andalusia is the main holiday destination for Spanish nationals and one of the principal destinations for overseas tourists.

Andalusia ranks first by population among the 17 autonomous communities of Spain. The estimated population at the beginning of 2009 was 8,285,692. The population is concentrated in the provincial capitals and along the coasts, so the level of urbanization is quite high while half the population is concentrated in the 28 cities of more than 50,000 inhabitants. The population is aging, although the process of immigration is countering the inversion of the population pyramid.

Provence-Alpes-Côte d'Azur (PACA) has a population of approximately 5 million while economically is the third most important region in France just behind Île-de-France and Rhône-Alpes. Its GDP in 2006 was € 130,178 million (\$US 163,600 million) and per capita GDP was € 27,095 (\$US 34,051).

The Legal and Policy Framework for Management of MedGovernance

MEDGovernance project management has been affected by key legal instruments and policies on a European and Mediterranean level presented in the tables below.

Table 2a: Key International/European legislation and policies affecting management of MEDGovernance

Legislation/policy name	Purpose
European Agenda for Culture	European Commission proposed an agenda for Culture with three common sets of objectives: cultural diversity and intercultural dialogue; culture as a catalyst for creativity; and culture as a key component in international relations. In MedGovernance, a case study -the Network of Historic Urban Centres of Islamic Influence between Spain, Portugal, and Morocco- was selected for an indepth analysis in order to draw conclusions regarding the articulation between field projects and cultural strategies and policies and regarding the institutional aspects of cultural cooperation and information was also retrieved by 'Mercator' INTERREG IIIB Project and 'The memory of the Alps' Project.
The Habitats Directive and the UN Convention on Biological Diversity (CBD)	The Habitats Directive is built around two pillars: the Natura 2000 network of protected sites and the strict system of species protection. The establishment of these networks of protected areas also fulfils a Community obligation under the UN Convention on Biological Diversity (CBD). In MedGovernance, two cases studies are analysed: Natura 2000 and the prevention and fight against forest fires at the participating areas.
Lisbon Strategy	The strategy aims at making the EU the most competitive and dynamic knowledge-based economy in the world, capable of sustainable economic growth with more and better jobs and greater social cohesion.
European Pact on Immigration and Asylum	The pact aims at organising legal immigration, controlling irregular immigration, improving border controls, creating a Europe of asylum and collaborating with countries of origin and transit. In MedGovernance, three specific case studies have been selected to highlight qualities and characteristics of the governance process, which is developed principally at local level, even when issues should be dealt with at an international level.
Trans-European Transport Network Policy	TEN-T policy provides the legal framework for the financing of "Motorways of the Sea". Under the legal provisions of Article 12a, MOS projects objectives are the concentration of the freight flow on sea-based logistical routes, the increasing of territorial

	<p>cohesion and the reduction of road congestion through modal shift. Two interesting initiatives are to be observed. The first is the creation of a "Med West Corridor" between France, Italy and Malta aimed at identifying ideas or projects on the possible connections between these three countries. The second covers the eastern part of the Mediterranean basin, the "East Med MOS" which would connect Italy, Slovenia, Greece and Malta.</p>
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Table 2b: Key Mediterranean/Adriatic legislation and policies affecting management of MEDGovernance

Legislation/policy name	Purpose
Mediterranean Action Plan (MAP)-Convention for the Protection of the Mediterranean Sea Against Pollution (Barcelona Convention)	Seven Protocols addressing specific aspects of Mediterranean environmental conservation complete the MAP legal framework: Dumping Protocol (from ships and aircraft), Prevention and Emergency Protocol (pollution from ships and emergency situations), Land-based Sources and Activities Protocol, Specially Protected Areas and Biological Diversity Protocol, Offshore Protocol (pollution from exploration and exploitation), Hazardous Wastes Protocol, Protocol on Integrated Coastal Zone Management (ICZM).
Euro-Mediterranean Partnership-Union for the Mediterranean (UfM)	Euro-Mediterranean partnership focuses on three key aspects: the political and security aspect aims to establish a common area of peace and stability; the economic and financial aspect hopes to allow the creation of an area of shared prosperity; the social, cultural and human aspect aims to develop human resources and promote understanding between cultures and exchanges between civil societies.

The MedGovernance Partnership

The MEDGovernance Partnership was launched in 2009 in the context of MED Programme. The objective of MEDGovernance is to promote the role of regional authorities in a Euro-Mediterranean multi-level governance framework through: coordinated effort of Mediterranean regional authorities, cooperation between regional authorities with national and European institutions and cooperation with different stakeholders such as civil society organisations and enterprises. MEDGovernance comprises six regions of France, Italy and Spain, and high level research institutes charged by regional authorities to provide a scientific and technical foundation to common orientations.

The aim of the partnership is to synthesize the work and relations established in the past 20 years among partner regions. These relations are not limited only to regional authorities but also involving different levels of local governments such as provinces, departments and deputaciones regrouped in Arco Latino Association in the Western Mediterranean area.

The research institutes of the involved regions have also recently started a new form of cooperation. This has led to the building up of a “Network of the Mediterranean Institutes” (RIM). The Network drafted a first document (in November 2007) entitled “Action Plan of Mediterranean Regions (PARM)”. This was an important input for the document titled “A new Euro-Mediterranean alliance for peace, employment and development” approved by the Inter-Mediterranean Commission of Conference of Peripheral Maritime Regions (CPMR). The document was also a contribution to the Summit of Heads of State and Government held on the 13th and 14th July 2008 where the Union for the Mediterranean (UfM) was created.

The MEDGovernance programme is comprised of partners such as provincial and regional authorities, cultural and research institutes from the countries of the Western Mediterranean and is funded by the Med Programme. The activities of the MEDGovernance initiative include an analysis of regional policies for environment, transport and energy, migration, mobility and other topics, which will feed into the perspectives adopted by the Conference of Peripheral Maritime Regions (CPMR) on territorial cohesion. MEDGovernance also facilitates the coordination of regional plans towards a single Mediterranean framework and builds capacity for collaboration on Mediterranean issues by offering training to public administrators and through a social and economic forum (meeting) to compare and disseminate the actions of governance and to elaborate common policies at EuroMediterranean and global level.

MEDGovernance structure and activities

The MEDGovernance programme consisted of the six involved regions of Italy, France and Spain (Tuscany, Lazio, Piemonte, Catalunya, Andalucía and PACA) and a number of institutes and organizations (Plural-European Study Centre, CeSPI-Centro Studi di Politica Internazionale, Paralleli-Istituto Euromediterraneo del Nord Ovest, Institut de la Mediterranee, Tres Culturas, CPMR-Conference of Peripheral Maritime Regions of Europe, IEMed-European Institute of the Mediterranean and Network of Mediterranean Universities and other Academic Institutes).

The programme’s main activities were:

- MEDGovernance analysis and perspectives

The objective of this activity is the analysis about the state of the art of regional policies in: Environment, Innovation, Competitiveness, Transport & Energy, Migration & Mobility and Culture fields, with benchmarking activity of networking projects. Technical partners co-ordinate interregional work groups involving local stakeholders of partner’s regions, in order to grant common strategies in key sectors.

- Set up a common vision

Conference of Peripheral Maritime Regions (CPMR) presents the results of the analysis and perspective activities to other Mediterranean regions. CPMR, by interacting with the other CPMR Geographical Commissions (Baltic Sea; North Sea; Atlantic Arc; Islands;

Balkan and Black Sea), is responsible for stimulating the debate on the future of cohesion policy on competitiveness and innovation, environment and maritime dimension.

- MEDGovernance master classes

Courses addressed to high-profile public administrators are given to increase their awareness and planning capacity with respect to the definition of shared Euro-Mediterranean policies. Master classes are held in Seville, Florence and Marseille.

- Regional strategic plans

Partner regions, supported by CPMR, agreed a shared agenda for the elaboration of regional strategic plans that integrate the existing programming instruments and documents, as political commitment to orientate regional strategies within a sole Mediterranean framework.

- Euromed web portal

Euromed web portal is the first official web tool for Mediterranean area. It is an interactive multi-lingual website, useful for Euromed information search in the fields of: competitiveness, environmental protection, sustainable development, transports, immigration and culture.

- Euromediterranean Social and Economic global forum

A Mediterranean Economical and Social Forum was organized to give visibility to common results and challenges, in order to compare and disseminate the actions of governance and to elaborate common policies at EuroMediterranean and global level. The Forum is intended as the first of a series of global events at Mediterranean level for the coming years.

Key Events in the Management of MEDGovernance

Since the beginning of the project, a number of key events have been organized in order to reach the project's initial objectives.

Table 2c: Key events of the MEDGovernance project

Year	Key event
2009	MEDGovernance launched
2009	Med Declaration for Euromediterranean space
2010	Integrated Mediterranean Strategy action Plan launched
2011	MEDGovernance final policy paper published

- Regional authorities of Tuscany, Andalusia, Catalunya, PACA, Lazio and Piedmont have approved an agreement that engages territories in order to develop a common strategy based on innovation and environmental protection, accessibility, local economic development, dialogue and co-operation. The Med declaration was approved by Claudio Martini, President of the Region of Tuscany, Piero Marrazzo, President of the Lazio Region, Mercedes Bresso, President of the Piedmont Region, Michel Vauzelle, President of Region Provence-Alpes Cote d'Azur, José Montilla, President of Generalitat Catalunya and José Antonio Griñán, President of Junta de Andalusia.
- The Political Bureau of the Conference of Peripheral and Maritime Regions (CPMR) Intermediterranean Commission, following the experience of the European Union Strategy for the Baltic Region, and the Danube Region on 5 February 2010, launched an internal debate about a Mediterranean Integrated Strategy. The opportunity of initiating the Mediterranean Integrated Strategy approach within the preparation of the next EU budgetary period (2014-2020) has been underlined also by RIM (Réseau des Instituts Méditerranéens). Following the seminar "Europe and its Neighbourhood: towards a macroregion?" organized in Brussels on 1st July 2010, the Integrated Mediterranean Strategy action plan was prepared as a contribution to the debate on the macro-region. The document was presented in the IMC Political Bureau, on the 4th March of 2011 in Bari.
- The final policy document contains the project main conclusions and a list of actions to be initiated by the Mediterranean Regions involving the EU Institutions, the European Union and Partner States, as well as the Union for the Mediterranean (UfM) to launch a series of political actions and programmes in the very near future.

Outputs and Evaluation of Governance Arrangements

The partner regions in the project have been involved on an individual level, while bearing in mind the need to propose ideas for a future that concerns the whole of the Mediterranean basin and its regional actors. This work, consisting of diagnosis, analysis, field study and political discussion, resulted in a series of proposals and demands from the project partners as well as requests addressed to the EU institutions and States from Europe and the south side of the Mediterranean. The regions and all the partners in MEDGovernance are committed to taking forward and stepping up their actions, through concrete initiatives and projects for a new, more inclusive partnership-based Mediterranean governance system that contributes above all towards a sustainable and cohesive development of the Mediterranean Sea area as a whole.

The *Mediterranean Governance Report* has given evidence of an increasing role of regions in the implementation of European policies. It has also identified the constitution of a “regional influence capacity”. The formulation of EU policies derives from a very complex decision-making process involving a wide range of public and private stakeholders competing/cooperating with one another. In this context, numerous organisations have been set up to foster the regions’ influence in European policy-making and to work as much as possible with the European Commission because of its initiative role at the beginning of the decision-making process.

Deepening the analysis on practices of networking and projects in the Euro-Mediterranean territorial cooperation, a positive dynamic of regions and local authorities in building new multilevel governance mechanisms has been detected.

The MEDGovernance project, through a benchmarking analysis, has stressed that territorial cooperation networks and projects represent another important channel for strengthening “regional influence capacity” promoting common visions and interests, and facing common challenges vis-à-vis the European as well as the national level. Frequently territorial cooperation goes beyond networking activities to encompass more intensive forms of cooperation (pilot actions, development of policy tools, harmonisation of policies and practices, transfer of practices, improvement of regional/ local policies and strategies). Furthermore, they may represent an opportunity to strengthen coordination between actors, projects and programmes in the Euro-Mediterranean area. Some of them have created durable processes to support new bottom-up governance and new strategic projects for increasing the impact on the Mediterranean sustainable development. Networks and projects of territorial cooperation have a real added value for building new multilevel governance mechanisms.

On the other hand, some weaknesses in territorial cooperation projects and networks have been indicated concerning the difficulty to go beyond networking types of activities and in generating effective policy change, a low degree of sustainability and a low level of involvement of external stakeholders and central State representatives, weak partnerships with discontinuous or heterogeneous operative and political commitment of partners/members, fragmentation of projects and initiatives that are often isolated and not integrated into the national or regional development plans.

The MEDGovernance project has allowed the adoption of an integrated point of view on “Mediterranean policies” that include a wide range of EU policies and instruments such as, on the one hand, the Euromediterranean partnership, the Mediterranean part of the Neighbourhood Policy and, to some extent, the Union for the Mediterranean (UfM), on the other hand, territorial cooperation programmes of the regional policy but also mainstream regional policies utilize the vast amount of resources and instruments that the European Union devotes to the Mediterranean area. However, a deep gap remains between internal and external Mediterranean policies and instruments thus impeding the emergence of an actual Mediterranean governance framework that is required to address many complex issues and crises of the area. The emergence of approaches aimed at coordinating transnational cooperation programmes with other EU policies in areas of the European Union such as the Baltic Sea or the Danube area have been considered as an interesting perspective.

On the basis of the debate on macro-regions, the “enquiry” carried out by the project partners led to the identification of three different scenarios that facilitate the emergence of a Mediterranean Strategy based on macroregional approach. In the **first scenario** the European Union would become an archipelago of integration subprocesses. In the Mediterranean area, the first initiative comes from the Adriatic-Ionian area comprising Italy, Greece, Slovenia and Western Balkan countries. As a result, territories from the Western Mediterranean would start a lobbying process in order to be recognised by the European Union as a macro-region such as the Adriatic-Ionic Strategy. Operationally, these macro-regional Strategies may be coordinated through staff supported by the European Commission. In the **second scenario**, a macro-regional Strategy is drawn up for the whole Mediterranean area, including all Southern and Eastern countries and territories. Furthermore transnational cooperation programmes (MED, ENPI-CBC) could be merged within the macro-region framework. In the **third scenario**, the integration approach is led by a “bottom-up” process and by the development of macro-projects integrating European and Mediterranean strategies within local or regional priorities. This scenario involves a flexible scale, depending on the strategic policy area and the projects, in line with the strategy implemented by the Union for the Mediterranean. For instance, in the case of maritime safety, the whole Mediterranean region appears as a relevant scale of action. In other policy areas, like transport (high-speed railways, motorways of the sea or short sea shipping), a more restricted scale would be relevant.

The Role of the European Union in Management of MEDGovernance

The European Commission has officially supported and promoted the creation of a common initiative that would aim at the preparation of a Mediterranean macro region strategy on the model of the Baltic strategy. A Mediterranean approach has to be designed, taking stock of the lessons learned from the preparation of the Baltic strategy and focusing on the specificity of the Mediterranean context.

Considering the need for an integrated and coordinated approach and considering also the strategic documents of the MEDGovernance regions, such joint strategic projects should be able to involve sector programmes and funds such as the Framework Programme on Research and Innovation, Community Innovation Programme, Horizon 2020 and the European

Investment Bank. These proposals cannot be introduced without the EU States and partner countries lending their active support for a cohesion policy at the EU's borders, which is the only one capable of ensuring security and prosperity for all in the long term. In order to be effective and supported by the general public, this policy should include regional authorities from both north and south.

Lessons for Marine Planning

The case of MEDGovernance examines four research fields: innovation, culture, environment, transport and migration. The programme addresses marine planning through the transport field and particularly by focusing on the development of Motorways of the Sea (MOS).

At a European level, MOS are the focus of two different but complementary visions. On the one hand, according to the TEN-T policy approach, they are seen as a way to develop and improve the trans-European transport network and, in particular, to enhance trade flows within the EU and stimulate the integration of maritime and peripheral areas within the single market. In this perspective, MOS should not be seen in competition with road transport. On the other hand, MOS are seen as a part of modal shift policies aimed at reducing road congestion and environmental impacts. In this perspective, they are part of a more ambitious vision that aims to change radically the proportion of goods being transported by road, consistently decreasing the environmental impact. In this view, MOS are supported by the Marco Polo Programme aiming at creating 'New ways to a green horizon'.

While stressing the importance of MOS, the European Union does not dictate specific rules or guidelines, thus contributing to strengthen the prudent attitude of many States in receiving such projects. Consequently, national policies on transport have remained almost unchanged. Despite some efforts, road transport in Europe continues to prevail over sea routes. The promotion of alternative modes of transport requires, therefore, the adoption of a completely new and different approach, oriented to the creation of favorable logistical conditions able to push the transport companies to choose the MOS as the best solution. It is a complex logistics revolution that cannot be accomplished in a short time.

In the Mediterranean, two interesting initiatives are to be observed. The first, launched in 2009, is the creation of a "Med West Corridor" between France, Italy and Malta aimed at identifying ideas or projects on the possible connections between these three countries. The idea is to involve at least two ports in two different countries, and one maritime transport operator. The projects are to be presented in the first instance to the Member States and then to the TEN-T and Marco Polo for a possible co-financing. Another similar initiative covers the eastern part of the Mediterranean basin, the "East Med MOS" which would connect Italy, Slovenia, Greece and Malta.

The introduction of MOS faces a significant governance gap related a high degree of coordination among the different stakeholders required, so that everything runs quickly and safely. Today, this degree of coordination does not exist and each actor in the chain has its

own timing and procedures, making the system as a whole less fluid than required by MOS projects.

Motorways of the Sea are an innovative concept that requires above all a reflection on strategic transport choices and the benefits they can bring: less congested roads, prevention of accidents, lower environmental pollution, a new way of eco-friendly living. At the same time, it is an idea that requires a huge logistics evolution that not all countries are ready to implement or have immediate interest to do. It is also a central issue for the interests of very different actors, each with their own priorities and often uncoordinated with each other. The concept presents challenges that are certainly important, as well as relevant benefits that will accrue in terms of economic competitiveness, development of the common market and economic and social cohesion.

Conclusions

The MEDGovernance project points out diverse needs for strengthening the regionalisation and coordination of Euro-Mediterranean policies. Regionalisation means the implementation of the subsidiarity principle through its ascending and descending phases supported by capacities and resources. Thus, three basic needs are identified: the need for more negotiation and coordination with central State, European and international levels, the need for more territorial-horizontal participation with appropriated policies, methodologies and actions, the need for more knowledge, strategic elaboration and financial generation.

Through the project it has been indicated that the strengthening of coordination and the creation of synergies with similar initiatives or key actors operating in a specific field may represent an added value in terms of sustainability and effectiveness. A long-term, progressive and cumulative process to increase Mediterranean multilevel governance through the integration of projects/networks into strategic initiatives, in the framework of strong alliances with national institutions and international organizations, should be promoted.

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Mediterranean Case Study 3:

The Adriatic-Ionian Initiative and Adriatic Sea Partnership

Introduction

The Adriatic Sea is the most endangered region in the Mediterranean, a highly sensitive marine area facing serious environmental challenges. Home to some of the most significant treasures of world heritage, it is expected to be placed on the International Maritime Organisation's (IMO's) list of particularly sensitive sea areas. The Adriatic region is economically significant for tourism and recreation, a major transport hub for energy resources and one of Europe's most highly developed industrial areas.

The recent history of the states on the Adriatic (Albania, Bosnia and Herzegovina, Croatia, Italy, Slovenia, Montenegro and Greece) has been marked by intensive and diverse development with increasing adverse impacts on the Adriatic Sea. Protection and joint management of this region required a new approach to reach stability and sustainable development, protect resources, meet existing commitments (e.g. requirements of the Mediterranean Strategy for Sustainable Development and the EU) and coordinate action on future priorities.

In this context several initiatives have been established among which the Adriatic-Ionian Initiative (AII) and the Adriatic Sea Partnership (ASP) that will be examined in this report as a single case study of the Mediterranean concerning the same sub-region, the Adriatic Sea, and have dealt with common issues of current and future cooperation among the Adriatic countries.

Location and environment

The Adriatic Sea is a semi-enclosed arm of the Mediterranean Sea between Italy and the Balkan Peninsula. It extends for around 800 km from the Gulf of Venice, at its head, to the Strait of Otranto, which leads to the Ionian Sea. It is from 93 to 225 km wide, and has a maximum depth of approximately 1,250 metres. Italy, Slovenia, Croatia, Montenegro, Bosnia and Herzegovina, Albania, and Greece, border the Adriatic Sea.

Map 3.1: The Adriatic Sea region

Source: Laboratory of Environment and Spatial Planning, 2012

The Adriatic Sea is a sensitive and vulnerable marine ecosystem facing numerous environmental challenges nowadays and is generally considered to be the most endangered region in the Mediterranean Sea. The Adriatic is home to some of the most significant treasures of world heritage, including the Venice Lagoon and the fortress city of Dubrovnik. At the same time its rocky coves, historical cities, and pristine beaches mark it as an economically significant region for tourism and recreation.

The landscape and environmental differences between the two coasts of the Adriatic basin are important because of their geomorphological characteristics, the high pressure of urban development and demographic differences. The Italian coast, in fact, is affected by a high level of urbanisation, which has assumed a continuous linear form with peaks around centres of

production and areas of intense tourist development. Excessive pressure of productive use, localised demand and the consequent transformations of the coastal habitat have caused widespread congestion and a constant reduction of the natural environment. There are nonetheless, excellent environmental sites such as national and regional protected areas both in the north and the south of the country.

The eastern Adriatic presents a continuity of landscape and environmental heritage, which is, however, now increasingly threatened by development processes, a lack of sewage and waste disposal systems and constant atmospheric emissions of polluting substances deriving from transport and industrial processes and, in particular, combustible fuels for energy production are frequently detected in these countries.

The Adriatic Sea is a highly sensitive marine area, where fishing is an important activity, although it has gradually declined in the past years. A number of acute problems can be found in the Adriatic Sea and coastal regions, mostly related to eutrophication, over-fishing, pollution, shipping, coastal development and tourism.

Socio-Economic Conditions

The Adriatic Sea links its coastal states, all members of the Council of Europe, into a distinct European region, bringing together EU and non-EU members. Once candidate countries and future candidate countries join the EU, the Adriatic Sea will become a truly EU internal sea.

In terms of demographic trends, an overall population growth has been observed, with most areas growing albeit by significantly different degrees. From an economic viewpoint the eastern Adriatic countries are going through a difficult transition to a self-sustainable economy with the aim of reducing their dependence on international aid. On the other hand, various Italian Adriatic regions have experienced economic stagnation since 2001 as the result of a difficult international situation and weak domestic demand.

Currently, there is already a high exchange of people, goods, capital, knowledge and technologies between the two banks of the Adriatic. It is based on a deep-rooted tradition of relations and a reasonably good infrastructure and transport organisation.

Tourism, by virtue of the extraordinary local natural, artistic and cultural heritage both in the European and world market, is potentially one of the most important sectors within the area for the development of local economies and for employment. In fact, while tourism has traditionally been one of the most active and developed sectors of the economy in the Italian Adriatic regions, it remains to date a marginal activity in the eastern Adriatic regions, except for Greece, Slovenia and Croatia.

Historical linkages, a common cultural heritage and a common responsibility for the same sea unite the countries and people of Adriatic countries, but these countries also share diversity, disparity in wealth and development and the problems associated to recent conflict in South-

Eastern Europe. In this respect, regional and local authorities, the private sector and civil society have all an important role to play in the future of the region in order to achieve sustainable development, peace, democracy, stability, and European integration. The political situation in the region makes the need for co-operation beyond frontiers even more important, as transnational co-operation enriches culture and brings peace and stability.

While some of the Adriatic countries have well developed institutional systems and have put in place mechanisms to ensure sustainable development and management of Adriatic Sea relevant areas, others have experienced challenges in doing so due to instability, political isolation and lack of experience, technical capacity and financial resources. In this regard, mutual cooperation and support have to be strengthened.

Considering that economic development and enhancement of attractiveness of the foreign investments could be the main driving forces of the region, environmental protection will be an issue of particular interest. In order to preserve specific ecosystems and natural values, as well as to improve the state of environment in urban areas, special attention will be paid to measures to raise environmental awareness, enhance state of environment in general and to reduce possible negative impact of activities and interventions in the area.

The Legal and Policy Framework for Management

The examined case study builds upon and brings together existing mechanisms and tools for cooperation on the Adriatic Sea. Especially for the Adriatic Sea Partnership, a major goal is to establish an operative international body on the basis of political commitment by littoral countries, to fill a gap and act as a common platform for binding commitments and regional cooperation on actions to protect the Adriatic Sea and promote its sustainable use. This platform for joint action will provide the necessary framework for project preparation and implementation. It will be a magnet for funding from major sources, for example the Global Environment Facility (GEF). The development, funding and implementation of specific projects aimed at achieving sustainable development in the Adriatic region, through a comprehensive Adriatic Management Plan shall be linked to the Mediterranean Action Plan (MAP) and will build upon, and take into account, relevant commitments, including the Mediterranean Strategy for Sustainable Development, the draft EU Marine Directive, EU Water Framework Directive etc.

Table 3a: Key International/European legislation and policies affecting the management of the Adriatic-Ionian Initiative and the Adriatic Sea Partnership

Legislation/ policy name	Purpose
EU Water Framework Directive	The Community and Member States are party to various international agreements containing important obligations on the protection of marine waters from pollution such as the Convention for the Protection of the Mediterranean Sea Against Pollution and its Protocol for the Protection of the Mediterranean Sea Against Pollution from Land-Based Sources.
Marine Strategy Framework Directive	The aim of the European Union's Marine Strategy Framework Directive (adopted in June 2008) is to protect more effectively the marine environment across Europe. It aims to achieve good environmental status of the EU's marine waters by 2020 and to protect the resource base upon which marine-related economic and social activities depend. The Marine Strategy Framework Directive constitutes the vital environmental component of the Union's future maritime policy, designed to achieve the full economic potential of oceans and seas in harmony with the marine environment. The Marine Strategy Framework Directive establishes European Marine Regions on the basis of geographical and environmental criteria. Each Member State - cooperating with other Member States and non-EU countries within a marine region - are required to develop strategies for their marine waters.
Mediterranean Strategy for Sustainable Development	The MSSD framework provides guidance for national decision makers to address sustainable development issues, implement international agreements and initiate partnerships. It is also a benchmark against which the entire Mediterranean community can monitor and assess its contribution to a common vision of a sustainable Mediterranean. The Strategy pursues four main directions: contribute to economic development while building on Mediterranean assets, reduce social disparities, ensure sustainable management of natural resources and change consumption and production patterns, improve governance at local, national, regional levels. The MSSD identifies priority fields of action: water; energy; transport; tourism; agriculture; urban development, and; sea and coastal management.
Stability Pact	While not taking on major new initiatives, the Stability Pact has expressed an interest in Adriatic cooperation and could use its good standing especially among the southern countries to encourage their involvement. In the field of Cross Border Cooperation SP Work table will continue supporting Euro regions and micro regions already in place in the region, such as the GPKT (Gnjilane, Presevo, Kumanovo and Trgoviste) and the Southern Adriatic Euro region.

Table 3b: Key Mediterranean/Adriatic legislation and policies affecting management of the Adriatic Sea Partnership

Legislation/policy name	Purpose
Mediterranean Action Plan (MAP)-Convention for the Protection of the Mediterranean Sea Against Pollution (Barcelona Convention)	Seven Protocols addressing specific aspects of Mediterranean environmental conservation complete the MAP legal framework: Dumping Protocol (from ships and aircraft), Prevention and Emergency Protocol (pollution from ships and emergency situations), Land-based Sources and Activities Protocol, Specially Protected Areas and Biological Diversity Protocol, Offshore Protocol (pollution from exploration and exploitation), Hazardous Wastes Protocol, Protocol on Integrated Coastal Zone Management (ICZM). Under the MAP, the Priority Actions Programme/Regional Activity Centre (PAP/RAC) in Split, Croatia is globally recognized as a leader in Integrated Coastal Area Management.
Euro-Mediterranean Partnership- Union for the Mediterranean (UfM)	Euro-Mediterranean partnership focuses on three key aspects: the political and security aspect aims to establish a common area of peace and stability; the economic and financial aspect hopes to allow the creation of an area of shared prosperity; the social, cultural and human aspect aims to develop human resources and promote understanding between cultures and exchanges between civil societies. In 2005 at the EURO-MED PARTNERSHIP ENVIRONMENTAL HIGH LEVEL MEETING: "HORIZON 2020", partner countries adopted a five year work programme that included an initiative to "de-pollute the Mediterranean Sea by 2020," as proposed by the European Commission (EC). Synergy's between the Strategic Action Programme and EU measures to combat marine pollution, the Global Environment Facility (GEF) Strategic Partnership, the Mediterranean Strategy for Sustainable Development (MSSD), and the MAP-EC joint programme.
Trilateral Commission for the Protection of the Adriatic	In 1992 this initiative was re-launched in the form of a Trilateral Commission including Italy, Croatia and Slovenia. The PAP/REC in Split, Croatia is connected with this initiative. The trilateral commission is responsible for the implementation of international research programs between these countries on the northern flanks of the

	Adriatic Sea. It was the starting point of the political process resulting in the three Adriatic projects that are included in the MSSD action plan.
ADRICOSM project	The project builds upon the Italian-Slovenian and Croatian agreement for scientific and technological collaboration in the Adriatic Sea and aims to establish an integrated management model for coasts and river basins. It involves sixteen scientific institutions from three Adriatic riparian Countries (Croatia, Italy and Slovenia) as well as France.

Existing institutional arrangements include the Mediterranean Action Plan, the Trilateral Commission for the Protection of the Adriatic as well as a large number of concrete scientific projects, such as the Regional Activity Centers (RACs) under MAP and the ADRICOSM Partnership. As a result, the Adriatic has potentially the largest and most complete set of information of any sea region in the hemisphere. Yet the existing institutional arrangements all have shortcomings, e.g., some apply to only part of the region or lack mechanisms for joint decision making with clear commitments and administrative structures.

The Partnership

The Adriatic and Ionian Initiative (All) was established at the Summit on Development and Security on the Adriatic and Ionian Seas, held in Ancona (Italy) on 19th/20th May 2000 and attended by the Heads of States and Governments of Italy, Albania, Bosnia and Herzegovina, Croatia, Greece and Slovenia. The Initiative was later extended to the federative union of Serbia and Montenegro, and after a referendum in Montenegro both States remained All Participating Countries. Today, the All includes eight Members: Albania, Bosnia and Herzegovina, Croatia, Greece, Italy, Montenegro, Serbia and Slovenia. The overall objective of the initiative was the “determination to improve cooperation among the local and regional level of authorities within the All”. Its fields of action are:

1. Small and medium sized enterprises.
2. Transport and maritime cooperation.
3. Tourism, culture and inter-university cooperation.
4. Environment and protection against fire.

Originally a Slovenian initiative in cooperation with the Regional Environmental Center, the Adriatic Sea Partnership (ASP) was launched at the Mediterranean Action Plan (MAP) sub-regional conference on the Sustainable Development Strategy for the Adriatic in Portoroz, Slovenia, June 5-6, 2006. Financial support for the first phase of ASP has been provided by the Italian Ministry for the Environment, Land and Sea and the Slovenian Ministry of the Environment and Spatial Planning. In order to reach these goals, Slovenia developed the ASP

concept with the support of the Regional Environmental Center, based on the successful case of the Sava River Basin Initiative, where four countries joined together to establish new institutional arrangements including a river basin commission to ensure joint management and protection of the river basin leading towards sustainable development.

Through the ASP, the relevant countries and partners have begun to facilitate project preparation and implementation aimed at protection and sustainable development of the Adriatic region through a comprehensive umbrella partnership and a platform for joint action based on commitments by littoral states and stakeholders with appropriate institutional arrangements.

The overall objective of the initiative is the protection and sustainable development of the Adriatic Sea Region. The Slovenian presidency of the Mediterranean Action Plan provided a window of opportunity to take substantial steps towards this objective.

The goal of the ASP is to:

- facilitate project preparation and implementation aimed at protection and sustainable development of the Adriatic Sea region, through a comprehensive umbrella partnership and a platform for joint action based on commitments by littoral states under an international agreement.

Structure of the Partnership

The Adriatic and Ionian Initiative's decision-making body is the Council of Foreign Ministers (Adriatic-Ionian Council). The Council's agenda is prepared by periodic meetings of Senior Officials (three times per year). The Chairmanship rotates every May/June according to an alphabetical criterion. A Permanent Secretariat was inaugurated in Ancona the 19th of June 2008 in order to strengthen the cooperation among the states and to make the initiative more "project oriented".

The Initiative is connected with several regional organizations in South East Europe, the Central European Initiative (CEI), the Regional Co-operation Council (RCC), the South East European Cooperation Process (SEECP), the Black Sea Economic Cooperation (BSEC) and the Danube Co-operation Process (DCP) and has started a cooperation with the other Adriatic and Ionian Fora which already operate in the region, namely the Forum of A&I Chamber of Commerce, UniAdriion and the Forum of Cities and Town of A&I. Periodical meetings are foreseen to take place with these bodies.

The Adriatic Sea Partnership includes twelve partners of which are environmental ministries, international organisations and scientific partners (Italian Ministry for the Environment, Land and Sea, Regional Environmental Center, Morje potrebuje naglas, Slovenian Ministry of the Environment and Spatial Planning, InfoRac/Mediterranean Action Plan (MAP), UNEP, Environment and Security (ENVSEC), Ministry of Environment, Forests and Water

Administration, Republic of Albania, Bosnia and Herzegovina Mediterranean Action Plan, Regional Activity Center for Cleaner Production , International Union for Conservation of Nature (IUCN), Istituto Nazionale di Geofisica e Vulcanologia (INGV), Republic of Montenegro – Ministry of Tourism and Environment, UNESCO).

Key Events in the Management of the Partnership

Since the formulation of the initiatives a number of key events have been organized in order to establish new developments, these are listed in Table 3c and summarised in more detail below.

Table 3c: List of key events of the Adriatic-Ionian Initiative & Adriatic Sea Partnership

Year	Key event
2000	Adriatic-Ionian Initiative (All) launched - Ancona declaration signed (All)
2000	UniAdriion Network of Universities launched (All)
2006	Adriatic Sea Partnership (ASP) launched
2007	First Adriatic Sea Partnership Meeting
2007	Adriatic Sea Partnership at Environment for Europe in Beograd
2007	The seminar “How to Get EU Funding for Adriatic Sea Partnership Projects”
2010	Declaration on the Support of the EU Strategy for the Adriatic Ionian Basin
2010	Protocols on Small and medium enterprises, rural development and tourism development in the Adriatic Ionian basin

- At the Conference of the Summit on Development and Security on the Adriatic and Ionian Seas, held in Ancona (Italy) between 19th and 20th May 2000, attended by the Heads of States and Governments of Italy, Albania, Bosnia and Herzegovina, Croatia, Greece and Slovenia, the Foreign Ministers of the participating Countries signed the “Ancona Declaration” in the presence of the European Commission. The Declaration seeks to strengthen regional cooperation by promoting political and economic stability, thus creating a solid base for the process of European integration.
- During the Conference “Culture as a Bridge: Inter-University Cooperation in the Adriatic-Ionian Basin”, the Rectors from about 20 Universities of the seven All member countries and from the

main related Institutions subscribed to the “Ravenna Declaration”, in which they affirmed their commitment to the realisation of a Inter-University Network in the Adriatic-Ionian region, with the aim to develop joint research, development and high education activities. The network would be furnished with modern information technologies for distance learning and strive for the realisation of an ICT network that would connect all the member Universities to each other.

- The First Partnership Meeting of the Adriatic Sea Partnership was held in Sarajevo in 2006. During the meeting various options for organizing partnerships with varying degrees of formality were described and the functions and flexible nature of partnerships were presented. It was agreed that the Partnership should avoid duplication of effort and of commitments already undertaken. Efforts are being made to create links with the Adriatic-Ionian Initiative (All) and the same could be done with other fora. The participating countries proposed the development of an Action Plan. The initial discussion was on the focus of the ASP, including 3 projects under the Mediterranean Strategy for Sustainable Development and the EU Marine Strategy. The meeting also agreed that there needed to be a gap analysis for content as well as a legal gap analysis, taking into account already existing initiatives and international agreements such as the Trilateral Commission and the All. Croatia drew the attention of the meeting to the negotiations on the ICZM protocol and invited countries to contribute and cooperate in finalizing these negotiations so as to have the protocol prepared for submission to the Barcelona Convention contracting parties meeting in December 2007.
- A Side Event to the Sixth Ministerial Conference “Environment for Europe”, took place on October 11, 2007 in Belgrade. The purpose of the Side Event was to finalize the report “Scanning the Horizon: A Survey of Gaps and Opportunities for Cooperation on the Adriatic”. The event included discussions led by a panel of high-level officials from the Adriatic region, as well as experts and representatives of ASP partner organizations.
- The seminar “How to Get EU Funding for Adriatic Sea Partnership Projects” was organized in Portoroz, Slovenia by the Slovenian Ministry of the Environment and Spatial Planning, and the Regional Environmental Center, Country Office Slovenia. The objectives of the seminar were to present the EU strategic directions of Cohesion Policy 2007-13 and relations with EU Maritime policies; to present the broad variety of EU funds and programs; to help identifying potential funding for Adriatic Sea Partnership projects; to facilitate the discussion and identification of potential projects and to initiate the design of strategic projects; and, to strengthen project partnerships.
- Following the recent EU approach to support multilateral sub-regional cooperation and the successful example of the adoption of the EU Strategy for the Baltic Sea, the All has started working, since the beginning of 2010, on the idea of a Macro-Region for the Adriatic Ionian basin. Considering the common historical and cultural heritage, the use of the common sea, the need to protect the marine environment from pollution, the opportunity of sustainable

development and growth and the common goal to make this basin an internal sea of the European Union when the integration process will be concluded in the Western Balkan countries, the Ministries of Foreign Affairs of the 8 countries of the Adriatic Ionian Initiative have approved a Declaration on the Support of the EU Strategy for the Adriatic Ionian Basin (5th May 2010, Ancona). Since then the All participating States, the coastal regional authorities, the thematic networks and the All have started a work aimed at raising the awareness on the necessity of establishing a Macro-Region for the Adriatic Ionian basin.

- The participating countries have signed three protocols: one aiming at defining a common vision and cooperation to effectively foster the creation and development of SMEs, a second focusing on the development of rural areas and the final one exploring the development of the Adriatic basin as an integrated tourism destination.

Outputs and Evaluation of Governance Arrangements

Through the partnership, the relevant countries and partners have begun to facilitate project preparation and implementation aimed at protection and sustainable development of the Adriatic region through a comprehensive umbrella partnership and a platform for joint action based on commitments by littoral states and stakeholders with appropriate institutional arrangements.

The partnership provides:

- an umbrella initiative as a focal point for sustainable development of the Adriatic;
- appropriate institutional arrangements based on international consensus possibly including support for extension of the Trilateral Commission to a larger part of the Adriatic;
- an interim secretariat to serve and facilitate processes related to the above
- support to stakeholder involvement;
- development of an inventory of projects as a basis for drafting an Adriatic Management Plan; and,
- a mechanism to ensure coordination of activities stemming from EU initiatives and the Barcelona Convention.

The partnership is open to all and is based on full cooperation with existing Adriatic initiatives and coordination with implementation of MAP and EU programmes. Through these international initiatives, the Adriatic countries have begun to make commitments for protection and management of the Adriatic Sea region.

For ASP, these include the recommendations proposed by the Adriatic-Ionian Initiative:

- A Contingency Plan for the Adriatic. Fast growing marine transport in the semi-enclosed Adriatic Sea represents an additional and growing pressure and threat to the marine environment. Within the framework of the AII, Slovenia, Italy and Croatia have agreed to commence activities for developing a Sub-regional Contingency Plan for the Northern Adriatic, to be coordinated by the Regional Marine Pollution Emergency Response Centre for the Mediterranean Sea (REMPEC/IMO/UNEP). Countries involved expect that results will significantly improve sub-regional cooperation in the prevention of, and response too, maritime pollution from shipping. This should be a big step forward towards sustainable development.
- More specifically, need to establish concerted approach in the Contingency planning for oil pollution from vessels for the entire Adriatic was identified as critical. The *Sub-Regional Contingency Plan for Prevention of, Preparedness for And Response to Major Marine Pollution Incidents in the Northern Adriatic* was recognized as solid framework that could be extended to all the Adriatic Sea. Research and other activities would need to be identified to enable this.
- The Ballast Waters Management Plan. The introduction of invasive marine species into new environments by ships ballast water, attached to ships hulls and via other vectors has been identified as one of the four greatest threats to the seas. The Adriatic Action Plan thus foresees the implementation of preventive activities related to the introduction of ballast water into the Adriatic ecosystem, including the use of mechanisms defined in the Protocol on Strategic Environmental Assessment (SEA, Kiev, 21 May 2003). The strategic project Ballast Water Management Plan for Adriatic could be prepared and implemented in different ways:
 1. As one “umbrella” project, led by one lead partner, or
 2. As a group of well-coordinated sub-projects that are managed by several lead partners.

In this case the coordination among the sub-projects should be done by the “Trilateral” Sub-commission for Ballast Water Management (with invitation to all Adriatic countries).

- Integrated Coastal Zone Management. The aim was to create a Coordinated Adriatic Observing system. The issues to be integrated in this strategic project were:
 - To include biodiversity issues and climate effect to the ecosystem of the Adriatic eco-region,
 - To include a modeling part and prediction
 - To pay attention on calibration (necessary is organization of data collection because there is no common system in Adriatic)
 - To foresee exchange of researchers

All these actions were agreed at the 14th MAP Conference of Parties (COP) under the MSSD and accepted by the Trilateral Commission (Croatia, Italy, Slovenia). Moreover, Italy and Slovenia, as EU member states, have obligations towards the whole EU with respect to the Adriatic under the EU Marine Strategy and the forthcoming Marine Directive.

The contracting parties have also established the Protocols on SMEs cooperation, rural development and tourism development in 2010. These aim at defining a common vision and cooperation to effectively foster the creation and development of SMEs, the development of rural areas and the development of the Adriatic basin as an integrated tourism destination through the exchange of best practices, support and active participation in cross border, transnational and interregional projects, establishment of sets of services, transfer of specific expertise from industrial clusters, zones and cities, training activities and support to female entrepreneurship. Synergies are expected to be coordinated with a view to anticipate environmental implications, observing green development standards, promoting quality standards for agricultural products and making full use of renewable energy sources and in accordance with national administrations and existing frameworks.

The Role of the European Union in Management of the Partnership

The European Union has no formal role in the Adriatic Ionian Initiative but has always been very close to it. The 2000 President of the Commission was present at the signature of the “Ancona Declaration” in May 2000, which defined institutional structure of the organization. However, since one of the objectives of the AI is to promote the full EU membership of all its members, no action is proposed which is in contravention or contradiction with EU rules and directives. Furthermore, there is a commitment to work and support those AI States still in the integration process favoring these actions that may help in harmonizing their legislation with EU rules. This should simplify and reduce the time of their accession process.

This is also the case for the Adriatic Sea Partnership. On October 11, 2007 26 representatives from Croatia, Montenegro, Slovenia, IUCN, OSCE, EU DG ENVIRONMENT, MAP and the REC met in Belgrade at the Adriatic Sea Partnership side event to the Sixth Ministerial Conference Environment for Europe to discuss the development of the ASP initiative. Some parties expressed the view that a potential role for the ASP would be to boost the implementation and coordination of existing activities and commitments as well as to identify issues which are not sufficiently covered by the current international legislative and policy framework. Slovenia hosted a seminar on October 30, 2007 on the possibilities of obtaining EU funding for ASP projects in the Adriatic region, particularly through the thematic priorities of Structural Funds and Community Programmes for the period 2007- 2013.

The ASP initiative was presented and discussed at the NATO Advanced Research Workshop: Energy and Environmental Challenges to Security, which was held in Budapest November 21-23, in conjunction with the NATO Parliamentary Assembly Joint Sub-committee on Transatlantic Economic Relations and Science and Technology Committee. Of particular interest were the links between the ASP and the Sava process, which can be seen as a success story in international cooperation.

The EU Commission has also a crucial role in the establishment of a Strategy for the Adriatic Ionian Macro-Region that is now one of the priorities of the AI.

Lessons for Marine Planning

In the context of AI, the participating countries have signed in 2010 a protocol on tourism development involving marine planning issues. Moreover, the signatories have agreed to encourage the widespread development of competitive and sustainable tourism including maritime activities in order to contribute to social and economic growth in an environment-friendly manner. The members of the initiative have also underscored their commitment to foster the maritime and environmental security of the Adriatic Sea with special reference to maritime shipment and fighting marine pollution and to promote economic cooperation maritime transport.

Through the priority field of **Tourism, culture and inter-university cooperation**, the necessity for all All countries to proceed to more concrete steps concerning maritime tourism has been emphasized. In this context, two ideas have been proposed that Member states can implement in order to promote marine and yacht tourism. The first proposal concerns the creation of «A Network of Ancient Ports» between all All Member States which will strengthen the cultural identity in the Adriatic and Ionian Seas. The second one concerns the creation of a common database concerning the marinas. The aim was to create a common benchmark of the marine infrastructure in the Adriatic and Ionian Seas. Under the field priority of **Transport and maritime cooperation**, it was concluded that it is necessary to work on strengthening communication between member states, to strengthen cooperation and concretizing specific proposals regarding motorways of the sea and short sea shipping. Regarding the protection of the sea from pollution from vessels, the common position of the initiative is that it is very important to work on the prevention of marine pollution, both individually and in the global regional level. In order to implement full efficiency in all countries bordering the sea, it is necessary to harmonize legislation of all member countries with International Maritime Organization Conventions and European Union directives related to the Adriatic Sea.

One of the six round tables that are active in the framework of All is the Round Table on Environmental Protection and Sustainable Development. In this framework a document called the **Adriatic Action Plan** (AAP) was adopted at the environmental ministers' meeting in June 2003 in Zadar, Croatia. The Adriatic Action Plan aims to link together the All Countries in efforts to reduce the negative impacts of human activities in the Adriatic-Ionian basin. Due to the closed nature of the two seas and increasing pressures on the environment from economic activities, negative pressures are increasing and becoming an ever more serious threat to the sustainable development of the region.

As mentioned above, three projects are in the heart of the environmental aspect of both the Adriatic Sea case studies, the Contingency Plan for the Adriatic aiming at improving sub-regional cooperation in the prevention of, and response to, maritime pollution from shipping, the Ballast Waters Management Plan, foreseeing the implementation of preventive activities related to the introduction of ballast water into the Adriatic ecosystem and the Integrated Coastal Zone Management in order to implement sustainable development.

Slovenia, Italy and Croatia have agreed to commence activities for developing a Sub-regional Contingency Plan for the Northern Adriatic, to be coordinated by the Regional Marine Pollution Emergency Response Centre for the Mediterranean Sea (REMPEC/IMO/UNEP). Countries involved expect that results will significantly improve sub-regional cooperation in the prevention of, and response to, maritime pollution from shipping, which will be a big step forward towards sustainable development.

In the context of the Ballast Water Management Plan for the Adriatic, cooperation was agreed through several strategic projects in data collection, early warning systems, risk assessment, decision support systems, control and monitoring.

In order to implement sustainable development, the Adriatic Action Plan, recommended to the governments of coastal states Integrated Coastal Zone Management (EU Recommendation ICZM/2002/413/EC). The starting point for the ICZM approach is that land developers take into account the stress and impacts their plans could have for the coast and the maritime ecosystem, and to propose developmental solutions suitable to the situation. The project takes as its basis the measures to reduce pressures from land and maritime activities that affect the maritime ecosystem. This is also the starting point for the development of the shared Adriatic water body. Such an approach is extremely beneficial to all coastal states, as it takes into consideration the renewability of the maritime ecosystem and its natural resources, and establishes the principles and standards of sustainable development both in the field of the use of physical space and individual economic activities on the shared sea.

In the context of ASP, it was also proposed to structure a project according to the Integrated Coastal Zone Management components including:

1. Sustainable urban planning of the space (coastal strip area):

- Non building lines,
- Indicators for sustainable urban planning
- Capacity assessment (as part of EIA)

2. Biodiversity component

- Monitoring and data collecting,
- Establishing and management of costal protected areas / zones
- National priorities to be identified

3. Technical capacity building for monitoring and specific research (equipment, networking, staff)

4. Solid, waste impact to ecosystems (infrastructure and other activities),

5. Hot spots on the coast solving and use of new technologies (change of use for example for eco-tourism). All the results of the previously mentioned activities will be directly useful also for tourism.

Conclusions

According to interviews, it is hard to say that an efficient system of governance already exists for the whole of the Mediterranean, but for the Adriatic and Ionian Sea it has been pointed out that there is already sectoral common governance provided by organizations working in the area for a number of years.

The Forum of Chambers of Commerce works on common activities for the development of the economy and in particular of Small and Medium Enterprises. UniAdrion has been trying for more than 10 years to work on common University Projects, common degrees, PhD, Masters in the Adriatic Ionian Area. The Forum of Cities and Towns is keeping together municipalities on both the coasts of the sea. The Adriatic EuroRegion works for the coordination of Regions and Counties in the area. Some other networks are seeing the light in the last period such as ADRIAPAN and the Network of Marine Areas. The Adriatic Ionian Initiative is an important point of reference for all these grassroots organization.

The main result of the constant work of the 8 States at different levels within the framework of the All has been to keep open dialogue between Countries that until few years before had fought each other. Multi-lateral cooperation has been positive both for cooperation at the technical and at the political levels.

At the moment all stakeholders are working in synergy with the common idea of establishing as soon as possible the Adriatic Ionian Macro-Region. In 2014 both Italy and Greece will hold the Presidency of the EU Commission. It is considered that this will be the best possible moment to bring the process to an end and to start working even more side by side with all 8 countries involved inside the framework of the Adriatic Ionian Macro Region.

All stakeholders agree that this would be the best way to create sustainable and constant development in the area through a strong coordination of all entities involved, through a multilevel approach that will benefit all people living in the Macro-Region. The EU Strategy would enable countries to work on common flagship projects on priority areas and solve problems that may only be faced with the participation of all countries, such as the protection of the environment, the strengthening of transport systems, development of green energy, the protection of the common cultural heritage of the Adriatic and Ionian seas. At the moment the process is going on and gaining the approval and the support not only by the government of the 8 All member Countries, but also by local institutions, associations and different stakeholders coming from the area.

Maritime affairs are a priority of the Adriatic Ionian Initiative. Cooperation activities are decided within the Round Table on Maritime Cooperation. The activities of the Round Table involve the representatives of the 8 Countries dealing with sea affairs at their competent Ministries. During the last few months the focus has been on cooperation at the level of coastguards and the other entities that have similar functions in countries not having such institutions (e.g. Slovenia). These activities have prepared the ground for fruitful multilateral and bilateral cooperation.

Furthermore, the All played a role for a wider cooperation in the area for the protection of the marine environment through the enlargement of the Trilateral Commission for the protection of the Adriatic sea to a fourth member, Montenegro. The Trilateral, now quadrilateral commission, is particularly committed to the implementation of the Sub-Regional Contingency Plan for Prevention of, Preparedness for and Response to Major Marine Pollution Incidents in the Adriatic Sea.

One of the most important lessons for maritime affairs is that cooperation in the Adriatic-Ionian region works really well for every field of interest, except maybe for fisheries where there are often different positions on governance. Two priorities for action have been identified by the All, namely:

- The finalization of the EU Strategy for the Adriatic Ionian Macro-Region. The year 2014 with the Italian and Greek Presidency of the EU Commission will be the right time for the launch of the Strategy.
- The opportunity to make the All not only a strategic/political initiative, but also a project oriented one. For the first time there will be the chance of co-financing Transboundary cooperation projects in the framework of the All.

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