

Ourcoast experiences related to governance of the Wadden Region



Waddenacademie



OUR COAST EXPERIENCES RELATED TO GOVERNANCE OF THE WADDEN REGION

A report for the Waddenacademie

Compiled and revised by

Dr. Rob Steijn

Tanya Huizer



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Introduction

1.1 BACKGROUND

Geographically, *the Wadden region* covers the Wadden Sea, the coastal zones of the Dutch provinces Friesland, Noord-Holland and Groningen and the chain of barrier islands, sometimes called the Frisian Islands or Wadden islands (this chain of islands continues in the German Bight and extends up to Denmark). As the Google-Earth image below clearly shows, the Wadden Sea is a large natural system of tidal channels and intertidal flats. Natural hydro-morphological processes largely take place undisturbed throughout most of the area.



The Wadden area encompasses a multitude of transitional zones between land, sea and freshwater environments and is rich in species. It is considered one of the most important global areas for migratory birds. Since 1978, The Netherlands, Denmark and Germany have been working together on the protection and conservation of the Wadden region covering management, monitoring and research, as well as political matters. In 2009, some two third of the whole Wadden Sea was designated as a World Heritage Site. Alongside this ecological importance, the Wadden region has significant economic functions such as energy (gas and oil extractions), minerals, recreation, military manouvres and shrimp and shellfish fishing (Arcadis & EUCC, 2012; Toonen & Staatsen, 2004).

The Wadden have been subject to sometimes heated and controversial political and societal debate. However, there is a broad awareness that the region requires special attention. This awareness has led to various laws and regulations, with a strong focus on protecting the environment.

The diverse interests and actors require a broad administrative system, a system where the network of governments, market players and civil society in the region play an important role. This type of administrative system is called 'governance' (eg Klostermann & Toonen, 2011). The complexity of the governance of the Wadden region is large due to the numerous organisations and governments involved in its existing administrative and managerial system. This is well illustrated by a quote from (Meijer et al, 2004): "...none of the governments involved have persistence power, many have hindrance power."

Since 1996, the European Commission has intensively worked to promote Integrated Coastal Zone Management (*ICZM*) as an approach to integrated planning and management, in which all policies, sectors and interests are properly taken into account to achieve sustainable coastal development. The EU ICZM Recommendations, adopted by the Council and parliament in 2002, requested the EU Coastal Member States to set up strategies to promote ICZM along their shorelines. ICZM can be regarded as an approach to good territorial management including land-sea interactions. As such, the European developments on ICZM are of relevance to the governance of the Wadden region.

OURCOAST is a three-year project, carried out by ARCADIS and its subconsultant EUCC, commissioned by the European Commission (DG Environment) between December 2008 and March 2012. It is a further step in the joint efforts of the European Commission, Member States, coastal regions and networks, to support and implement sustainable coastal planning and management. A database with 350 examples of ICZM cases has been developed to promote the exchange of knowledge and experience in the field of ICZM. The database (<http://ec.europa.eu/ourcoast/>) is a large collection of information about the management of coastal areas in Europe, and therefore a very suitable tool to provide suggestions for the future governance of the Wadden region.



The *Wadden Academy*, founded in 2008 and one of the 350 collected cases in the database, aims to coordinate national and local research efforts related to the Wadden region. The objectives of the Academy are threefold; identifying knowledge gaps with respect to sustainable development of the Wadden Sea and articulate responsive research questions; promoting integrated, regional, national and international research programmes; and promoting information and knowledge exchange in, and between, government, the private sector and other societal organisations.

The Wadden Academy aims to develop the Wadden region as an area for broad applicable, integrated knowledge about sustainable development of a coastal region. Natural values play a central role, but support to local and regional economy is equally important. Connected researchers work on innovative sustainable solutions based on interdisciplinary knowledge. One of the needs to implement sustainable solutions is good governance of the Wadden region.

The Wadden Academy is interested to know which lessons can be teased out from the OURCOAST database on the topic of governance of similar environments in Europe. They have asked ARCADIS to explore the database and to come up with suggestions for good governance of the Wadden region.

1.2 OBJECTIVE AND APPROACH

The objective of this study is to describe new proven perspectives on governance of Wadden region type of coastal areas, based on the lessons learned from the OURCOAST case studies. These perspectives, or insights, must contribute to previous studies on governance of the Dutch Wadden Sea.

Research on governance of the Wadden was conducted a.o. by Klostermann & Toonen (2011), Toonen & Staatsen (2004), Klostermann et al. (2009) and the research programme Kennis voor Klimaat. The first step therefor was to carry out a *literature study* to assess the current governance situation and to understand the processes that led to that. The literature study showed that a frequently returning issue is the question whether or not a single authority for the Wadden region would be beneficial to the sustainable management of the region, or not. Conclusions from the literature review are given in Section 2.1.

The next step in our process comprised interviews with representatives from the Wadden Academy and the Council for the Wadden (RCW). The objective of these interviews was to specify more precisely the search topics. The research questions are formulated in Section 2.2.

The next step was to search for relevant cases in the OURCOAST database (described in Chapter 3). The initial focus was on governance in general, with particular attention to the posed research questions. A total number of 29 cases were considered to have potentially relevant information on the three chosen topics: ‘complexity and fragmentation of governance’, ‘conflicting interests’ and ‘Natura 2000, cross-borders and others’. The selected cases were analysed on Themes, Key Approaches, Geographical setting, and Success and Fail factors. After a thorough analysis of the gross-list of selected cases, some cases were studied in more detail. This detailed study aimed to translate lessons-learned from that particular case to the Wadden region. Background materials, which is also available in the database, has been used for this detailed analysis.

Conclusions and recommendations are summarised in Chapter 4.

Wadden and governance

2.1 GOVERNANCE

Governance of the Dutch Wadden region has always been complex and fragmented. According to (Toonen, 2009) this is typical for the management and administration of what he refers to as a “multiple-use Common”. A “Common” is a natural resource (such as the Wadden Sea), which is accessible to many users (belonging to all, so effectively to nobody). Its “multi-use” is reflected by the use of the area for a.o. military activities, fishing, recreation, waterways, and gas and salt mining. These uses add to the generally recognised high-quality of environmental values and natural beauty.

On the highest level, a trilateral cooperation platform was established for discussion and coordination between the Netherlands, Germany and Denmark. In the Netherlands, five national ministries are directly involved in the governance of the Wadden region: the Ministry of Infrastructure and the Environment (I&M), the Ministry of Economic Affairs, Agriculture and Innovation (EL&I), the Ministry of Defence and the Ministry of Finance (Domeinen, state property). Furthermore three provinces (Groningen, Friesland and Noord-Holland), four water boards and 18 municipalities are involved (Toonen & Staatsen, 2004). In addition to the governmental authorities, other groups play a role, such as eg. private property managers, NGO’s and a variety of private organisations. Good governance requires an important role for non-governmental parties, civil society and market players. A number of discussion groups and coordinating groups exist to take care of the horizontal and vertical coordination between the different authorities and stakeholder groups.

There has always been discussion on ‘who is in charge’ of the Wadden region. There is not one single entity who has the capacity to overrule decisions made by other entities, however, not all governmental levels are equally powerful. The Dutch national government is at the highest level. It has the administrative decision-making power on fisheries, gas and salt mining, coastal protection and accessibility (of the islands for instance). The Ministries of I&M and EL&I in particular play a role in other important national laws and regulations, such as water management legislation and implementation of Natura 2000 (Toonen & Staatsen, 2004).

The governance of the Wadden is often discussed because of the fragmented and complex structure. Some actions were taken by the Ministry of I&M to simplify the governance of the Wadden region (Camps, et.al.,2010):

- 1 Termination of four existing organisations: the Coordination Board Wadden (CCW), the Wadden Sea Interdepartmental Commission (IWC), the Wadden Sea Council and the Advisory Council Waddenfonds;
- 2 Strengthening the position of the Wadden Academy as an independent scientific coordinating institute;

- 3 Transformation of the Regional Board Wadden to a Directing College Wadden (Regie College Waddengebied - RCW) to coordinate policies, management and investment of all parties involved.

Currently, according to an interview with Suzanna Twickler from NHL University of applied sciences (and former member of the Wadden Council), the RCW is not functioning in its new form yet. According to Ewan Boonstra, the secretary of the RCW, the RCW will start functioning in its new form at the first of October 2012.

With the transformation to the Directing College Wadden (RCW), a platform for coordination of policy, management and investments has been set. The members of the RCW have their own administrative and social responsibility in the Wadden region. Existing policy documents are used as a starting point. The members of the RCW include: two persons from the national government (ministry EL&I and I&M), one person representing one province so three in total (Groningen, Friesland and North-Holland) and two representing the municipalities (one of the islands and one of the mainland). Furthermore one person is representing and involved for the field of 'Ecology' and another person in the field of 'Economy' (Regie College Waddengebied, 2012). The RCW, as a platform, contributes to the balanced development of the Wadden region, by discussing and policies and major projects. The importance of the Wadden Sea area is leading. The RCW as a discussion platform has no ability to adapt policies, but the different members of the RCW can adapt policies within their competences (Ministry of I&M, 2012).

Some of the tasks and responsibilities of the RCW are mentioned in the different policies and frameworks below. Besides these tasks, the RCW is also responsible for the triateral cooperation, communication, website www.waddenzee.nl, cooperation on enforcement, registration and coordination of incidents control, and tourism meetings Wadden region (Regie College Waddengebied, 2012).

Furthermore, management of nature areas in the Wadden region is done by a separate Management Council (Beheerraad). The RCW is responsible for the secretariat, preparation and implementation of decisions and communication (Regie College Waddengebied, 2012). The task of the Management Council is to increase efficiency and tuning of management activities of the connected organisations (e.g. Staatsbosbeheer, Natuurmonumenten and It Fryske Gea) in order to be better able to manage the Wadden area as one ecosystem. The role of the Council includes advising, noticing and working on mutual agreements regarding the implementation of nature conservation in the Wadden region.

The following framework of policies and plans have been developed for the Wadden region:

3rd Nota Wadden Sea (PKB)

The third Wadden Sea Nota is a spatial plan for the management of the Wadden Sea. The Nota includes what is allowed in which areas of the Wadden Sea. The main objective for the Wadden Sea is the protection of nature, sustainable development and the preservation of the unique open landscape.

Decisions have to obey the requirements from the Key Planning Decision (PKB) procedure, which is applicable to the Wadden Sea only and not to the neighbouring terrestrial zones. The PKB influences plans and policies on provincial and municipal levels (both public and private).



Natura 2000 management plans

The process to develop a Natura 2000 management plan contains many steps and deals with many different and often conflicting interests. The responsible authority must ensure that all involved organizations take part in the decision-making process and that the final management plan is accepted by the relevant ministries and provinces.



Three management plans have been developed, which are important for the Wadden region:

- North Sea Coastal Zone
- Wadden Sea
- Wadden islands

The RCW is responsible for the enforcement part of the management plans (Regie College Waddengebied, 2012).

Covenant Boating Recreation (vaarrecreatie)

The three Wadden provinces Noord-Holland, Friesland and Groningen initiated the development of an agreement between the national government, the Wadden provinces, municipalities and various interest groups of the Wadden. The purpose of the covenant is to manage the boat recreation at the Wadden Sea. The covenant has also been adjusted to the goals of the third Nota Wadden Sea and other relevant policies. The RCW is responsible for supporting some projects and specific enforcement of the covenant (Regie College Waddengebied, 2012).



Development and Management plan (B&O plan)

The RCW was commissioned by the national government to develop a Development and Management plan for the Wadden region and to coordinate the projects. In part A of this plan, the goals of the third Wadden Sea Nota are further concretised and adjusted with the policies of regional governments, the implementation of nature legislation (Natura 2000) and the Water Framework Directive. Part B of the plan includes concrete Management plans based on Natura 2000, Water Framework Directive and the Covenant Boating Recreation and part C is a framework of measures and specific projects to promote ecology and socio-economic development. The plan has been and will be further developed in consultation with all government authorities and various interest groups from different sectors.

2.2 RESEARCH QUESTIONS

Fragmented authority and management

Toonen & Staatsen (2004) frequently mention the fragmentation of authority and management of the Wadden. Quote: *“The various government bodies each operate with their own regional directors, maritime functions, permit granters, inspectors and other supervisors work both next to and often independently of one another.. All in all, the operational aspects of the management of the Wadden made a fragmented impression on outsiders, inhabitants, users and other observers of the area.”* Unquote.

This statement is repeated in the report of Klostermann & Toonen (2009) which states that fragmentation of authority causes ecosystem degradation.

An option to deal with this problem - as discussed during the interviews - is to change the governance structure into one central council or board for the Wadden region: a Wadden Authority. In stead of a new central governance body, also Covenants or Agreements between governments might contribute to a more decisive authority (Klostermann & Toonen, 2011).

The fragmented governance structure and the – still very sectoral - division of responsibilities and powers and competences have been chosen as key topic for our desk study. After all, governance fragmentation refers to a lack of integration, which is typical for ICZM. The OURCOAST database which is dedicated to ICZM, is expected to provide relevant suggestions.

Geographical borders

Mrs Liesbeth Meijer (RCW) mentioned the importance of clearly defined geographical borders during the interview. The geographical borders and land-sea interactions are relevant factors which have to be considered for good governance. Staatsen & Toonen (2004) confirm the importance of taking into account both land and sea. Quote: *“...the Key Planning Decision procedure is limited to the Wadden Sea, which, from the perspective of urban and rural planning, has itself been defined in a specific although, from the managerial perspective, rather bizarre way. From the moment that the issue of the administrative organisation was put on the agenda, it was consciously and reasonably argued that the relevant borders should be delineated with regard to the Wadden Area. This means that, with regard to the present borders, a considerable part of the „hinterland“ of the Wadden Sea (both on land and in the North Sea) should be taken into consideration in the analysis of the formal and actual administrative structure – even though they are not formally part of it. Although the spatial planning procedures in the Netherlands are about to be changed in favour of a more area-based approach, the current management of the Wadden is still dominated by the „vertical“ regime of the (national) Key Planning Decision and subsequent permitting procedures, which contains strong elements of central steering, but also basically separates the sea from the surrounding mainland and islands. In doing so it constitutes a decision-making systems, which in terms of coordination and transaction costs make it very difficult for „community based strategies“ and other forms of collaborative governance in the regions to emerge.”* Unquote.

The geographical discussion continues on management and land ownership. The marine part of the Wadden region is owned by the state (Domeinen). Management of this marine part is often discussed because of the sectoral approach by the Department of Waterways and Public Works and the Ministry of EL&I. Land-sea interactions are important in ICZM, which is why this topic has been added to our search topics in the OURCOAST database.

Stakeholder involvement and conflicting interests

The report of Kennis voor Klimaat (2009) “Need to know or nice to know? Developing the knowledge agenda climate change and adaptation in the Wadden Sea”, emphasizes the ‘need to know’ of governance issues in the Wadden region. The role of the government in governance and the degree of authority for actors are ‘need to knows’ for good governance (Kennis voor Klimaat, 2009). The report mentions the Schets-schuiten projects as example of successful governance. These projects were designed to deal with the consequences of climate change on different coastal zones in the wadden region via a combined effort (in ateliers) of all involved stakeholders. During this project the end-users were cooperating to discuss possible solutions.

Toonen & Staatsen (2004) noticed that involvement of non-governmental parties is key to manage human-environmental systems. A government is not able to manage the Wadden by itself. This switch, from “government towards governance” increased the complexity of the authority and management in the Wadden region. Quote: *“Under the flag of stewardship, the involvement of civil society in the management of the Commons is growing into an international*

movement. Although this does not make governments superfluous or powerless, it does have consequences for their decision-making strategies.” Unquote.

Klostermann et al. (2009) points to the defensive position of stakeholders, often caused by distrust and the feeling that they are ignored. The defensive attitude has negative effects on both nature and economy as it slows down decision-making. Quote: *“The management of a multiple-use Common such as the Wadden Sea is by definition a matter of dealing with conflicting interests. Conviction, negotiation and handling conflicts should be central points of attention when creating a Wadden management”* Unquote from (Staatsen & Toonen, 2004).

The conflicts between economy and nature are a serious point of interest (Klostermann & Toonen, 2011). The programme ‘towards a rich Wadden Sea’ (Dutch: Naar een rijke Waddenzee) aims for a resilient and vibrant natural environment combined with a strong local and regional economy (Stuurgroep, 2010). To reach this balanced objective it is important to spread recreational activities and other human activities on nature as required. Difficulties of dealing with recreational pressure, guidance and information was one of the items mentioned during the interview. Balancing conflicting spatial interests is one of the key items for ICZM and as such the OURCOAST database may contain relevant information on this item as well.

International context

One of the lessons learned from OURCOAST is that EU legislation and policies have been guiding many coastal zone management activities in Europe. The most important EU legislation at the moment are the Birds and habitats Directives, Environmental Impact Assessments, and the Water Framework Directive. According to (Klostermann & Toonen, 2011), there is still too much focus on the national policy regarding the (Dutch) Wadden region. Kennis voor Klimaat (2009) also mentions the ‘need to know’ of ways to implement the existing and new EU directives by the institutions of the Wadden region.

International tuning of national and regional policies and management with Germany and Denmark could be an interesting option to deal with European directives and management of the entire region. Mrs Liesbeth Meijer stated that case examples of implementation of Natura 2000 measures in other European countries would be relevant for the Wadden region.

Research questions

Based on the above considerations, the literature study and the interviews, the following three research questions were formulated:

- 1 Which new insights are provided by the OURCOAST database to deal with complexity and fragmentation of management and authority, including the possibilities to transfer competences and to set up one authority for the Wadden region?
- 2 Which new insights are provided by the OURCOAST database on dealing with conflicting interests, including recreational uses, a communication platform and cooperation between sectors, to improve the management and decision-making process at the Wadden region?
- 3 Which new insights are provided by the OURCOAST database on implementation of Natura 2000 and cross-border management?

OURCOAST lessons learned

3.1 INTRODUCTION

The specific objective of the OURCOAST data collection was to collect past and existing experiences with ICZM in the EU under three strategic policy objectives with emphasis on the following Themes and (Key) Approaches.

Adaptation to risk (3 Themes):

- 1 Managing impacts of climate change and safeguarding resilience of coasts/coastal systems;
- 2 Preparing for, preventing and managing natural hazards and technological (human-made) hazards;
- 3 Integrating coherent strategies covering the risk-dimension (prevention to response) into planning and investment.

Sustainable use of resources (2 Themes):

- 4 Preserving the coastal and marine environment (its functioning and integrity) to share space;
- 5 Sharing sound use of resources and promoting their low(est) processes/products.

Sustainable economic growth (3 Themes):

- 6 Developing the coastal zone of Europe's regional seas sustainably;
- 7 Balancing economic, social, and cultural development whilst enhancing environment and managing impacts from coastal activities;
- 8 Improving competitiveness.

In order for a meaningful analysis to be conducted and appropriate lessons teased out, the following Key Approaches (or: processes) were identified within the selected eight Themes as:

- I.** Integration (how is ICZM organised);
- II.** Participation (how are stakeholders involved);
- III.** Knowledge-based approach (how to use available knowledge);
- IV.** Eco-systems based approach (how to consider the whole ecosystem);
- V.** Socio-economic approach (how to reach benefits for society); and
- VI.** Technical approach (what type of technical tools can be used and shared).

Whilst it was the original intention that each case study would address one of the (key) approaches used, in practice, because of the cross-cutting nature of ICZM, most cases address more than one key approach and, indeed, more than one Theme. The collected cases are, generally, examples of good experience, one which may be applicable (by direct transfer or adaptation) either to another country or another ICZM issue.

This Chapter (3) presents information from selected cases for each of the three research questions: ‘Complexity and fragmentation’ (Section 3.2), ‘conflicting interests and cooperation’ (section 3.3), and ‘Natura 2000 and cross-border management’ (Section 3.4). The selected cases are:

Case study title	Country	Section	OURCOAST Database
Regional and local government working together to take forward agreed management priorities	UK	3.2	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=7
Coastal Partnerships improve governance	UK	3.2	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=10
The joint management of an Area of Outstanding Natural Beauty and a trans-boundary European Marine Site	UK	3.2	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=69
How fragmentation in decision and policy-making among competent authorities can jeopardise ICZM approaches	Cyprus	3.2	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=181
Institutional Coordination Agreements between the Directorate General for Coasts and the Autonomous Communities	Spain	3.2	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=219
A Guide to Implementing a Management System for ICZM	Spain	3.2	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=231
NGO land purchase/lease for conservation management and socio-economic development	many	3.2	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=19
Coastal Zone Management Plans for islands	Azores, Portugal	3.2	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=126
Spanish Strategy for Coastal Sustainability	Spain	3.2	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=225
The Andalusian Strategy on ICZM	Spain	3.2	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=227
A Consortium for Integrated Management and Governance in the Costa Del Garraf	Spain	3.2	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=212
Management of the Giant’s Causeway and Causeway Coast World Heritage Site	UK	3.2	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=295
A communication platform for coastal communities to further local sustainable development	Latvia	3.3	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=318

Building consensus through Partnership for the multi-use of an estuary, the Wash	UK	3.3	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=81
nature protection and maritime tourism in the Bird Protection Area, Wismar Bay	Germany	3.3	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=187
Coastal management strategy for southwest Finland	Finland	3.3	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=274
A public - private managerial system for dunes breached by land-sea structures	Scotland UK	- 3.3	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=15
Development of a System of Indicators for ICZM in the Balearic Islands	Spain	3.3	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=145
The national contact point “Küsten-Kontor”	Germany	3.3	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=182
Balancing conservation and tourism needs in a World Heritage Site, the High Coast and Kvarken Archipelago	Sweden / Finland	3.3	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=37
Conflict management in the case of the River Elbe dredging	Germany	3.3	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=190
Town Planning Consortium for the Improvement and Landscaping of Platja De Palma Beach, Mallorca	Spain	3.3	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=233
Shoreline management conflict resolution for a long accretion coastline with diverse coastal uses	Latvia	3.3	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=324
Sustainable wadden sea tourism	Germany	3.3	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=183
Management of Ireland’s international water bodies: Lough Foyle and Carlingford Lough	Ireland / UK	3.4	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=296
Management of coastal Natura 2000 habitats, Kopu peninsula	Estonia	3.4	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=150
Cross-border Coastal Zone Management plan Szczecin Lagoon	Germany / Poland	3.4	http://ec.europa.eu/ourcoast/index.cfm?menuID=6&articleID=200
Management of Posidonia, vernal pools and halophytic wetlands in Natura 2000 sites	Cyprus	3.4	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=236
Management and conservation of coastal protected areas in the Baltic States	Estonia	3.4	http://ec.europa.eu/ourcoast/index.cfm?menuID=9&articleID=316

Some of these selected cases are fully integrated cases and cover information relevant for more than one research question. For a selection of the cases more detailed analysis was carried out.

It should be noted that, although the number of cases in the OURCOAST database is significant (350), there is a chance that not all topics are fully covered. It is possible that relevant information from other ICZM cases which have not yet been included in the database, has not been used in the analysis.

3.2 COMPLEXITY AND FRAGMENTATION

This Section provides information relevant for the research question:

Which new insights provides the OURCOAST database to deal with complexity and fragmentation of management and authority, including the possibilities to transfer competences and to set up one authority for the Wadden region?

3.2.1 SELECTED CASES

The twelve selected cases for this research question cover integration of land and sea management, a decision support methodology, network of managers, establishment of a local consortium to elaborate action plans, new institutional organisation model, implementation of a management system, coordination agreements and management plans.

The collected cases are:

- a. Regional and local government working together to take forward agreed management priorities (UK)
- b. Coastal Partnerships improve governance (UK)
- c. The joint management of an Area of Outstanding Natural Beauty and a trans-boundary European Marine Site (UK)
- d. How fragmentation in decision and policy-making among competent authorities can jeopardise ICZM approaches (Cyprus)
- e. Institutional Coordination Agreements between the Directorate General for Coasts and the Autonomous Communities (Spain)
- f. A Guide to Implementing a Management System for ICZM (Spain)
- g. "NGO land purchase/lease for conservation management and socio-economic development " (Europe)
- h. Coastal Zone Management Plans for islands (Portugal)
- i. Spanish Strategy for Coastal Sustainability (Spain)
- j. The Andalusian Strategy on ICZM (Spain)
- k. A Consortium for Integrated Management and Governance in the Costa Del Garraf (Spain)
- l. Management of the Giant's Causeway and Causeway Coast World Heritage Site (UK)

The list shows four cases from the UK and eight from the Mediteranean (Spain, Cyprus, Portugal).

The cases cover a large variation of (combined) Themes and Policy Objectives (Section 3.1). All cases include the Theme 'sustainable use of resources'. The most common Key Approaches of the cases are Integration (9 cases), Participation (8 cases) and Ecosystem-based (seven cases). All cases include more than one Key Approach.

A brief introduction of the content of the cases, the success and fail factors, and its relevancy for the research question is given below:

a. ***7 Regional and local government working together to take forward agreed management priorities**

Agreements between central government and the regional authorities in the UK are known as Local Area Agreements or LAAs (but hereafter called Agreements) and have been set up so that central government departments can delegate detailed, day-to-day, decision-making power. The Agreements can be used to support the goals of regional authorities. The regional authority is working together with other stakeholders and services in Partnerships (see case #10) to set out plans for the places that they jointly represent. The Agreements give better engagement of authorities in leading this partnership work and in assessing what it achieves. They are an important opportunity for democratic leadership of the area and all its public services. Increased efficiency, cutting costs, reducing bureaucracy and rationalising performance management systems have all variously been seen as important aspects.

Adequate preparation is essential if participants are to be confident about entering into negotiations and the Agreement process needs to include sufficient time at the beginning to allow for this preparation to occur and participants need to be aware of the amount of time needed to prepare and to make good use of the early stages of the process. A clear process and set of criteria for establishing priorities provides greater confidence in and ownership of the outcome. Face to face meetings are reported to be very valuable in helping to progress negotiations although these may either be meetings of all the partners or a range of bilateral meetings focussing on specific issues. Sometimes, regional authorities have been slow to engage the relevant partners. Another failure is that agreeing on outcomes has sometimes been difficult thus delaying the process.

Lessons learned from this case are very relevant for the Wadden region. The agreements between central government and regional or local authorities might be an interesting option to deal with current management and decision-making issues.

b. ***10 Coastal Partnerships improve governance Coastal**

Partnerships have been established around the UK as a means of strengthening governance by providing unique cross-sectoral stakeholder participation, conserving habitats and resolving conflict. Partnerships have attracted funding through collaborative ventures. They can mobilise support and involvement for issues and fill gaps where there is no sectoral responsibility. This all implies that the Partnerships are able to build consensus. Failures have largely been due to an inability to engage relevant stakeholders, particularly private companies and key economic interest groups. Some have been unable to deal with politically sensitive issues and intractable problems. Lack of resources to implement plans is often a problem. The main obstacle to greater success is the lack of a statutory or national programme to support Partnerships.

Most Coastal Partnerships in the UK run on a voluntary basis with financial support from partners, primarily local authorities and government agencies. Coastal Partnerships are engaged in supporting statutory decision-making processes as well as facilitating voluntary action. Many partnerships work closely with local coastal communities to foster a sense of ownership and stewardship over the coastal environment and its resources. Each Partnership

is typically led by a management group consisting of a small number of representatives from key stakeholder organisations. They commonly employ a coordinating officer and in some cases a small team delivering core services and engaging in projects depending upon funding availability. Partnerships are an example of stakeholder participation. They are often responsible for drawing up agreed management plans and various strategies which the partners then implement.

Lessons learned from this case are relevant for the Wadden region. The case shows interesting options to fill gaps when responsibilities are missing. The phenomena 'Partnerships' is useful to consider in the Wadden region.

c. ***69 The joint management of an Area of Outstanding Natural Beauty and a trans-boundary European Marine Site**

Two adjacent coastal areas, the so-called Area of Outstanding Natural Beauty (AONB) Northumberland Coast and the European Marine Site (EMS) Berwickshire and North Northumberland Coast always were managed separately. However, increased awareness of the importance of managing land and sea in a consistent and integrated way, has led to the preparation of a joint management plan. Issues, aims and policies have been developed from the equivalent provisions in the previous AONB and EMS management plans modified through feedback received during a stakeholder consultation process. With regard to the EMS, the policies in the plan are not statutory but the plan is the method by which the relevant and competent authorities have chosen to fulfil their statutory duties with respect to the Habitats Directive.

Lessons learned from this case are relevant for the Wadden region, because of the currently missing integration of land and sea management.

d. ***18 How fragmentation in decision and policy-making among competent authorities can jeopardise ICZM approaches**

In this particular case, lack of inter-disciplinary approaches and fragmentation in decision-making, led to the failure of the implementation of an efficient management strategy on coastal erosion and land use planning processes in Larnaka District, Cyprus. The developed General Guidelines and Policy options have been applied as a general strategy for coastline protection. It included environmentally sound principles for shoreline management and erosion control.

The suggestion, which was adopted by the government, was to manage erosion by implementing set-back lines or retreat management and avoid the construction of hard coastal protection measures (like seawalls). This decision was not in line with the decision to change land uses, and the decision to change the land uses did not take into consideration the high erosion rates of this coastal area. Under these conditions, emergency measures had to be taken for combating coastal erosion. Soft approaches as set-back lines could not any longer be the solution. The implication occurred mainly due to the fragmentation among the competent decision-making authorities concerning coastal areas management and development policies: while the Town Planning and Housing Department is responsible for defining land uses, seven governmental departments are involved in the process of erosion

management. The governmental authorities who are entitled to license coastal structures were very reluctant to proceed with licensing hard coastal structures.

The case created awareness of how fragmented decision-making and a sectorial approach could lead to serious problem.. One of the lessons is to reduce fragmentation in decision-making in the Wadden region.

e. ***219 Institutional Coordination Agreements between the Directorate General for Coasts and the Autonomous Communities**

The institutional agreements between the Ministry of Environment and the Regional coastal Governments aim to promote vertical integration in the framework of the Spanish Strategy for Coastal Sustainability. The framework provided by the Spanish legislation was a success factor. Institutional coordination agreements ensure the collaboration between Administrations for a better coastal management, the willingness to work together for a common objective, the exchange of information and transparency.

The Spanish Constitution defines the coast as a public property, and the Coastal Law gives the competences to the State on the Maritime-Terrestrial Public Domain, and to lower levels the competences on several coastal management issues, making the communication between the different government levels obligatory. The main factors that hindered the achievement of the objective include that the agreement was voluntary, not mandatory, so many autonomous communities decided not to get involved and to continue with their current coastal planning and management. The reasons why those autonomous communities did not sign the agreement could be related to: (a) they require more independence from the central government, (b) are large enough to manage on their own, or (c) are satisfied with the benefits that the current coastal development provides for the region.

Lessons from this case are very relevant for the Wadden region. Institutional coordination agreements are an interesting option to deal with current management and decision-making issues.

f. ***231 A Guide to Implementing a Management System for ICZM**

The implementation of a Management System in a specific Management unit (municipal or regional coastal stretch, a singular area, a delta or a bay, a marine reserve) implies the elaboration of the system's documentation and the operative management procedures, as well as the creation of management agencies (director committee and processes committee). The interest of the coastal municipalities in their economic, environmental and social development can be mentioned among the main factors that were helpful in achieving the objective. Also, the future Integrated Maritime Policy which would support the creation of these new management models. The main obstacles were the current "competences-approach" of some regional administrations representatives, against the proposed "processes-approach" which aims to integrate the work by different Administrations.

The implementation of a Management System implies the elaboration of the system's documentation and the operative management procedures, as well as the creation of management agencies (director committee and processes committee). A Director committee involves national, regional and local entities, but also international and European entities could be part of it. Stakeholders are involved by means of the Processes Committee. The

guide, developed to implement this management system, is a planning and institutional coordination tool. The key issues this guide deals with are the following:

- It facilitates Governance through the creation of a Director Committee
- It facilitates participation through the Processes Committees
- It offers an organisational structure based on the above-mentioned Committees
- It is oriented to “processes management” instead of “competences management”
- It is a “second generation” Management System as it includes land and marine area management
- It answers the “Continuous Improvement Cycle” (policy, planning, implementation, monitoring and revision phases).

The timescale associated to the implementation and achievement of the goals is roughly the following:

- System Implementation in a specific coastal stretch (1 year)
- Dissemination (1 year)
- Voluntary implementation (1 year)
- Mandatory implementation (1 year)

The RCW is probably comparable with the Director Committee, although no international entities take part in it, which is good to consider. Focussing on processes management instead of competences management and the establishment of a Processes Committee will contribute to the creation of a clear organisational structure. The case does not contain any new lessons for the Wadden region.

- g. ***19 NGO land purchase/lease for conservation management and socio-economic development** International monetary support from the Netherlands (e.g. EECONET Action Fund, IUCN-NC) and Germany (Frankfurt Zoological Society) has been used to enable NGOs in Central and Eastern Europe to buy and/or lease coastal land for conservation and sustainable use purposes. The input of international expertise has been very important for the realisation of these programmes. In Poland an experienced Dutch NGO offered know-how whilst in Lithuania, exchange visits were made with Dutch farmers. Permanent international funding is not an answer to any scheme in which NGOs wish to conserve the natural values of land and give a socio-economic impulse to the local people. However, it can act as a kick-start after which either national or private funding occurs. There are often many problems with the land ownership question, particularly in central and eastern Europe. Inevitably, as the central and eastern European countries join the EU, land prices increase.

Although the concept is interesting, the case is probably not that relevant for the Wadden region, because of the different situation in The Netherlands.

- h. ***126 Coastal Zone Management Plans for islands**

The most recent Coastal Zone Management Plans (CZMP) were approved in 2008 for the four smallest islands of the Azores. These plans are legally binding and establish the potential for land use. The development of these plans included a decision support system,

along with Strategic Environmental Assessment (SEA) being the first CZMP in Portugal to include this type of tool. Closed systems tend to limit the number of actors with an impassioned point of view. Whenever an Integrated CZMP strategy is designed, it should start to design some kind of mechanism to ensure that the impacts of personal influences are minimized. The process of public participation was adequate though the public attendance in the meetings was low. Though most of them were solved, conflicts arose due to different political approaches between the plan promoter and the planning team or between different administrative levels, delaying the process of decision-making and the establishment of intervention priorities.

The case seemed to be relevant but the summary focuses mainly on public participation, which is not part of the research question.

i. ***225 Spanish Strategy for Coastal Sustainability**

The Strategy is based on the principles of sustainable development and integrated management, and is organized in ten specific objectives to be fulfilled through the following instruments: Master Plan for Coastal Sustainability, Observatory for Coastal Sustainability, Institutional agreements, National Coastal Council, Land acquisition, Research & Development, Education and Training, Capacity Building. The Institutional agreements signed between the Ministry of Environment and the different coastal regions (Autonomous Communities) to ensure cooperation were very helpful. Regarding the aspects and circumstances that hindered the achievement of goals, changes in Government (included the Ministry of Environment), translated into political willingness, have delayed the implementation phase of the plan. Also, the overlapping of competences in coastal management, as the proposed planning measures can cover only the competences of the Ministry of Environment.

The case noticed the problem of overlapping competences, which is one of the lessons for the Wadden region.

j. ***227 The Andalusian Strategy on ICZM**

The Andalusian Strategy shows the path that the regional Administration shall follow to achieve a better coastal management model, following the ICZM principles and making a strong effort to establish an alliance between Public Administrations, private companies and the University to ensure a coordinated performance. The Institutional agreements signed between the Regional Government, its public environmental company (EGMASA) and the University of Cadiz to ensure the cooperation and the support of the Provincial Delegation of Cadiz were very helpful. The administrative problems which arose between the three institutions can be cited as the most relevant obstacle. Also, the change of the person in charge due to political reasons has brought the Strategy implementation to a complete stop. Nevertheless such a strategy might be relevant for the Wadden region. The case summary includes the strategic objectives and steps to be taken in the process towards the strategy. The strategy was never implemented which makes it difficult to judge the effectiveness and lessons of this case.

k. ***212 A Consortium for Integrated Management and Governance in the Costa Del Garraf**

A successful approach for sustainable and integrated coastal management, through the establishment of a local Consortium which includes municipalities, county councils, and the Regional Departments of the Generalitat of Catalonia, to elaborate action plans and specific projects. Factors that were helpful are the implication of local coastal management, the coordination with regional institutions and the use of Colls process as a case study on ICZM. Internal negative factors are the complexity of coastal legislation, the dispersion of responsibilities among local, regional, national and European levels, the lack of confidence of the general society in the administration and the lack of resources. The main obstacles were the diversity and complexity of legislative powers, the excessive separation between the state and local policies in Europe, and the difficulty in raising awareness of the Consortium.

The topic of the case seems very relevant, but the case summary in the database does not provide concrete information on how to deal with the obstacles which are also obstacles for the Wadden region.

1. ***295 Management of the Giant's Causeway and Causeway Coast World Heritage Site**

Given the range of designations and management authorities a Management Plan was produced under the UNESCO requirements for World Heritage Sites (WHS). The WHS Management Plan is an overarching, broad, strategic management framework for the Site. It is supplemented by more detailed management plans under individual designations. There is a strategic vision for the site which takes account of all existing designations, regulator duties, stakeholder and development concerns. Before the WHS Management Plan Steering Group was created, the Causeway Coast Access & Recreation Group acted as a forum for discussions. No formal mechanism, however, existed through which the regulators, landowners and other interested stakeholders could meet to discuss the Site and the issues facing it. This was a significant management issue as it meant there was no agreed 'strategic vision' for the site into the future. While the WHS Management Plan Steering Group includes relevant regulators and landowners, the Management Plan itself recognises that any future management body "should seek to establish links with local community organisations and individuals, perhaps through the establishment of a Local Forum". The Management Plan acknowledges that the absence of integrated data can hinder the day-to-day management and maintenance of the Site and that this, in turn, can increase the risk of unintended impacts on habitats or features of value. The Management Plan proposes to develop an integrated GIS to address this problem.

3.2.2 SUMMARY OF SUCCESS AND FAIL FACTORS OF THE SELECTED CASES

Successful approaches and lessons learned:

- Agreements give better engagement of authorities in leading partnership work and in assessing what it achieves, increase efficiency, cut costs and reduce bureaucracy
- The Institutional agreements signed between the Ministry of Environment and the different coastal regions (Autonomous Communities) to ensure cooperation
- The Institutional agreements signed between the Regional Government, its public environmental company (EGMASA) and the University of Cadiz to ensure the cooperation

- Rationalising performance management systems to increase the efficiency
- Face to face meetings
- Taking enough time for preparation and first stage of the process and create awareness on the required time
- Partnerships fill gaps where there is no sectoral responsibility, are able to build consensus, mobilise support and involvement
- Develop issues, aims and policies from the equivalent provisions of existing land and sea management plans and modify through feedback which can be received during the stakeholder consultation process
- Inter-disciplinary approaches and cohesion in decision- and policy-making
- The Spanish Constitution defines the coast as a public property, and the Coastal Law gives the competences to the State on the Maritime-Terrestrial Public Domain, and to lower levels the competences on several coastal management issues, making the communication between the different government levels obligatory
- Implication of local coastal management
- Coordination with regional institutions
- A local forum to establish links with local community organisations and individuals

Fail factors

- Regional authorities are sometimes slow to engage the relevant partners
- Agreeing on outcomes has sometimes been difficult thus delaying the process
- Inability to engage relevant stakeholders in partnerships
- Lack of a statutory or national programme to support Partnerships
- Lack of inter-disciplinary approaches and fragmentation in decision-making
- The agreement was voluntary, not mandatory, so many autonomous communities decided not to get involved.
- The current “competences” approach of some regional administrations representatives, against the proposed “processes” approach which aims to integrate the different Administrations
- Changes in government, change of person in charge, political willingness resulting in delay or even the end of a process
- Administrative problems between the three institutions
- Overlapping of competences in coastal management
- The complexity of coastal legislation
- The dispersion of responsibilities among local, regional, national and European levels
- The lack of confidence of the general society in the administration
- The lack of resources
- The diversity and complexity of legislative powers

- The excessive separation between the state and local policies in Europe
- The difficulty in raising awareness of the Consortium

3.2.3 DETAILED ANALYSIS

Two cases have been further analysed, elaborated and translated towards the Wadden region based on the background information which is available in the database.

- Regional and local government working together to take forward agreed management priorities
- The joint management of an Area of Outstanding Natural Beauty and a trans-boundary European Marine Site

These two cases are most relevant for the research questions, because of their specific approach on governance of coastal regions: Local Area Agreements and management of a land-sea region.

Regional and local government working together to take forward agreed management priorities

One of the reasons to elaborate this case study is the still existing top-down approach at the Wadden region. Although the system is currently changing towards one Wadden Authority (RegieCollege Wadden), the citizens do not experience this change yet. A way to involve municipalities, provinces and local communities is by Local Area Agreements.

Delegation of decision-making power

Agreements between central government and the regional authorities in the UK are known as Local Area Agreements or LAAs and have been set up so that central government departments can delegate detailed, day-to-day, decision-making power. There has been increasing recognition that sub-national priorities need to be determined by the communities concerned and that the best interests of sub-national areas cannot necessarily be served directly by central government. The Agreements give better engagement of authorities in leading this partnership and in assessing what it achieves.

Local Area Agreements

The Agreement is a 3 year contract between central government and a regional authority which work together to develop and implement these Agreements. It is the intention that the Agreements tackle the area's most important problems and goals for the future. Targets are included which are priorities agreed between the regional authorities, other public services and the government. They are drawn from a National Indicator Set although other targets can also be included. These Agreements are statutory, required by law under the Local Government and Public Involvement in Health Act 2007. The regional authority has a democratic mandates and a duty to produce a long-term vision for the area. These councils, therefore, have to work together to make a success of the Agreements in cooperation with other public services. They have created a stronger means for elected regional politicians to deliver wide-ranging sustainable community strategies to improve the place they represent.

Local Strategic Partnerships

Implementation by the regional authority is through Partnerships which bring together, representatives of public, private, community and voluntary sectors as well as representatives from both central government and the regional authority (in the UK, they are known as Local Strategic Partnerships or LSPs). Such a Partnership is a single, multi-agency body that relates to the authority boundaries.



(DEFRA Department for Environment, Food and Rural Affairs, 2008)

The authority takes the lead role and encourages the engagement of others. Partnerships are non-statutory, non-executive bodies and can take many different forms. There is no specified structure for the Partnerships although the regional authority is always the lead partner and the statutory responsible body. The Partnerships are generally involved in the development of the community strategy providing a framework for liaison, coordination and agreement of priorities for the locality, without having many staff or large budgets of their own. There is often a board, and a wider membership which meets less frequently. There may be sub-partnerships covering specific issues e.g. environment. This new legal duty to involve the community in regional government services is designed to encourage the development of systematic strategies for involvement which can be used to encourage links within regional work e.g. links with neighbourhood and locality, and joint work with the other partner organisations. Learning points from LAA Dry-run negotiations:

- Beginning from the Sustainable Community Strategy (UK instrument) for example by five themes and development of priorities to meet these five themes. The Sustainable Community Strategy informs planners about the direction the community wishes to take and this is reflected in the local plans
- Developing cross-cutting templates to describe ambitions and related priorities
- Taking a hats off approach by encouraging participants to discuss priorities from a range of perspectives during round table discussions or workshops
- Change governance arrangements to support a cross-cutting approach for example by a forum on a specific priority

Government Office, regional authorities or provinces

The regional authorities are responsible for drawing up the Agreements with central government. The regional authority is then responsible for the overall development and delivery

of the Agreement outcomes. Regional authorities in the Wadden region are the provinces Groningen, Friesland and Noord-Holland. Learning points from LAA Dry-run negotiations:

- Early round table discussions including local communities
- Use of virtual teams to progress deliberations about cross-cutting issues
- Development of web-based resources to share good practice. The Waddenzee.nl website would be suitable for this
- Provide an overarching view of the agreement submission to enable central departments to better integrate their considerations for proposals

Central government

The central government is responsible for providing specific guidance to regional authorities about priorities for policy areas such as transport and environment.

The process towards a Local Area Agreement

Adequate preparation of the procedures for a Local Area Agreement is essential if participants are to be confident about entering into negotiations and the Agreement process needs to include sufficient time at the beginning to allow for this preparation to occur and participants need to be aware of the amount of time needed to prepare and to make good use of the early stages of the process. A clear process and set of criteria for establishing priorities provides greater confidence in and ownership of the outcome. Arrangements have to be in place within the local partnership and across the central government departments for agreeing who leads on the negotiation, how final decisions are made, who makes them, how agreed priorities are funded and how performance is managed. Face to face meetings are reported to be very valuable in helping to progress negotiations although these may either be meetings of all the partners or a range of bilateral meetings focussing on specific issues.

Insights for the Wadden region

Local Area Agreements provide opportunities to delegate decision-making power to regional authorities. Because of the involvement of the Partnerships in the development of the community strategy and agreement of priorities for the locality, the local community will have early opportunities to deliberate about priorities which together increases the understanding. This approach also provides opportunities to test out new ideas before negotiating positions become too fixed.

The governmental system in the UK is not exactly the same as in the Netherlands, so simply copying the Agreement approach is not possible. Nevertheless, based on the available documents about Local Area Agreements and Local Strategic Partnerships, it might be possible to develop a pilot Agreement and Local Strategic Partnerships in the Wadden region. The available evaluations, guidances and other governmental reports of the UK governments provide a large amount of specific information on the Local Area Agreements and the framework of the agreements. The Netherlands has no National Indicator Set, which includes indicators for climate change adaptation, flood and coastal erosion risk management, biodiversity, litter, etc., but perhaps the Dutch Delta programme can play a role in this. The UK set of indicators could function as an example. Furthermore the Agreement negotiations are evaluated resulting in a specific list of lessons learned, which could also plan an important role in the development of Local Area Agreements in the Wadden region. The document 'Creating Strong, Safe and Prosperous Communities Statutory Guidance'(2008) of the Dept. for

Communities and Local Government includes steps on preparation and negotiation which are interesting for local communities in the Agreement. The Local Area Agreements are a relevant approach to consider in the Wadden region and perhaps in other parts of the Netherlands as well.

The joint management of an Area of Outstanding Natural Beauty and a trans-boundary European Marine Site

Although it is from a judicial point of view logic to separate the marine area and the land area, from a physical point of view this separation results in problems on for example estimation of effects on the environment. The division of land and sea is also problematic for the management of the entire area. In the Wadden region, the the Key Planning Decision procedure is limited to the Wadden Sea only. Increased awareness of the importance of managing land and sea in a consistent and integrated way has led to a joint management plan of two of the region's internationally important designated areas, the Northumberland Coast Area of Outstanding Natural Beauty (AONB) and the Berwickshire and North Northumberland Coast European Marine Site (EMS).

Background

Areas of Outstanding Natural Beauty (AONB) were created by the National Parks and Access to the Countryside Act (1949), given a new impetus by the Countryside and Rights of Way Act 2000. A European Marine Site (EMS) is any Special Area of Conservation (SAC - Habitats Directive) or Special Protection Areas (SPA - Birds Directive) that incorporates a marine area, part of the Natura 2000 Network. The Northumberland Coast AONB was designated in 1958 and covers an area of 138 km² along 64 km of coastline from Berwick to the Coquet estuary in north east England. It varies between 50 m - 2.5km in width and is best known for its sandy beaches, rolling dunes, high rocky cliffs and isolated islands. The Berwickshire & North Northumberland Coast EMS is a SAC which borders Scotland and England encompassing 635 km² of shore and sea extending along 115 km of coastline. The two areas have long been managed separately. However, the close ecological relationship between the two areas has called for an equally close working relationship in their management. The success of this collaboration in recent years has led to a vision of a more formalised collaboration. With both AONB and EMS management documents due for review, the opportunity has been taken to realise this ambition with the production of an integrated management plan.

Management and authority

Northumberland County Council has the statutory duty to conserve and enhance the AONB. The AONB partnership, comprising organisations from central and local government, councils, the community and the voluntary and private sector, supported by several staff, manages, develops, coordinates and encourages projects and actions which help to fulfil the AONB purpose. The EMS Management Group, comprising all the competent and relevant authorities for the site along with other interested organisations, is supported by a Steering Group and the EMS Project Officer. There is also an Advisory Group that contributes specialist knowledge.

Process to a Integrated Management Plan

Previously, the competent and relevant bodies produced and adopted separate plans for the AONB (2004) and EMS (2001). This has effectively meant that a single, geographical and ecological area has had separate management plans drawn up for the AONB and the EMS on the one hand, and by Scottish and English authorities on the other. However, it has been realised

that management needs to ensure that both the single, distinct identity of this coastal area and the local variations of land and seascape character are conserved and enhanced as a unity. Therefore, the responsible staff of AONB and EMS have collaborated for a number of years on a voluntary basis. Since both management plans are due for review, it was decided to try and achieve a more formal working relationship through the development of a jointly produced management plan that would integrate activities through an agreed plan of Action. Therefore an integrated plan was developed following consultation with the AONB Partnership, the EMS Management Group and wider stakeholders. It was informed by the previous plans and the success of their implementation.

Natura 2000 and the Strategic Environmental Assessment

A concurrent Strategic Environmental Assessment (SEA), as required under the SEA Directive, and an Appropriate Assessment, under the Habitats Regulations, have also been undertaken. The results of these assessments will be incorporated into the final plan which will be signed off by the competent and relevant authorities and partners in September 2009. As with this plan, the next plan will also undergo a Strategic Environmental Assessment and Appropriate Assessment before adoption.

Content of the plan

The management plan incorporates policies that are intended to direct and influence the subsequent formulation of policy by local authorities (and other public bodies) in all relevant areas of activity that impact on the AONB, including development management, local transport and conservation. There are four broad management policies that apply to all themes and the entire plan across land and sea. The plan also includes many other statutory and non-statutory plans and strategies at the national, regional and local level relating to principles such as stakeholder engagement. Consideration has been given to issues such as biodiversity, economic development, land and sea planning and tourism. An Action plan will guide implementation and form the basis of an annual work programme which will identify the necessary level of resources, the various organisations responsible for implementation and the role of the AONB and EMS staff teams. It will also set annual targets. This five-year plan (2009 to 2014) will be reviewed in 2013 with a view to publishing the next five-year plan in April 2014. Full, public consultation will be undertaken throughout the review and development of the next plan.

Monitoring

Monitoring is required in order to identify whether or not the plan is achieving the purposes of the respective designations. This monitoring will take two forms: monitoring performance to establish how well the partnership is progressing in delivering the plan's policies and actions; and monitoring condition to establish whether the special features of the AONB and qualifying features of the EMS are improving or deteriorating.

Insights for the Wadden

The development of the Management and Development plan (B&O plan) by the Regie College Wadden is comparable with the integrated management plan in this case study. The B&O plan also focuses on the entire Wadden region and includes management by the European directives in part B. Part C, the list of measures and project, is somewhat comparable with the Action Plan of the case, although the Action Plan is very much focussing on details. The Northumberland Coast AONB & Berwickshire and North Northumberland Coast EMS Management plan 2009-

2014 (2008) could provide new insights and ideas for future management plan, especially the Action Plan and monitoring of the progress is relevant.

3.3 CONFLICTING INTERESTS AND COOPERATION

This Section gives information on conflicting interests and cooperation to answer the research question:

Which new insights provides the OURCOAST database on dealing with conflicting interests, including recreational uses, a communication platform and cooperation between sectors, to improve the management and decision-making process at the Wadden region?

3.3.1 SELECTED CASES

The twelve cases for this research question cover conflict management, benefits of partnerships, spatial planning, management strategy to deal with conflicting uses, a communication platform, public-private cooperation and management and transfer of knowledge to policy. The selected cases are:

- a. A communication platform for coastal communities to further local sustainable development
- b. Building consensus through Partnership for the multi-use of an estuary, the Wash
- c. Nature protection and maritime tourism in the Bird Protection Area, Wismar Bay
- d. Coastal management strategy for southwest Finland
- e. A public - private managerial system for dunes breached by land-sea structures
- f. Development of a System of Indicators for ICZM in the Balearic Islands
- g. The national contact point “Küsten-Kontor”
- h. Balancing conservation and tourism needs in a World Heritage Site, the High Coast and Kvarken Archipelago
- i. Conflict management in the case of the River Elbe dredging
- j. Town Planning Consortium for the Improvement and Landscaping of Platja De Palma Beach, Mallorca
- k. Shoreline management conflict resolution for a long accretion coastline with diverse coastal uses
- l. Sustainable wadden sea tourism

The analyses of the cases show cases from five different countries, two cases from the UK, two cases from Latvia, two cases from Germany, two cases from Finland and two cases from Spain.

The cases cover a large variation of Themes and Key Approaches (Section 3.1). ‘Sustainable economic growth’ is the most often used objective. The most common approaches are Integration (7 times), Participation (6 times), Ecosystem-based (4 times) and Socio-economic (4 times). Most cases include more than one approach.

A brief introduction of the content of the cases, its potential relevancy for the research question and the success and fail factors is given below:

a. ***318 A communication platform for coastal communities to further local sustainable development**

A coastal communication network and platform development involving four facets, viz. coastal information, education/training, coastal participation and an environmentally friendly behaviour/green life-style approach in an informal rural community setting. Complementary communication developments in the local municipalities is crucial for the meaningful involvement of the local population/interested individuals and local experts/specialists/decision-makers Important success factors are good conflict resolution, LA21 process facilitation and continuity.

This case contains relevant lessons., e.g. the www.waddenzee.nl website could function more as a communication platform.

b. ***81 Building consensus through Partnership for the multi-use of an estuary, the Wash**

The Wash Estuary Strategy Group has worked together to develop an estuary management plan intended for use by professionals working in areas associated with planning, development, social issues, environmental management and education. The Wash Estuary Strategy Group is about partnership and partnerships that function successfully are made up of people who can empower and trust one another.

The length of time it takes to develop a strong and functional partnership should never be underestimated. It is much easier to make an adjustment to the way that something is done, if one believes that the adjustment is worthwhile. The importance of ownership, training and the development of mutual understanding of different practices, values and beliefs is the key to success. The management plan is easy to understand and simple to use. Up-to-date administrative systems that function effectively have been shown to play a critical role in the successful implementation of the plan.

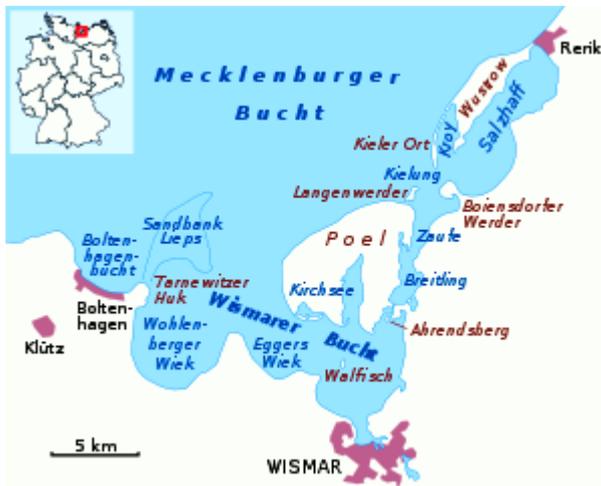
A long list of organisations is involved in Wash Estuary Strategy Group: two ministries of the central government, two governmental agencies, two regional agencies, six local authorities, and several other stakeholders like Eastern Sea Fisheries Joint Committee, Internal Drainage Boards of the Wash, National Farmers' Union, Port Authorities of the Wash and The Wash and North Norfolk Coast European Marine Site. These organisations have different powers and responsibilities. They are all committed to exercising those responsibilities in ways that will ensure the Wash to remain a special place for people and wildlife for generations to come.

The Strategy Group recognises that working in partnership adds value. The benefits of partnership working include: sharing technical skills; the rapid establishment of funding partnerships; better understanding of different statutory duties and cultural perspectives; the ability to commission joint research and positive conflict resolution. By working in partnership the Wash Estuary Strategy Group is able to collectively focus on what is best for the Wash, its hinterlands and communities.

Again, a relevant example about Partnerships in the UK. An approach that could be considered in the Wadden region. This case is relevant for the Wadden region to deal with the multi-use issues in a different way.

c. ***187 Nature protection and maritime tourism in the Bird Protection Area, Wismar Bay**

Wismar Bay in Germany is an EU Bird Protection Area, and at the same time a recreational site for maritime tourism, mainly during the summer time.



All contradicting demands were identified and evaluated in close contact with the public, especially the local recreational users of the Bird protected area in Germany. Due to the seasonal separation of tourism and recreation (summer) and nature protection demands (stronger in winter) some of the potential conflicts were reduced right away. Thus, areas with priority for nature development or for recreational economy development were defined. Areas with remaining conflicts of interests were identified and the conflicts rated and depicted in maps.

The stakeholders agreed upon a zoning concept for spatial and seasonal differentiation of the area. It brought together local users (water sports, fishing) and representatives of local nature protection authorities, and was integrated into discussing the future spatial use of the area. A feasible solution for all stakeholders was finally agreed upon. The stakeholder group is running an internet information platform, explaining some of the natural highlights, and providing the maps that define the spaces and times of uses. They promote the compromise for sharing space for recreation and tourism on one side and environmental protection on the other. The zoning concept was integrated into the voluntary agreements for navigation regulations between the environmental NGO WWF and local user groups (SUPPORTNET project). It is also used as a decision-making tool by municipalities and regional authorities to prepare territorial and environmental impact assessments, and Natura 2000 management plans.

The stepwise approach used in Germany could provide some ideas for the Dutch approach in the development of management plans or revising management plans.

d. ***274 Coastal management strategy for southwest Finland**

A management strategy for the southwest of Finland has been developed to ensure an environmentally sustainable future that promotes vitality and permits economic growth yet respecting the characteristic features of the area and its natural values. The increase in the seal population has been seen as a problem for fishing and there has been pressure to

intensify seal hunting. These types of conflicts over nature conservation can best be prevented by means of information, instruction and guidance and the management plans for the Natura areas satisfy these requirements.

To draw up an Integrated Coastal Zone Management strategy for southwest Finland two activities took place. A very comprehensive data collection and sampling programme covering all relevant aspects was carried out. This was followed by a thorough analysis concentrating on conflicting factors and on the identification of different management options. This included taking stock of existing data, networking with relevant stakeholders which contributed to a conflict assessment between environmental objectives and economic activities in the area. Efforts were made to ensure the availability of relevant, reliable and detailed data for public use.

Some of the constraints encountered were the restrictions on data use due to confidentiality issues relating to national defence, the costs of data, etc. A second activity, a pilot to demonstrate the strategy in an operational context, was established and focussed on the policy objectives and priorities of the Water Framework Directive, the Habitats Directive and implementation of national legislation as well. The strategy addressed the issues and constraints of preserving the regional (traditional) lifestyle and economic activities while at the same time tackling the need for environmental protection of the area.

One of the relevant aspects of this case for the Wadden region is the analysis of conflicting factors and the conflict assessment, which could be considered by the development of management plans in the Wadden region.

e. ***15 A public - private managerial system for dunes breached by land-sea structures**

An effective, long term management structure involving different stakeholders from the public and the private sector has been overseeing the coastal region where the dune system is breached by North Sea oil and gas pipelines. Not only is the oil and gas supply handled but the management team ensure that the dune systems and their biodiversity are maintained. One of the key success factors has been the cooperation between the public and the private bodies involved in the collaborative process. Another has been the willingness of the private sector to take full responsibility for much of the costs involved. In many instances, this conscientiousness has gone beyond the limits of the management structure e.g. organising international symposia of relevance to the coastal area. This has further contributed to the trust element explicit in such a working relationship.

Cooperation between public and private parties is often necessary to manage a region, which is why this case could be particularly relevant for the Wadden region. Unfortunately, the case description did not yield valuable information for detailed analysis.

f. ***145 Development of a System of Indicators for ICZM in the Balearic Islands**

A system of indicators for ICZM in the Balearic Islands has been developed as a policy, planning and technical tool. It is being implemented as part of a larger ICZM governance system and used to guide decision-making and policy development. The equal commitment and active working relationship (i.e. periodic meetings, clearly defined roles) between the partners (IMEDEA and CES) during the development of the system of indicators was a key factor in ensuring the successful and timely completion of the work. Decision-making in the islands is distributed among a number of overlapping political scales (e.g. autonomous community, municipality, national, island). The absence of a coordinated governance system

for ICZM in the islands has been a major challenge for the implementation of the system. Data access, consistency and availability have posed additional challenges in the implementation phase.

The case shows the problems with fragmented decision-making authorities and a coordinated governance system and is therefore quite relevant for the Wadden region.

g. ***182 The national contact point “Küsten-Kontor”**

Coordination of efforts and knowledge exchange have been improved by institutionalised regular meetings of the advisory council every 3 months. Furthermore, coordination and communication among stakeholders and with local constituencies will be supported by a central point of contact, the “Küsten-Kontor”. The project management by the Federal Ministry for the Environment, Nature Conservation and Nuclear Safety and the Federal Environment Agency ensured a high ranking commitment and ensured commitment of the various stakeholders to the coordination of efforts at different levels as well as the willingness of stakeholders to exchange information and transfer knowledge. However, funding ends in 2010 and financial support of partners, is lacking so far. Previous experience with multi-level governance processes; previous expertise and networks of the stakeholders involved within the field of ICZM were all important.

The case is relevant for the Wadden region, because a central coordination and contact point does not exist yet. A central contact point for the Wadden region is required. Küsten-Kontor and ‘the Noordzeeloket’ could function as an example on how to initiate it.

h. ***37 Balancing conservation and tourism needs in a World Heritage Site, the High Coast and Kvarken Archipelago**

Two adjacent areas in Sweden and Finland have been declared a World Heritage Site; they are unique landscapes with some exceptional species of flora and fauna. However, there is pressure from tourism. Both countries have developed an effective management set-up and are now cooperating to harmonise their policies and approaches. The multiple ownership of the High Coast area and the original lack of a single management agency or policy presented initial problems for unified management of the area. In the Kvarken islands, farming and forestry has increased the acid water run-off from drained sulphate-rich soils and reduced fish populations. The continual dredging of boat channels creates some disturbance. The case shows the lack of a single management agency, just like in the Wadden region.

i. ***190 Conflict management in the case of the River Elbe dredging**

The initiative investigated interactions between environment conservation, conflict management and sustainable development concentrating on the Hamburg port and the sustainable development of the Elbe estuary. Huge conflicts between sectoral interests and between short term and long term plans for development prevailed. Several tools were used, discussed and adjustments recommended by stakeholders to assess the situation. A sustainable development plan for the region and the port was developed to have a basis for a long-term development vision. The discussion of stakeholders about the applicability of the “ICZM Marker” increased the will to participate in the development of ICZM methods and instruments. Only four stakeholders of 55 had done an assessment using the “ICZM Progress Marker”. Thus, the tool in its present state was not applicable for an assessment.

Participatory processes were already established to a certain extent in planning processes in Germany. Different stakeholders had different definitions of ICZM in mind, a fact that hampers mutual understanding as long as it is not revealed. The method used in the case was not very successful.

The case is not very illustrative relevant for the Wadden region.

j. ***233 Town Planning Consortium for the Improvement and Landscaping of Platja De Palma Beach, Mallorca**

An agreement between several Administrations has been signed to ensure cooperation for the development and increase the value of the tourism activity in a mature Balearic tourist destination. A key issue in this project is the role of the Spanish Government, creating the post of Commissioner for the Palma Beach Consortium who reports directly to the Council of Ministers of the Spanish Government. The agreement results in the establishment of a Town Planning Consortium. All the entities included in the Consortium have the competences required to achieve the Consortium's goals. Also, the high tourist and environmental degradation of the zone that increases the need for reforms in the tourist sector; the global crisis that highlights the need for a more competitive and modern tourist area to get benefits from it, as it was declining; the existence of a legal framework promoting the achievement of a more competitive and sustainable tourism model in Spain which also promotes the definition of a re-qualification programme for mature tourist destinations; and the achievement of a more competitive, sustainable, integrated and consensus-based tourism model in Balearic Islands. In order to avoid the threat of changes policies, the Plan will be guaranteed and ratified by all parties that constitute the parliament of the Balearic Islands.

The focus of this case summary is on reforming the tourism sector, which is not particularly applicable to the Wadden region.

k. ***324 Shoreline management conflict resolution for a long accretion coastline with diverse coastal uses**

A Local Agenda 21 (LA21) approach has been applied to introduce participatory governance for conflict resolution in the coastal region of North Kurzeme. A green coastal region sustainable development action programme was elaborated and coastal sustainability governance structures introduced, based on active participation of all main stakeholders. Unfortunately ICZM long term implementation cannot be done only on a project-based or municipality initiated and needs governmental support programmes. In the meantime, participatory LA21-type tools when appropriately used are continuously contributing to the local preparedness for ICZM developments. There are difficulties to explain the LA21 planning process and system in an easy, understandable way for the local inhabitants. Municipal leadership and decision-making was of great importance as was the continuity, personal and professional preparedness and dedication of municipal employees and general public and interest groups to participate. In some respects, the first success was already the collaboration agreement itself because, prior to this, all local, regional and national institutions had been used to work independently.

The case does not provide many new insights for the Wadden region.

1. *183 Sustainable wadden sea tourism

The focus was on integration and participation to develop a new spatial planning and development programme for sustainable tourism. NetForum was established as a stakeholder network across borders and sectors. Members were representatives of tourism, environment, recreation, municipalities, counties and from the trilateral governmental level. The cooperation model could be established on the basis of existing horizontal networks, and the process was integrated in the existing democratic structures. The commercial tourism sector lost interest in the process.

The organisational effort was enormous due to the differentiated thematic background and different abilities of members to understand and express themselves in English. The work load had been underestimated. The knowledge-base was still insufficient as a good basis for communication and planning for managers and stakeholders. The knowledge on the interactions of the sectors nature and culture conservation versus promotion of tourism and recreation was still limited due to non-existing data or a lack in data or data that were not comparable between sub-regions. A lack of knowledge on the situation in the other regions/countries was a serious communication obstacle and prevented innovative and creative discussions. Therefore, the implementation and evaluation of common Wadden Sea policies was not possible in the end.

3.3.2 SUMMARY OF SUCCESS AND FAIL FACTORS OF THE SELECTED CASES

Successful approaches and lessons learned

- Complementary communication developments for conflict resolution
- LA21 process facilitation
- Continuity of stakeholder involvement
- A management plan should be easy to understand and simple to use
- Up-to-date administrative systems that function effectively
- The zoning concept should be integrated into the voluntary agreements for navigation regulations between the environmental groups and local user group
- Make use of up-to-date GIS information and aerial photos for a more detailed identification of conflict points in the area
- Extensive inclusion of regional stakeholders and the general public to ensure a shared understanding
- Conflicts over nature conservation can best be prevented by means of information, instruction and guidance. Management plans for the Natura areas satisfy these requirements.
- Cooperation between the public and the private bodies involved in the collaborative process
- Willingness of the private sector to take full responsibility for much of the costs
- Equal commitment and active working relationship (i.e. periodic meetings, clearly defined roles) between partners during the development of the system of indicators

- Make use of previous experience with multi-level governance processes; previous expertise and networks of the stakeholders involved

Fail factors

- The absence of a coordinated governance system for ICZM
- Lacking data and knowledge access, consistency and availability
- Lacking financial support
- Multiple ownership
- Original lack of a single management agency or policy
- Different stakeholders have different definitions of ICZM in mind, a fact that hampers mutual understanding as long as it is not revealed
- Difficulties to explain the LA21 planning process and system in an easy, understandable way for the local inhabitants
- Language barriers
- Time consuming

3.3.3 DETAILED ANALYSIS

The following probably most informative case has been further analysed, elaborated and its lessons-learned translated towards the Wadden region: #182 The national contact point “Küsten-Kontor” in Germany.

Background

In the German federal state, different federal ministries, state governments and municipal summit organisations have stakes in coastal management. Coordination of efforts and knowledge exchange have been improved by institutionalised regular meetings of the advisory council every 3 months. Furthermore, coordination and communication among stakeholders and with local constituencies will be supported by a central point of contact, the “Küsten-Kontor”.

National Germany strategy

The National German strategy towards implementation of Integrated Coastal Zone Management covers the aspects a) definition of objectives and tasks of ICZM in Germany b) stocktaking of present structures and responsibilities c) assessment of the stakeholder demands d) discussion how to organize and structure ICZM on a national level to support processes in the Federal States (Länder) in Germany and e) definition of tasks, structures and supporting technical tools of a national coastal coordination point.

Central point of contact

An institution to serve as a central point of contact for local constituencies to improve information exchange is being created. The central contact point, Küsten-Kontor, is planned to be established at a coastal location; meetings of the advisory council have been held at 3-

monthly intervals at varying locations. A range of ICZM issues, particularly issues of spatial planning, have been discussed in these meetings. A focus on climate change effects, coastal protection and coastal tourism were decided for 2010. The geographical scale of this approach is national, but is intended to coordinate regional and local efforts and also to reach out to these governance levels. It builds upon existing expertise in national, regional and local entities. The long-term perspective of the Küsten-Kontor is still under discussion.

Insights for the Wadden region

The Wadden region still requires one front office for the entire Wadden region. The RCW already covers many aspects of this kind of front office, but definitely not all. To create a central point of contact for stakeholder issues is a the new insight from this case study. An easy accessible front office will contribute to deal with conflicting interests in the Wadden region. Besides, it could function as an idea dropbox for management of the area on a very local community level. Such a central contact point could function in two directions: it collects and it provides all available information about the Wadden.

3.4 NATURA 2000, CROSS-BORDER MANAGEMENT AND OTHER TOPICS

This Section gives information on conflicting interests and cooperation to answer the research question:

Which new insights provides the OURCOAST database on implementation of Natura 2000 and cross-border management?

3.4.1 SELECTED CASES

The five selected cases cover conservation of Natura 2000 areas, development of a joint-cross-border ICZM plan and a management plan Natura 2000 sites. The selected cases are:

- a. Management of Ireland's international water bodies: Lough Foyle and Carlingford Lough
- b. Management of coastal Natura 2000 habitats, Kopu peninsula
- c. Cross-border Coastal Zone Management plan Szczecin Lagoon
- d. Management of Posidonia, vernal pools and halophytic wetlands in Natura 2000 sites
- e. Management and conservation of coastal protected areas in the Baltic States

The analyses of the cases show two cases from Estonia, one from Ireland /UK, one from Poland / Germany and one from Cyprus.

All cases cover the theme ‘Sustainable use of resources’ and only one cases covers a variation of objectives and all three themes. The most common approach is Ecosystem-based (5 times, all) and Technical (2 times).

A brief introduction of the content of the cases, its relevancy for the research question and the main success and fail factors is given below:

a. ***296 Management of Ireland’s international water bodies: Lough Foyle and Carlingford Lough**

How to manage marine environments on a cross-border basis for both conservation and development interests on an ecosystems-basis despite conflicting jurisdictions and political uncertainty. This is achieved through a dedicated management agency with specified legal responsibilities. Jurisdictional boundaries have never been formally agreed between Ireland’s two cross-border bays. Subsequent to the Good Friday Agreement (1998) a number of North-South implementation bodies were established. One of these is the Foyle, Carlingford and Irish Lights Commission (FCILC). The functions of the FCILC in relation to Loughs Foyle and Carlingford are exercised by the Loughs Agency. The Agency aims to provide sustainable social, economic and environmental benefits through the effective conservation, management, promotion and development of the fisheries and marine resources of the Foyle and Carlingford Areas on a cross-border basis. The success of the management regime undoubtedly results from the fact that there is a dedicated agency tasked with very specific management objectives. This Agency has a formal legal mandate with dedicated resources, both financial and personnel. Traditionally marine and coastal management is based on political boundaries where as in this instance both sea loughs are managed as geographic entities transcending standard management structures. In relation to management of the fisheries resource, approaches are sufficiently flexible to adapt to changing environmental conditions and in this way can take the precautionary approach into account.

Because of the agency with formal legal mandate, the case is probably very relevant for the posed research question as well as the research question about fragmented authorities.

b. ***150 Management of coastal Natura 2000 habitats, Kopu peninsula**

A management plan was drawn up for coastal, island Natural 2000 sites to prevent loss and damage due to an increasing visitor numbers. A network of well-structured recreational sites was established on Kōpu Peninsula to direct recreational use and to prevent unnecessary human impact on valuable dune and other coastal habitats. The management plan is not a legal document but instead a series of guidelines; this is because both society and nature are in a constant state of flux and these processes cannot be predicted with precision. The nature conservation status of the areas under management has been improved through the establishment of Special Protection Area (SPA) status for Hirmuste, Kōpu and Suureranna. Nature conservation areas were also created at Paope and Kōpu.

The fact that this management plan is more like a guideline could be interesting. On the other hand, the Wadden region required more decisive management and it is doubtful whether guidelines might contribute to that.

c. ***200 Cross-border Coastal Zone Management plan Szczecin**

Lagoon Between 1995 and 2004 stepwise approaches towards a joint ICZM plan for the Szczecin Lagoon (German/Polish border region) were carried out. The pre-conditions for the development of an ICZM plan in Germany and Poland were different. Different legal and spatial planning systems as well as different approaches and responsibilities of the involved institutions created problems. The lack of a joint language, different funding sources and the long process hampered the co-operation. A different understanding of ICZM, whether ICZM should promote environmental aspects or balance ecological, economic and social aspects, existed among the institutions and the funding organisations. Altogether, two separate plans with dissimilar spatial coverage and thematic focus were developed for the German and the Polish part of the region. The aim of a joint plan has been withdrawn. Both plans were not implemented in regional planning documents.

Although the case may not seem relevant for the research question, many lessons can be learned from it, for example to prevent to make the same mistakes and to be aware of the possible obstacles while developing a cross-border management plan.

d. ***236 Management of Posidonia, vernal pools and halophytic wetlands in Natura 2000 sites**

The elaboration of management plans and management works in two coastal areas as part of a larger initiative to manage Natura 2000 sites. The major success of the project was that it established management plans for the Kavro Gkreko site as well as three of the other sites. These were approved by the central authorities in June 2008. The cooperation of eight partners, including three from Greece was also important. The management plans, monitoring plans and the data on priority habitats, species and aquatic parameters recorded in a new system during the project all contributed to building the capacity of the competent authorities to manage the entire Natura 2000 network in Cyprus.

The development of management plans for Natura 2000 sites is relevant in a sense that the government also developed a management plan for the Wadden region. The case might provide some new insights on the approach and content of the development of a Natura 2000 management plan.

e. **#316 Management and conservation of coastal protected areas in the Baltic States**

Estonia has one of the most sophisticated networks of coastal protected areas and some of the best preserved coastal Natura 2000 habitats in Northern Europe. This was achieved through long-term coastal conservation traditions and a rational spatial planning approach as well as due to substantial financial support from the World Bank and the EU. It is now necessary to translate the integration of environmental concerns and challenges related to coastal habitat conservation, into practical management solutions. The need for one responsible authority or a legal framework specifically addressing ICZM issues, has been identified.

In 1995, the Parliament adopted an Act on the Protection of Marine and Freshwater Coasts, Shores and Banks to replace a previous ministerial regulation of similar content. Under the new act, a protected strip is established along all shores, including the coast of the Baltic Sea. Hence, after the adoption of the Act on Protected Natural Objects (1998), Estonia has a comprehensive legal system facilitating effective management and conservation of coastal protected areas.

The area of protected coastal nature territories is divided into different zones in Estonia. After the Act on Protected Natural Objects came into force in 1998, a revision of the protected areas network has commenced. In Western Estonia, there is one complex programme area (Biosphere Reserve) comprising more than 50 specified and strictly conserved areas. Around these core areas there are 'buffer zones' with limited nature management, such as Natura 2000 areas. The 'development zones' are the remaining areas of the Biosphere Reserve with sustainable nature use without any specific restrictions. In the development zones there is space for living and active operations.

The Act on Protected Natural Objects stipulates procedures for the establishment of environmental restrictions to property, and the obligations of owners concerning different types of protected zones. The Act also includes provisions for financial compensation to landowners for the restrictions in land use in protected areas. The compensation is granted via reduction of the land tax. The Act also defines the classification categories, and determines protection regimes and zoning. The three coastal national parks and the Biosphere Reserve are funded from the state budget through the Ministry of the Environment. The Estonian Act is comparable to the Dutch nature protection act (NB-wet). Nevertheless the content of the Act in Estonia could provide some additional thoughts for the NB-wet or other Acts on the coastal zone.

The Act on Protected Natural Objects is available in English in the OURCOAST database. Such a legal system might be relevant for the Wadden region too, although it is complicated to compare a legal system of one country with another.

3.4.2 SUMMARY OF SUCCESS AND FAIL FACTORS OF THE SELECTED CASES

Successful approaches and lessons learned

- The success of the management regime undoubtedly results from the fact that there is a dedicated agency tasked with very specific management objectives. This Agency has a formal legal mandate with dedicated resources, both financial and personnel
- In Ireland, fisheries resource approaches are sufficiently flexible to adapt to changing environmental conditions and in this way can take the precautionary approach into account
- In Cyprus, the Natura 2000 management plan is not a legal document but instead a series of guidelines because both society and nature are in a constant state of flux and these processes cannot be predicted with precision.
- The nature conservation status of the areas under management has been improved through the establishment of Special Protection Area (SPA) status for Hirmuste, Kõpu and Suureranna

Fail factors

- The development of a cross-border management plan could give problems because of different legal and spatial planning systems as well as different approaches and responsibilities of the involved institutions
- A lack of a joint language hampered cooperation

- Different funding sources hampered cooperation
- A long process hampered cooperation
- A different understanding of ICZM, whether ICZM should promote environmental aspects or balance ecological, economic and social aspects, existed among the institutions and the funding organisations

3.4.3 DETAILED ANALYSIS

The following probably most informative case has been further analysed, elaborated and its lessons-learned translated towards the Wadden region: “Management of Ireland’s international water bodies: Lough Foyle and Carlingford Lough”.

Background

Since partition of the island of Ireland in the 1920s, there have been no agreed international maritime boundaries between either jurisdiction: North or South. The two jurisdictions are geographically separated by two large sea loughs – Lough Foyle in the north-west of the country and Carlingford Lough on the north-east coast. Due to the economic value of the fisheries industry to the Lough Foyle area, that sector was managed by one entity, the Foyle Fisheries Commission, since 1952. In 1998, following the Good Friday Agreement, this regime was broadened to include fisheries in Carlingford Lough and a remit to promote recreation in respect of marine, fishery and aquaculture matters and to develop marine tourism in both areas was secured. Subsequent to the Good Friday Agreement (1998) a number of North-South implementation bodies were established. One of these is the Foyle, Carlingford and Irish Lights Commission (FCILC). The functions of the FCILC in relation to Loughs Foyle and Carlingford are exercised by the Loughs Agency.

The Agency

The Agency “works to place environmental issues at the heart of international, national and local decision-making”. Objective of the Agency is to provide sustainable social, economic and environmental benefits through the effective conservation, management, promotion and development of the fisheries and marine resources of the Foyle and Carlingford Areas on a cross-border basis. The Agency has always recognised that in order to achieve sustainable development in the regions surrounding both Loughs it is necessary not only to engage with direct users but also to raise awareness of the loughs, their associated rivers and catchments. The nature of Loughs Agency as a cross-border body gives us a very specific governance model within which to work. The implementation of strategies and work programmes requires an overall policy direction from the North/South Ministerial Council that we put our potential strategies and work programmes to our Executive Board for approval and authorisation. The Agency’s Chief Executive Officer (CEO) is appointed by the North South Ministerial Council and has over-arching responsibility for the activities of the Agency. The Agency operates in four separate business areas: aquaculture, conservation and protection, corporate and development with a current approved core staffing level of fifty three (Loughs Agency, 2008). Each area has a corresponding responsible director. Legally the Loughs Agency is tasked with the following:

- the promotion of development of Lough Foyle and Carlingford Lough for commercial and recreational purposes in respect of marine, fishery and aquaculture matters;
- the management, conservation, protection, improvement and development of the inland fisheries of the Foyle and Carlingford Areas;
- the development and licensing of aquaculture; and
- the development of marine tourism.

The Agency has a formal legal mandate with dedicated resources, both financial and personnel. Traditionally marine and coastal management is based on political boundaries where as in this instance both sea loughs are managed as geographic entities transcending standard management structures. In relation to management of the fisheries resource, approaches are sufficiently flexible to adapt to changing environmental conditions and in this way can take the precautionary approach into account.

Partnerships and resources

The resources that the Agency manage require conservation, protection, management and development and these objectives are achieved through forming working partnerships with those who impact on them. According to the Loughs Agency, these partnerships include those who produce economic benefit from the resources, those who utilise them for recreational purposes and those whose activities impact on the fisheries, the marine resources and their environments despite the fact that this may be outside the existing legal remit of the agency. The FCILC's sponsoring Departments are the Department of Agriculture and Rural Development in the North and the Department of Communications, Energy and Natural Resources in the South. Both Departments fund the Agency on a fifty fifty basis. The Agency also has memoranda of understanding and service level agreements with other bodies and these include the Department of Finance and Personnel Central Procurement Directorate (Tenders), Rivers Agency (In-stream Works), Driver and Vehicle Licensing Northern Ireland (DVLNI), Londonderry Port and the Department of Culture Arts and Leisure (Bailiffing Services).

Users involvement

The Agency prides itself on involvement with direct users of the Loughs along with other stakeholders. In 2000, an Advisory Forum was established with new members appointed in 2006. This is comprised of almost 50 representatives from both Lough areas or others who are involved in a stakeholder interest group. Current areas of interest include shellfish, draft netmen, anglers, fishery owners, tourism, Council/Government, Port/Harbour, industry and environmental interest groups. In addition, members are divided up into various Focus Groups that meet approximately six times per year and work on salmon and inland fisheries; environmental topics; marine tourism including water-based leisure; and aquaculture and shell fisheries. In relation to fisheries the Loughs Agency will develop improved management plans with a view to rebuilding fish stocks in certain areas.

Plans and strategies

The Agency is in the process of implementing key actions identified in the 5 Year Development Plan for Angling Development in the Foyle and Carlingford Areas. This will contribute to stock improvement, infrastructure and product development, marketing and information, accommodation enhancement and training and support across the sector. The Foyle Area fishery is home to one of the most productive Atlantic Salmon systems in the North. In light of this it is necessary at times to enforce technical and commercial restrictions, for example, reducing the

number of driftnet licences issued. The Agency's Strategy for the Development of Marine Tourism and Leisure represents a unique opportunity and challenge to plan the development of the two water bodies and their catchment areas as complete entities for marine tourism, without political boundaries. In developing this strategy, the Loughs Agency is partnered by two cross-border bodies, the East Border Region Committee and the North West Region Cross Border Group who have strategic and funding roles for tourism and economic development in both areas. In terms of fisheries management the Loughs Agency, in 2001 the Agency began work on the genetic diversity of the Foyle Salmon Stocks. This research found that there were significant differences in the DNA from salmon from each of the 11 sub-catchments of the Foyle area. This work has now become a benchmark for fisheries managers throughout Ireland and the United Kingdom. Data generated is used by the Agency to support decision-making and this in turn forms the basis for regulatory and management practice.

Performance review of the Agency

A performance review of the last Lough's Agency Corporate Plan (2005-2007) recommended that any future plan should have a greater focus on information and communication. Consequently this has been addressed by two innovative elements. Firstly, the newly formed Foyle and Carlingford Area Advisory Forum and secondly an educational outreach programme known as 'Riverwatch'. Between 2005 and 2007 over 30,000 visitors were welcomed. Due to the success of the initiative with primary schools, secondary schools and adults are now being actively targeted. Other outreach programmes have presented further opportunities to promote, develop and protect the resources in both Lough areas. The Loughs Agency organises an annual Angling Fair at its Derry City headquarters in March each year. This attracts more than 4,000 visitors. A similar event, the Saltwater Fly and Lure Festival, in Carlingford has growing numbers of participants each year. The Agency has recently completed a Strategic Environmental Assessment on the development of shellfisheries and aquaculture in Lough Foyle. The associated consultations and baseline data generated will be used to finalise an Implementation Plan for these fisheries.

Internal and external analysis of the Agency's strengths and weaknesses resulted in the following:

Strengths

- Visionary leadership
- FCILC Board
- Motivated Stable Staff
- Cross border status
- Openness and Transparency
- Evidence based decisions
- Stakeholder participation

Weaknesses

- New FCILC Board
- New Chief Executive
- Cross border remuneration arrangements
- Non engagement of stakeholders
- Consultation overlead

Insights for Wadden region

The Loughs Agency is in a way comparable with the RCW. A large difference is the formal legal mandate of the Loughs Agency. The management structure of the Agency is relevant to consider. The Agency's Strategy for the Development of Marine Tourism and Leisure' includes Market trends of Marine tourism, social and economic significance, evaluation of marine tourism facilities, SWOT analysis (that apply to the development of marine tourism in the two Loughs Areas), vision and strategy, organisational structure and an action plan. Especially the organisational structure is very detailed and clarifies the roles and responsibilities of the involved parties.

Conclusions and recommendations

4.1 CONCLUSIONS

Fragmentation of authority and management

The Wadden region covers the Wadden Sea, the coastal zones of three provinces and the Wadden Islands. The management and administration of this region is complex because many organisations and governments are involved. A number of frameworks of policies and plans have been developed and implemented in the past, such as the PKB, different development and management (B&) plans and Natura2000 plans. Toonen & Staatsen (2004) refer to this situation as “fragmentation of authority and management of the Wadden”. It has been suggested by Klostermann & Toonen, (2011) that this leads to ecosystem degradation.

Fragmentation may also lead to a lack of integration, which leads to an imbalance between the often conflicting interests of all policy domains, sectors and individuals. Since integration is a key process of Integrated Coastal Zone Management (ICZM), the OURCOAST database on ICZM is expected to give examples about how this is dealt with in Europe in comparable regions.

Twelve cases were selected dealing with complex, fragmented management and authority, including the possibilities to transfer competences. Two of these cases were studied in more detail as they contain probably the most applicable information: Local Area Agreements and Management of a land-sea region. Both cases are from the United Kingdom.

The selected case studies show that diversity and complexity of legislative powers, excessive separation between the national and regional or local policies, lack of interdisciplinary approaches and fragmentation in decision-making, leads to a variety of problems for coastal management. Also, overlapping of competences frequently led to problems and hindered decision-making processes.

There are ways to fill responsibility gaps, organise collaboration between administrations, take care of (obligatory) communication between different government levels, create management agencies, or delegate decision-making power to regional areas. According to the brief analysis carried out, we come to the following suggestions for the Wadden region:

Partnerships can mobilise support and involvement for issues and fill gaps where there is no sectoral responsibility. Partnerships, as these have been developed in Europe have proven to lead to consensus and local support.

Institutional coordination agreements ensure the collaboration between Administrations for a better coastal management, the willingness to work together for a common objective, the exchange of information and transparency.

The implementation of a Management System in a specific Management unit (municipal or regional coastal stretch, a singular area, a delta or a bay, a marine reserve) implies the elaboration of the system's documentation and the operative management procedures, as well as the creation of management agencies (director committee and processes committee).

While the "World Heritage Site Management Plan Steering Group" includes relevant regulators and landowners, the Management Plan itself recognises that any future management body "should seek to establish links with local community organisations and individuals, perhaps through the establishment of a **Local Forum**".

Focussing on processes management instead of competences management and the establishment of a **Processes Committee** will contribute to the creation of a clearer organisational structure. Besides, it could be interesting to combine this Processes Committee with a national contact point.

Local Area Agreements (LAA) provide opportunities to delegate decision-making power to regional authorities. Because of the involvement of Partnerships (see first item) in the development of a community strategy and agreement of priorities for the locality, the local community will have early opportunities to deliberate about priorities. This approach also provides opportunities to test out and debate new ideas before official standpoints become too fixed. It would be interesting to develop a pilot Agreement and Local Strategic Partnerships in the Wadden region.

The document 'Creating Strong, Safe and Prosperous Communities Statutory Guidance' (2008) of the Dept. for Communities and Local Government includes steps on preparation and negotiation which are interesting for local communities in the development of a LAA for the Wadden region. The Local Area Agreements are a relevant approach to consider in the Wadden region and perhaps in other parts of the Netherlands as well. The Northumberland Coast AONB & Berwickshire and North Northumberland Coast EMS Management plan 2009-2014 (2008) could serve as an example for the development of an Action Plan.

Dealing with conflicting interests

The main goals of an integrated approach, contrary to a sectorised approach, are to arrive at more sustainable economic activities, sustainable use of natural resources, a healthy and enjoyable environment, less trade-offs from one economic sector to another, and ultimately to lead to an improved quality of life. This asks for balancing the often conflicting interests of all policy domains, meanwhile giving consideration to the full range of temporal and spatial scales, and doing all this in a participative manner. Although such an approach is very demanding and time-consuming, the effort pays off in the longer term as has been illustrated in numerous articles and books on ICZM (a.o. Misdorp, 2011).

Twelve cases were selected from the OURCOAST database to find relevant information on how to deal with conflicting interests, including recreational uses and cooperation between sectors. A German case has been selected for detailed analysis.

The selected cases mention the absence of a coordinated governance system, distributed decision-making fragmented, overlapping *political scales*, multiple land ownership, a lack of a single management agency or policy and contradicting demands as key obstacles for effectively dealing with conflicting interests. The cases describe different ways to deal with conflicting interests:

Contradicting demands were in some cases explicitly identified leading to the mapping of areas with priority for nature development or for recreational economy development. Areas with ongoing conflicting interests were identified and the conflicts rated. Such **zoning concept** was integrated in one of the cases into (voluntary) Agreements for navigation regulations between the environmental NGO WWF and local user groups.

Another case showed how comprehensive **data collection** covering all relevant aspects helped to deal with conflicting demands in a coastal region. The data collection was followed by a thorough analysis concentrating on the conflicting factors and on the **identification of different management options**. This included taking stock of existing data, networking with relevant stakeholders which contributed to a conflict assessment between environmental objectives and economic activities in the area. Transparent, data-based debates was key to avoid misunderstandings amongst involved parties.

The benefits of **partnerships** include: sharing technical skills; the rapid establishment of funding partnerships; better understanding of different statutory duties and cultural perspectives; the ability to commission joint research and positive conflict resolution.

The Wadden region still requires one front office for the entire Wadden region. The RCW, once fully operational and in power, already covers many aspects of this kind of front office, but not all. To create a central point of contact for stakeholder issues is one of the lessons-learned from the cases analysis. An easy accessible front office will probably contribute to deal with conflicting interests in the Wadden region. Besides, it could function as an idea “dropbox” for management of the area on a very local community level.

Cross-border management

The Wadden region extends into the German Bight and includes the Wadden regions of Germany and Denmark. This makes international tuning of policies and management important. Such cross-border cooperation may particularly be worthwhile for the development and implementation of EU legislation such as the Birds and Habitats Directives, Environmental Impact Assessments and Natura2000 plans.

Examples of cross-border cooperation are available in the OURCOAST database. Five examples have been analysed; one of which in somewhat more detail.

Different legal and spatial planning systems as well as different approaches and responsibilities of the involved institutions may cause problems to develop joint Natura2000 management plans. Language barriers, different funding sources and long decisive processes hamper cross-border co-operation, according to the selected cases.

The Loughs Agency (UK) is in a way comparable with the RCW. A large difference however, is the legal mandate of the Loughs Agency. Because of the reported successes it is worthwhile to

consider the management structure of the Agency and to see what added value this may have for the Wadden region. The Agency's Strategy for the Development of Marine Tourism and Leisure for instance, includes Market trends of Marine tourism, social and economic significance, evaluation of marine tourism facilities, SWOT analysis, vision and strategy, organisational structure and an action plan. Especially the organisational structure is very detailed and clarifies the roles and responsibilities of the involved parties.

4.2 RECOMMENDATIONS

Based on the lessons learned from OURCOAST we recommend to:

- Explore the opportunities for the development of an Local Area Agreement including Partnerships. This could be an effective way to deal with the fragmented management and administration of the Wadden region. Interviews and discussions with the responsible case managers from the UK could provide new insights on how such instrument could be of use to the Wadden.
- Problem analysis of governance of the Wadden region.
- Relate OURCOAST lessons from the cases to the Wadden situation and analyse whether and how these lessons could be implemented in the (different) Wadden situation.
- Ensure a governance structure with clear responsibilities.
- Develop a clear communication culture/strategy, in which easy-to-interpret and shared monitoring data, play an important role. Debates based on facts as much as possible in stead of opinions.
- Develop one contact point for stakeholders in the Wadden region, in the Netherlands or even a joint contact point with Germany and Denmark.

We further recommend to:

- Compare the governance of the Wadden region with that of the Voordelta region, so that lessons-learned can be shared.
- Search the OURCOAST database on related topics each year, as the database is expected to be regularly updated with new cases and new lessons-learned.
- Apply for European co-funding for the development of governance studies in cooperation with Germany, Denmark (cross-border cooperation) and the UK (for its applicable lessons-learned).

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Bijlage 1 OURCOAST cases overview

Title	Country	Ch	Brief content
<u>Regional and local government working together to take forward agreed management priorities</u>	UK	3.2	Agreements between central government and the regional authorities are known as Local Area Agreements or LAAs (but hereafter called Agreements) and have been set up so that central government departments can delegate detailed, day-to-day, decision-making power. This case describes how Agreements can be used to support the goals of regional authorities.
<u>Coastal Partnerships improve governance</u>	UK	3.2	The aim of coastal partnerships is to improve decision-making by government, private and civil society stakeholders at a local/regional level. Coastal Partnerships act as a regular forum or conference bringing together decision-makers with sectoral interest groups to debate current issues.
<u>The joint management of an Area of Outstanding Natural Beauty and a trans-boundary European Marine Site</u>	UK	3.2	This case shows the integration of the management of two of the region's internationally important designated areas. Previously these two adjacent areas were managed separately; however increased awareness of the importance of managing land and sea in a consistent and integrated way has led to the production of this initiative. It is believed to be the first of its kind in the UK.
<u>How fragmentation in decision and policy-making among competent authorities can jeopardise ICZM approaches</u>	Cyprus	3.2	Moving away from piecemeal solutions to a planned approach with coastal erosion as part of land use planning processes. Inter-disciplinary approaches and cohesion in decision and policy-making is a decisive factor for the success of ICZM implementation.
<u>Institutional Coordination Agreements between the Directorate General for Coasts and the Autonomous Communities</u>	Spain	3.2	Institutional coordination agreements ensure the collaboration between Administrations for a better coastal management, the willingness to work together for a common objective, the exchange of information and transparency.
<u>A Guide to Implementing a Management System for ICZM</u>	Spain	3.2	The implementation of a Management System in a specific Management unit (municipal or regional coastal stretch, a singular area, a delta or a bay, a marine reserve) implies the elaboration of the system's documentation and the operative management procedures, as well as the creation of management agencies (director committee and processes committee).

<u>NGO land purchase/lease for conservation management and socio-economic development</u>	many	3.2	The concept of applying a funding mechanism for non-governmental organisations to purchase (abandoned) land and bring it under an ICZM management regime for conservation and wise use. Eco-tourism and eco-agricultural practices can be applied
<u>Coastal Zone Management Plans for islands</u>	Azores, Portugal	3.2	To develop and implement Coastal Zone Management Plans to four islands and promote a decision support methodology with the involvement of the local communities, while integrating ecological and socio-economic aspects
<u>Spanish Strategy for Coastal Sustainability</u>	Spain	3.2	The integrated diagnosis of the coastal zone carried out has permitted us to gain further knowledge of the state of the entire coast studied and to propose measures dealing with 4 main challenges: stopping the massive development of the coastal zone, recovering the physical and ecological functionality of the littoral, mitigation/adaptation to Climate Change effects, and changing the current coastal management model.
<u>The Andalusian Strategy on ICZM</u>	Spain	3.2	The general objective is to develop a new policy and governance for the Andalusian coastal zone, achieving a new institutional organisation model to overcome the current challenges in the environmental and socio-economic points of view.
<u>A Consortium for Integrated Management and Governance in the Costa Del Garraf</u>	Spain	3.2	A successful approach for sustainable and integrated coastal management, through the establishment of a local Consortium which includes municipalities, county councils, and the Regional Departments of the Generalitat of Catalonia, to elaborate action plans and specific projects. This initiative is the implementation at the local level of all the European, national and regional ICZM regulations, promoting the co-ordination and co-operation with institutional actors, scientists and social associations.
<u>Management of the Giant's Causeway and Causeway Coast World Heritage Site</u>	UK	3.2	Given the range of designations and management authorities a Management Plan was produced under the UNESCO requirements for World Heritage Sites (WHS). This Plan represents an enduring aspiration of the various organisations that have an interest in the conservation, management and development of the Causeway and its visitor facilities.
<u>A communication platform for coastal communities to further local sustainable development</u>	Latvia	3.3	A coastal communication network and platform development involving four facets, viz. coastal information, education/training, coastal participation and an environmentally friendly behaviour/green life-style approach in an informal rural community setting.
<u>Building consensus through Partnership for the multi-use of an estuary, the Wash</u>	UK	3.3	Estuary management partnerships are voluntary initiatives that aim to manage and co-ordinate the wide variety of human activities that occur in, and around, estuaries. The benefits of partnership working include: sharing technical skills; the rapid establishment of funding partnerships; better understanding of different statutory duties and cultural perspectives; the ability to commission joint research and positive conflict resolution.

<u>nature protection and maritime tourism in the Bird Protection Area, Wismar Bay</u>	Germany	3.3	Similar conflicts between bird protection and nature conservation with tourism, recreational use, and tourism development exist in other regions affecting beach and offshore areas. Spatial planning for the sea side has not been widely spread between Baltic Sea Region countries. Thus, this case study considering beach and sea use facilitates the exchange of such planning procedures that are not only constricted to the terrestrial area of the coast.
<u>Coastal management strategy for southwest Finland</u>	Finland	3.3	The development of a management strategy to take into account conflicting uses of the coast and the impacts of human use.
<u>A public - private managerial system for dunes breached by land-sea structures</u>	Scotland - UK	3.3	An effective, long term management structure involving different stakeholders from the public and the private sector has been overseeing the coastal region where the dune system is breached by North Sea oil and gas pipelines. Not only is the oil and gas supply handled but the management team ensure that the dune systems and their biodiversity are maintained. A similar approach can be appropriate for similar, or other, land-sea structures.
<u>Development of a System of Indicators for ICZM in the Balearic Islands</u>	Spain	3.3	A system of indicators for ICZM in the Balearic Islands has been developed as a policy, planning and technical tool. It is being implemented as part of a larger ICZM governance system and used to guide decision-making and policy development. One of the objectives is transfer of scientific knowledge to society and policy.
<u>The national contact point "Küsten-Kontor"</u>	Germany	3.3	In the German federal state, different federal ministries, state governments and municipal summit organisations have stakes in ICZM. Co-ordination of efforts and knowledge exchange have been improved by institutionalised regular meetings of the advisory council every 3 months. Furthermore, co-ordination and communication among stakeholders and with local constituencies will be supported by a central point of contact, the "Küsten-Kontor". The creation of this institution, for the time being on a tentative basis, was decided in 2009.
<u>Balancing conservation and tourism needs in a World Heritage Site, the High Coast and Kvarken Archipelago</u>	Sweden / Finland	3.3	Two adjacent areas in Sweden and Finland have been declared a World Heritage Site; they are unique landscapes with some exceptional species of flora and fauna. However, there is pressure from tourism. Both countries have developed an effective management set-up and are now cooperating to harmonise their policies and approaches.
<u>Conflict management in the case of the River Elbe dredging</u>	Germany	3.3	sustainable development plan was developed as a long-term vision for the region and the port as part of a conflict management approach. Application and adjustment of ICZM methods and tools with a participative processes integrated stakeholders from different administrative levels and different sectors.

<u>Town Planning Consortium for the Improvement and Landscaping of Platja De Palma Beach, Mallorca</u>	Spain	3.3	An agreement between several Administrations has been signed to ensure co-operation for the development and increase the value of the tourism activity in a mature Balearic tourist destination. A key issue in this project is the role of the Spanish Government, creating the post of Commissioner for the Palma Beach Consortium who reports directly to the Council of Ministers of the Spanish Government. The agreement results in the establishment of a Town Planning Consortium.
<u>Shoreline management conflict resolution for a long accretion coastline with diverse coastal uses</u>	Latvia	3.3	A Local Agenda 21 (LA21) approach has been applied to introduce participatory governance for conflict resolution in the coastal region of North Kurzeme (Latvia). A green coastal region sustainable development action programme was elaborated and coastal sustainability governance structures introduced, based on active participation of all main stakeholders.
<u>Sustainable wadden sea tourism</u>	Germany	3.3	The main aim was to promote environmentally-friendly tourism to create jobs and generate local income. The Wadden Sea tourism initiative aimed at realising the political decisions that were made by the Inter-regional Wadden Sea Co-operation.
<u>Management of Ireland's international water bodies: Lough Foyle and Carlingford Lough</u>	Ireland / UK	3.4	How to manage marine environments on a cross-border basis for both conservation and development interests on an ecosystems-basis despite conflicting jurisdictions and political uncertainty. This is achieved through a dedicated management agency with specified legal responsibilities.
<u>Management of coastal Natura 2000 habitats, Kopu peninsula</u>	Estonia	3.4	To ensure the favourable conservation of Natura 2000 areas through managing semi-natural habitats, directing the visitor flow and conducting public awareness actions.
<u>Cross-border Coastal Zone Management plan Szczecin Lagoon</u>	Germany /Poland	3.4	The development of ICZM plans increases the awareness of joint cross-border problems, issues, responsibilities and possible solutions. It promotes basic ideas of ICZM among decision-makers. The development of a cross-border ICZM plan requires a joint understanding of what ICZM is and what the purpose and function of the plan shall be.
<u>Management of Posidonia, vernal pools and halophytic wetlands in Natura 2000 sites</u>	Cyprus	3.4	The elaboration of management plans and management works in two coastal areas as part of a larger initiative to manage Natura 2000 sites.
<u>Management and conservation of coastal protected areas in the Baltic States</u>	Estonia	3.4	Estonia has one of the most sophisticated networks of coastal protected areas and some of the best preserved coastal NATURA 2000 habitats in the Northern Europe. This was achieved through long-term coastal conservation traditions and a rational spatial planning approach as well as due to substantial financial support from the World Bank and the EU.



KONINKLIJKE NEDERLANDSE
AKADEMIE VAN WETENSCHAPPEN

Wadden Academy-KNAW

Ruiterskwartier 121a
8911 BS Leeuwarden
Netherlands
t +31 58 23 39 030
e info@waddenacademie.knaw.nl

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Design cover: Glamcult Studio bNO

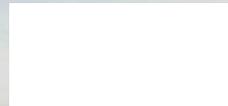
Photography: Jan Huneman

Printed by: Hollandridderkerk

© 2013 Waddenacademie

ISBN/EAN 978-94-90289-27-0

Serial number 2013-01



It is the ambition of the Wadden Academy to develop the Wadden Sea Region into an incubator for widely applicable integrated knowledge of sustainable development of a coastal area, in which natural values are a key element and form the foundations of the local and regional economy. The region is a meeting place for scientists from the Netherlands and elsewhere, administrators, policy makers and management agencies. Together, they develop sustainable and innovative solutions based on interdisciplinary knowledge. By 2020, the trilateral Wadden Sea Region will be the best monitored and best understood coastal system in the world.

The Wadden Academy is co-financed by the Wadden Fund

