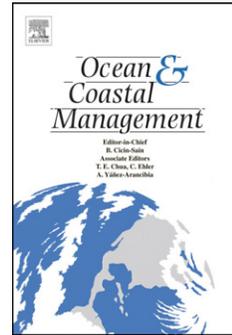


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The Wadden Sea Region: towards a science for sustainable development

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1 The Wadden Sea Region: towards a science for sustainable development

2 Abstract

3 The Wadden Sea is one of the largest intertidal areas in the world and has been designated as
4 a UNESCO World Heritage Site in recognition of its unique natural features. Major changes
5 in the morphology and ecology of the Wadden Sea over the past millennium resulted from
6 increasing anthropogenic influences such as coastal protection, land claim from the sea and
7 drainage of wetland for agriculture, exploitation of natural resources from hunting and fishing
8 to the extraction of groundwater, gas and oil, industrialisation at port locations and tourism at
9 the islands. A sustainable future can only be achieved if policy and management are backed
10 by solid science. Many of the anticipated changes result from the upscaling of pressures on
11 the Wadden Sea system. Economic globalization leads to upscaling of fisheries, tourism and
12 industrial activities, and thus to changed pressures on space and nature. Climate change will
13 lead to changes in hydrographic patterns, species distribution and possibly tourism; through
14 sea-level rise it will put pressure on coastal protection and the extent of intertidal areas.
15 Invasions of exotic species will transform the ecosystem. There are three major related
16 challenges to management: 1. Nature conservation in a changing system requires a focus on
17 preservation of the *values* and not the *state* of the system; 2. The adaptation of the
18 management structure to the scale increase of the pressures, so that local and regional
19 management becomes better nested in transregional and transnational governance structures;
20 3. Finally, the management approach needs to deal with increasing uncertainty in external
21 forcing of the system, as well as with nonlinearities in system dynamics when it is pushed
22 outside its normal range of operation. Based on these pressures and management challenges,
23 we advocate an integrated social-ecological systems approach for the scientific study and the
24 science-based management of the Wadden Sea Region. The essential characteristics of this
25 approach are strong interdisciplinarity and a focus on aspects of scale and cumulative
26 processes.

27 1. Introduction

28 The Wadden Sea is one of the world's most valuable stretches of coastline. Since 2009 the
29 Dutch and German parts have been designated a World Heritage Site (CWSS, 2008). The area
30 presents the world's largest coherent intertidal flats: 4,700 km² emerge during low tide. Its
31 ecosystem is characterized by a rich benthic fauna supporting millions of coastal birds visiting
32 in the course of a year (Reise et al., 2010, and references therein). The Wadden Sea extends
33 roughly 500 km along the southeast coast of the North Sea from Den Helder in The
34 Netherlands to Blåvands Huk in Denmark (fig. 1). A large part of the intertidal area is
35 sheltered by barrier islands and sand bars against the surf of the North Sea. The area counts 25
36 inhabited islands and several smaller vegetated islands and barren high sands. The total area
37 of the islands is about 2,000 km² and the Wadden Sea itself covers about 8,000 km². Part of
38 the mainland is included in what is defined as the Wadden Sea Region (see fig. 1) which has
39 one of the oldest and most complex cultural landscapes in Europe and has been inhabited for
40 more than 5,000 years (Knottnerus, 2005; Vollmer et al., 2001).

41 Traditionally, the Wadden Sea Region has been an important agricultural area. Tourism has
42 achieved an important source of employment especially on the islands and some mainland
43 port localities (Sijtsma et al., this volume). The major German ports of Hamburg,
44 Bremen/Bremerhaven and Wilhelmshaven, the Dutch Eemshaven/Delfzijl and the Danish
45 Esbjerg harbour important industries. At present, an estimated 3.5 million inhabitants live in
46 the 17,500 km² of land at less than 5m above or even below mean sea level in this region
47 (CPSL, 2010). Knowledge about the past, present and future development and management of
48 the nature, cultural heritage and the regional socio-economy of the Wadden Sea Region is of
49 great interest for the future use of other coastal lowlands and extensive tidal zones all over the
50 world.

51

52 The natural processes and socio-economic activities in the Wadden Sea Region form a
53 complex interplay which we need to understand in order to achieve a solid, science-based
54 management for a sustainable future of the region. In this paper, we advocate that an
55 integrated approach is required to understand the Wadden Sea Region *as a system* in the short,
56 medium and long term. In order to provide a background to the complexity of the combined
57 natural, socio-economic and socio-cultural system, below we first analyse the development of
58 the Wadden Sea Region from an exclusively naturally formed system towards a system that is
59 the result of a combination of natural change and progressive anthropogenic influences. We
60 then describe the major future challenges for this system. From these descriptions, we derive
61 the essential components of an integrated system approach, and address the question how
62 scientific research can best be organised in order to adequately inform the public and to
63 support management.

64 2. Natural and human history of the Wadden Sea Region

65 Although the Wadden Sea Region is certainly not homogeneous in terms of nature and
66 culture, the sub-regions do have an almost identical geological history and a shared history of
67 human habitation. We present a chronological overview that shows the main patterns in the
68 increasing human influence on the region. Interactions between the natural and the socio-
69 economic system since the Wadden Sea came into existence are illustrated. We refer to
70 Bazelmans et al. (this volume) for a more elaborate review of the increasing human influence
71 on the landscape of the Wadden Sea Region during the Holocene from a cultural-historical
72 perspective. The geological evolution of the Wadden Sea during the Holocene period has
73 been described in detail by Van der Spek and Beets (1992), Oost (1995), Vos and Van
74 Kesteren (2000) (the Dutch Wadden Sea); Streif (2004), Chang et al. (2006) (the German
75 Wadden Sea); and Bartholdy and Pejrup (1994), Aagaard et al. (1995) (the Danish Wadden
76 Sea).

77 *The early development of the Wadden Sea Region after the last ice age*

78 Some 18,000 years ago, at the last glacial maximum, the sea level in the region was about 125
79 m lower than it is today (Streif, 2004). In contrast with the previous Saale glaciation, the
80 region was not covered with ice during this Weichselian glaciation. The Pleistocene landscape
81 of the Wadden Sea Region has been formed both by glacial processes e.g. in the form of
82 terminal moraines and by glaciofluvial processes e.g. in the form of outwash plains formed by
83 the melting water from the Weichselian ice sheet. Some of the 16 present barrier islands have
84 developed attached to local heights in the Pleistocene landscape. The islands Texel (The
85 Netherlands), Amrum, Föhr and Sylt (Germany) have outcrops of Pleistocene sediments.

86 After the last ice age, melting of the Fennoscandian and Canadian ice shields caused the sea-
87 level to rise rapidly. Initially, the rate of sea-level rise was too high to allow the formation of a
88 barrier island system. Although there are some indications that the first barrier islands formed
89 approximately 8000 years BP it was primarily when the rate of sea-level rise decreased to
90 well below 10 mm/y that the present-day landscape started to form (Streif, 2004). From 5000
91 BP the sea-level rise slowed to 1-2 mm per annum, and crustal adjustments in response to the
92 unloading of the ice pressure in Scandinavia caused the land in the Wadden Sea Region to
93 sink gradually by about 1 mm per year (Vink et al. 2007). At the start of the formation of the
94 Wadden Sea system much of the sediment forming the Wadden Islands originated from the
95 bottom of the newly inundated North Sea. In the later development of the barrier islands the
96 long-shore sediment transport also played an important role.

97 The main driver of coastal morphology has been the relation between sea-level rise and
98 sediment supplied from the North Sea, until human engineering became more dominant
99 towards the end of the last millennium (fig. 2). This decreased the area of tidal flats by about
100 one third, and the islands and the mainland coast line became increasingly protected against
101 natural dynamics.

102 *Prehistory*

103 The landscape of the present North Sea basin has been inhabited by hunter-gatherers with a
104 mobile lifestyle (Gaffney et al., 2009). When sea level rose, these people had to give up the
105 Doggerland and gradually retreated towards the present coastlines. There the terminal
106 moraines of the mainland and of the islands of Sylt, Föhr and Amrum became densely
107 populated by Neolithic people (Bantelmann, 1992; Behre, 2008). Several of their megalithic
108 graves are still to be seen in this landscape. The occupation continued through the Bronze and
109 Iron Ages.

110 The coastal area of the northern Netherlands had been colonised by people by the early Iron Age.
111 Around 500 BC migrants from the sandy areas in the interior were able to settle in the salt
112 marshes. Since then the region was populated by warlike agrarian tribes. In absolute terms, the
113 population numbers were small, tens of thousands of people in total. However, compared with the
114 sandy hinterlands, the population density was relatively high (De Mulder et al., 2003). In the
115 more southern province of Drenthe the population density for the Iron Age en Roman period has
116 been estimated at about 3 persons per km²; for parts of the northern province of Groningen at
117 over 15 person per km². In the course of the Iron Age and Roman Iron Age a complex settlement
118 hierarchy developed of isolated farmsteads, hamlets and small villages (Knottnerus, 2005).

119 Dikes already were in use from 2200-2100 BP but on a small scale (De Jonge, 2009). The area
120 was still subject to regular flooding and thus, at first sight, a hostile environment. However, it
121 offered great opportunities in agricultural and economic terms, particularly for cattle-rearing.
122 Permanent habitation was made possible by the construction of houses on podiums consisting of
123 sods (terpen or wierden in Dutch; Warften or Wurten in German; værfter in Danish). Many of
124 these mounds still can be found in today's landscape. Together with the agricultural activity, they
125 were the first noticeable influence of man on the landscape. The humans living on the mounds
126 also exploited the natural resources of the Wadden Sea Region by fishing and hunting (Lotze et
127 al., 2005).

128 *Middle Ages*

129 In the first centuries of the Middle Ages (approx. 800-1500 AD), the region came first under the
130 sphere of influence and subsequently under the control of the Frankish and the Carolingian
131 Empire. However, until the end of the 15th century, there was a substantial degree of socio-
132 political fragmentation. Headmen [*hoofdelingen*] were in charge in the Frisian areas (the
133 provinces of Noord-Holland, Friesland and Groningen in The Netherlands, and Ostfriesland and
134 Nordfriesland in Germany). From the 9th century onwards, ecclesiastical institutions played a
135 dominant role in local communities and in the design of the built environment and the landscape
136 (see Bazelmans et al., this volume).

137 The introduction of dike building and land reclamations resulted in large-scale loss of salt,
138 brackish and freshwater marshes and only small strips of salt marshes remaining along the shores
139 of the Wadden Sea. This changed the hydraulics and related processes as water transport and
140 erosion and sedimentation patterns in the Wadden Sea (Reise, 2005). The first large scale dike
141 building activities commenced during the High Middle Ages, from the 11th to the 13th century.
142 This marked a significant change in the relationship between man and nature. Whereas
143 previously the sea flowed freely over the whole region during storm tides, it was now shut out.

144 This provided an enormous boost to habitation and agriculture but when storm surges broke
145 through dykes, people and cattle drowned in high numbers. These disasters were perceived as
146 God's aversion towards human wealth and corruption of moral standards, and had a lasting
147 imprint on the mentality of the coastal population (Jakubowski-Tiessen, 2011).

148 Next to the building of dykes, the large-scale exploitation of the extensive peat lands between the
149 clay areas and the sandy areas in the High Middle Ages also had a major impact on the coastal
150 environment. In terms of water management, the construction of dykes and the exploitation of the
151 peatlands cannot be considered separately (De Jonge, 2009). The exploitation together with the
152 oxidising of the peat caused lowering of the level of the mainland behind the dykes which
153 became a permanent challenge for drainage. Salt and peat mining also substantially contributed to
154 the lowering of the marsh surface below the level of the sea.

155 The intensified use of natural resources through the commercialisation of fisheries and hunting
156 was leading in several cases to changes in the ecosystems, principally through extinction of
157 exploited species. For example, in this period, grey seals were extirpated from the Wadden Sea
158 (Wolff, 2000).

159 *Early modern era*

160 The demographic changes in the 9th to the 14th century have formed the basis for radical
161 developments in the areas of economics, politics and religion during the early modern era.
162 Although the region was familiar with a modest farm production for an urban market, the 15th
163 and 16th centuries witnessed the development of market-oriented agricultural production,
164 agricultural specialisation and urban growth. This resulted in an economic boom with
165 intensive participation in international trade and shipping. The many ship remains in the
166 Wadden Sea bear witness to this phenomenon. In socio-political terms, people in the region
167 adapted themselves to a central power and different social classes became established (see
168 Bazelmans et al., this volume).

169 While agriculture on the mainland prospered, islanders often turned to whaling in Arctic
170 waters since the 17th century. From some islands almost all males left in spring to embark for
171 whaling, leaving the island's agriculture and artisanal fishing for the rest of the year to the
172 women. Although whaling was accompanied by a high death toll, it also accumulated
173 considerable wealth which is still manifested in the proper houses built by commanders.
174 When catch rates declined in the 18th century, whalers switched to trading vessels sailing
175 across all oceans.

176 From about 1000-1200 AD until about 1900 the nature of the interaction between humans and
177 the Wadden Sea natural system showed only gradual changes. Coastal salt marshes were
178 reclaimed continuously although the amount during different periods varied because of
179 economic and societal conditions. The tidal landscape was exploited intensively by fishermen
180 and hunters with consequences for the size of animal populations of fish, shellfish, seals and
181 birds (Lotze et al., 2005). Regulation of human activities was almost non-existent, although in
182 later years a license was needed for reclamation of salt marshes and the harvesting of eelgrass
183 in the Dutch Wadden Sea. In this gradually-changing relation between humans and the

184 Wadden Sea, some events stand out like the plague of the shipworm (*Teredo navalis*) in 1730-
185 1732, which led to the replacement of wooden piles in the seawalls by stone protection, and
186 stopped the use of eelgrass as building material in dykes (Bakker, 2011; Van Katwijk, 2003;
187 Van der Meer, 2009).

188 *The modern and present era*

189 In the course of the 19th century, agriculture in the region underwent substantial changes and a
190 form of agricultural capitalism arose which had a major impact on society. Arable land and
191 pasture was concentrated in the hands of large-scale farmers [*hereboeren*] who employed large
192 numbers of agricultural workers. Social inequality was a key feature of the modern era and
193 existed well into the 20th century. Middle-class elites played a key role in reconciling provincial
194 self-confidence with loyalty to the respective state, the Netherlands, Germany and Denmark. In
195 addition to a wide range of religious denominations, various sections of the population developed
196 ideological perspectives in which research, progress, edification and development played a key
197 role (see Bazelmans et al., this volume).

198 Of essential importance for the most recent history is the transition made in the middle of the 20th
199 century from a situation of scarcity for many to one of abundance for many. Although there was
200 no large-scale industrialisation or urbanisation in the region, the progressive mechanisation
201 process enabled its inhabitants to choose a quite different relationship with their natural
202 environment and landscape. Rationalisation and economy of scale are the key terms used to
203 describe the trends in agriculture, the design of the built environment and the infrastructure. On
204 the islands, tourism advanced to the key economy and also considerably changed the life style of
205 the islanders. New machines based on the use of fossil energy greatly facilitated the embankment
206 of salt marshes and now also included tidal flat systems. The largest of all projects was the
207 separation of the Zuiderzee (now IJsselmeer) from the Wadden Sea in 1932 by the Afsluitdijk to
208 improve coastal protection and to gain agricultural land. This changed the ecosystem of the
209 estuary completely and reduced the populations of diadromous fish (De Beaufort, 1954). The
210 islands of Sylt and Rømø became connected with causeways to the mainland in 1927 and 1943,
211 respectively. Following severe storm flood disasters in the Dutch delta area in 1953 and in
212 Hamburg 1962, governments have launched an unprecedented program of coastal defence.

213 As a corollary, people behind the dykes began to feel safe. This may have been an essential
214 prerequisite for a shift in perception from a threatening sea to one that has become more and
215 more threatened by human impacts and consequently deserves protection as well (Fischer, 2011).
216 The almost one thousand year old tradition of reclaiming land from the sea for agriculture slowly
217 died in the second half of the 20th century because nature values were higher valued than
218 economic gains (Wolff, 1992). Due to the excellent and visionary work of the Mazure committee
219 plans for the total embankment of the former Zuiderzee and the Wadden Sea with dams between
220 barrier islands and across estuaries were given up (report Waddenzeecommissie, 1974). Cost-
221 benefit-analysis showed that reclaiming the land was also not profitable from pure economic
222 point of view (Oosterhaven, 1981). Also in Germany land reclamation for coastal protection
223 came to an end in the 1980s.

224 While land reclamation was cancelled there were growing concerns about the impacts of other
225 human activities: fishery, hunting, military exercises, coastal protection, tourism and
226 industrial developments. It led to the implementation of many policy measures that protect the
227 ecological values of the region (see next section). In the 2000s the discourse shifted from
228 nature protection towards a discourse where nature development could go hand-in-hand with
229 sustainable economic development (Runhaar, 2009; Reise, 2011). The turning point was the
230 report of the Advisory Group on Wadden Sea Policy (Meijer Committee) published in 2004
231 that noted that policy on and management of the Dutch Wadden Sea had reached an impasse
232 and that the natural qualities of this unique region had deteriorated in a number of respects.
233 However, the committee also found that a defensive policy and management style had been
234 adopted with respect to the Wadden Sea Region, in which all the energy had been focused on
235 prevention rather than creation and development. The committee felt that a major unintended
236 consequence of this was that the development and improvement of the natural environment
237 had been impeded and the economic development of the Wadden Sea Region and the northern
238 part of the Netherlands had been blocked. The committee therefore argued strongly in favour
239 of adopting an offensive conservation strategy. According to the committee, the main
240 objective was to design a sustainable means of protecting and developing the Wadden Sea as
241 a nature reserve and preserve the unique open landscape. The committee believed that an
242 integrated perspective based on prioritising the natural environment with limited shared
243 human use was necessary to monitor and continue to develop the values and interests which
244 are at issue. The offensive strategy that the committee envisaged included establishment of a
245 Wadden Fund to finance additional investment in a sustainable future for the Wadden Sea
246 Region. As a consequence of the report of this committee it was allowed to extract natural gas
247 from beneath the Wadden Sea under the condition of strictly monitoring of the effect on the
248 level of the Wadden Sea bed ('hand aan de kraan' principle). Parts of the revenues of natural
249 gas were used to establish the proposed Wadden Fund with a budget of 800 million euro
250 available over for period of 20 years (including compensation for cockle fishers). The
251 development of the awareness of the natural values in combination with the need of
252 sustainable regional economic development of the Wadden Sea Region during this time
253 period constitutes a major mind shift in the public opinion.

254 **3. The dawn of nature protection in the Wadden Sea**

255 Fifty years ago, a gradual mind shift commenced in the public perception of the Wadden Sea
256 from an intertidal wasteland from an agricultural perspective and an often threatening stormy
257 sea towards a natural wetland of global importance and towards a sea threatened by pollution
258 and other human impacts (Wolff, 1992). This mental transition was accompanied by conflicts
259 between coastal stakeholders and mostly urban nature conservationists. This prompted the
260 Danish, German and Dutch governments to begin cooperation on nature conservation and
261 environmental monitoring. This has so far culminated in the nomination of the Dutch and
262 German sectors of the Wadden Sea as World Heritage Sites based on their universally
263 outstanding hydrography, morphology, ecology and biodiversity (CWSS, 2008). Below some
264 steps in the development of this new perception of the Wadden Sea are described.

265 *The first protection measures*

266 In the first decade of the 20th century the idea of nature protection which had developed on
267 land in the second half of the 19th century, was introduced into the Wadden Sea. In the period
268 1907 – 1916 the small islands of Jordsand (1907), Memmert (1907), Norderoog (1909),
269 Mellum (1912) and Griend (1916) obtained protected status because of their large breeding
270 colonies of seabirds. Egg collecting and hunting of adult birds were not longer allowed.
271 Remarkable enough the protection of breeding colonies was seen as sufficient; the protection
272 of tidal flats and shallow waters was not considered necessary.

273 Due to initiatives of artists on the island of Sylt, a dune area and nearby cliff with a tricolor of
274 tertiary deposits became the largest nature reserve of Germany in 1923. Rather than for the
275 protection of rare plants and animals, the intention was to preserve the sublime nature of this
276 coastal landscape inspiring many painters and writers. However, these reserves remained
277 singular examples of nature conservation. In the first half of the 20th century, the Wadden Sea
278 as such was not yet seen as a natural entity but as a coast of dreary mudflats and treacherous
279 to sail. Early tourists remained concentrated at health resorts and the fronting beaches.

280 *Awareness of the Wadden Sea as a rich and threatened coastal wetland*

281 In the 1960s the significance of the Wadden Sea with its barrier islands, tidal flats, salt
282 marshes and sand dunes became more and more apparent to ecologists. The International
283 Waterfowl and Wetlands Research Bureau (IWRB) and other organisations made inventories
284 of wetlands on a European scale and initiated bird counts. The results were presented at
285 international conferences among which the MAR conference held in the Camargue in 1962
286 has to be viewed as an outstanding event. For the first time the Wadden Sea and other
287 European (and North African) wetlands could be compared and thus the outstanding position
288 of the Wadden Sea as a breeding and feeding area for coastal birds became clear to European
289 scientists and conservationists.

290 With growing awareness of the natural values, several human activities within the Wadden
291 Sea became a concern, i.e., land reclamation and salt marsh management, fishery, hunting,
292 military exercises, coastal protection, tourism and industrial developments.

293 In 1962 Rachel Carson's book *Silent spring* was published, showing how chemical pollutants
294 could affect the animal populations of entire landscapes (Carson, 1962). Dutch hydrographers
295 knew that the residual current along the Dutch coast carried the discharge of the River Rhine
296 towards the Wadden Sea (e.g. van Veen, 1936). The death around 1965 of tens of thousands
297 of seabirds in the Dutch Wadden Sea, among which spoonbill, sandwich tern, eider duck and
298 herring gull, made clear that pesticide pollution from the petro-chemical industries at the
299 Rhine estuary could influence the Wadden Sea ecosystem. In the same period it was noted
300 that in the Dutch Wadden Sea the numbers of harbour seals declined due to an at that time
301 unknown cause. In March 1967 the super tanker Torrey Canyon carrying 120,000 tons of
302 crude oil, ran aground on the coast of Cornwall, U.K. This disaster was covered extensively
303 by the public media and nature conservationists realized that a similar disaster could happen
304 to the Wadden Sea.

305 This resulted in private initiatives to strive for better protection of the Wadden Sea. An
306 international (NL, D, DK) working group of concerned scientists was established in 1965.
307 They published a scientific overview of the geomorphology, hydrography and ecology in a
308 series of 11 reports, collectively known as “The ecology of the Wadden Sea” (Wolff [ed.],
309 1983). The aim was to inform the public about recent research results showing the unique
310 position of the Wadden Sea. Many of these scientists also took part in other initiatives. Their
311 most influential outreach was their contribution to a lavishly illustrated book on the Dutch,
312 German and Danish Wadden Sea with its natural values and threats published by the Wadden
313 Sea society and Natuurmonumenten (Abrahamse et al. [ed], 1976). A school boy, Kees
314 Wevers, had started this *Landelijke Vereniging tot Behoud van de Waddenzee* [National
315 Society for the Preservation of the Wadden Sea], also in 1965. This society developed into a
316 highly influential non-governmental organisation. In Germany, among others Gerd Oetken
317 founded the *Schutzstation Wattenmeer* in 1962 which established visitor centers on many
318 islands and offered tours into the mudflats guided by young volunteers. In Denmark, a NGO
319 group for the protection of the Wadden Sea was formed in which scientists, managers and
320 different stakeholders were represented.

321 Such initiatives were pushed by a policy document of the Dutch government in 1967 which
322 proposed to reclaim the Wadden Sea. After public discussion this led to the establishment in
323 1970 of a government committee (called Commissie Mazure after the name of its chairman)
324 charged with the task to investigate the best options for the future of the Dutch Wadden Sea.
325 In 1974, the Mazure committee concluded that the Dutch Wadden Sea should not be
326 reclaimed and instead be protected as a nature reserve or national park (Waddenzeecommissie
327 report, 1974). The Dutch government accepted the conclusion and formulated a Wadden Sea
328 policy in a document known as the Planning Decision Wadden Sea under the Dutch Planning
329 Act and which stated that “the protection, the preservation and where needed the restoration
330 of the Wadden Sea as a nature area” (*de bescherming, het behoud en waar nodig het herstel*
331 *van de Waddenzee als natuurgebied*) should be the target of the Dutch government policy. In
332 1980 the Dutch Parliament agreed with this policy and in 1981 major parts of the Wadden Sea
333 were protected as “state nature reserves”. In Germany, almost the entire Wadden Sea became
334 a National Park (Schleswig-Holstein in 1985, Niedersachsen in 1986), but excluded were the
335 large estuaries and most of the islands. Also the Danish Wadden Sea received protected status
336 and the peninsula Skallingen was taken over by the Danish authorities in 1979 to decrease
337 grazing and prevent further building of summer houses. At the same time a protected area
338 between Skallingen and the island Langli in the Wadden Sea was established as a “natural
339 scientific reference area”. All the above examples show the growing awareness of the
340 Wadden Sea as an endangered coastal wetland during the 1960s and 1970s.

341 *Towards a trilateral Wadden Sea cooperation*

342 Already in 1974 the Dutch government had consulted the Federal Republic of Germany and
343 Denmark about international cooperation in Wadden Sea protection. These consultations
344 shipwrecked due to disagreement between the federal and the regional state governments in
345 Germany. To solve the problem it was agreed that scientists of the three countries should
346 investigate the matter and report on the desirability of international Wadden Sea protection. A

347 meeting was held at the Dutch island of Schiermonnikoog in November 1975 (Wolff, 1976).
348 Later, this meeting was considered to be the first International Scientific Wadden Sea
349 Symposium. The meeting reported positively on international Wadden Sea protection so the
350 process could continue.

351

352 Since 1978, The Netherlands, Denmark and Germany have been working together on the
353 protection and conservation of the Wadden Sea covering management, monitoring and
354 research, as well as political matters. In 1982, a Joint Declaration on the Protection of the
355 Wadden Sea was agreed upon in which the countries declared their intention to coordinate
356 their activities and measures for the protection of the Wadden Sea. To facilitate the
357 cooperation in nature management, a Common Wadden Sea Secretariat was established in
358 Wilhelmshaven in 1987. Regular scientific symposia were organized, ecosystem studies at
359 selected tidal basins were conducted, and the Trilateral Monitoring and Assessment Program
360 (TMAP) formed the basis for the Wadden Sea Quality Status Reports since 1991. In 1997, a
361 Trilateral Wadden Sea Plan was adopted which defines common management targets and
362 which has been updated in 2010 (CWSS, 1998; 2010).

363

364 *Nomination as a World Heritage Site*

365

366 Although the Wadden Sea area was listed as a biosphere reserves in the 1980s and was
367 subject to protection by several international conventions concerned with the natural
368 environment, the highest level of international recognition was attained with the nomination
369 of the Dutch and German Wadden Sea sectors as a World Heritage Site in 2009 (an extension
370 to the Danish part is envisioned for 2013). On a global scale, up to now 43 other coastal sites
371 are listed by the UNESCO as natural World Heritage, among them the Sundarbans (India and
372 Bangladesh), the Everglades (USA), the Galapagos Islands (Ecuador) and the Great Barrier
373 Reef (Australia). While nature protection in the Wadden Sea has met considerable opposition
374 by local stakeholders in the past, the World Heritage is now widely appreciated (Van der Aa
375 et al., 2004).

376

377 Roughly within half a century, a complete mind shift has taken place from a coastal region
378 struck by a threatening stormy North Sea and burdened by a fuzzy fringe of salt marshes,
379 mudflats and shifting sands before the 1960s, to a well protected and globally outstanding
380 coastal wetland at the beginning of the 2000s. Natural values have advanced to the economic
381 basis of the Wadden Sea Region, attracting more than 10 million touristic visitors per year.

382

383

384 4. Future challenges for the management of the Wadden Sea Region

385 As shown in the previous section, the protected status of the Wadden Sea, both nationally in
386 the three countries and internationally in the trilateral agreement, has been formalized in
387 legislation and different management institutions. Over time, this has also evolved from a
388 static and defensive (purely ‘conservation’) strategy, towards a more dynamic and positive
389 strategy aiming at sustainable development. Over the last decade, we have moreover
390 witnessed the installation and operation of the European Natura 2000 legislation. This has led
391 to significant changes, e.g. in fisheries management. In The Netherlands, the cockle fisheries
392 debate was crucial in this discussion and in the development of legislation realizing the
393 precautionary principle (Turnhout, 2008; Van Nieuwaal, 2011). New challenges arise in
394 realizing initiatives to restore natural values, as in the *Programma naar een Rijke Waddenzee*.
395 In this Dutch programme, NGO’s and government bodies cooperate in a coordinated move to
396 improve natural quality by better management of the physical infrastructure, fisheries, sea
397 defences and other exploitation. The programme also explicitly aims at a scientific
398 underpinning of these initiatives..

399 In the present paper we want to look ahead and analyse the need for scientific underpinning of
400 management at a decadal time scale. Whereas the number of different issues arising in the
401 Wadden Sea management can easily lead to *ad hoc*, sectoral approaches, it is also important
402 to keep the general picture and prepare the scientific understanding needed for future major
403 issues in management. We argue that the scale difference in driving forces, from
404 local/national to regional/global, is the central challenge that needs to be taken into account
405 for the management of the area. This global dimension is reflected both in the pressures on
406 the system, as well as in its protection status. It is also present in the role the Wadden Sea can
407 play as a globally relevant example of sustainable coastal development.

408 In many respects, the relevant scales of the pressures on the system are becoming global.
409 Global population number, welfare, consumption and production are increasing fast. Global
410 trade and travel flows cause increasing pressures on natural systems on the global scale
411 profoundly affecting coastal ecosystems. Because there is a tendency that people live more
412 and more in big cities, economic, social and cultural globalization foster developments in the
413 human society at the coastlines, e.g. related to transportation, harbour development and
414 tourism, that change the context for local management. Adaptation of a democratic
415 management system to these pressures, objectives and management responses at the
416 appropriate scale in a world that is globalizing at a high rate, is the major challenge for the
417 Wadden Sea Region in the new millennium. It is, however, not unique to this coastal system.
418 Thanks to its World Heritage status, the Wadden Sea has become a relevant example and role
419 model for challenges experienced by all management of regions with high natural values. The
420 main pressures on the natural system of the Wadden Sea are described below.

421 *Climatic warming*

422 There is considerable uncertainty about the effects of climate change on the Wadden Sea.
423 Global climate predictions (IPCC, 2007) inevitably show a wide range, but this uncertainty
424 grows with downscaling to a relatively small region such as the Wadden Sea Region.

425 Regional climate predictions have been made for the German North Sea coast (Von Storch
426 and Claussen, 2011). They have also been prepared for the Dutch part of the Wadden Sea
427 Region (Kabat et al., 2009b). Effects of climate change for the Wadden Sea Region will
428 manifest themselves through a number of anticipated effects. Temperature increase and
429 changes in the seasonal pattern will have effects on the ecosystem through the physiology of
430 organisms which translates into changes in distribution patterns of species and interspecific
431 relations (Beukema, 1992; Beukema et al., 1990; Beukema and Dekker, 2005; Beukema et al.
432 2009; Philippart and Epping, 2009; Wiltshire et al., 2010). Temperature increase may also
433 substantially benefit tourism.

434 *Rising Sea*

435 For the geomorphology, areal size of habitats and the safety of the inhabitants in the Wadden
436 Sea region, an accelerating sea-level rise would no doubt be the strongest long-term driver
437 (Wolff et al., 2010; CPSL, 2010). Basic questions arise. With a subsiding land on one side of
438 the dikes and an accelerating sea-level rise on the other, what will be the long-term
439 adaptations which supersede the intermittent role of stronger and higher dikes? Could natural
440 sedimentation still balance the rise in water in such a way that tidal flats and salt marshes will
441 not become permanently submerged? Should eventually the strategy of stabilizing the
442 positions of barrier islands be superseded by adapting island infrastructures and homes to
443 islands which move and change shape in response to higher levels of the sea?

444 Global sea level is linked to global temperature by thermal expansion and glacier ice loss.
445 However, the future contributions from the polar ice sheets remain the largest uncertainty in
446 projections of sea-level rise in this century and beyond (Willis and Church, 2012). Up to now,
447 there is a good correspondence between a recent increase in global sea-level rise and the rise
448 measured in the Wadden Sea (Kemp et al., 2011; Wahl et al., 2011), although in addition the
449 glacio-isostatic subsidence has to be taken into account (Gehrels et al., 2006; Vink et al.,
450 2007). For the purpose of contingency planning, the Dutch Delta Commission made a high-
451 impact low-probability worst-case scenario. This scenario estimates that the relative sea level
452 may be about 1 m higher in 2100 (Samen werken met water, 2008). In any scenario, sea-level
453 rise will put pressure on the safety of the inhabitants of the Wadden Sea Region. It is a threat
454 for the economic activities in the region due to the risk of interruption in production or
455 damage to real estate and infrastructure on the one hand and the cost of flood protection on
456 the other hand.

457 Under high rates of sea-level rise and insufficient longshore or onshore sediment supply,
458 barrier island systems experience sediment shortage, which under natural conditions causes
459 the barrier island to move towards the mainland and displace their massive volume of
460 sediment towards the tidal basin (FitzGerald et al., 2008). This is incompatible with a fixed
461 position of the islands, and thus creates the need for alternative sediment sources (CPSL,
462 2010). Model explorations also suggest that at high rates of sea-level rise, the natural import
463 of sediment into the tidal basins could be too low for the basins to continue adjusting to the
464 level of the sea. The largest tidal basins are expected to face a negative sediment budget first.
465 Substantial amounts of sand need to be dredged from the bottom of the North Sea to nourish

466 the sandy islands and tidal basins with the aim to compensate for sea-level rise (Reise, 2003;
467 CPSL, 2010). Dikes need to be adapted to elevated storm tides. However, the Wadden Sea
468 coast is faced with an unsustainable development with a rising sea level in front of a subsiding
469 surface of the land in the marsh. The old tradition of building houses on dwelling mounds
470 (terpen, Wurten, Warften) from the time before a coherent “golden ring” of dikes came into
471 place may be revived for the Wadden Sea Region. Homes may be also built on floats to
472 reduce the risk of flooding. Instead of draining deep lying land, a waterscape may be created
473 where agricultural use gives way to aquacultures or recreational areas. Although this sounds
474 futuristic, the debate on such alternative land use ideas should commence in an attempt to
475 combine necessary adaptations to a continuing rise of the sea with novel economic potentials
476 (Reise, 2011).

477 *Globalization of the biota*

478 As in other coastal regions with a long tradition of busy ports with trade relations across the
479 oceans, there has been a cumulative process of alien species invasions into the Wadden Sea
480 Region, penetrating the native species communities and occasionally even achieving
481 dominance (Wolff, 2005; Buschbaum et al., this volume). The rate at which new invasions are
482 observed is increasing. However, most of the invasions did not result from direct
483 introductions into the Wadden Sea. Immigrations occurred after initial introductions
484 elsewhere along the European Atlantic coasts with more transoceanic commerce and
485 aquaculture activities employing organisms from overseas.

486 It is suggested that ‘old’ invasions, such as *Spartina*-grass, *Crepidula*-limpets and an
487 Australian barnacle show a new wave of expansion in the wake of climatic warming (Loebl et
488 al., 2006; Nehls et al., 2006; Witte et al., 2010). Also the rapid invasion of Pacific oysters has
489 been facilitated by summer temperatures above average (Diederich et al., 2005). This
490 indicates a synergistic effect between climate change and invasion success in the Wadden
491 Sea. Nonnative species have strongly pervaded the recipient ecosystem and the new
492 interactions will permanently create novel and unique eco-evolutionary developments
493 (Carroll, 2011). Although the cumulative process of species invasions is increasing species
494 richness (Beukema and Dekker, 2011), such changes may not only alter ecosystem
495 functioning but may affect fisheries and the touristic use of the Wadden Sea as well.

496 *Globalization of the economy*

497 Regional and national economies are becoming ever more closely interwoven because the
498 specialisation of production processes is taking place on a global scale in locations where the
499 greatest benefit can be derived from economies of scale or cost advantages. As a result,
500 international trade and transport flows have increased and also affect the ports in the Wadden
501 Sea Region because more and taller ships are used (Eurostat, 2012). Economic activities like
502 fishing, agriculture and tourism are also subject to international competition and this may lead
503 to changes in the production locations and scale and to other tourist destinations.

504

505 When deciding whether the Wadden Sea Region is a suitable location for the production or
506 distribution of goods, it is essential to make an overall assessment from a trilateral perspective

507 of the costs and benefits of alternative locations inside and outside the Wadden Sea. An
508 example is the mechanical cockle fisheries that provoked considerable political struggle in
509 The Netherlands in 2000-2005 (Van Nieuwaal, 2011 and references therein). The cockles
510 were nearly all exported to southern European countries at the expense of damage to the
511 ecosystem in the Wadden Sea (e.g. Piersma et al., 2001 but see the more multi-faceted
512 discussion in Van Nieuwaal, 2011).

513

514 The power stations planned in the estuaries of the Wadden Sea (Ems estuary, Jadebusen,
515 Elbe) are a good example of large scale investments in the Wadden Sea Region that are
516 beneficial especially outside the region and possibly have a highly negative environmental
517 impact in the Wadden Sea due to the use of cooling water, the dredging of access channels to
518 bring in coal and CO₂ emissions. Pathways and cables towards offshore wind parks, and
519 possibly pipelines for captured and fluidized CO₂ for storage below the North Sea, will
520 traverse the Wadden Sea. The planned wind parks seaward of the Wadden Sea are likely to
521 attract further industrial developments in the offshore region. This thus leads to an additional
522 challenge: how to match the economic activity nearby the Wadden Sea with the unique
523 natural values of this area.

524

525 From a commercial point of view the power stations planned for Eemshaven are highly
526 profitable for investors. But it is uncertain whether this is also true from a societal point of
527 view when account is taken of the negative external impact in the form of environmental
528 damage and a comparison is made with possible alternative and more sustainable
529 development options for the trilateral Wadden Sea Region. Old problems with eutrophication,
530 cooling water and chemical pollution will never get back to zero and continue to stress the
531 ecosystem. Shipwrecking, lost containers and oil spills are also a potential threat to the
532 ecosystem. In addition, increasing numbers of visitors could intensify coastal urbanization.
533 This could, just like coastal defence, further the sprawl of hard shoreline structures where
534 once soft and gentle shores prevailed.

535

536 **5. Challenges for management**

537 The trends sketched here have important consequences for the Wadden Sea management.
538 Since human influence is so important to determine the system's fate and evolution, it is clear
539 that the motivations for human behaviour, essentially the values of society, are among the
540 most important drivers for the system. These values have been seen to be variable in history,
541 and are constantly changing also in the present day. Moreover, as has been argued with
542 respect to recent developments and prospects for the future, there is a competition of different
543 value systems between inhabitants and visitors, national and international communities and
544 also between the short and the long run. Thus, the political system and its way of division of
545 power will be of great importance for the future of the region and the type of management that
546 will be required and/or provided for the Wadden Sea Region in the coming decades. This is
547 especially interesting against the background that now finally the Wadden Sea has been
548 recognized as World Heritage Site and its conservation has been sanctioned by the

549 international community. Another challenge is matching the spatial and time scales at which
550 natural and socio-economic processes take place. A third consequence of the future trends is
551 the decreasing predictability of the external forcing on the Wadden Sea system.

552 *Conservation of natural values in a changing system*

553 Change will be apparent in the ecological, geomorphologic, economic and social subsystems.
554 It will also be translated into the landscape, e.g. due to clogging of the horizon or filling of
555 (now) empty spaces. One of the major grounds to declare the Wadden Sea a World Heritage
556 Site is the natural dynamics of the geomorphology (UNESCO, 2009) which now might
557 become partially driven by anthropogenic climatic changes including sea-level rise and
558 possibly altered storminess. This modification of these dynamics may come in direct conflict
559 with safety of inhabitants or ecological functioning of the system. Conserving the system in
560 its present state with the aid of (intensified) sand nourishments at the sandy coasts is highly
561 unnatural, but yet may conserve the ecological values (e.g. migrating birds) and morphology
562 in a 'better' state than a (naturally) drowned system. This is especially true if on a longer time
563 scale a drowned system is unavoidable. Managing change in a conservation area, including
564 strategies of reversal, mitigation or adaptation where most appropriate, will be a major
565 challenge for the future.

566 Managing change implies that the unique *values* of the Wadden Sea, rather than its current
567 *state* be as well preserved as possible. The ultimate aim of conservation politics could not be
568 to conserve a particular, frozen, state of the natural system against all trends in the boundary
569 conditions, such as climate, large-scale hydrography or species invasions. However, even
570 when change may be inevitable, not every change is equally desirable. Conservation politics
571 therefore must find a basis for management that is independent of the physical possibility to
572 maintain a steady state in the system. This basis can be found by focusing on how the most
573 important values can be maintained in a changing system. As mentioned in the introduction,
574 in the case of the Wadden Sea, the migrating bird populations of world importance are one of
575 the major values of society. Other values relate to the delicacy of coastal and estuarine
576 geomorphological processes, and to the adventure of long wet walks across the bottom of the
577 sea when the tide is out. Conservation politics should also take account of how the valuation
578 itself changes over time. Valuation is, therefore, the result of a societal discussion process that
579 will continue in the future. Science plays a crucial role in this discussion, as 'spokesperson of
580 the inarticulate' (Latour, 2004), but also as a methodologically sound way of obtaining insight
581 in the system, and thus of conserving consistency in the valuation and the management.
582 Science is, however, not the exclusive source of 'truth' or the absolute benchmark for
583 conservation policy, as this necessarily also relates to economic, social and legal domains of
584 society, as well as to cultural and aesthetic norms. In this concept, scientific insight is in need
585 of permanent improvement and actualisation, so as to serve and inform the community debate
586 as well as possible. A lively and multidisciplinary scientific activity, including a lively
587 discussion culture, are thus necessary conditions for the permanent actualisation of
588 conservation policies.

589 *Matching scales*

590 A second consequence of the pressures on the Wadden Sea system concerns scale matches
591 and mismatches both in time and space between the governance and the natural system. In the
592 Wadden Sea Region, a fundamental change of scales has taken place and is still taking place
593 for both systems. The social system, or at least the part of it where policy aims are set and
594 evaluations are made, is upscaling by defining the entire Wadden Sea as a (managerial) unit,
595 and by setting the objectives of the policy in the framework of conserving important natural
596 assets at world scale as UNESCO World Heritage Site. The economic system is upscaling too
597 because of worldwide specialization of production and equalizing consumption patterns
598 together with negative environmental effects that may occur on a worldwide scale. At the
599 same time, the natural system is subject to a number of global changes like climate change
600 that can hardly be influenced (at most mitigated) at a local or regional level.

601
602 Because of global trends in the economy, there is an increasing need to evaluate projects on a
603 larger scale than before. The power stations planned along the entire Wadden Sea are a good
604 example of this need. When regulations require that location permits are evaluated based on
605 the effects of individual plants, this may lead to suboptimal location choices when the
606 cumulative effects of all newly planned power plants together exceed crucial thresholds for
607 the ecosystem that are not violated by any of the individual plants. Cooling water intakes of
608 the different plants do not normally interfere with respect to temperature increase of the water,
609 but they do affect a common fish population that thus may accumulate negative impacts
610 (Jager, 2010). The increasing concentration of power plants along the Wadden Sea
611 necessitates the adaptation of governance systems to cope with this upscaling and the
612 cumulation of potential negative effects for the ecosystem.

613
614 Harbour development along the Wadden Sea and in the estuaries is a second important
615 example illustrating the need to upscale management of the area. In order to cope with the
616 global trend of intensifying trade and port development, there is a need to coordinate an
617 integrated study of port developments in the region, their socio-economic significance and
618 their impact on the ecosystem. This requires a joint trilateral economic and social review of
619 the socio-economic development options in the medium and long term in the Wadden Sea
620 Region, in which the entire Rotterdam/Antwerp-Hamburg region must be considered,
621 including the option of a joint offshore terminal for the ever larger vessels to avoid further
622 dredging in the estuaries. As was illustrated by the case of the Ems estuary, dredging modifies
623 the hydraulics so that the turbidity in the estuary increases (de Jonge 1983, 2000). When
624 hydraulics related to the estuarine turbidity zone are strongly modified the system changes
625 into a turbid and (in summer) anoxic state that is excluding migration and reproduction of
626 diadromous fish (Schuttelaars et al., 2011). In estuaries with large harbours (e.g. Elbe,
627 Schelde) different mitigation options are investigated within the TIDE-project (<http://tide-project.eu/>) but given the extensive and difficult measures to take, it is questionable if such
628 mitigation is possible when harbour development takes place in a distributed and diluted
629 along the entire coast.

631 Proper trilateral management of the Wadden Sea Region in times of globalisation needs to be
632 nested into a management regime to be developed for the entire North Sea region which in

633 turn constitutes a part of the sustainability policies for the European seas. Conversely, proper
634 management entities within the Wadden Sea are tidal basins and estuaries, islands and
635 mainland counties or municipalities. Scale hierarchies are an important template for
636 organizing management networks. A proper organization of the hierarchy in the management
637 system can make the difference between effective and ineffective management (Cumming et
638 al., 2006; Olsson et al., 2007).

639 *Dealing with uncertainty*

640 Natural systems are variable, both in the external forcing by weather, climate, hydrography,
641 nutrient input etc., as well as in their internal functioning. Our current understanding of the
642 ecology is partial and does not allow to fully predict the system's future state, not even at an
643 integrated and overall level. It is even questionable whether this will ever be possible, given
644 the fundamentally chaotic behaviour of ecological systems (e.g. Huisman & Weissing, 1999).
645 However, an additional level of complexity is added when the external forcing of the system
646 is pushing the system outside its normal range of operation, and moreover key players in the
647 ecosystem are changing due to invasions. Such is the case with the foreseen changes in the
648 coming decades in the Wadden Sea, as discussed before. Especially under these conditions,
649 non-linear threshold behaviour and the occurrence of strong hysteresis may considerably
650 increase the unpredictability of systems. Groffmann et al. (2006) discuss the importance of
651 ecological thresholds in coastal management. They tentatively conclude that consideration of
652 thresholds will soon gain in importance. This is certainly true with respect to the discussions
653 on management of the Wadden Sea. Threshold dynamics are central in discussions
654 concerning seagrass restoration (Van der Heide et al., 2007), the response of tidal basins to
655 rapid sea-level rise (Van Goor et al., 2003, Dastgheib et al., 2008, Madsen et al., 2010,
656 Fruergaard et al., 2010), the response of estuarine freshwater reaches to dredging and
657 sediment dynamics (Schuttelaars et al., 2011; Talke and De Swart, 2006). However, it is at
658 present unclear whether these discussions and considerations on threshold dynamics will also
659 fundamentally alter management. The question whether the thresholds can be proven and
660 quantified is very important, because this determines to what degree practical consequences
661 can be drawn from theoretically interesting discussions.

662 An extremely flat coastal region such as the Wadden Sea is susceptible to minor changes in
663 sea level. There is little hope that projections on further sea-level rise will soon achieve a level
664 of precision which could allow the planning of proper timing and details for adjustments
665 (Willis and Church, 2012). This uncertainty invites for an attitude of 'wait and see'. However,
666 wrongly underestimating sea-level rise (and thus not taking precautionary measures of coastal
667 defence in advance) and wrongly overestimating the rate of sea-level rise (and thus taking
668 action earlier than would have been necessary) constitute very uneven risks. The former error
669 may cost lives while the latter is an aid to coming generations. Thus, in case of
670 unpredictability on a shorter time scale, management should be based on the (intuitively) most
671 pessimistic scenarios and constantly be prepared to be adjusted in case better predictions
672 become available.

673 **6. An integrated systems approach for the Wadden Sea system**

674 From the previous paragraphs on the history of the Wadden Sea system as well as on the
675 future prospects a number of relevant issues and characteristics for the scientific study of this
676 system can be derived. These issues should be the core part of recommendations for the
677 further scientific study of the Wadden Sea Region.

678 One of the most important lessons from the historic overview is that the time scale of
679 human impact is comparable to that of geological and landscape-forming processes
680 (millennium to century scale). It is impossible to envisage how the Wadden Sea would look
681 like in the present day without human influence, because this influence started at a point in
682 time where the external forcing (e.g. sea level, climate, nutrient availability, sediment
683 availability) was fundamentally different from the current one. Over the last millennium, the
684 landscape has been formed by an interacting system of human and natural forces, with the
685 emphasis slowly shifting towards the human factor. Thus, understanding the landscape
686 formation and evolution of the ecological system without paying attention to this human
687 factor is impossible. Similarly, when thinking about future prospects, it is very important to
688 incorporate essential characteristics of human society, e.g. globalisation of the economy. The
689 latter emphasizes the scale aspect. Obviously, not only human or societal processes vary with
690 the scale of study. It is well known in all sciences that scale is a fundamental issue to both the
691 description of patterns and the understanding of processes.

692
693 The role of science in sustainable management of natural heritage sites is complicated. In the
694 Dutch Wadden Sea it has been the subject of study in the context of the cockle fisheries
695 debate (e.g. Swart and van Andel, 2008; Runhaar & van Nieuwaal, 2010; Hansen et al., 2009;
696 Turnhout, 2008) and recently reviewed by Floor et al. (in press). Based on the analysis of the
697 latter authors, the case illustrates the prominent role of scientific knowledge in the uprising and
698 solution of societal conflicts. They emphasize that the governance system, by explicitly
699 demanding scientific evidence to make a case, risks putting science itself in the heart of the
700 conflict. Scientists are easily categorized as 'belonging' to one of the parties, which may
701 inhibit the adoption of scientific conclusions by other parties. The possible strategies for
702 scientists are summarized in three types: (1) a strategy where the scientist stresses
703 independence and helps parties resolve a conflict, (2) a strategy in which scientists take an
704 extended accountability and acknowledge their connections with the societal field; (3) a
705 strategy of knowledge coproduction that incorporates multiple perspectives within the process
706 of knowledge production. The strategy influences the effectiveness of the scientific efforts,
707 but often a choice is imposed onto the researchers. Hansen et al. (2009) distinguish between a
708 facilitation and a pacification role of science. Facilitation attempts to first build consensus on
709 a joint view and ambition before choosing how to use scientific research to decrease
710 uncertainty about the problem. Pacification attempts to solve societal debate by resolving the
711 scientific uncertainty and thereby enforcing the 'most logical' solution. It depends on the
712 nature of the problem which strategy is most efficient. In particular, the level of uncertainty
713 and the degree to which scientific research can reduce this uncertainty in a reasonable time,
714 can guide in the choice between strategies.

715 Compared to a single case study such as reviewed by Floor et al. (in press), the management
716 of a system as a whole is a much wider-ranging problem. Olsson et al. (2006) illustrate many

717 possible deadlocks of such a problem. Some are directly related to the organization of
718 scientific knowledge. In particular, the abilities to cross scales, issues and points of view are
719 of great importance, as is the ability to foster discussion without polarization. Although for
720 the solution of particular small-scale problems a one-issue one-scale science approach may be
721 effective at the short term, it is of paramount importance that a broader framework be
722 developed allowing an approach to the social-ecological system from a wide angle.

723

724 Based on these considerations, we advocate an integrated systems approach for the scientific
725 study and an adaptive, self-learning and science-based approach to the management of the
726 system. The essence of the approach is that, within the scientific study, different disciplines as
727 well as different scales of study and different points of view are integrated. Moreover, in
728 order to be effective, there should also be a close interaction between scientific study and
729 management. Below we detail what we envisage as the main lines of this approach.

730

731 *A combination of more than one scientific discipline, with the emphasis on interactions*
732 *between the studies of the natural and the socio-economic systems*

733

734 In section 2 we have illustrated the close intertwining of natural and human processes in
735 shaping the Wadden Sea system. Also within natural sciences, e.g. between ecology and
736 geomorphology, important cross-disciplinary links should be made. An example that has
737 recently drawn some attention is formed by so-called 'ecosystem engineers' (Jones et al.,
738 1994), organisms that shape their own environment within a given physical context, e.g. salt-
739 marsh plants, mussel and oyster reefs etc. Without proper understanding of the physical
740 context, or without proper understanding of the ecological constraints for the populations, no
741 clear picture of the interaction and its consequences for the system can be found. The possible
742 implications of these organisms for the Wadden Sea are discussed by Olf et al. (2009),
743 Eriksson et al. (2010), Reise and Van Beusekom (2008) and Van der Heide et al. (2007).
744 Further cross-disciplinary links within natural sciences are found in climate science, where
745 many disciplines need to be combined in order to properly predict the response of the system
746 to climate change. A peculiar example of cross-disciplinary interactions, relating back to the
747 similar timescales of geological and historical developments in the area, is provided by
748 paleographic studies of the old habitation mounds, where geographic, geological, historical
749 and archaeological evidence has to be compared in order to reconstruct both human culture
750 and the natural environment in which it developed.

751

752 The development of cross-disciplinary approaches between social, economic and
753 natural sciences is the most demanding task for an integrated approach (see also De Jonge et
754 al., this volume, and references therein). Of course, the applied aspect of many studies
755 underlying management will eventually require some consideration of societal and economic
756 aspects even in natural science studies, but in the Wadden Sea system there are a number of
757 pressing issues where the interaction should go further than this. The study of sustainability of
758 economic development in this valuable and vulnerable landscape poses high demands on the
759 degree of integration between different approaches and disciplines. Despite the principal
759 meaning of the word, 'conservation' policy of natural, as well as cultural (heritage) values
760 cannot simply restrict itself to conserving whatever is present at this moment. The changes in

761 both the natural and human systems will guarantee that such strategy cannot be successful at
762 long term. If it is impossible to conserve the present (or any arbitrarily chosen past) condition,
763 because of changing external conditions, the question arises which future state will be chosen
764 as a target for 'conservation' strategies. As we have illustrated before, this is intimately linked
765 with societal and human values. Humans have shaped the system in the past according to their
766 (changing) values. They are likely to do so in the future too. Understanding the source of
767 these value systems, informing managers and public about the consequences for the natural
768 system with its own feedbacks and constraints, and investigating alternatives that better
769 realise the societal values, is an important aspect of future research in the Wadden Sea. It
770 cannot be realised without proper understanding of both the human mentality, economic
771 endeavours and the close interactions with the natural processes.

772

773 *Focus on space and time scales*

774

775 It is important to make the space and time scales to which processes relate explicit. A few
776 examples: when considering climate change, the spatial scale is what mostly determines the
777 uncertainty of the predictions; it is difficult to make predictions about the global climate but
778 even more so to make them about the climate in the Wadden Sea (Kabat et al., 2009b). An
779 uncertainty analysis based on scale must always be included. In natural development or
780 projects for triggering geomorphological processes, the scale of development measures is
781 often the key to (potential) success. It is thereby important to take into account that the
782 Wadden Sea is an open system, with continuous exchange with the adjacent North Sea which
783 has major consequences for the sediment balance and the ecological production of the
784 Wadden Sea (Postma, 1981; van Beusekom, this volume). There is also the question as to
785 whether we should view maximum diversity of habitats and species on the scale of a basin,
786 the international Wadden Sea or the world. In the trilateral QSR (Marencic & De Vlas [ed.],
787 2009), the scale of the Wadden Sea is used implicitly in most chapters but also national
788 criteria or indicators, e.g. the surface of mussel beds or seagrass beds, are in use in the
789 different nations. Considerations of shared human use can also differ greatly depending on the
790 scale on which the effect of the use is being analysed.

791 Like the natural Wadden Sea, the social system of the Wadden Sea Region is an open system
792 with ongoing, ever-changing influences of external authorities and with international
793 exchange not only of goods and people but also of ideas; this all is part of the process of
794 globalisation. Regulations and legal frameworks are on a scale of time; interventions must be
795 consistent with current regulations but take account of future developments in both the natural
796 and the socio-economic system. This was illustrated in section 4 for the port developments in
797 the Wadden Sea Region. Sijtsma et al (2012, this volume) present a spatial-temporal analysis
798 of tourism in the Dutch part of the Wadden Sea Region and identify the related policy
799 dilemmas.

800

801 Scale match and mismatch between 'ecological' (natural) and social systems is a promising
802 analytical approach to the organization of governance systems (Cumming et al. 2006). The
803 underlying concept is that both natural and governance systems have hierarchies of typical
804 temporal and spatial scales that dominate (important parts of) their behaviour. When the

805 scales of management mismatch with the scales of the ecological and geological processes or
806 natural resources being managed, problems arise that should be solved by properly re-
807 matching the scales. Scale mismatches occur when the governance system operates at too
808 broad a scale (one measure fits all) while the natural system behaves fundamentally different
809 at smaller scales. Reversely, micromanagement of phenomena operating at much larger scales
810 also results in a scale mismatch.

811 In the Wadden Sea, the management of harbours and industrial facilities at present may be an
812 example of micromanagement bias. Following a global trend, there is a parallel development
813 along the entire coast and in all estuaries connected to the Wadden Sea of construction of
814 power plants, dredging operations and harbour expansion. Little national, let alone
815 international coordination of these developments takes place, yet they are influencing the
816 same populations of biota and the same set of geomorphological processes. Adjusting
817 governance scale in this example will not be an easy task, and should probably be guided by
818 scientific exploration of the case. Examples of macromanagement bias may be in nutrient
819 management, where clear differences at relatively small scales seem to exist in nutrient
820 concentrations and fluxes (van Beusekom et al., 2009) and eutrophication-oligotrophication
821 phenomena may be differentiated at smaller scale than previously thought. However, better
822 study of these phenomena is needed before precautionary management could be reviewed.

823

824 What constitutes 'the' scale of the system is itself the subject of societal debate, and
825 even of 'politics of scale' (Lebel, 2005). Larsen (2008) discusses this with respect to the
826 'creation' of the Baltic as one system of management. Although a fair degree of political
827 arbitrariness and opportunism is involved in the choice of this fundamental system, it is
828 clearly an advantage when this choice coincides with a dominant scale in the natural system,
829 i.e. if the system chosen operates as a relatively homogeneous and independent subsystem and
830 is therefore responding as a unit to the management.

831 For the Wadden Sea, both the geography of the area and the governance structure
832 show the complexity of the multitude of scales in the natural and the social systems. Scientific
833 studies should take this multitude of scales into account. Studies performed in a single tidal
834 basin, e.g. oligotrophication in the Western Dutch Wadden Sea (Philippart et al., 2007), are
835 not necessarily equally valid in other parts of the Dutch, let alone the international Wadden
836 Sea (Eriksson et al., 2010). Comparison of different tidal basins along the entire Wadden Sea,
837 as well as detailed studies within each of these basins, should permit to complete our image
838 of the exchanges and spatial differentiation. This is not only true for ecological studies, but
839 applies to geomorphology as well.

840

841 *Focus on the accumulation of processes*

842

843 Observing a single process/subsystem/intervention in isolation can produce a completely
844 different picture than when it is observed in conjunction with other interventions and
845 processes. Cumulative impacts of human interventions in the system must be explicitly taken
846 into account in current legal frameworks but this poses serious problems in practice. The
847 problems arise primarily because of unexpected interactions between processes of very
848 different nature.

849

850 Adapting our coastal protection of the low-lying land to a possible future of increased rate of
851 sea-level rise will be a complex of problems that will require multidisciplinary approaches
852 and due consideration of (even unexpected) consequences elsewhere in the system. In
853 principle, with sea-level rise a barrier system tends to react by moving the islands inshore.
854 This is a natural geomorphological development that is well described (Chang et al., 2006). If
855 this is not possible, because of habitation, an alternative source of sand must be found for the
856 tidal basins and the mainland coastal protection. This sand can be supplied at different places,
857 but the ecological and geomorphological consequences of such sand supply are complex, and
858 evaluations need to consider different scales in space and time. Furthermore, supplying sand
859 from offshore sources to balance inshore deficiencies may be incompatible with the
860 deepening of estuarine channels for shipping. This could fundamentally change strategies of
861 ports located in the upper reaches of estuaries such as Hamburg, Emden, Delfzijl and large
862 shipyards like the one in Papenburg (Ems estuary) nearly 100 km upstream from the tidal
863 inlet. Port activities might be moved to offshore terminals to transfer cargo there from large
864 vessels to small feeders which then commute between terminals and ports.

865

866 *The organisation of integrated science*

867

868 When formulating questions and hypotheses, finding answers to the questions and translating
869 knowledge into practical applications, many researchers from the fields of policymaking and
870 fundamental and applied science should be engaged in constantly iterating issues, limiting
871 uncertainty and applying new insights. This aspect is an essential component of an integrated
872 approach.

873

874 We have to evaluate if the existing structures of the science world are suitable to
875 support interdisciplinary science. Interdisciplinary research projects for the above-mentioned
876 examples might be relatively easy to realise by bringing together scientists of different
877 disciplines in a specific project. In the research agenda of the Wadden Academy (Kabat et al.,
878 2009a) umbrella programmes are described (see fig. 3) which should guarantee the integrated
879 nature of science in the Dutch part of the Wadden Sea Region. An effort is made to promote
880 the international exchange of data and information at the trilateral level.

881

882 To further support the required level of integrality and system thinking in research in
883 the Wadden Sea Region, studies are needed that focus on the understanding of the combined
884 'ecological' and socio-economic (valuation) system of the whole Wadden Sea Region (see
885 also De Jonge et al, this volume). Ideally, this system thinking will provide a framework in
886 which knowledge is integrated for management purposes. This calls for a reorganisation of
887 science where the position of scientists that develop concepts, models and decision support
888 systems to connect interdisciplinary research and management becomes much more visible. A
889 structure is needed where this specific group of scientists interacts with both
890 'monodisciplinary' scientists, the public and policymakers. In addition it will be necessary to
891 invest heavily in the creation of a new generation of 'Wadden Sea scientists' that are able to
892 convey novel approaches to the general public and to design science-based management
893 support systems.

892

893

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895

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ACCEPTED MANUSCRIPT

898 **Figures**

899

900 Fig 1 The trilateral Wadden Sea Region.

901 Fig 2 The morphological development of the Wadden Sea since 1500, illustrated in three
902 maps. a. 1500; b. 1850; c. 2000. Source: Wiersma et al., 2009.903 Fig 3 The large-scale umbrella programmes for multidisciplinary research proposed by the
904 Wadden Academy. These are divided into three large generic knowledge programmes (the
905 three bold horizontal bars in the diagram). This related research is performed at a fundamental
906 level which is usually outside the scope of demand-driven research. Three large, more
907 integrated, research programmes are proposed (the vertical bars) which relate to today's most
908 pressing management problems. Two conditional themes have been defined (expert training
909 and international cooperation) as further supporting horizontal bars. All programmes are
910 characterised by (see central circles) an interdisciplinary approach, international cooperation
911 and comparison, effective interaction between knowledge demand and supply and
912 connections between different scales of time and space. Information, data, knowledge and
913 expertise are exchanged at the interface between the horizontal and vertical programmes.
914 Source: Kabat et al., 2009a.

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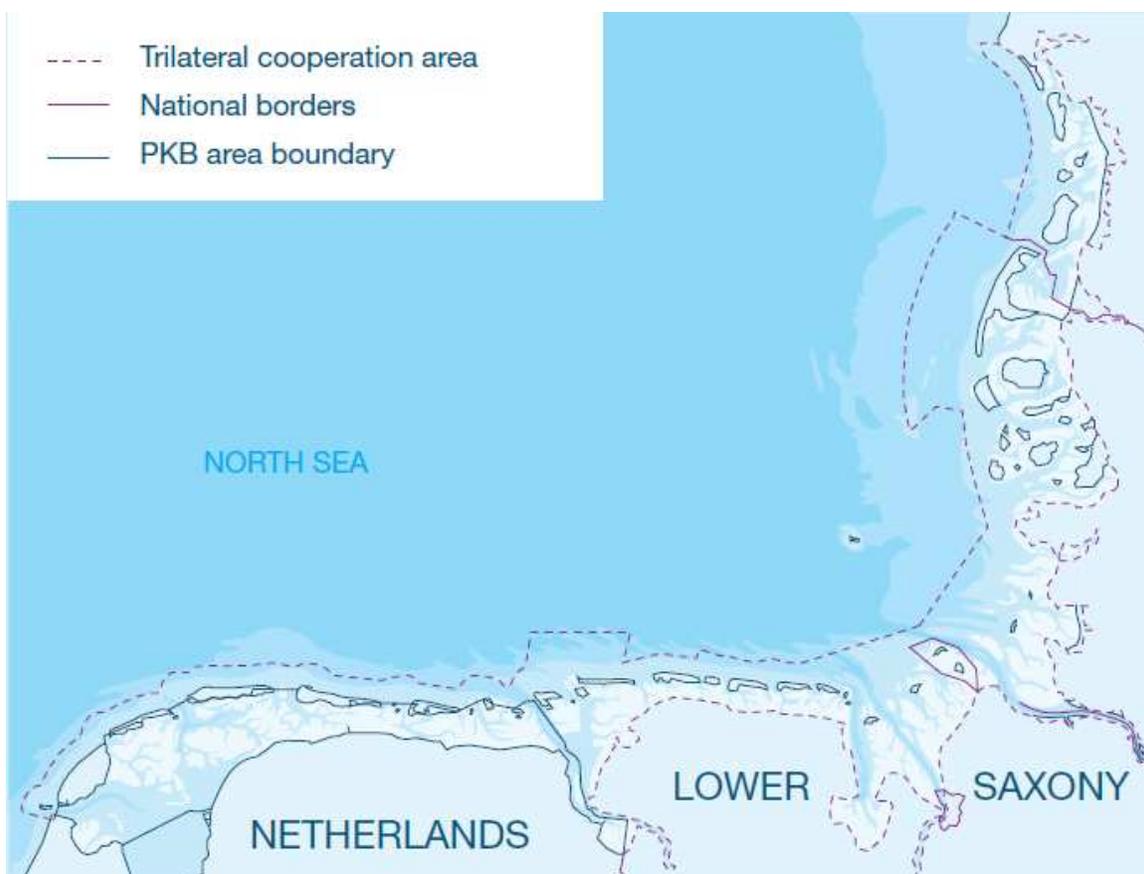
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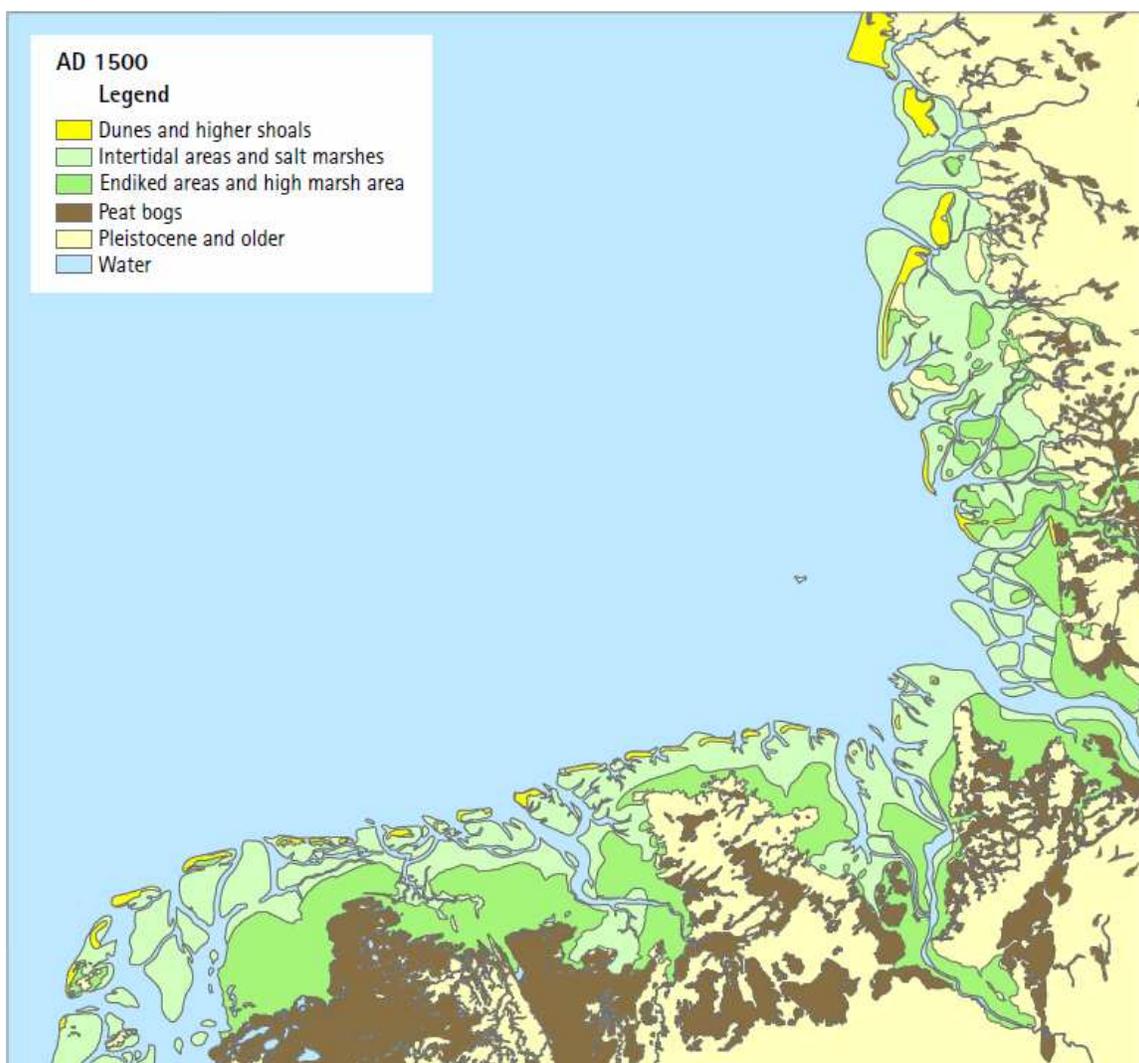
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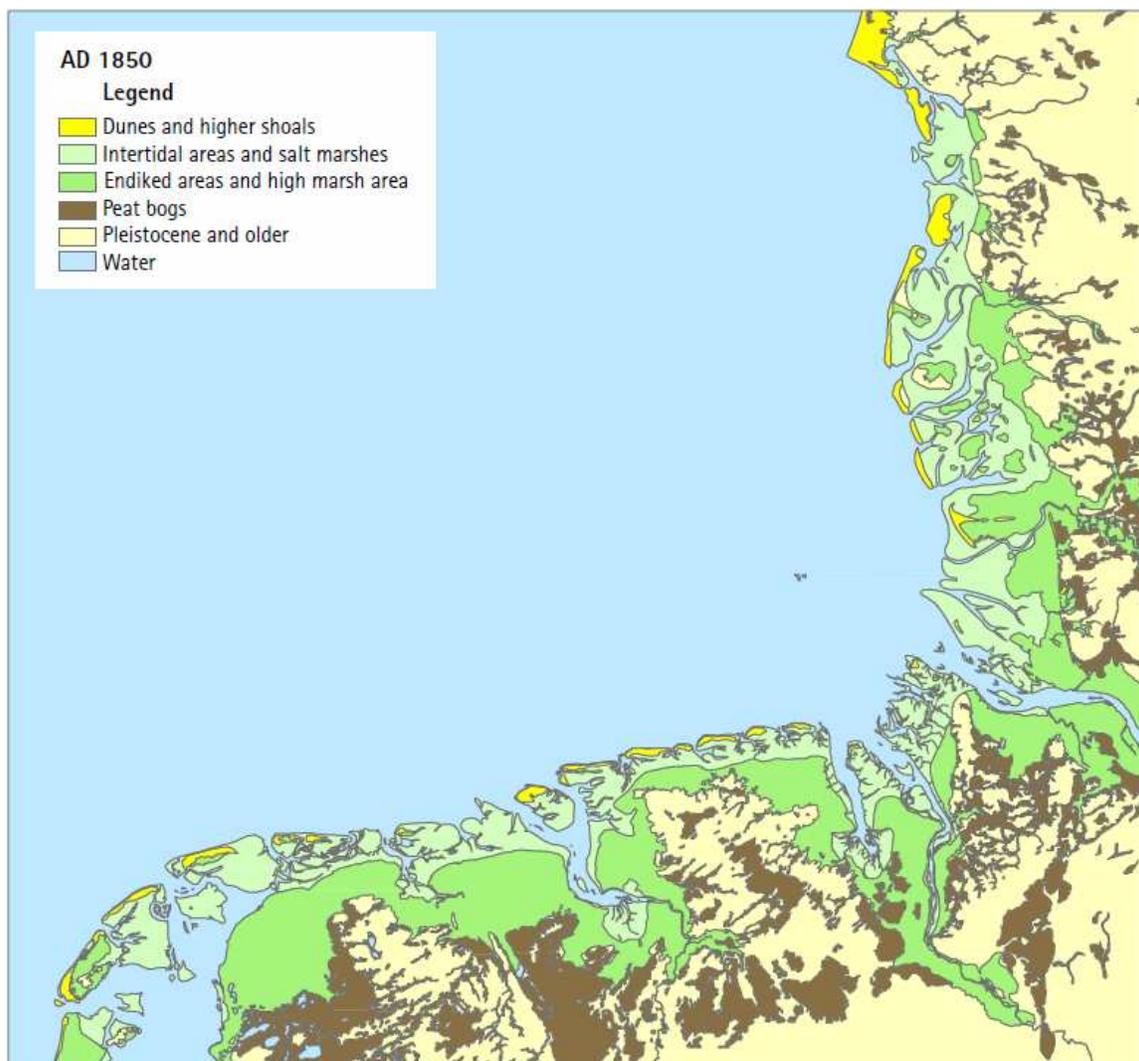
Highlights The Wadden Sea Region: towards a science for sustainable development

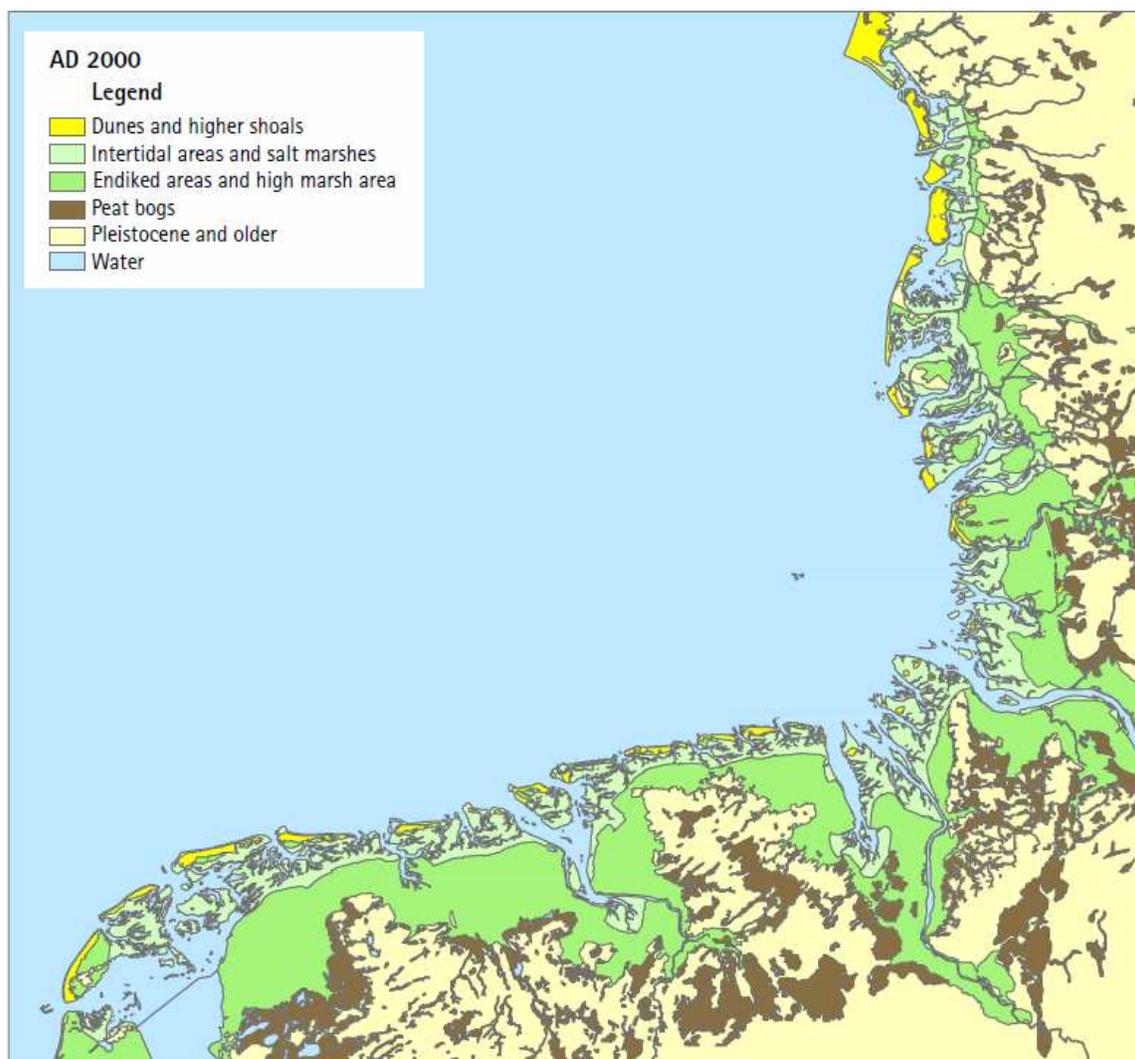
- Global change and globalisation put pressure on the Wadden Sea Region;
- Nature conservation should preserve the *values* and not the *state* of the system;
- Management should focus on aspects of scale and the accumulation of processes;
- Management has to deal with increasing uncertainty in external forcing of the system;
- We propose an integrated social-ecological systems approach.

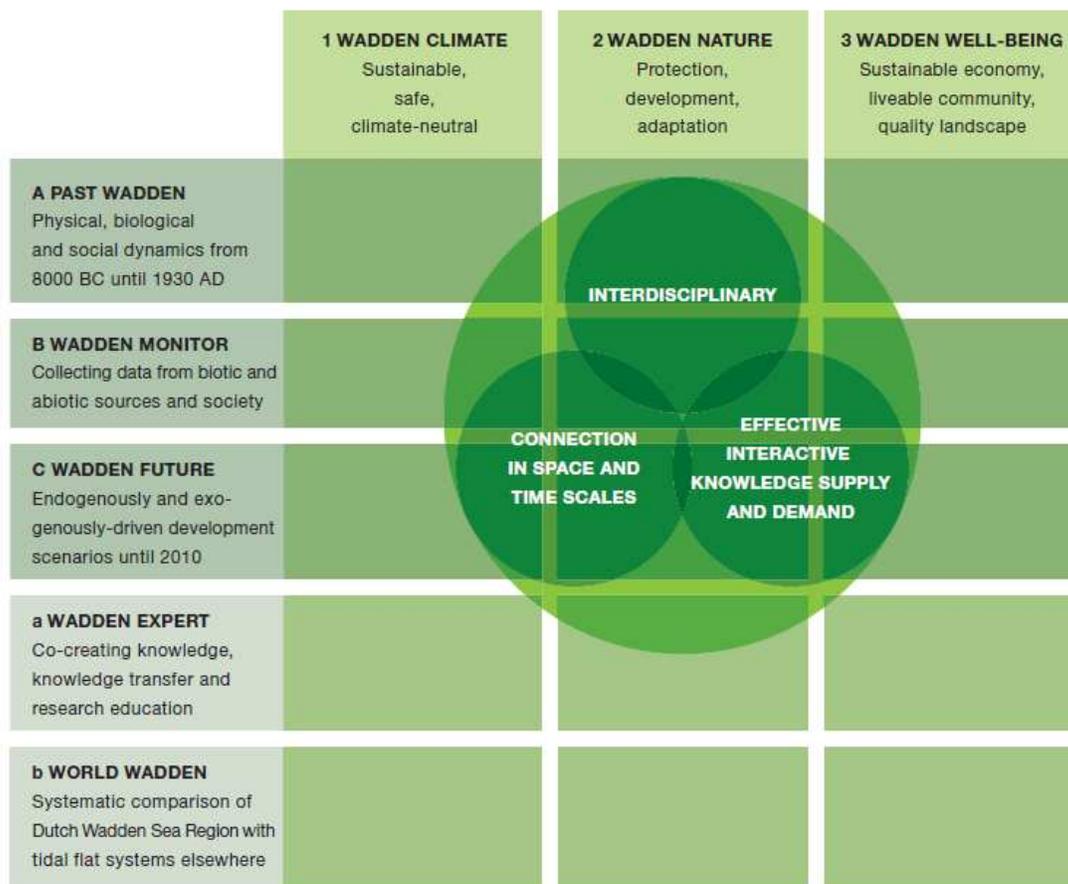


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