



Montenegro
Ministry of Ecology,
Spatial Planning and Urbanism



Mediterranean
Action Plan
Barcelona
Convention



GEF MedProgramme, Child Project 2.1.

Coastal Management Plan for Boka Kotorska Bay

Scoping meeting report

Hotel Regent, Tivat, Montenegro

3rd December 2021

PAP/RAC



Photo: Ivan Sekovski



1. BACKGROUND

The Article 18 of the Barcelona Convention's Protocol on Integrated Coastal Zone Management (the ICZM Protocol) calls for the development of coastal plans¹ that “may be self-standing or integrated in other plans and programmes, shall specify the orientations of the national strategy and implement it at an appropriate territorial level, determining, *inter alia* and where appropriate, the carrying capacities and conditions for the allocation and use of the respective marine and land parts of coastal zones.”

Montenegro ratified the ICZM Protocol in 2012, and later a coastal management plan was agreed to be developed for the Boka Kotorska Bay area under the Child Project 2.1 of the GEF MedProgramme, coupled with mainstreaming climate change adaptation activities under the MedProgramme's SCCF project. To be more specific, the preparation of the Coastal Management Plan in Boka-Kotorska Bay is envisaged by Component 1 of the MedProgramme Child Project 2.1 (CP 2.1)², i.e. it is prescribed by its Activity 1.3.5., which specifically highlights that one ICZM Plan (Coastal Management Plan) should be developed and submitted for adoption in Boka Kotorska Bay, Montenegro. The development of a local coastal management plan that mainstreams climate change adaptation is identified as one of the priorities in Montenegro's National ICZM Strategy (prepared in 2015).

¹ During the preparation of the ICZM Protocol, the terms “ICZM plans” and “coastal plans” were both used. In the context of this project document, these terms are used interchangeably and refer to the instrument defined by the ICZM Protocol as a coastal plan or programme

² Full name of the Child Project: Mediterranean Coastal Zones: Water Security, Climate Resilience and Habitat Protection



Boka Kotorska Bay was chosen for such a Plan during stakeholder consultations in 2017 (in Rabat, Morocco) and subsequent national consultations held in February 2018. This area was selected due to its high vulnerability to coastal flooding, very high population density, but also vulnerability to droughts, forest fires, stormy and heavy rains.



Image: Morsko Dobro



COASTAL MANAGEMENT PLAN FOR BOKA KOTORSKA BAY

The major goal of the coastal management plan in Boka Kotorska Bay is two-fold: sustainable development and building climate resilience in the target area, both in parallel with setting the ground for collaborative and multi-stakeholder planning. The preparation and implementation of such a plan should combine the following:

- the establishment of policies for the sustainable development and climate resilience of the coastal zone;
- the establishment of a coastal management and governance system, with a special focus on impacts of climate change;
- assistance to the integration of sectoral plans into overall sustainable development policy for coastal area; and
- coordination of development initiatives at the national and municipal levels.

The benefits of a Coastal Plan at the sub-national level are many. First of all, having a Coastal Plan as a strategic policy document is essential for the allocation of funds (whether EU, national or other) that are in any way linked to coastal development and climate change adaptation. The Coastal Plan also lays out policies for managing many aspects of the coastal zone, and in particular for land use planning in the coastal zone. It provides the basis for protecting, restoring and preserving the coastal zones' important and diverse resources. At the broader, regional level, this Coastal Plan will serve to: (i) strengthen stakeholders' engagement and cooperation on climate change adaptation in the Mediterranean region; ii) identify and share best practices to enhance climate resilience in the coastal areas; iii) improve access to domestic and international finance for climate change adaptation; and iv) facilitate access to climate change adaptation knowledge in the region. This will ensure that local level interventions are sustainably expanded and replicated across the Mediterranean region. Moreover, stakeholders' engagement and



cooperation on adaptation will be increased through regional meetings where relevant actors share adaptation knowledge.

The preparation of the Coastal Management Plan of Boka Kotorska Bay follows the acclaimed ICZM Process³ and its five stages: *Establishment*; *Analysis and Futures*; *Setting the Vision*; *Designing the Future*; and *Realizing the Vision*. These five steps cannot be developed separately – they are interconnected and dependent on each other.

The five-stage process of Plan preparation is accompanied by *Climagine* workshops. *Climagine* is a participatory methodology co-created by Plan Bleu RAC (PB/RAC) to support the Integrated Coastal Zone Management process and climate action. This methodology can inform the development of local and national Coastal Management Plans in a bottom-up manner, while providing regional lessons for coastal management and coastal climate change adaptation in the Mediterranean.

The first national stakeholder meeting (i.e. Scoping meeting) for the Coastal Management Plan in Boka Kotorska Bay was held on December 3rd, 2021 in Tivat, Montenegro, in parallel with Plan Bleu's first *Climagine* workshop. The Scoping meeting and the *Climagine* workshop are interconnected and they benefited from having the same participants. This report (Chapter III in particular) summarizes the process and the main outcomes of the Scoping meeting.

³ http://www.coastalwiki.org/wiki/The_ICZM_Process_-_a_Roadmap_towards_Coastal_Sustainability_-_Introduction



2. THE SCOPING MEETING

2.1. Background of the meeting

Prior to the Scoping meeting, the PAP/RAC's national consultant, together with Plan Bleu and their national consultant (facilitator), and with the help of the Ministry of Ecology, Spatial Planning and Tourism of Montenegro; identified the local and national relevant stakeholders to be involved in the Plan's coordination and preparation. A Stakeholder Analysis was prepared as a separate output and was used to pinpoint the most relevant actors that were then invited to the Scoping meeting (and the first *Climagine* workshop). The meeting was attended by 37 participants, out of which six were from PAP/RAC and Plan Bleu, while 31 were local and national stakeholders.

The main aim of the Scoping meeting was to determine, together with stakeholders, the themes/dimensions in Boka Kotorska Bay that the Plan will primarily be dealing with, prioritized according to the magnitude of their impact and the urgency to be resolved, with additional emphasis placed on those dimensions that are most likely impacted by climate change.

2.2. Meeting process

The ultimate goal of the Scoping meeting was to define the priority themes that the coastal management plan of Boka Kotorska Bay will be dealing with. The process was that the local and national stakeholders determine such priority themes during discussions via the *Climagine* process. The *Climagine* methodology, developed by Plan Bleu, upgraded and capitalized on the original *Imagine* method by addressing the specific challenges of climate



change and variability in coastal zones with a focus on the ICZM process. In cooperation with PAP/RAC, this approach was tested and implemented in Šibenik-Knin County, Croatia and the Kerkennah Archipelago, Tunisia, in the framework of the MedPartnership sister project (ClimVar & ICZM project) between 2013 and 2015.

Climagine facilitates the shaping of a sustainable development vision and area project by engaging stakeholders through an inclusive process intended to describe, assess and examine the past, present and future levels of sustainability of a local “socio-eco-system” by means of indicators, setting goals and monitoring the system’s progress towards sustainable development. The methodology, among other things, also involves the identification, collection and use of different types of data through the workshop process to serve as a basis for the *Climagine* inputs into the coastal management plan. The first *Climagine* workshop resembles the Plan’s scoping phase where key issues and priorities are agreed on, priority themes (i.e. sustainability dimensions) are identified, and local and regional contexts are established and well understood.

2.3. Meeting summary

The Scoping meeting for the preparation of the coastal management plan in Boka Kotorska Bay engaged stakeholders from different fields and sectors, and from different administrative levels (local and national, NGOs).

The workshop was opened by high-level representatives of Montenegro: Ms Ana Samardžić, the Advisor for Spatial Planning to Montenegro’s Prime Minister, and Ms Ivana Stojanović, Head of Division for Integrated Management of Marine and Terrestrial Ecosystems in the Ministry of Ecology, Spatial Planning and Tourism of Montenegro. The welcoming words by Ms. Željka Škaričić, Director of PAP/RAC followed.



Photo: Ivan Sekovski

Ms. Maša Radović from the Ministry of Ecology, Spatial Planning and Tourism of Montenegro introduced the national climate change strategic and legislative framework to the meeting participants. This presentation was followed by introducing the main climate change impacts expected in Boka Kotorska Bay and related issues, presented by Ms. Mirjana Ivanov from the Institute of Hydrometeorology and Seismology of Montenegro.

Mr Ivan Sekovski introduced the importance of preparing the coastal management plans envisaged by the Protocol for the Integrated Coastal Zone Management Barcelona Convention (ICZM Protocol). He specifically focused on the benefits of having such a Plan, and highlighted the clear distinction between what the Coastal Management Plan is, and what it is not, stressing out the fact that the Coastal Management Plan is an integrative and strategic document complementary to other plans, that comprises a sustainability vision and climate change



Montenegro
Ministry of Ecology,
Spatial Planning and Urbanism



Mediterranean
Action Plan
Barcelona
Convention



adaptation measures/actions. He also explained the importance of the first Scoping phase and the outcomes of this meeting to steer the future implementation of the plan, in the sense of which themes the Plan should cover. He also highlighted the other important milestones of this phase, such as the necessary delineation of the territorial coverage of the Plan and the establishment of the Coordination mechanisms (formation of the Steering Committee, Advisory Board, Task force etc.).

Mr. Saša Karajović, spatial planner from Montenegro and PAP/RAC's consultant, presented the ongoing processes of spatial planning in the framework of the new Montenegrin Spatial Plan, as well as the government's intention to modify the current Law on Spatial Planning and Construction of Objects. Mr. Karajović highlighted the fact that the new national Spatial Plan of Montenegro is under development. It will take the previous 2020 plan into consideration to comprise ongoing infrastructure projects and reassert Montenegro's commitment to key UN and EU regulations related to sustainable development and the environment. In the 2020 Spatial Plan of Montenegro, Boka Kotorska was recognized as presenting key resources and potentials as well as certain development priorities, tempered by a number of specific constraints, conflicts, thresholds, regulatory environments, seismic risk controls, technical accidents and natural disasters. Additionally, the Special purpose spatial plan for the coastal area recognized the need that all plans need to be harmonized with the guidelines and protection measures of cultural assets of Municipality of Kotor, as the place of Exceptional Universal Value. Furthermore, the National Strategy for Integrated Coastal Zone Management states that the implementation of development and spatial planning commitments should ensure compliance with the recommendations of importance for the protection of the natural and cultural-historical area of the Kotor-Risan Bay as a UNESCO World Heritage Site, in accordance with the 2011 Management Plan.

The meeting was followed by the Climagine session which was opened by Mr. Michael Karner from Plan Bleu/RAC, and facilitated by Plan Bleu's consultant, Ms. Srna Sudar then launched the



group activities. Participants were initially divided into 7 working groups, which then became 6 (since two groups were merged). The groups discussed the issues relevant to coastal management and development, natural resource management and climate change adaptation. Participants deployed their professional, institutional and personal experience and knowledge to develop sustainability visions of Boka Kotorska in the form of “rich pictures”, and then identified and prioritized challenges and issues. Each group presented their discussion results twice, once after drafting their sustainability vision and identifying key challenges, and after laying out main actions for each identified challenge. A more detailed description of the process can be found [here](#).

2.4. Meeting outcomes

At the end of the Scoping meeting and the first *Climagine* workshop, the priority challenges and issues to be addressed by the Coastal Management Plan were identified and grouped into priority themes (sustainability dimensions). The following overarching Sustainability Dimensions were identified by participants:

1. Tourism
2. Transportation
3. Coastal construction and infrastructure
4. Water supply and wastewater
5. Waste management
6. Nature and environmental protection
7. Governance and Knowledge-building
8. Agriculture and Mariculture



Photo: Ivan Sekovski

The issues raised at the meeting are listed below, grouped under each sustainability dimension.

Tourism

- The problem is seasonality and the pressure of tourists on the narrow coastal belt;
- The grey economy is particularly pronounced in private accommodation;
- Cruising tourism is causing big crowd-congestion in the cities of Boka Kotorska Bay;
- There are no new types of tourism products, except from those based on “sun and sea”;
- There is no destination management;
- There is a need for an extension of the tourist season.



- Different types of tourism should be emphasized, based on the protection of natural and cultural heritage;
- Carrying capacity of all types of touristic destinations should be established;
- Emphasis should be placed on valorizing the hinterland, villages, fortresses and nearby natural areas;
- Cultural events and traditional events should be more included in the tourist offer.
- There are great opportunities for health tourism (tradition, natural/geographical setting and characteristics)

Transportation

- Crossing over the Boka Kotorska Bay is problematic (a tunnel or bridge are seen as possible solutions, that are yet to be discussed in detail by relevant experts);
- Road bottlenecks cause extreme congestion during the high season;
- The development of public transport (by land and sea) is a priority;
- Emphasis should be on electric traffic (buses, bicycles, scooters; electric boats etc.);
- Bypasses and parking spaces should be considered to avoid congestion;
- The introduction of the cableway from Lovćen mountain;
- The introduction of coastal maritime traffic regulations;
- Introducing more order in cruising tourism - managing the movement of many tourists that disembark from cruise ships;

Coastal construction and infrastructure

- Inappropriate and excessive (illegal) construction, among others, threatens the quality of the area, in terms of environment but also its status as an attractive tourism destination;
- Infrastructure is inconsistent with built "housing" capacities;
- There are insufficient green areas in cities;



- Construction should be restricted in the Bay;
- Linear urbanization should be prevented;
- Reuse of brownfield sites (i.e. sites that were used previously for industrial and commercial purposes, and now tend to be disused) should be encouraged, together with revitalizing urban spaces;
- There should be assistance in the adaptation of existing (traditional) buildings;
- The process of improving buildings and infrastructure that were already built, but need some enhancements to be fully legal, should be completed in proper manner;
- Determining the carrying capacity indicators for services;
- Better organization of infrastructure in Luštica (from the direction of Tivat, not Herceg Novi).



Photo: Ivan Sekovski



Water supply and wastewater

- A large amount of precipitation in the area occasionally leads to (flash) floods, while on the other hand, due to the karst terrain, there is not enough water, or there is occasional salinization of springs.
- Insufficiently developed systems for water supply, wastewater and torrential sewerage treatment.
- As many users as possible should be connected to the water supply and sewage network.
- Introduction of the use of "grey water" and treatment of waste sludge from treatment plants.
- Construction of wastewater treatment plants and elimination of individual discharges without treatment.

Waste management

- Remediation of illegal waste dumping sites.
- Reduction of the amount of waste disposed of in landfills.
- In addition to selective waste disposal (wet and dry fraction), as much material as possible should be recycled.
- Establishment of several recycling centres;
- Infrastructure projects should apply for international funding.

Nature and environmental protection

- Risks according to the universal value of the area on the UNESCO World Heritage List.
- There is a lack of environmental databases and a cadastre of polluters (i.e. a database on entities – potential polluters of air, water and waste generators).
- Transparency in handling environmental problems is needed.
- Proclamation of the Bay of Kotor and Risan as a natural park is needed.



Governance and Knowledge-building

- There is a problem of human resources, especially inspections;
- Existing monitoring is insufficient and not well inter-connected;
- Increased inspection is needed with stricter penal policies;
- The reorganization of inspection services is needed, potentially considering the introduction of “multifunctional” inspection (i.e. the inspection that can cover several different fields) .

- Protection services are insufficiently equipped - they should be connected at the level of Boka Kotorska Bay;
- The Directorate for Emergency Situations should be integrated to Ministry of Defense rather than the Ministry of the Interior.
- Local and regional protection and rescue plans, as well as local risk assessments and management, need to be improved.
- "Early warning systems" need to be introduced.

- There is an insufficient awareness of citizens about climate change and environmental problems.
- There is no education of citizens about extreme and emergency situations.
- Permanent and active education of the population (especially young people) through educational institutions, media and civil society is needed.
- Establishment of a Boka University Centre would be welcomed.

- Women's and youth entrepreneurship needs to be more stimulated.



- Forming local action groups (LAGs) that bring together various actors on one or more topics / issues is needed.

Agriculture and Mariculture

There were no particular discussions under this sustainability dimension, but in the end, it was decided that these two themes should be part of the Plan.

3. CONCLUSIONS AND NEXT STEPS

At the end of the meeting, the concluding remarks were given by Mr. Ivan Sekovski, PAP/RAC, Ivana Stojanović, Ministry of Ecology, Spatial Planning and Urbanism of Montenegro, Mr. Michael Karner, Plan Bleu/RAC and Ms. Željka Škaričić, Director of PAP/RAC from Split. Throughout the workshop, group discussions resulted in the identification of similar challenges and gaps in the area, which can be considered as indicative, since it reflects the fact that different stakeholders are concerned with similar issues. Participants expressed their interest in attending the following workshops and meetings, and to be included in the progress of the future work and inputs for the development of the Coastal Management Plan for Boka Kotorska Bay.

The immediate next steps are to (i) prepare and send the Scoping report to participants for confirmation (PAP/RAC); and (ii) to facilitate the Diagnostic phase, i.e. to hire experts for more detailed assessments of the challenges and issues related to the themes established at this workshop, which will be then discussed at the upcoming *Climagine* workshops and Plan meetings.



ANNEX I – the Agenda of the Meeting

Time (CEST)	Session
08:30-09:00	Welcome and Registration of Participants
09:00-09:15	<p>Opening Remarks</p> <ul style="list-style-type: none"> Ivana Stojanovic, Head of Division for Integrated Management of Marine and Terrestrial Ecosystems, Directorate for Nature Protection, Ministry of Ecology, Spatial Planning and Urbanism, Montenegro Zeljka Skaricic, Director, PAP/RAC Michael Karner, Project Coordinator, Plan Bleu/RAC
09:15-09:45	<p>Climate change impacts in Boka Kotorska: state of play and future perspectives</p> <ul style="list-style-type: none"> Masa Radovic, Department for climate change, Directorate for international cooperation, EU integration and climate change, Ministry of Ecology, Spatial Planning and Urbanism, Montenegro Mirjana Ivanov, Institute of Hydrometeorology and Seismology, Montenegro
09:45-10:30	<p>The Boka Kotorska Coastal Plan in the framework of the GEF MedProgramme</p> <ol style="list-style-type: none"> <i>Why a Coastal Plan?</i> <ul style="list-style-type: none"> Ivan Sekovski, Programme Manager, PAP/RAC <i>Main findings on Boka Kotorska from previous relevant projects</i> <ul style="list-style-type: none"> Saša Karajović, PAP/RAC consultant
10:30-10:45	Questions and Answers
10:45-11:00	<i>Coffee Break</i>
11:00-11:15	<p>Climagine and the Boka Kotorska Coastal Plan</p> <ul style="list-style-type: none"> Michael Karner, Plan Bleu/RAC <p>Objectives and Steps of the Climagine methodology</p> <ul style="list-style-type: none"> Srna Sudar, Head of the Center for Technology Transfer, University of Montenegro
11:15-13:30 <i>Climagine 1 Workshop</i>	<p>Visions of Boka Kotorska (Climagine Facilitator: Srna Sudar)</p> <ul style="list-style-type: none"> Drawing rich pictures to illustrate participants' visions of Boka Kotorska and definition of the main challenges and issues related to coastal development, climate change and natural resource management in the area (<i>in groups</i>) Presentation of the visions, challenges and issues (<i>in plenary</i>) Thematic clustering and prioritisation of challenges and issues (<i>in groups</i>)



13:30-14:30	<i>Lunch</i>
14:30-17:15 <i>Climagine 1</i> <i>Workshop</i>	Sustainability Dimensions in Boka Kotorska (Climagine Facilitator: Srna Sudar) <ul style="list-style-type: none">● Establishment of sustainability dimensions (<i>in groups</i>)● Presentation and discussion around the proposed sustainability dimensions (<i>in plenary</i>)
17:00-17:30	Concluding Remarks: Next Steps for the Coastal Plan and Climagine <ul style="list-style-type: none">● Michael Karner, Plan Bleu/RAC● Ivan Sekovski, PAP/RAC



ANNEX II - the List of Participants

Title	First name	Last name	Organization/Institution	Position
Ms.	Marija	Bajkovic	Public Enterprise for Coastal Zone Management of Montenegro	Associate
Mr.	Luka	Calic	Institute of Hydrometeorology and Seismology of Montenegro	Head of the Hydrography Department
Ms.	Dijana	Došljak	Public Enterprise for Coastal Zone Management of Montenegro	Coordinator
Ms.	Dragana	Drakulović	Institute of Marine Biology - University of Montenegro	Higher Associate Researcher
Mr.	Miras	Drljević	Institute of Hydrometeorology and Seismology	Independent Advisor in the Department of Applied Meteorology
Ms.	Vesna	Đukić	NGO Olive Growers Association Boka - Boka Kotorska	Executive Director
Ms.	Aleksandra	Džaković	Administration for the Protection of Cultural Properties	Conservation Architect
Ms.	Mirjana	Ivanov	Institute of Hydrometeorology and Seismology	Head of the Department of Applied Meteorology and Climate Change
Ms.	Aleksandra	Janičić	Montenegro Sailing Federation	Secretary
Ms.	Darinka	Joksimović	Maritime Safety and Port Management Administration	Senior Adviser
Ms.	Marina	Krivokapić	Secretariat of Cultural and Natural Heritage - Municipality of Kotor	Adviser - Secretariat of Cultural and Natural Heritage
Ms.	Vesna	Mačić	Institute of Marine Biology, University of Montenegro	Senior Researcher
Mr.	Nemanja	Malovrazić	Public enterprise for Coastal Zone Management of Montenegro	Associate for Environmental Protection
Mr.	Maksim	Mandić	Protection and Rescue Service of Kotor	Komandir Službe
Mr.	Duško	Mrdak	Environmental Protection Agency of Montenegro	Senior Adviser
Ms.	Jelena	Mugosa	Ministry of Economic Development	Senior Adviser
Ms.	Danica	Perisić	Kotor Municipality, Secretariat for Urban Planning, Construction and Spatial Planning	Adviser
Ms.	Bojana	Petković	Municipality of Kotor	The Acting Secretary of Secretariat for Cultural and Natural Heritage
Mr.	Damir	Pjetrović	Tourism Organisation of Tivat	Market, Income and Statistics Analyst
Ms.	Patricia	Pobrić	Tivat Municipality	Manager
Ms.	Maša	Radović	Ministry of Ecology, Spatial Planning, and Urbanism of Montenegro	Independent Adviser
Ms.	Ljilja	Radunović	Eco Centre DOLPHIN	Project Manager
Mr.	Petar	Raicevic	Plan M Consultants	Director
Ms.	Milica	Rudić	Ministry of Ecology, Spatial Planning, and Urbanism of Montenegro	
Ms.	Ana	Samardžić	Prime Minister's Office	Adviser to the Prime Minister for Urbanism
Ms.	Ivana	Stojanović	Ministry of Ecology, Spatial Planning, and Urbanism of Montenegro	Head of Division for Integrated Management of Marine and Terrestrial Ecosystems
Ms.	Danielja	Šuković	Centre for Ecotoxicological Research	Adviser to the Executive Director for Laboratory Affairs



Ms.	Ana	Todorović	Ministry of Economic Development	Independent Advisor at the Department for Investments
Ms.	Danijela	Vlaović	Municipality of Herceg Novi	Manager
Mr.	Božidar	Vukšić	Port of Kotor	Environmental Supervisor
Mr.	Vladimir	Živković	Centre for Ecotoxicological Research	Adviser to the Director of the Laboratory for the Environment
Organizers				
Ms.	Željka	Skaričić	PAP/RAC	Director
Mr.	Ivan	Sekovski	PAP/RAC	Program Manager
Mr.	Ante	Ivčević	PAP/RAC	Program Manager
Mr.	Saša	Karajović	PAP/RAC MedProgramme Consultant	Consultant
Mr.	Michael	Karner	Plan Bleu/RAC	Project Manager
Ms.	Srna	Sudar	Plan Bleu/RAC MedProgramme Consultant	Consultant