



UNEP/MAP-METAP SMAP III Project
**Promoting awareness and enabling a policy framework
for environment and development integration in the Mediterranean
with focus on Integrated Coastal Zone Management**

Final ICZM Policy Report

The Way Forward for the Mediterranean Coast

**A framework for implementing
regional ICZM policy at the national and local level**



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The Authors

Brian Shipman, B. A., MRTPI

35 years experience in planning, management and regeneration of coastal areas. Manager of transnational co-operation projects on spatial development, climate change and regeneration across Europe and internationally for maritime regions of the UK. Expert on the sustainable management and governance of coastal areas (ICZM) and marine spatial planning, consultancies for the EU, the UNDP and UNEP programmes, and national governments across Europe, Mediterranean, Middle East and Africa.

Dr. Yves Henocque

Over 30 years of international experience in coastal resources management including identification, planning, evaluation and management of Integrated Coastal Management (ICM) projects. Experience includes: Japan and SE Asia (1980s); Indian Ocean Commission for the Comoros, Madagascar, Mauritius, and Seychelles (1995-2000); Thailand as Team Leader and Co-Director of CHARM (Coastal Habitats and Resources Management) Thai Government and the EU (2002-2007). Currently Theme Leader within IFREMER (French Research Institute for the Sustainable Development of the Sea) on the National Strategy for Coasts and Seas in the framework of the European Maritime Policy.

Charles N. Ehler, B. Arch., MRP

Internationally-recognized expert with over 40 years of experience of integrated coastal management and marine spatial planning. Senior executive with National Oceanic & Atmospheric Administration (NOAA) for 27 years, including Director of the US National Coastal Zone Management Program. Marine Vice-Chair of IUCN's World Commission on Protected Areas. Taught regional planning and environmental management at the University of Michigan, UCLA and Stony Brook University. Consultant to UNESCO's Intergovernmental Oceanographic Commission, FAO, UNEP, and national governments and NGOs in Europe, North America and Asia.

Executive Summary

This report is one of the final outputs of the SMAP III (Short and Medium-term priority Action Programme) to promote Integrated Coastal Zone Management (ICZM) around the Mediterranean. Its purpose is to combine the lessons of this programme, of previous ICZM activity in the Mediterranean and current good practice from around the world in order to provide a practical framework for achieving the sustainable development of the Mediterranean coast.

The Barcelona Declaration, adopted in November 1995 at the Euro-Mediterranean Conference of Ministries of Foreign Affairs, laid down the foundations of the Euro-Mediterranean Partnership between the European Union and 12 Southern and Eastern Mediterranean Partners (Algeria, Cyprus, Egypt, Israel, Lebanon, Jordan, Malta, Morocco, Palestinian Authority, Syria, Tunisia, and Turkey). Based on the Barcelona Declaration, the 1st Euro-Mediterranean Ministerial Conference on Environment held in Helsinki in 1997 adopted in its Declaration the Short and Medium-term priority Action Programme (SMAP). SMAP was implemented through three consecutive phases under which 26 projects have been selected and funded. SMAP III, from June 2004 to June 2009, is the most recent phase and had a specific focus on sustainable development and ICZM.

The 7th Protocol in the framework of the Barcelona Convention, the Protocol on Integrated Coastal Zone Management (**ICZM**), signed in Madrid in January 2008, provides an ambitious regional context under which countries can better manage their coastal zones, as well as deal with the emerging coastal challenges, such as climate change. Its importance lies in the mutual recognition of the severe pressure of development around the Mediterranean coasts and the urgent need for coordinated action and governance. It represents the regional framework within which local ICZM projects should evolve in the future. However, the question remains as to how to assess their real progress towards more sustainable forms of development.

The Orders of Outcomes evaluation framework used in this report is designed focus on the sequence of outcomes that should be achieved to move toward sustainable development in coastal areas. Currently ICZM is inadequately equipped to meet the challenges faced by the Mediterranean. To move towards the Fourth Order of sustainable coastal development in the Mediterranean, a number of critical barriers must be overcome including:

- I. the short-term, stop-go nature of the individual projects based on the project funding cycles has led to a loss of the essential continuity and capacity;
- II. the relentless and overwhelming pace of development along the coast has led to a gap between the rapid, exponential rate of development with its consequent environmental degradation, and the capacity of ICZM to deal with it: the development-management gap;
- III. the perception of ICZM as an environmental management activity is stubbornly persistent--a pressing need exists to embed ICZM into other areas of policy;

- IV. the creation of the enabling framework of national capacity building remains patchy and inconsistent, and the regional actions such as awareness-building takes place in parallel and often behind local action;
- V. there is an obvious lack of synergy between programmes;
- VI. the public visibility of ICZM projects remains relatively poor;
- VII. spreading the word and networking between local projects must be supported through initiatives like the "Sardinia Charter" agreed in Alghero in July 2008;
- VIII. there is a need to re-assert ICZM as the powerful arbiter it is between the land and sea issues and interests;
- IX. there is an over-long time cycle to produce local ICZM action;
- X. ICZM fails to grasp the imagination of politicians in particular and the community in general. "Demystifying" the concept is a priority through using a simplified and positive terminology as proposed in the ICZM Marketing Strategy;
- XI. the lack of vision at the regional scale is replicated at the local level. A simple, practical vision of what constitutes a "sustainable coast", comparable to the clear objectives of examples such as Horizon 2020 and the Millennium Development Goals, is urgently required;
- XII. there is a lack of appropriate national legal frameworks for ICZM.

Recommendations are organised in the four Orders of Outcomes.

1st Order Outcomes – Enabling Conditions

A single concerted ICZM policy is required based on the implementation of the ICZM protocol targeted at national governments and based on the momentum of the Protocol. The support for states to ratify and implement the Protocol should therefore be of the highest priority for international support.

Funding organisations should also consider linking future financial support for ICZM to the ratification and implementation of the ICZM Protocol.

Existing ratification and adaptive activity should continue to be supported while intensive support is given to other states to make similar progress.

Funding agencies should increasingly link local outputs to the achievement of practical "hard" outcomes rather than the traditional "soft" outputs such as "action plans". A simplified approach to local implementation should be developed, in which project cycles are significantly shortened with a focus on outcomes rather than on outputs.

Simplification should also be applied by national and local governments to the definition of "sustainability" as a vision for their coast. A two stage test is proposed to measure this at the national level:

- I. as a minimum, the elimination through a sound legal framework of unsustainable future development choices and the creation of a coastal setback;
- II. beyond this minimum, the articulation and the realisation of the six principles of ICZM for the Mediterranean for specified coastal areas.

2nd Order Outcomes – Changes in Behaviour

The relevance of ICZM to contemporary issues facing the Mediterranean, such as climate change and poverty reduction, should be identified, be clearly articulated in a range of well-branded media, and promoted through a series of events at the regional level to national decision-makers and to wide non-specialist audiences.

States should be offered further support to develop national coastal priorities.

The Coast Day and Coastal Ambassadors initiatives helped to create a supportive environment for ICZM with both the general public and decision-makers and merit future support and continuation.

Funding bodies should support the implementation of the Sardinia Charter through the development of a mutually supportive network of Mediterranean regions and localities.

3rd Order Outcomes – Achieve Results

The Cap Nador ICZM project is presented as a possible model of simplicity, building on previous projects and studies, and with explicit activities leading to the drafting of a nested set of ICZM action plans from local to provincial level. However, action plans are outputs, not outcomes or results and the test of ICZM is to achieve real and tangible results.

4th Order Outcomes – Achieving Sustainability through Integration

Achieving the Fourth Order of outcomes requires not just a substantial increase in the level of ICZM activity around the Mediterranean, it requires significant changes in the culture of the activity and its ability to adapt and work with an ever-changing policy background. To be seriously considered as a tool for sustainable development of the coast, ICZM needs to break out of its narrow perception as an environmental activity and integrate other economic and social policy fields.

Future ICZM in the Mediterranean should therefore encompass:

- protecting and enhancing the environment;
- the prudent use of natural resources;
- economic and local community development;
- social inclusion and poverty reduction;
- the sustainable development of tourism;
- maritime activities;

- climate change mitigation and adaptation;
- infrastructure and urban developments;
- natural and man-made disaster risk management.

To achieve this conceptual shift, a gap analysis between the current state of skills, knowledge, and qualifications of current ICZM practitioners and the desired and necessary skills should be carried out. This should focus on achieving real results rather than creating processes. On the basis of this analysis, training and recruitment processes should be realigned.

Introduction

This document is one of the final outputs of the SMAP III (Short and Medium-term priority Action Programme) to promote Integrated Coastal Zone Management (ICZM) around the Mediterranean. Its conclusions and recommendations are aimed primarily at the current Euro-Med partners in that programme, namely the EU and the 10 Mediterranean partners (Algeria, Egypt, Israel, Jordan, Lebanon, Morocco, Palestinian Authority, Syria, Tunisia and Turkey).

The purpose of this document is to combine the lessons of this programme, of previous ICZM activity in the Mediterranean and current good practice from around the world in order to provide a practical framework for achieving the sustainable development of the Mediterranean coast. To achieve this, the authors also intend to provoke debate about the very nature and practice of ICZM itself and its relevance to the contemporary challenges of sustainable development in the region. This debate is urgently required – as illustrated in this document the current practice of ICZM is inadequately equipped to respond to the scale and nature of the challenges facing the Mediterranean coast.

Progress towards ICZM in the Mediterranean is based on a 30-year evolution from the relatively small-scale projects of the Mediterranean Action Plan CAMP (Coastal Area Management Programmes) to the larger geographic scale projects of SMAP III, with a steady increase in the level of activity and the scale of ICZM projects. Under SMAP III this local programme approach has been combined with the creation of an enabling framework through Policy Briefs and the ICZM Protocol. In particular, there have been some indicators of progress towards horizontal integration between ministries and other governmental agencies and, as importantly, the vertical integration of the local projects with national and regional policy.

Many descriptions exist of the *process* by which ICZM programmes are constructed and evolve. A widely used framework was developed by the Joint Group of Experts on the Scientific Aspects of Marine Environmental Protection (GESAMP, 1996)¹ adapted for use for the SMAP III ICZM projects. The GESAMP cycle begins with an analysis of problems and opportunities (Step 1). It then proceeds to the formulation of a course of action (Step 2). Next is a stage when stakeholders, managers, and political leaders commit to new behaviours and allocate the resources by which the necessary actions will be implemented (Step 3). This involves formalization of a commitment to a set of policies and a plan of action and the allocation of the necessary authority and funds to carry it forward through implementation of these policies and actions (Step 4). Evaluation of successes and failures; learning and a re-examination of how the issues themselves have changed complete the management cycle (Step 5).

¹ GESAMP (1996): The contributions of Science to Integrated Coastal Management. Reports and studies No.61. Food and Agriculture Organization of the United Nations, Rome.

A similar process has been translated into practice by numerous local level projects in the Mediterranean for a number of years now. The Mediterranean Action Plan's established the MAP Coastal Area Management Programme (MAP CAMP), in 1989. Since then practical coastal management projects, CAMPs, have been completed or are underway in selected Mediterranean countries. CAMPs were prepared to test the viability and validity of the ICZM concept in the context of the Mediterranean and particular states. Since 1990 local CAMP projects were implemented in some 17 locations across the Mediterranean.

The reality of many coastal management programmes of all varieties is that we often see only fragments of unconnected processes. In particular, there may be a major gap between repeated efforts at issue analysis and planning (Steps 1 through 3) and the implementation of a plan of action (Step 4). Moreover, subsequent initiatives often do not build strategically on a careful assessment of what can be learned from earlier attempts to address the same or similar issues (Step 5). Experience demonstrates that in complex coastal systems well-designed and well-executed processes may not produce the desired outcomes. This is the challenge for the future of ICZM in the Mediterranean, i.e., to build on existing activities to provide an "enabling framework" to facilitate the embedding of ICZM processes across the whole Mediterranean, i.e., to take ICZM beyond the constraints of the short-term project cycle.

To transcend the short-term project cycle "trap", this report is organized by the Orders of Outcomes framework proposed by Olsen (2003)² and tested in several parts of the world including South-East Asia (Henocque & Tandavanitj, 2009)³ and Latin America (Olsen, 2009)⁴. The Orders of Outcomes framework allow consideration of the strategic goal of more sustainable forms of development which lead to a sequence of tangible outcomes depending on time and scale.

The 1st Order Outcomes define the four enabling conditions for the sustained practice of ecosystem-based management, one of the main features of the ICZM Protocol for the Mediterranean. It includes the formal commitments required to implement a plan of action directed at the achievement of defined ecosystem conditions.

The outcomes that mark the full scale implementation of a formally approved and sustainably funded plan of action are addressed in the 2nd Order, as changes in the behaviour of governmental institutions, the behaviour of the relevant groups exploiting or otherwise affecting ecosystem conditions and the behaviour of those making financial investments in the system.

The 3rd Order marks the path to more sustainable forms of development through specific societal and environmental quality outcomes and towards more sustained courses of action that mark the outcome of the 4th Order – sustainable development in coastal areas.

² Olsen, S.B. (2003): Frameworks and indicators for assessing progress in integrated coastal management initiatives. *Ocean & Coastal Management* 46, 347-361.

³ Henocque, Y. & Tandavanitj, S. (2009): CHARM, Coastal Habitats and Resources Management Project in Thailand and Mainstreaming of Co-management Practices into Policies. LOICZ Inprint, Issue 1 (www.charmproject.org), 23 pages.

⁴ Olsen, S.B.; Page, G.G. & Ochoa, E. (2009): The Analysis of Governance Responses to Ecosystem Change: A Handbook for Assembling a Baseline. LOICZ Reports & Studies No.34. GKSS Research Center, Geesthacht, 87 pages.

Progress and Barriers towards ICZM in the Mediterranean

1. Progress towards the practical achievement of ICZM in the Mediterranean

- 1.1. The Mediterranean has a creditable record of ICZM over the past 30 year. Successive cycles of local ICZM activity and regional coordination have helped establish a substantial knowledge base and track record.
- 1.2. A regional ICZM focal point for the Mediterranean was established over 30 years ago in 1977 in the Priority Actions Programme/ Regional Activity Centre (PAP/RAC) as a key component of the Mediterranean Action Plan (MAP).
- 1.3. PAP/RAC is based in Split, Croatia and is responsible for the co-ordination of the Coastal Area Management Plans (CAMP), under the supervision of MED Unit. The objectives of CAMP are:
 - to develop strategies and procedures for a sustainable development in project areas;
 - to identify and apply the relevant methodologies and tools;
 - to contribute to the capacity building at local, national and regional levels; and
 - to secure a wider use in the region of the results achieved.
- 1.4. Under CAMP practical coastal ICZM management projects were implemented in selected Mediterranean coastal areas. Since 1990 local CAMP projects were implemented in some 17 locations across the Mediterranean. Technical assistance for these CAMP projects was provided by PAP/RAC. In doing so PAP/RAC also supported the development of expertise and experience through the provision of workshops and specialist training, published research, guidelines, technical reports and manuals. A considerable body of knowledge specifically related to the Mediterranean has thus been developed.
- 1.5. Within EU member and accession states ICZM has been supported by both national and EU funded actions (under the LIFE, community initiative, neighbourhood and pre-accession programmes, notably in the EU Demonstration Programme on ICZM 1997-2001). The EU Recommendation on ICZM has requested national ICZM strategies from each member state, although progress on this has been slow.
- 1.6. Further progress towards ICZM in the Mediterranean is based on the evolution of Short and Medium-term priority Action Programme (SMAP) from 1995. The Barcelona Declaration, adopted on 28 November 1995 at the Euro-Mediterranean Conference of Ministries of Foreign Affairs, laid down the foundations of the Euro-Mediterranean Partnership established between the European Union and the then 12 Southern and Eastern Mediterranean Partners (Algeria, Cyprus, Egypt, Israel, Lebanon, Jordan, Malta, Morocco, Palestinian Authority, Syria, Tunisia, and Turkey). Based on the Barcelona

Declaration, the 1st Euro-Mediterranean Ministerial Conference on Environment held in Helsinki (28 November 1997) adopted in its Declaration the Short and Medium-term priority Action Programme (SMAP). Helsinki defined the following fields of action for SMAP:

1. Integrated water management;
2. Waste management;
3. Hot Spots;
- 4. Integrated coastal zone management;**
5. Combating Desertification.

- 1.7. SMAP was implemented through three consecutive phases under which 26 projects have been selected and funded. SMAP III, from June 2004, is the most recent phase and had a specific focus on sustainable development and ICZM. It had three components:
 - 8 ICZM field projects, with a duration of 24 to 36 months, starting in January 2006;
 - "Promoting awareness and enabling a policy framework for environment and development integration in the Mediterranean" project implemented by UNEP/MAP;
 - a cross-cutting Technical Assistance (TA) component.
- 1.8. Thus, under SMAP III, conventional local action in the form of ICZM action plans (but not their implementation) was combined with the macro level "Promoting awareness and enabling a policy framework for environment and development integration in the Mediterranean" – an attempt to create a macro-level enabling framework through national Policy Briefs and the ICZM Protocol. This second objective was to promote awareness on the value and state of the coasts, and to provide support to countries in strengthening and modifying the existing national-level enabling environment, including policy, institutional and legislative frameworks.
- 1.9. The evaluation of the SMAP III programme for the EC published in March 2009⁵ provides some useful strategic insights into the future challenges to ICZM in the Mediterranean. Putting aside the evaluation of practical implementation, the report picks out the following effects, impacts, sustainability and perspectives for future action which are picked up in the recommendations in this document:
 - *"Though SMAP III produced a wide range effects, most of its activities and, thus, the program as a whole, had – partially because of the short duration of the program – not yet sufficient momentum to impact significantly either on local, national or regional levels, be it on environment itself or on the technical and institutional factors that affect it."*

In short, this is the classic dilemma – the lack of time for time-limited projects to fully embed their effects.

- *"Though no indicators are available to formally ascertain specific impacts of SMAP III on the adoption of the "Protocol on ICZM in the Mediterranean", it is reasonable to*

⁵ Evaluation of the Programme "Environmental Short and Medium-term priority Action Programme III (SMAP III)" – Final Report, Busson F. & Staatsen P, March 2009.

suppose SMAP III has to some extent contributed to this adoption and, besides this, likewise, will facilitate the mobilisation of funds for its future implementation."

The importance and value of a "vertically integrated" approach from the local to the regional scale is recognised.

- *"... good perspectives exist for medium and long term impact of SMAP III, attained by continuing initiated activities while using the lessons learned from SMAP III. This will, if advantage is taken of the already acquired local experience and installed capacities, easily contribute to realization of convincing success stories on field level(sic), to increased national level awareness of problems and – even more so – of solutions and to substantial relevant policy development."*

The maxim "Demonstrate Success" as the key to engaging the policy-makers is encompassed in this conclusion.

1.10. The evaluation concludes that the ICZM action plans *"constitute a good base for rapid future action"*. The projects themselves have limited impacts but capitalisation of the short term project actions can contribute to:

- *"effective promotion of better national enabling environment. Indeed, the persistent need for strong environmental mainstreaming on national level must and can be met by a more practical and more bottom-up approach for attaining effective decision makers, makers, based on successful field action and on systematic assessment of precise local and other sub-national level needs for improving policy;*
- *substantially improved local planning. Indeed, implementation of SMAP III has shown that local planning must and can be more effective and that it can be done with quite limited local means..."*

Projects by themselves are therefore not enough; their value comes from integration and mainstreaming at national and regional level, from capitalisation of the results, and from clearly demonstrating success.

2. Progress at regional scale: the Protocol on Integrated Coastal Zone Management (ICZM)

- 2.1. The 7th Protocol in the framework of the Barcelona Convention, the Protocol on Integrated Coastal Zone Management (ICZM), was signed in Madrid, in January 2008. It provides an ambitious regional context under which countries will better manage their coastal zones, as well as to deal with the emerging coastal challenges, such as climate change. Its importance lies in the mutual recognition of the severe pressure of development around the Mediterranean coasts and the urgent need for coordinated action and governance. The challenge of full ratification into the many national legal structures lies ahead.
- 2.2. The Protocol provides a clear and precise "menu" of actions for each state to deliver:
 - defining the **coastal zone**;
 - defining the **coastal setback**;
 - formulation and development of **coastal strategies**;
 - formulation of **Environmental Impact Assessment** for public and private projects and **Strategic Environmental Assessment**;
 - developing policies for preventing **natural hazards**, particularly those resulting from climate change;
 - applying the **ecosystems approach** to coastal planning and management;
 - **reporting** on the implementation of the Protocol, including measures taken, their effectiveness and the problems encountered upon their implementation.
- 2.3. The Protocol provides a unique and unparalleled foundation upon which to base future action. The achievement of a consensus on the way forward for such a complex enclosed sea is a considerable achievement. The implications for future ICZM priorities in the Mediterranean are:
 - The central dilemma of such an international protocol is that the responsibility for its delivery is largely devolved to national level with all the ratification, adoption and implementation problems that implies.
 - There remains an important function of central coordination, monitoring and support to be fulfilled. Such support could substantially aid the achievement of the Protocol's objectives.

3. Future progress towards ICZM in the Mediterranean – the status quo 2009

- 3.1. The challenge for the future is to build on the Protocol, from the "the top down" and the experience of practical projects from the "bottom up" to provide facilitate and embed ICZM processes across the *whole* Mediterranean – to take ICZM beyond the constraints of the short-term project cycle within limited and isolated geographical spaces to a long-term sustained process which:
- enhances governance capacity in terms of reproducibility;
 - contributes to a long-lasting approach;
 - transfers to other geographic units;
 - can be progressively scaled-up as the basis for a coherent national policy.

Put simply, the Protocol articulates an ambition to raise the entire Mediterranean coast to an optimal sustainable development status. The central challenge to all parties is to operationalise this ambition.

- 3.2. Progress towards achieving this "optimal sustainable development status", nearly a decade into the 21st Century is difficult to assess across such a complex geo-political and cultural space as the Mediterranean. In addition, ICZM is a multi-layered activity including practical implementation, institutional strengthening, governance frameworks etc. Possibly because of this complexity there have been very few attempts to assess the outcomes of the ICZM process. Sustainable development is the stated goal of all the ICZM activity to date in the Mediterranean, yet typically very little is said about how progress towards this ultimate objective is to be achieved or how progress is measured. This was recognised in the RED⁶ which explicitly mentions, amongst the weaknesses related to lack of policy assessment, those concerning the impact assessment of plans and programmes.
- 3.3. However, the considerable experience and body of knowledge garnered from project activity and the conventions such as the ICZM Protocol, the Mediterranean Strategy for Sustainable Development, Horizon 2020 etc means that the journey towards achieving this objective is well underway. In order therefore to assess this progress, and from this identify clearly the priorities for the future, the authors of this report propose a simplified visual summary of the current ICZM status in the Mediterranean.
- 3.4. Despite the lack of quantifiable indicators and measures of progress, a review of activity to date indicates that ICZM's progress towards achieving sustainable coastal development is still at a relatively immature stage. This is summarised in the following diagram:

⁶ A Sustainable Future for the Mediterranean, the Blue Plan's Environment and Development Outlook, 2005.

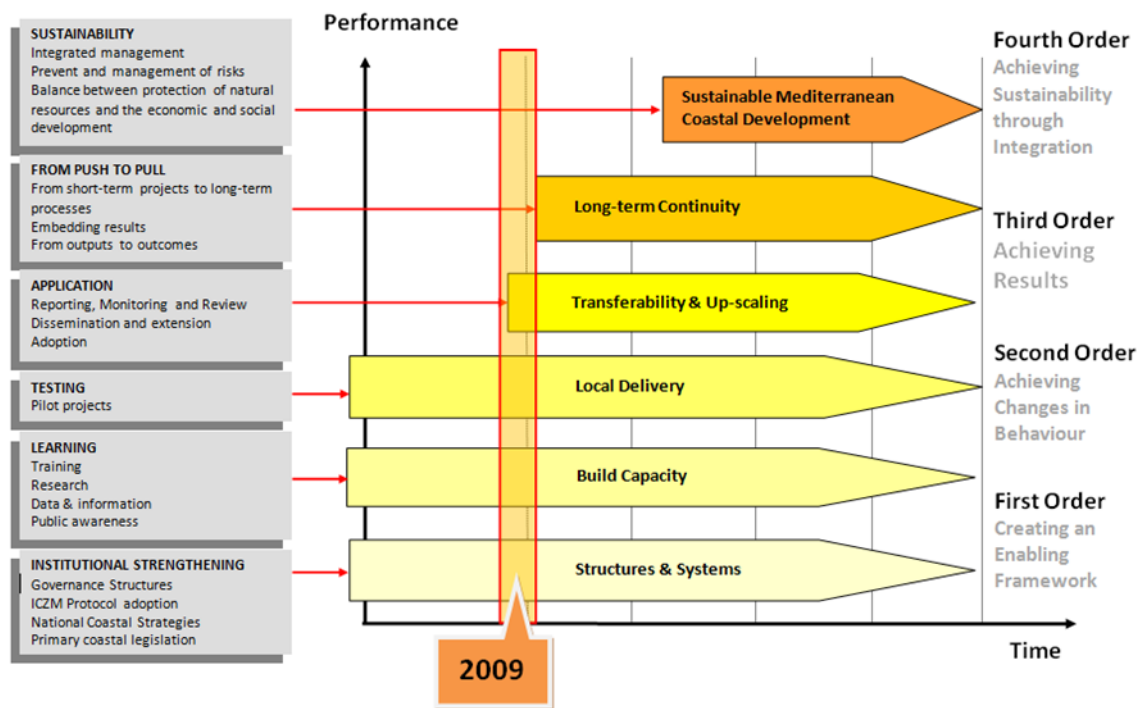


Figure 1: Status of ICZM, 2009

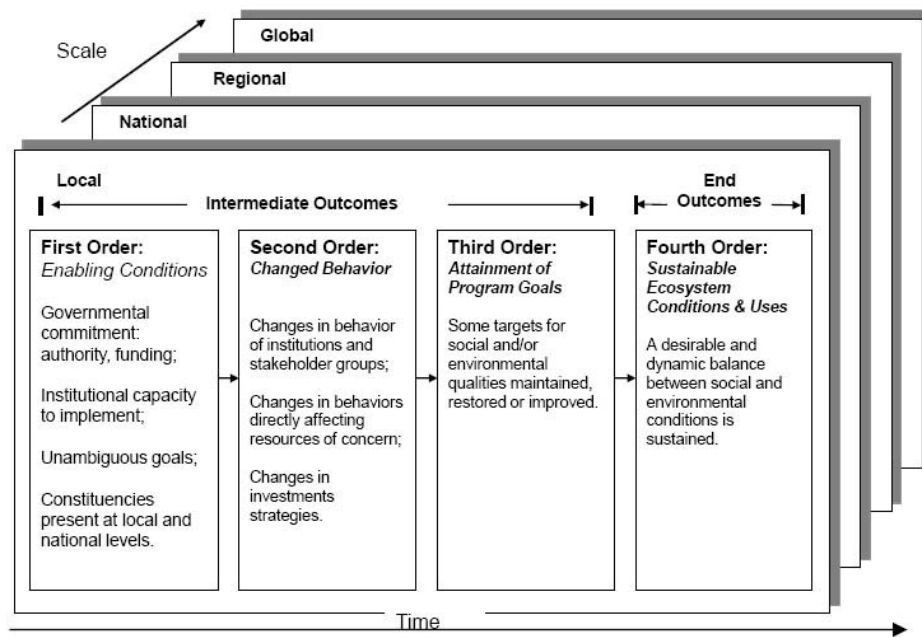
- 3.5. This diagrammatic assessment of the status quo 2009 is based on subjective expertise, but it identifies simply the need for sustained action on all levels to achieve sustainability – the creation of a self-sustaining process of ICZM across the Mediterranean. In particular, ICZM has yet to make the quantum leap from the "push" of the aspirations of the ICZM Protocol and the local project to the "pull" of embedded relevant national policies, a culture of integration and practical local delivery.

4. Measuring Future Progress – Orders of Outcome

- 4.1. The "Orders of Outcomes" framework offers a tangible and logical framework, and a sequence of tangible outcomes that, *"if pursued successfully over long time periods, can indeed produce conditions that are increasingly sustainable."*⁷
- 4.2. **The "Orders of Outcomes" framework designed and refined for the ICZM policy cycle⁸ offers four Orders Of Outcome that are used in this report to both analyse the current situation and to develop recommendations.** These outcomes, particularly the First, Second and Third Order will accumulate concurrently and from different initiatives. The Orders of Outcomes framework focuses on the "outcomes" rather than the "outputs" of ICZM. Sets of indicators or targets are identified that can be used to assess progress (see Checklist).
- The **First Order** examines whether a sufficient level of achievement – *an enabling framework* – has been attained that creates the preconditions required to successfully implement the plan of action of an ICZM programme, e.g., whether or not the program has established unambiguous goals and whether user groups affected by the program's actions understand and support its goals, management measures, and targets.
 - The **Second Order** analyses *changes in behaviour* that occur during implementation: changes in the behaviour of target user groups, changes in the behaviour of key institutions and changes in how and where financial investments are made.
 - The **Third Order** measures *practical results and benefits*. These Third Order Outcomes, e.g., improved water quality, justify financial investments and motivates the stakeholders and institutions to make the changes in their behaviour that sustained success requires.
 - The **Fourth Order** looks at the appropriate balance between environment and human society – *sustainable development*.
- 4.3. These Orders of outcomes are used as a framework for recommendations at both the macro level of regional and national level, and as a framework for local action. A detailed checklist for the application of the outcomes is shown in Appendix 1.

⁷ UNEP/GPA (2006). Ecosystem-based management: Markers for assessing progress. UNEP/GPA, The Hague.

⁸ Olsen and others 1997, and Olsen and Nickerson 2003.



Source: Olsen 2003

Figure 2: The Four Orders of Coastal Governance Outcomes

5. Barriers and threats to creating a self-sustaining ICZM process in the Mediterranean

- 5.1. How to move forward towards the optimal Fourth Order of sustainable coastal development in the Mediterranean? From the preceding analysis there are a number of critical barriers.

The Project Cycle Trap

- 5.2. The short-term, stop-go nature of the individual projects based on the 3-4 year project funding cycles leads to a loss of essential continuity and capacity. Currently, there is a lack of continuity between project cycles; one cycle does not lead logically into the following, or build upon it in increasing scope, geographical coverage and ambition. Currently progress can be summarised as 3 steps forward, 2 steps back.

Projects can become an end in themselves rather than a step towards a self-sustaining process.

The Management-Development Gap

- 5.3. The relentless and overwhelming pace of development along the coast has led to a gap between the rapid, exponential rate of development with its consequent environmental degradation, and the capacity of ICZM to deal with it. According to the RED some 20

million additional urban dwellers and 130 million additional tourists are expected by 2025. One result will be "concretisation" on a massive scale, the Blue Plan estimating the 4000 kilometres of the coast, 50% of the total, will be developed by 2025. Just this one indicator, set against the modest notional scale of ICZM illustrates the massive "Management-Development Gap".

Coastal management around the Mediterranean will need to at least maintain the present rate of application to even keep pace with the rate of development; but it will take a quantum leap in application to begin to close the Management-Development Gap.

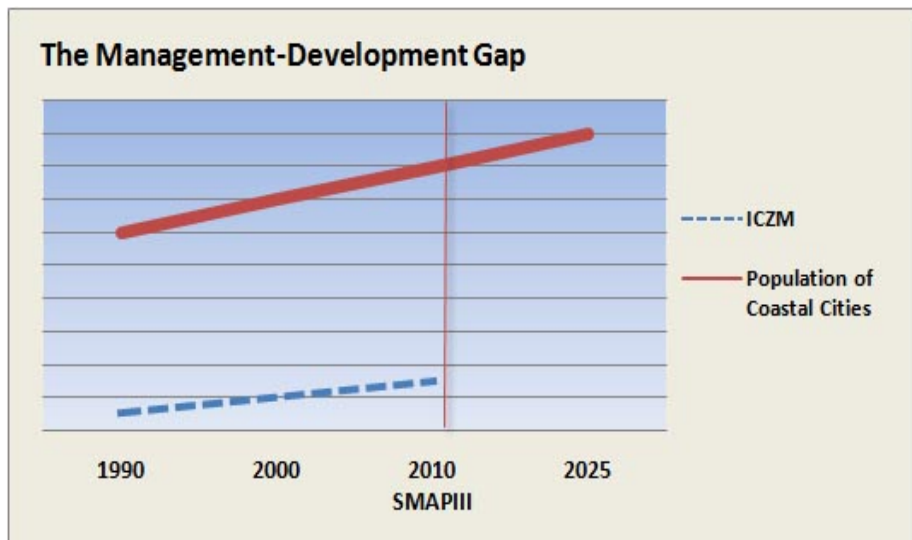
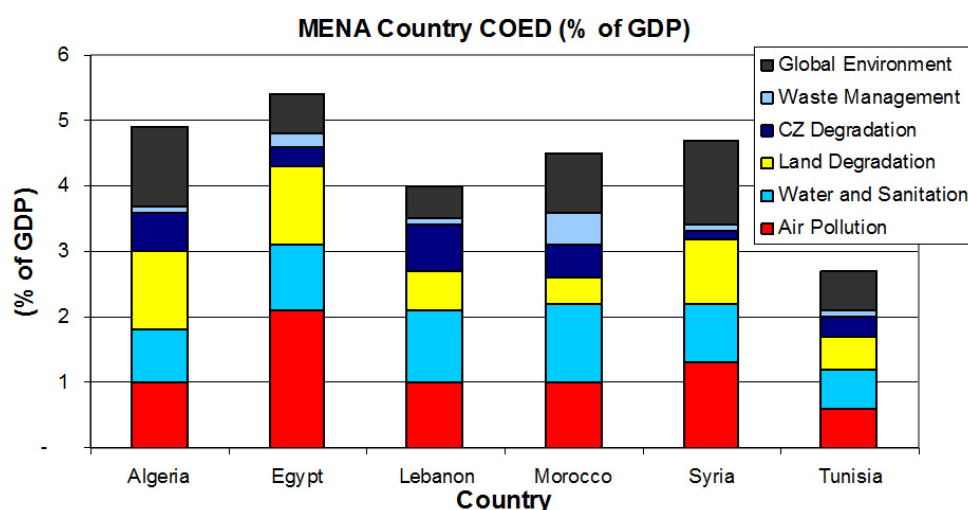


Figure 3: The Notional Management-Development Gap

Need for Mainstreaming

- 5.4. The perception of ICZM as an environmental management activity is stubbornly persistent. "Mainstreaming" the management of the coast is shorthand for extracting ICZM from its narrow perception as primarily an environmental management activity. Simply, we need to work harder to embed ICZM into other areas of policy including: economic development, transport, health, poverty reduction, etc. This is much discussed but there is little in the way of practical advice on how to do it. In economic terms, on the macro scale, we can now relate ICZM to the standard economic measure of GDP (with reservations over accuracy), a powerful tool as GDP growth overall is slowing or even falling across the Mediterranean. The data below shows very simply the potential for ICZM to deliver a measurable benefit to GDP.

Mainstreaming in other policy areas will rely on defining quantifiable benefits to these areas at both the macro and local scale.



Source: Costs of environmental degradation: An analysis in the Middle East and North Africa region, International Symposium on Drylands Ecology and Human Security (ISDEHS) Dubai 2006.

Figure 4: Costs of Environmental Degradation (COED) to GDP

The Need for Vertical Integration – bridging the gap between national policy and local Action

- 5.5. One of the key objectives of the SMAP III programme was to achieve a concrete articulation between local ICZM action and national policy, and to develop national enabling environments. The evaluation of the programme is particularly critical at the lack of success in achieving this. The creation of the enabling framework of national capacity building was patchy and inconsistent, and the regional actions such as awareness-building took place in parallel and often behind local action. Communication between work on the enabling framework and local actions was almost non-existent. The programme did have some limited successes, notably in Algeria, Syria and Egypt. The Syrian inter-ministerial commission linked to the local level through the coastal governorates is an exemplar of a potential national framework.

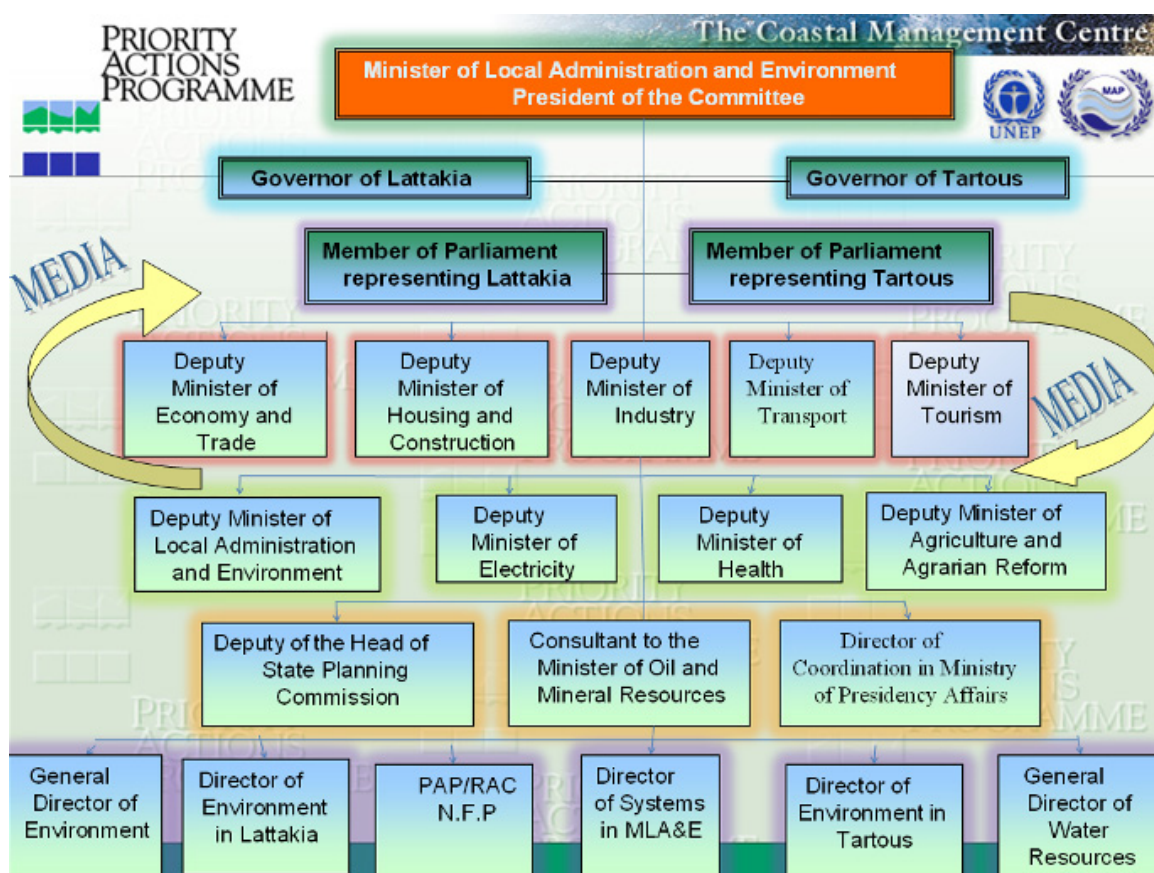


Figure 5: Syrian Inter-ministerial Commission for the Coast

- 5.6. Algeria is particularly interesting as it took a legal and programme based approach – creating an exemplary enabling legal and administrative national framework, combined with early practical interventions at local levels.

Structures will vary from country to country, but the need for interaction with high level decision makers and the establishment of national fora will be critical to future success of ICZM.

Lack of Synergy between Programmes

- 5.7. There is an urgent need for greater synergy between and within major programmes that underpin the partnerships between the Mediterranean beneficiary states, the EU, the UN, the World Bank, GEF and other institutions and donors, including: the Barcelona, Helsinki and Athens declarations: the Euro-Mediterranean partnership and the European Neighbourhood and Partnership Instrument (ENPI)
- the Mediterranean Strategy for Sustainable Development (MSSD);
 - the "Cairo road map" for the de-pollution of the Mediterranean and Horizon 2020;
 - the "Protocol on ICZM in the Mediterranean";
 - the Mediterranean Environmental Technical Assistance Program (METAP);
 - the Global Environment Facility (GEF).

These are primarily but not exclusively environmental programmes; ICZM also has relevance to other international initiatives including development, climate change and anti-poverty programmes as well as bilateral programmes.

Lack of Relevance and Low Visibility

- 5.8. The public visibility of ICZM projects has been relatively poor. The reasons for this are complex; the Coast Day initiative initiated under SMAP III in 2007 was however, considered a success in raising the profile of the coast at national levels through publicity, events and the appointment of high-profile "ambassadors". Coast Day has been particularly successful in generating sufficient popular support for its continuation beyond its project funding. However many publicity and public awareness campaigns fall into the same project cycle trap as the local projects themselves, being subject to the inconsistency of the short-term, stop-go of funding cycles. In addition however, the programmes are technocratic in nature and, with notable exceptions, failed to capture widespread public or political attention.

ICZM promoters therefore have to spend a large amount of effort explaining the very concept itself. Being a means to an end rather than an end in itself is an intrinsic handicap.

Networking and the Role of the Municipalities

- 5.9. Experience from elsewhere in the world point to the central importance in the ICZM process of municipalities and other local administrations. However, they are also ICZM's Achilles heel – being driven by short-term development interests, lack of political leadership or a simple lack of capacity. Potentially however, peer to peer networking between local administrations provides an alternative encouragement to action to the top-down process.

The Declaration des Autorités Locales et Régionales pour la Méditerranée, the "Sardinia Declaration" agreed in Alghero in July 2008 provides a framework for just such cooperation.

The ICZM "Squeeze"

- 5.10. ICZM is witnessing a new form of "Coastal Squeeze" as national governments and international organisations turn their attention to the planning and management of the marine zone as an entity, while the boundaries of terrestrial administrations and their spatial plans remain rigidly limited to the shore-line. Paradoxically, this emphasis on marine ecosystems, marine spatial planning and terrestrial planning can have the effect of "squeezing" out the practice of ICZM for the coastal zone which transcends and overlaps these policy areas. ICZM needs to redefine its role as the key arbiter between the terrestrial and marine environments; mitigating on-shore impacts offshore and vice versa.

There is a need to re-assert ICZM as the powerful arbiter between the land and sea issues and interests.

Slow Delivery and Over-Complexity

- 5.11. One common criticism of ICZM is the heavy reliance on studies and analysis at the local level, where the imperative may be to seek early solutions to concrete problems. This criticism of the over-long time cycle to produce local ICZM action plans was echoed by the EC evaluation of the SMAP III projects. A notable exception to this however, were two "Local Coastal Cells" – LCC- in Morocco⁹ which demonstrated that the ICZM process can be produced over a quite short period of time at low cost, by mainly local human resources – considerably shortening the delivery cycle for ICZM. This is an important lesson for future projects – make them "smarter", less time consuming, and less resource intensive. Time saved in the development of action plans can be used to produce deliverables, widely acknowledged to be the most effective way of engaging the community and decision makers in the ICZM process.

"Demonstrate success" through practical and visible outputs and early "wins" even on a limited scale, rather than lengthy process, is a valuable maxim for ICZM.

Lack of Ambition and Risk Aversity

- 5.12. There is a case for arguing that ICZM needs to be prepared to take risks to achieve a higher prize. By being generally "risk-averse" with relatively limited ambitions, ICZM has failed to grasp the imagination of politicians in particular and the community in general. This is often a simple case of language used; ICZM (including the term "ICZM" itself) is expressed in technocratic and complex language. A process of "demystification" is needed, stating the seriousness of the problems and the challenges faced by the coast in simple clear terms. The ICZM Marketing Strategy provided a simplified terminology for ICZM for use in the Mediterranean but this came too late to inform the SMAP III projects.

ICZM urgently needs to find a new language, one that clearly expresses its purpose and value to the sustainable development process.

Lack of Vision

- 5.13. Related to the above and the lack of clarity is the lack of a clear vision for the coast. The coastal problems are well enumerated and articulated (Blue Plan, 2005), yet surprisingly there is no clear, simple vision of what the sustainable Mediterranean coast might look like. This lack of vision at the regional scale has generally been replicated at the local level. A simple, practical vision of what constitutes a "sustainable coast", comparable to the clear objectives of examples such as Horizon 2020 and the Millennium Development Goals, is urgently required.

⁹ CAP Nador "Reducing Conflicts of Coastal Natural Resources Use in the Nador Area of Morocco" ICZM Project.

ICZM holds few widely recognised values in the minds of its target audience. Furthermore, ICZM lacks a clear, practical vision of what constitutes a sustainable Mediterranean coast.

Lack of Legal Basis

- 5.14. The lack of national coastal legislation around the Mediterranean as a foundation for sustainable coastal management is the "missing link" between the ICZM Protocol and local action. National legislation will not in itself guarantee effective coastal management, but it will provide an essential context for its development.

Without the appropriate legal framework at the national level it is unlikely that coastal management will ever escape the project trap and begin to match the scale of the development and other sustainable management challenges.

Recommendations

6. First Order Outcomes – Creating an Enabling Framework

- 6.1. Creating the enabling framework for ICZM is essentially a top-down activity and should be a priority for international funding organisations. The building of regional and national capacity, the legal and institutional frameworks offers the best and most cost-effective opportunity to match the level of future ICZM activity to the scale of the problem facing the Mediterranean. The lessons from the previous programmes are that local pilot projects are not in themselves an adequate panacea for the scale of the future challenges. The success of recent attempts to run this national capacity building *in parallel* with local action has had only limited success. A more concerted and focussed effort is therefore required if future challenges are to be met. The plethora of initiatives such as Horizon 2020, the EU Marine Strategy and other issues such as climate change, combined with the lack of coordination between programmes and agencies, pose the risk that efforts to promote a holistic approach could become diluted.

A single, concerted ICZM policy level initiative is required based on the implementation of the ICZM Protocol, targeted at national governments, and based on the momentum of the Protocol.

The ICZM Protocol

- 6.2. As discussed above, the signing of the ICZM Protocol in the Mediterranean in 2008 as an international legal document was a major achievement. It symbolises the mutual recognition of the severity of coastal problems around the Mediterranean, the relevance of ICZM as a discipline, and of the need for concerted action to tackle them. However, the signing of the Protocol is only the first stage in a lengthy and very demanding process of implementation.
- 6.3. In order to become part of national law the ICZM Protocol must be ratified and adopted into national legislation of the signatory states. This is in itself a complex undertaking and there are a number of potential problems including:
- the ICZM Protocol cuts across strong departmental and sectoral responsibilities, and challenges vested interests through, for example, the creation of setback zones.
 - ratification and implementation requires the development of a common understanding of ICZM across all sectors and levels of government and the political structures, along with the harmonisation of the text with the national languages.
 - the technical and governance capacity of the states to implement the ICZM Protocol also varies considerably. Unlike the implementation of an EU Directive to Member States, no sanctions exist to penalise states for non-compliance.
 - financial and other resources required to implement the Protocol.

- As a platform on which to base a concerted attack on the problems facing the Mediterranean coast the Protocol is unparalleled. The Protocol lifts ICZM from a narrow sectoral issue to one of national importance and focus.

The support for states to ratify and implement the Protocol should therefore be of the highest priority for international support.

- 6.4. These measures should focus on the following areas of support, with ratification and implementation seen as being of potentially parallel and equal importance:
- At the regional level: further elaboration and definition of the Protocol including the development of model clauses, definitions of terminology such as "setback", "coastal zone" etc., and an implementation tool kit.
 - The provision of training and awareness -raising material and events for key high level staff, along with political seminars such as inter-ministerial workshops. Support for bilateral cooperation between states at different stages in the process.
 - At the individual state level: expert legal and interpretation support to individual states, including national and local administrative levels.
 - Capacity-building and financial support to states to ensure that national and local administrations have the capacity and competences to implement the Protocol.
 - Monitoring and publicising progress on ratification and implementation of the Protocol across the region.

Funding organisations should also consider the linking of future financial support for ICZM activity to the ratification and implementation of the ICZM Protocol set as a regional standard.

National Frameworks and Legislation

- 6.5. In addition to the ratification and adoption of the Protocol, additional effort should be expended to massively "upscale" the level and importance of ICZM at the national levels in order to help fill the Development-Management Gap. Three key problems hinder this process at the national level:
- the sectoralisation of ICZM as an environmental management activity and hence as a narrow Environment Ministry responsibility;
 - the lack of vertical integration between the national level and the regional and local administrations;
 - technical and human capacity to deliver coastal management, particularly at the local level.
- 6.6. As with the ratification and adoption of the Protocol, individual states will develop their own paths. Algeria, Egypt and Syria have made significant progress in the development of coastal laws, national coastal fora and national coastal strategies.

Existing ratification and adoption activity should continue to be supported while intensive support is given to other states to make similar progress.

- 6.7. The maturity and the related issue of capacity, of governance systems can play a significant and determining role in the long-term sustainability of coastal management. Whereas European states possess sophisticated governance mechanisms, developed administrative cultures, long established databases and technical resources to map and measure sustainability, many southern states may still be attempting to consolidate new local governmental structures with limited resources. Local administrations in these states may still lack democratic legitimacy, technical resources such as databases and sophisticated mapping facilities. Too often however, coastal management is based on a "northern" model, concentrating on technical issues without regard to the maturity and capacity of local systems to deal with them.
- 6.8. Basic technical support for the development of "fit for purpose" GIS systems etc. should be maintained. Training, in particular should be a high priority. Against the background of increased internationally agreed norms and standards such as Horizon 2020.

Funding agencies should increasingly link local outputs to the achievement of practical "hard" rather than the traditional "soft" targets such as "action plans". A simplified approach to local implementation should be developed, one in which project cycles are significantly shortened with a focus on results rather than on process, on outcomes rather than outputs. This may require a radical culture change in the support mechanisms with a less risk-averse approach to project selection.

Simplification should also be applied by national and local governments to the definition of "sustainability" as a vision for the coast.

A two stage test is proposed to measure this at the national level:

- *as a minimum, the elimination through a sound legal framework of unsustainable future development choices and the creation of a coastal setback;*
- *beyond this minimum, the articulation and the realisation of the six principles of ICZM for the Mediterranean for specified coastal areas.*

The Six Principles of Coastal Sustainability – a coast that is:

- **resilient** – resilient to climate change, resilient to natural processes, resilient to human processes
- **productive** – productive financially, competitive, high in value, increasing GDP, alleviating poverty
- **diverse** – diverse in ecological, diverse in experiential terms
- **distinctive** – distinctive culturally, distinctive in marketing
- **attractive** – attractive to visitors, investors and to local people
- **healthy** – free from pollution

Figure 6: The Six Principles of Coastal Sustainability

Creating a strong centre (real or virtual) and a community for ICZM in the Mediterranean

- 6.9. Information on ICZM in the Mediterranean is scattered in various places and is difficult to access or exchange easily by practitioners. Relevant regulations, lists of experts, and the results of evaluations of ICZM practice may be available somewhere, but there is no comprehensive database that facilitates access to the relevant sources. The emergence of an ICZM community in the Mediterranean is discouraged by this fragmentation of information sources and communication channels.

Regional and local capacity could be strengthened by building a Mediterranean Virtual Knowledge Centre for ICZM (a web-based portal) similar to the Baltic Sea Portal¹⁰ or a coastal "wiki"¹¹. Such a Centre could provide concrete solutions to coastal problems in the Mediterranean through examples of good practice, especially for local authorities responsible for implementation, and provide models for sustaining ICZM initiatives. Existing databases could be made accessible and integrated into a single Mediterranean ICZM web-based portal, offering expert contacts as well as a source of downloadable documents, tailored to the purposes of regional and local stakeholders.

- 6.10. The ICZM web-based portal could be organized and hosted by the single institution, but maintenance could become decentralized and realized on a regular basis through the stakeholders themselves. It should function as an umbrella platform for all ICZM websites of projects, initiatives, regional and country websites within the Mediterranean, and should have its own prominent place and link.
- 6.11. To stimulate transparency and participation, it should include feedback functions and interfaces for information and knowledge sharing. It needs to be broadly advertised and in a targeted manner to reach stakeholder groups that are potentially interested in coastal issues and ICZM in the Mediterranean. Continuous funding will be required to sustain the ICZM portal.

¹⁰ <http://www.balticsea.net/>

¹¹ www.encora.eu/coastalwiki

7. Second Order Outcomes – Achieve Changes in Behaviour

Awareness-raising amongst decision-makers

- 7.1. Awareness-raising is one of the most commonly used and possibly least understood phrases in ICZM. Too often the target audience is too loosely defined and the message unclear. Within the context of this document however, awareness-raising is presented as a conscious instrument of policy. Its prime purpose is to support the wider application of ICZM and not merely to be an educational process as part of a local ICZM action.
- 7.2. In order to achieve the quantum leap required in the scale of ICZM activity to match the scale of the issues faced, and to match the aspirations of the ICZM Protocol, the primary target audience must be the high level decision-makers and opinion formers at regional and national level. As discussed earlier, the signing of the Protocol is no guarantees of its ratification or implementation by the signatory states, the key figures within the states have to be motivated to deliver. No sanctions for non compliance are available, and it is therefore essential to create a consensus of purpose.
- 7.3. A twin approach is proposed:
 - a direct targeting of decision-makers at national levels;
 - the creation of a favourable perception of ICZM and its value.
- 7.4. The approach under the SMAP III programme of the preparation of national Policy Briefs – national coastal vision and policy statements, met with limited uptake. Syria was a notable exemplar, forming an inter-ministerial committee and now developing a coastal strategy. This principle of provoking a national debate and strategy is still valid and should be maintained along with the targeted approach to the implementation of the Protocol. Furthermore, the ICZM message needs to be very clear. The SMAP III evaluation recommends that future programmes:

"Build a very rigorous but simple presentation of ICZM..." and, "Avoid mystifying ICZM and, so as to better highlight the seriousness of coastal degradation, find a "one word meme" for the problem (similar to "deforestation", "desertification", "erosion", etc.....) that does not include the approach used for fighting it."
- 7.5. ICZM – by its very nature as a cross-sectoral activity to deal with multiple issues and problems – resists summarising in a "one word meme"; however the "demystification" recommendation echoes those of the Mediterranean ICZM Marketing and Awareness Raising Strategies. Unfortunately these strategies came too late in the SAMPIII process to have a significant impact on its outcomes, but they did begin that de-mystification process. In contrast to the evaluation report however, these strategies proposed the presentation of ICZM in 6 positive statements of a sustainable coast, rather than the problems (see fig #).
- 7.6. At the political level ICZM has to compete in a crowded field with many competing agendas, and it urgently needs to demonstrate its relevance to non-environmental social

and economic issues. Unfortunately ICZM is perceived as a process rather than a solution, encumbered with a rather "tired" language and jargon, speaking to a narrow specialist audience, which is not perceived as offering clear solutions to many of the contemporary or locally relevant issues on the Mediterranean coast.

- 7.7. At a basic level ICZM offers a means of complying with international environmental obligations. More importantly however, ICZM can demonstrate how it can extend beyond mere compliance, and is uniquely placed to lead and offer solutions to the contemporary issues such as poverty reduction and climate change. It is proposed therefore that:

The relevance of ICZM to contemporary issues such as climate change and poverty reduction facing the Mediterranean should be identified, be clearly articulated in a range of well-branded media, and promoted through a series of events at the regional level to national decision-makers and wide non-specialist audiences.

In addition, along with support for the ratification and implementation of the ICZM Protocol, the states should be offered further support to develop national coastal priorities.

- 7.8. Two notably successful outcomes of awareness-raising at the regional level under the SMAP III programme were the Coastal Ambassadors and Coast Day initiatives. There was some legitimate criticism by the EC evaluation of the lack of monitoring of impacts, but their participation rate is evidence enough of the initiatives' popularity and impact; the annual Coast Days for example receiving extensive TV, radio and newspaper coverage, with a multiplicity of events in 16 Mediterranean countries¹². A number of high profile Coastal Ambassadors were appointed to lend their legitimacy to the importance of tackling coastal issues. This programme relies for its success on the combination of bottom up support in the individual countries and the region-wide coordination and support from PAP/RAC.

The Coast Day and Coastal Ambassadors initiatives help create a supportive environment for ICZM with both the general public and decision-makers and merit future support and continuation.

Bi-lateral and multilateral peer-to-peer cooperation: the Sardinia Charter

- 7.9. There are probably more than 100 local projects related to ICZM practices that have been progressing during the last 10 years. The problem is that in spite of experiences like the PAP/RAC Coastal Area Management Projects (CAMP), they fail to learn from each other because of a lack of communication and exchange between them.
- 7.10. Project leaders need to be able to find a way to relate to each other's experiences. Although each local or regional project has a different starting context, each one goes through the same system of actors, institutions, processes and interactions. As a whole,

¹² www.coastday.org

they present comparative advantages that may strengthen the management activities and ICM process as a whole.

- 7.11. Such was the goal of the **Sardinia Charter** agreed in May 2008 in Alghero during the first regional workshop on the ICZM Protocol implementation, to set up an ICZM Mediterranean Dialogue between ICZM-related local projects in the region. The question is how the ICZM Mediterranean Dialogue can facilitate the exchange of experiences and lessons learned between so many different projects?
- 7.12. Thus it is necessary to develop from the outset with stakeholders, a strategy that will link their activities within a "learning portfolio" describing the conditions under which co-management and integrated coastal management of coastal resources and activities are most effective. Then, a learning portfolio's net impact should become far greater than the sum of its parts.

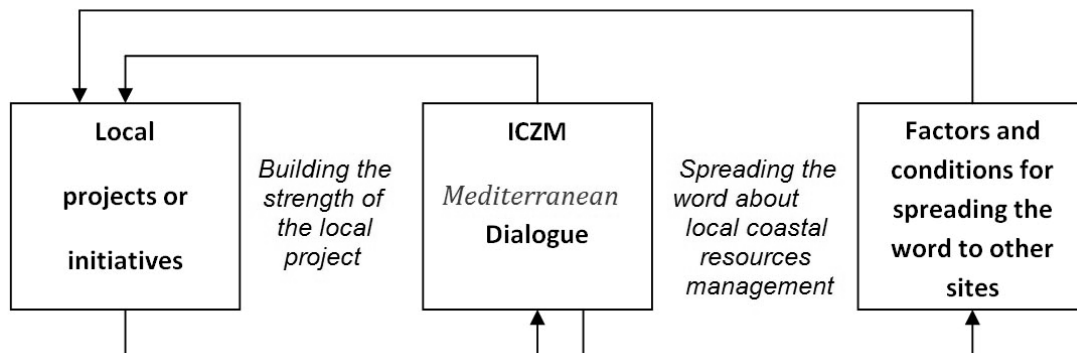


Figure 7: ICZM Learning Portfolio

- 7.13. To allow this added benefit of cross-learning from individual site experiences to happen, it is necessary to develop a common language and framework of action, in other words a mutually developed agreement or a kind of "social contract" that governs how the portfolio functions. It should include a statement of the vision of the portfolio of projects, outline ideas of what the members of the portfolio will do together, and describe the obligations and benefits of being a member.
- 7.14. The content of the "social contract" as agreed in Alghero is as follows:
- Towards a **common vision**: Mediterranean coastal zones are managed in a sustainable manner in line with the Mediterranean Protocol on ICZM in order to ensure that they remain resilient, productive, diverse, distinctive, attractive and healthy whilst retaining their natural and cultural characteristics.
 - And a **common goal**: to promote sustainable development and environmental conservation of marine and coastal resources of countries and their coastal regions, including of global drivers like climate change, through advocacy, awareness raising, knowledge-sharing, forging multi-stakeholders partnerships among local

governments, public agencies, civil society groups (including non-governmental organisations), academia and the private sector.

- Implementing the following **objectives**:
 - I. to enhance the capacity of local governments and other stakeholders to plan, develop, and manage their coastal and marine resources for sustainable use;
 - II. to promote the application of ICZM approaches, Local Agendas 21 and other coastal initiatives, co-management, public-private partnerships, processes and tools in coastal planning, development and management;
 - III. to facilitate the linkage between local governments, scientific/technical institutions and community organisations in order to provide capacity building and scientific input to local governance, policies and programmes;
 - IV. to create and implement innovative financing mechanisms and partnership arrangements for environmental investments with international and national financial institutions, private investors and operating companies, where appropriate;
 - V. to strengthen multi-stakeholder involvement in managing coastal and marine resources, in order to enhance societal and corporate responsibility for the sustainable development of natural resources;
 - VI. to enhance local coastal governance, as well as inter-agency and multi-sectoral co-ordination mechanism, in dealing with coastal and ocean management issues and,
 - VII. To ensure synergy with relevant global and regional initiatives including the EU Maritime Policy.
- 7.15. The social contract should rely on the design and implementation of a plan to collect and analyse a comparable set of simple data developed by the stakeholders themselves to enable learning from each other's stories.

- 7.16. The next step should consist establishing this set of indicators through working sessions between a number of project leaders and members from different areas. The indicators at stake should be practical and cover the biological (Ecosystem health and productivity, Biodiversity...), economic (investment, alternative livelihoods, market forces, local sustainability...), socio-cultural (welfare, harvest pressure, institutions and governance, cultural values, community health...), and process factors (project inception and legitimacy, enforcement of managed area, cost of community monitoring and management, management body...).

Funding bodies should support the implementation of the Sardinia Charter through the development of a mutually supportive network of Mediterranean coastal regions and localities.

8. Third Order Outcomes – Achieve Results

Simplicity: Cap Nador as a pilot case

- 8.1. As mentioned in the SMAP III Evaluation report, the CAP Nador project (Morocco) may be considered as an exemplar of an ICZM project that shows clarity in its process towards the drafting of an ICZM action plan (actually several well-focused action plans in the framework of a provincial ICZM plan). This includes a "relatively high weight of participation as compared to information gathering and general or specialized studies".
- 8.2. Other good features mentioned in the report were:
 - adequate articulation between the public information and local capacity building and action plan preparation;
 - proposed activities for promotion of the future implementation of the action plan;
 - presentation of partnership guarantees by the means of letters of national support;
 - the definition of expected impacts and/or effects of activities on targets, allowing the project to be "objectives-pulled";
 - quite precise role distribution amongst partners;
 - a communication plan with a well defined operational objective in the context of the action plan preparation;
 - partnership and co-management between national and expatriate experts and capacity of the members of the core project team.
- 8.3. The action plans are quite comprehensive covering the main issues and local expectations thanks mainly to an in-depth process of participation through micro-forums and interviews which allow the development of a sense of ownership within the concerned stakeholders local NGOs included.
- 8.4. With the help of a newly set up provincial "Cellule du Littoral", the Nador ICZM action plan at local and provincial levels has to be formalized by local governments and concerned Ministries in order to become effective.
- 8.5. New institutional practices like the Cellule du Littoral are emerging as tools of good governance between stakeholders at local and provincial level using simultaneously legal and voluntary agreements.
- 8.6. In order to ensure the efficiency of this provincial coordination unit, a secretariat and a provincial Observatory have been set up. The secretariat, made up of six representatives from the coastal unit, is supposed to organise meetings and draft the minutes, follow up the action plan activities and link between the local and provincial governance level. The Nador Coastal Observatory is a resource centre that should be maintained by the coordination unit members.
- 8.7. As regards the feasibility of implementation and the actions sustainability, the link with major private structures like the Mar Chica Med company, in charge of the Nador lagoon

tourism development, is a real guarantee of support to the action plans, provided they integrate tourism development as one of their objectives.

- 8.8. Probably, two of the main weaknesses lie in the limited effort in capacity building and the lack of implementation of specific actions included in the action plan which would have led to more tangible results in the eyes of local stakeholders.

Demonstrate success

- 8.9. Achieving the goals stipulated in the Nador lagoon action plan, i.e. improved quality of life for coastal communities while maintaining biological productivity and biodiversity in populated coastal regions requires efforts that must be sustained over many decades. These efforts may be measured along a sequence of outcomes as shown in the figures below. In the case of the Cap Nador project, a local project with an institutional linkage at provincial level, some expressions of First and Second Order outcomes may be emphasized provided that simultaneously there are a number of other local and provincial initiatives that actually contributes to progress too.

Within the context of local ICZM actions the following process is presented as a model that may be adapted to different contexts in future projects. Although like the other SMAP III ICZM projects it falls short of implementing its action plans.

First order: Enabling conditions

Capacity instilled within individuals and expressed through institution: Learning-by-doing, complemented by some specialized training and exchanges among practitioners have been combined together and tailored to the identified needs in the specific places, mainly at village, district and lagoon levels. Integrating forms of analysis and thought have led to the comprehensive ICZM action plans. The key feature is the setting up of a coordinating institution at Nador provincial level, the Cellule du Littoral, but funding has yet to be secured.

"Constituencies and stakeholders" participation: Beyond providing information, connection has been made as much as possible to the values and beliefs of the concerned stakeholders so that they develop a real ownership of the ICZM approach. Because of its nested governance approach and since "all politics is local", constituencies have been built village by village, the main remaining challenge being the consolidation of their networking through action plans implementation.

Commitment to a co-management and ICM agenda: Wherever capacity and constituencies have been built, an ICZM agenda must be formalized to have legitimacy. The rules must be made explicit knowing that the political complexity of winning formal commitment increases at higher levels of hierarchy or governance. The agreements that have been promoted have still to be signed between stakeholders and with decision-makers at local and provincial level. These are commitments from community organizations and local government that should signal the beginning of a long-term effort between stakeholders themselves and with the authority and the financial capacity. At the

end, government commitment is essential to support the process. In that regard, the provincial Governor administration has still to clearly acknowledge and commit itself to the promotion and up-scaling of what is currently happening at local level.

In spite of a national policy brief on coastal pollution and ICZM response, no formal link has been made between the national legal and institutional frameworks and the Nador lagoon action plans. Bringing together civil society organizations (NGOs, Volunteer Organizations) and local governments for sharing experiences from all over the country and progressively engaging in a dialogue with the government technical departments would contribute to the development of common tools and the up-scaling of local experiences.

Second order: Changes in behaviour

Changes in the behaviour of institutions and interest groups: It looks like the whole process has seen important changes in the stakeholders' view while negotiating about common issues during the drafting of the action plan documents. More focused groups like the solid waste management and the small-scale fisheries ones allowed administration representatives, users, NGOs, etc. to discuss altogether for the first time and ask for further meetings of that kind. The Cellule du Littoral of Nador decided to meet regularly and assess the ICZM process in the province while using the action plans indicators.

Investments in equipment supportive of ICZM policies and plans: No specific investment was made during the project implementation in regard to the ICZM plan activities.

Third order: The harvest

The harvest is considered as the reward for adequate and sustained achievements in institutional and behavioural change. In the case of the Cap Nador project, no actual small demonstration projects related to the ICZM action plans have been implemented and achieved.

Fourth order: Sustainable Coastal Development

The difference between the third and fourth order outcomes is that sustainable development requires achieving the yet-to-be defined balance among societal and environmental qualities in given coastal places. Sustainable development is not achieved if, for example, the lagoon water quality is improving but some of the people associated with it cannot yet access health services and/or school education.

9. Fourth Order Outcomes – Achieving Sustainability through Integration

- 9.1. Achieving the fourth order of outcomes requires not just a substantial increase in the level of ICZM activity around the Mediterranean, it requires significant changes in the culture of the activity and its ability to adapt and work with an ever-changing policy background.
- 9.2. As discussed earlier in this report ICZM needs to break out of its narrow perception as an environmental activity and with integrate other economic and social policy fields. Only by doing this will ICZM be considered a relevant tool for sustainable development of the coast. Appendix I provides a checklist for the practical delivery of this integration at the local level. In summary the list below is a minimum list of the issues and challenges that ICZM must meet in the future.

Future ICZM in the Mediterranean should encompass:

- ***social inclusion and poverty reduction;***
- ***protecting and enhancing the environment;***
- ***the prudent use of natural resources;***
- ***economic and local community development;***
- ***social inclusion and poverty reduction;***
- ***the sustainable development of tourism;***
- ***maritime activities;***
- ***climate change mitigation and adaptation;***
- ***infrastructure and urban developments;***
- ***natural and man-made disaster risk management.***

- 9.3. In general, existing ICZM guidance in the Mediterranean (and other regions) is predominantly environment-led and can appear pre-occupied with the impacts of tourism and the management of habitats and eco-systems; much space is devoted to assurances that ICZM is "not incompatible" with social and economic objectives, but with little real attention to integrating these objectives. In addition, the guidance available is becoming dated as the last decade has seen a plethora of international agreements on the environment, pollution, poverty reduction, health, climate change and other issues. *"ICZM hasn't yet captured the policy and practice high ground its proponents would wish and lacks apparent and contemporary relevance to politicians and other key decision makers"*¹³. The Six Principles of ICZM (fig. 6) encompass this new wider agenda, but there is a need to upgrade the supporting guidance and training.

A review of ICZM training and guidance material is proposed to meet contemporary agendas and their practical challenges, including:

¹³ UNEP/MAP SMAP III Project: iczm Marketing Strategy, Priority Actions Programme/Regional Activity Centre. Split, November 2006.

- *the identification of key sectoral policy drivers*
- *achieving consistency and compatibility between environmental, social and economic objectives*
- *optimising information collection processes and generating compatible information*
- *integrating sectoral strategies and taking advantage of synergies*
- *ensuring inclusive participation of relevant sectors, government bodies and institutions.*

9.4. Spatial planning is seen as a key tool in moderating competing developmental demands. In the Mediterranean region spatial planning systems have been poorly developed, however it is likely that they will steadily improve in the coming years, with stronger mandatory requirements specific to each of the land and marine environments. ICZM has an important role to play in this process, in particular in moderating between marine and terrestrial uses and interactions. ICZM practitioners will need to be able to work closely with, and use spatial planning as a tool, and be familiar with use of the Strategic Environmental Assessment (SEA) and other spatial planning tools.

Guidance, training and pilot actions on the interrelationship between spatial planning (both land and marine) and ICZM should be developed.

9.5. Critically embracing this wider agenda will require an influx of ICZM practitioners with new and unfamiliar skills. Current ICZM practitioners and their supporting organisations in the Mediterranean are predominantly from an environmental and scientific background. This is mirrored in the audiences at conferences, workshops and training courses. A wider skills base and constituency will be required in the future including for example; community development, economics, spatial planning and climate change.

Carry out a "gap" analysis between the current state of skills, knowledge, and qualification of current ICZM practitioners and the desired or necessary skills set. On the basis of this analysis, realign training and recruitments processes and the targeting of conferences and workshops and other communication.

9.6. This realignment will have to take into consideration recent challenges to the current ICZM dogma which leads to the expectation of simple solutions to most of the complex and increasingly global problems facing the world's coastal zones. Tackling those in a more comprehensive way in a rapidly changing world necessitates new thinking like "adaptive management"¹⁴ to keep ICZM as a key concept for adaptation.

9.7. Adaptive management of complex social and ecological systems is viewed as an experiment where the outcomes are not entirely predictable. Measurable long term system goals are set by the stakeholders on the basis of the available historical,

¹⁴ Mee L.D. (2005). Assessment and monitoring requirement for the adaptive management of Europe's regional seas. In: Vermaat J., Bouwer L., Turner K., Salomons W., Editors. *Managing European Coasts*. Springer-Verlag, Berlin, pp. 227-237

traditional, scientific knowledge and by simulations of how the system may respond to social and economic drivers and pressures in the future under different management scenarios. *This is the agreed "Vision" so clearly lacking from many existing ICZM programmes.* Then the stakeholders agree on the first practical measures that can be taken towards achieving these goals and on how their achievement will be monitored. This first step works as an experiment from which lessons can be learned to plan the next step towards the long-term goals.

Re-think and implement ICZM in a way that encourages innovation and does not assume that everything can be known about how complex coupled social and ecological systems operate whilst not presuming that conditions are ever likely to return to their past state.

Appendix 1:

A Checklist of Indicators for Orders of Outcomes

First Order Outcomes:

Creating the Enabling Conditions for Implementation

Unambiguous goals and objectives (specific targets for social and environmental conditions over a long time horizon) have been adopted against which the actions of the ICZM program can be measured:

- Have management issues be identified and prioritized?
- Do the goals and objectives define desired social and environmental conditions?
- Are the goals quantitative and time bound (how much by when)?

A core of well-informed and supportive constituencies composed of stakeholders in both the private sector and government agencies actively support the program:

- Do users groups affected by actions of the ICZM program understand and support its goals, strategies, and targets?
- Do institutions that will assist in implementing the ICZM program and/or will be affected by its actions understand and support its plan of action?
- Does the public support the ICZM program?

Government commitment to the policies of the ICZM program have been expressed by the delegation of the necessary authorities and the allocation of the financial resources required for long-term ICZM program implementation:

- Has the appropriate level of government formally approved the ICZM program's policies and plan of action?
- Has the government provided the ICZM program with the authority it needs to successfully implement its plan of action?
- Have sufficient financial resources been committed to implement the ICZM program over the long term.

Sufficient initial capacity is present within the institutions responsible for the ICZM program to implement its policies and plan of action:

- Does the ICZM program have the human resources to implement its plan of action?
- Have the institutions responsible for ICZM program implementation demonstrated their ability to practice adaptive management?
- Is the ICZM program structured as a decentralized planning and decision-making system?
- Have important policies been successfully tested at a pilot scale?

Second Order Outcomes:

Analyzing Changes in Behaviour that Occur during Implementation

Changes in the behaviour of target user groups:

- Have target groups adopted the good practices called for by the ICZM program?
- Are user groups complying voluntarily with the policies and rules of the ICZM program?
- Have destructive forms of resource use been reduced?
- Have conflicts among user groups been reduced?
- Is stakeholder and public participation shaping the implementation process?
- Is there sustained public support for implementation of the ICZM program?

Changes in the behaviour of key institutions:

- Are the implementing institutions collaborating effectively to implement the ICZM program?
- Are program policies, procedures, and regulations being enforced?
- Are conflict mediation methods being effectively applied?
- Are private-public partnerships functioning and generating desired results?
- Is the ICZM program practicing adaptive management?
- Is support within the political structure at the national level being maintained?
- Is an appropriate set of indicators being monitored to document progress toward the goals of the ICZM program?

Changes in how and when financial investments are made:

- Are taxes, fees, and other revenue-generating mechanisms contributing to the financial basis of the ICZM program?
- Are the market prices for ecosystem goods and services reflecting the costs of generating and sustaining these benefits?
- Are the necessary investments in infrastructure being made?

Third Order Outcomes:

Achieving Long-term Environmental and Social Benefits

Achievement of desired social and environmental conditions as defined in the ICZM program, e.g.:

- Has water quality improved?
- Have fish stocks improved?
- Is natural wealth distributed more equitably?
- Have economic conditions improved?
- Has public health improved?
- Have conflicts among user groups been reduced?

Fourth Order Outcomes:

Examining the Balance between Environment and Human Society

- Are the environmental and social outcomes balanced?
- Do they achieve the desired form of sustainable development?

Source: Adapted from Olsen (2003)

Appendix 2:

Sardinia Charter – The ICZM Mediterranean Dialogue

We, the participants of the meeting in Alghero, Sardinia, Italy, from 19 to 21 May 2008,

Aware that healthy coasts of the Mediterranean countries are the assets we are obliged to save for the future generations,

Convinced that the awareness raising of the value of the coast and of the need for its integrated management is the key of successful ICZM policies creation and implementation,

Aware of the need for improved collaboration between the relevant national level authorities, local level authorities, NGOs, academia, private sector and international organisations and networks for the efficient Integrated Coastal Zone Management (ICZM),

Further acknowledging that more empowerment in the field of ICZM should be given to the local authorities,

Convinced that the new Mediterranean Protocol on ICZM, EU Marine Strategy Directive and the new Strategic Partnership for the Mediterranean Large Marine Ecosystem between UNEP/MAP and the World Bank will be a basis for collaboration and creation of synergy between main stakeholders in the Region,

We propose to create a network on ICZM Mediterranean Dialogue, which will serve as a sustainable network of local practitioners, parties and actors across the Region, who along with other stakeholders shall promote the application of commonly agreed ICZM policies as an effective management framework to achieve sustainable coastal development.

With that aim, we share a common charter as follows:

Vision

Mediterranean coastal zones are managed in a sustainable manner in line with the Mediterranean Protocol on ICZM in order to ensure that they remain resilient, productive, diverse, distinctive, attractive and healthy while retaining their natural and cultural characteristics.

Goal

To promote sustainable development and environmental conservation of marine and coastal resources of countries and their coastal regions, including in the face of global drivers like climate change, through advocacy, awareness raising, knowledge-sharing, forging multi-stakeholders partnerships among local governments, public agencies, civil society groups including non-governmental organisations, academia and the private sector.

Objectives

- To enhance the capacity of local governments and other stakeholders to plan, develop, and manage their coastal and marine resources for sustainable use;
- To promote the application of ICZM approaches, Local Agendas 21 and other coastal initiatives, co-management, public-private partnerships, processes and tools in coastal planning, development and management;
- To facilitate the linkage between local governments, scientific/technical institutions and community organisations in order to provide capacity building and scientific input to local governance, policies and programmes;
- To create and implement innovative financing mechanisms and partnership arrangements for environmental investments with international and national financial institutions, private investors and operating companies, where appropriate;
- To strengthen multi-stakeholder involvement in managing coastal and marine resources, in order to enhance societal and corporate responsibility for sustainable development of natural resources;
- To enhance local coastal governance, as well as inter-agency and multi-sectoral co-ordination mechanism, in dealing with coastal and ocean management issues; and
- To ensure synergy with relevant global and regional initiatives including the EU Maritime Policy.

Membership

- Projects/initiatives;
- Community organisations;
- Local governments/Municipalities;
- Scientific community;
- Donors;
- National and international ICZM organisations and networks; and
- National public authorities, agencies, etc.

Benefits of the participation in ICZM Mediterranean dialogue

- Assistance in the implementation of the Mediterranean ICZM Protocol;
- Participation in network meetings/workshops;
- Information exchange concerning specific knowledge, skills and good practices related to ICZM implementation, including participation to the biennial sub-regional training workshops;
- Invitation to participate to regional events including the annual Coast Day as promoted by PAP/RAC;
- Linkage with the Mediterranean Ambassadors for the Coast;
- Website linkage through PAP/RAC and Coast Day websites;
- Alerting on call for proposals;
- Facilitating links with donors; and
- Policy, technical support and training services of the PAP/RAC resource facilities, on a cost-recovery basis.

Roles of members

The Mediterranean ICZM Dialogue Members shall:

- Contribute with their participation to the meetings/workshops;
- Exchange information, publications and experiences;
- Link with other members through PAP/RAC website or any other means of communication;
- Mobilize new Mediterranean ICZM Dialogue members at local, regional and national levels;
- Identify issues and fora for promoting ICZM;
- Work towards the implementation of the Mediterranean ICZM Protocol;
- Work towards the development and implementation of institutional arrangements for ICZM;
- Formulate and implement strategies and action plans;
- Implement public-awareness programmes and promote a shared responsibility among stakeholders;
- Mainstream ICZM initiatives and co-management into the government's planning and socio-economic development programme and allocate adequate financial and human resources for its implementation; and
- Conduct community-based monitoring for the purpose of measuring the status, progress, and impacts of management projects.

