



**FOURTH MEETING**

**Esbjerg, Denmark**

**15-16 April 2004**

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**Agenda Item:** 5  
**Subject:** Final report Thematic Group Policy/Management  
**Document Nr.** WSF-4-5-2  
**Date:** 25 March 2004  
**Submitted by:** Secretariat

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Attached is the final report of the Thematic Group Policy and Management.

**PROPOSAL:** The meeting is invited to discuss the report and raise comments as appropriate

## REPORT OF THE THEMATIC GROUP POLICY AND MANAGEMENT

### 1. Introduction

Over the last twenty-five years or so a fruitful co-operation has developed between the three countries that border the Wadden Sea. This trilateral co-operation has been based on the recognition that the Wadden Sea, stretching from Esbjerg to Den Helder is a coherent ecological entity, forming an international wetland of supreme importance. However, one of the recurrent themes in any discussion on Wadden Sea policies is that there are too many rules and that those rules are both confusing and inconsistent. The trilateral co-operation in the area has been established with a view to co-ordinate and co-operate, but it has never matured into a policy-framework for the entire area. Plans and Declarations have so far been expressions of political intentions rather than firm commitments. The Wadden Sea Forum (WSF) has been established to provide advice on the sustainable development for the Wadden Sea Region as a whole. It has set up five thematic groups of experts, four of which have dealt with socio-economic issues, and one, the Thematic Group Policy and Management (TG PM) has focused on discussing issues related to the legal, procedural and political aspects of sustainable development. It has benefited from two expert studies commissioned by the Wadden Sea Forum: the "Review of International Legal Instruments, Policies and Management in respect of the Wadden Sea Region" by the Oxford Brookes University and the "Sustainable Development Strategy for the Wadden Sea Region" by COWI consultants (for the latter see agenda item 7). TG PM considers the two reports and their recommendations to be of key interest for the formulation of the WSF recommendations to the next trilateral ministerial conference. TG PM has used the studies in elaborating its recommendations. Furthermore, TG PM has taken into account that our recommendations will be integrated in the final document of the WSF with the results of the other TGs.

### 2. Our Common Wadden Future

The Oxford Brookes University study reviews the implementation of key European directives such as the Birds, Habitats and Water Framework Directives, the concept of Integrated Coastal Zone Management (ICZM) as recommended by the European Union (see [Annex 2](#)) and the implementation of various other relevant international and Community instruments, policies and strategies in the light of the trilateral agreements contained in the Wadden Sea Plan adopted in Stade in 1997 and in the Wadden Sea Declarations.

The overall conclusions of the review are three (as summarized from the report, chapter 5.1):

- **The key European Directives are not being applied in the same way across the Wadden Sea region as a whole.** This is partly because of the 'top-down' approach to implementation and the apparent lack of cross authority co-operation at the local level, partly because of the discretion allowed by the Directives themselves, and partly because the Stade Declaration lacks sufficient enforceable legitimate authority. *This lack of consistency in implementation*

*does contradict the spirit of the Stade Declaration and the trilateral co-operation commitment to treat the Wadden Sea as a single ecosystem (italics by TG PM)*

- **There appears to be little common approach to the designation of candidate sites under the Habitats Directive.** This not only displays a lack of a specific ‘Wadden Sea perspective’ but also questions the commitment to the concept of Natura 2000 and the treatment of the Wadden Sea as a single ecosystem. The designation of the candidate SACs should be solely on ecological criteria and this would appear not to have been the case in the Wadden Sea. There should be a coordinated effort to see the three key Directives as part of a single package and ensure that they are implemented within the overall spirit of EU environmental policy
- **The best way to ensure that environmental and other interests’ objectives are met is by the coordinated application of all relevant policies through the development and implementation of an Integrated Coastal Zone Management strategy.** This strategy could include the management plan requirements of both the Habitats Directive and the WFD and provide clear guidance on the consistent application of the EIA Directive. However, for such an approach to work all the parties involved must be committed to the best practice principles for ICZM, including the need for such plans to have real enforceable legitimate authority.

The Executive Summary with the conclusions and recommendations is attached as [Annex 1](#).

The TG PM considers the recommendation on ICZM to be a central one. A trilateral ICZM strategy developed in accordance with the EU recommendation offers the best basis for the social and economic development of the Wadden Sea Region in tandem with the maintenance of the ecological integrity of the Wadden Sea. Thus it would be a suitable sustainable development strategy, as mentioned in the Esbjerg Declaration of 2001.

#### ***Recommendation 1:***

**TG PM recommends that a trilateral Sustainable Development strategy in the form of an ICZM strategy for the Wadden sea region, as developed by the Wadden Sea Forum, should be adopted by the governments. This strategy should have policies that cover all economic and social issues and therefore meet the socio-economic needs of the region in conjunction with the maintenance and strengthening of the ecological integrity of the Wadden Sea.**

#### ***Recommendation 2:***

**TG PM proposes to call this strategy “Our Common Wadden Future”**

### **3. The region and the protected areas**

Until now, the trilateral co-operation has mainly dealt with the area outside the dikes, the Wadden Sea proper and the North Sea coastal zone. In the context of the task given to the WSF, discussions have also addressed issues that are land-based, but may have a significant impact on the Wadden Sea and vice versa. Sustainable development of the region will have to integrate agriculture, tourism, nature protection, coastal defense, port development, industry, social cohesion and so on and so forth. Therefore it seems sensible to define a Wadden Sea Region.

As regards the sustainability principles and objectives TG PM refers to the already existing principles and targets of the Wadden Sea Plan. These management principles and targets can be considered sustainability principles and objectives. They are however confined to the Wadden Sea Area – the area of the trilateral Cooperation. TG PM recommend that this area as a whole should be transformed into a Wadden Sea Natura 2000 Area. The targets for this area are primarily directed at the ecological dimension of sustainability. Outside the Wadden Sea Natura 2000 Area there is the wider Wadden Sea Region, where the primary sustainability objectives relate to the social and economic dimensions of sustainability complemented with environmental and landscape objectives. This Wadden Sea Region has never been unequivocally defined, but it should be a geographically coherent area that links the Wadden Sea Natura 2000 Area with its inland hinterland and it should be the area subject to 'Our Common Wadden Future'.

***Recommendation 3:***

**TG PM recommends that a trilateral Wadden Sea region, e.g. like the working definition of the WSF, should be defined. We recommend that within this region a common Wadden Sea Natura 2000 Area should be defined based on the same criteria for the whole Wadden Sea. This would mean that the current definition of the trilateral cooperation and conservation area would no longer be relevant.**

***Recommendation 4:***

**For the Wadden Sea Region outside of the Wadden Sea Natura 2000 Area the focus should be on integrating sustainability objectives for the social and economic dimensions, complemented with additional relevant environmental and landscape objectives as elaborated in the WSF.**

***Recommendation 5:***

**For the Wadden Sea Natura 2000 Area TG PM recommends to use the sustainability objectives as they have been defined by the principles and targets for the Wadden Sea area in the Wadden Sea Plan.**

***Recommendation 6:***

**The Wadden Sea Plan should form the basis for a common management plan in sense of Art. 6 of the Habitats Directive to guarantee the same level of protection and activity across the Wadden Sea.**

***Recommendation 7:***

**This management plan should include common guidelines for the appropriate assessment under Article 6 of the Habitats Directive to ensure that the same level of assessment is carried out. These guidelines must be binding for relevant authorities.**

***Recommendation 8:***

**The common Wadden Sea Natura 2000 Area should be defined as a sensitive area in the sense of the EIA Directive to ensure that there is a coordinated implementation of the stipulations of the Directive.**

*NOTE: currently a study is underway of the implementation of the EIA Directive in the Wadden Sea Region which may lead to further recommendations and these should be taken into account by the WSF in its further work.*

#### **4. Organizational Framework**

Within the framework of the development of 'Our Common Wadden Future' it is necessary to ensure that this strategy has enforceable legitimate authority in the sense that it must commit the relevant authorities in the countries and ensure compliance, it must balance the social, economic and environmental interests and, last but not least, must be supported by the stakeholders to ensure that it is considered a legitimate policy.

***Recommendation 9:***

**TG PM recommends that the concept of enforceable legitimate authority as an integral part of 'Our Common Wadden Future' should be elaborated.**

***Recommendation 10:***

**TG PM recommends to investigate the concept of a permanent trilateral body comparable to the WSF in order to guarantee the involvement of the stakeholders.**

***Recommendation 11:***

**TG PM recommends to develop tools helping to achieve a more developed regional identity and sense of ownership focusing on the entire Wadden Sea.**

***Recommendation 12:***

**TG PM recommends that the stakeholders should be involved in the implementation of the strategy 'Our Common Wadden Future', both as a right and as a duty.**

***Recommendation 13:***

**TG PM recommends training based on common curricula and exchange of staff within and between the authorities and sectors dealing with Wadden Sea related issues of the three countries.**

***Recommendation 14:***

**The Common Wadden Sea Secretariat should become a statutory consultee on all EIA's and assessments under article 6 of the Habitats Directive with regard to all projects likely to have significant environmental effects within the Wadden Sea Region, in order to provide the Wadden Sea perspective.**

**Annex 1****Review of International Legal Instruments, Policies and Management in respect of the Wadden Sea Region.****Executive Summary.****Introduction**

This report sets out the findings of an independent study into the implementation and operation of key legislation and policies of relevance to the Wadden Sea region. The report also examines the implications for the management of the Wadden Sea of international policy and legislative initiatives. The Wadden Sea is one of Europe's most significant habitats and wildlife sites. It is protected by a number of international and European designations, including the Birds and Habitats Directives. In recognition of its importance, both internationally and regionally the three countries of the Wadden Sea – Germany, Netherlands and Denmark - have entered into a trilateral policy agreement to manage the area as a single ecological entity. This agreement is set out in the Stade Declaration and the Trilateral Wadden Sea Plan. The purpose of this study is to examine the implementation of key legal and policy instruments as they operate within and across the national and sub-national authorities within the region. In addition, the study examines the implications for the region of emerging and planned policy and legislative initiatives and the challenges facing the area from developments in policies for agriculture, fishing, tourism and other economic and commercial activities. The context of the review is that the Wadden Sea is a single ecological system that cannot be understood or examined on the basis of national or regional boundaries. To that end, and in the spirit of the trilateral agreement, the review will seek to identify a specific 'Wadden Sea perspective' in the approach used for the implementation of policy and legislative instruments. That 'perspective' is defined by decision-makers commencing their decision making processes with the Stade Declaration and the Wadden Sea Plan as the prime consideration. The review examines the implementation of legislative and policy instruments within that context and seeks to identify any barriers that may exist to the coherent and consistent implementation of legislation and policy across the Wadden Sea as a whole.

The study has been commissioned by the Wadden Sea Forum and was conducted by the Impacts Assessment Unit (IAU) of Oxford Brookes University. The IAU is a multi-disciplinary independent research and consultancy team within the University's Department of Planning and School of Biological and Molecular Sciences. The key tasks to be undertaken to complete the review were:

1. To review the Habitats Directive, the Birds Directive, the Water Framework Directive and the Environmental Impact Assessment Directive with regard to the Wadden Sea region;
2. To review other relevant European Community instruments and policies in particular, the Common European Agricultural, the Common European Fisheries Policy, policies relating to the industry and transport sector, tourism and social development with regard to their implications for the Wadden Sea region;
3. To review the concept of Integrated Coastal Zone Management, as recommended by the European Parliament, and its implications for the Wadden Sea region;
4. To review other relevant international legal instruments, policies and strategies relevant for the Wadden Sea region; and
5. To draw conclusions from the above and make recommendations for actions that strengthen the implementation and operation of environmental policy instruments in the region as a whole.

The study was primarily based upon a literature and documentary review, but the information from this review needed to be supplemented by a short email questionnaire to competent authorities and others

involved in the implementation process. Further information has been gathered through discussions with the officers of the Common Wadden Sea Secretariat (CWSS) and others.

### **The Stade Declaration and the Wadden Sea Plan**

The academic literature on policy and implementation theory identifies the following as key factors in successful policy implementation:

- the policy or legal instrument being implemented must have enforceable legitimate authority;
- the legitimate authority of regimes must be based on inclusive negotiation;
- there must be horizontal and vertical co-operation and co-ordination between implementation agencies;
- there must be consistency of decision-making; and
- agreements on implementation must have 'teeth' and be more than 'paper thin' to ensure compliance.

The overarching policy that is of prime consideration here is the Stade Declaration and the Trilateral Wadden Sea Plan (WSP). The Guiding Principle of the Trilateral Wadden Sea Plan is **'to achieve, as far as possible, a natural and sustainable ecosystem in which natural processes proceed in an undisturbed way'**. The trilateral agreement has at its heart a commitment to treat the Wadden Sea as a single ecosystem and the recognition that activities outside of the designated protection areas can have implications for the sites themselves. Yet the area covered by the declaration and the WSP is limited, in the most part, to the protected areas. There would appear to be little if any policy commitment to consider the Wadden Sea ecosystem within a wider regional social and economic context and this research has found little evidence to suggest that there is a definitive geographical area of a Wadden Sea 'region'. Furthermore, the Stade Declaration provides no legally binding instruments for the implementation of the WSP and it therefore lacks the enforceable legitimate authority necessary to be capable of fully integrated compliance.

### **The Key European Environmental Directives**

The literature on implementation theory is also useful for the analysis of the implementation of the EUs key environmental Directives in the Wadden Sea region. Firstly, the basis of the Trilateral Wadden Sea Co-operation (TWSC) is the need to consider and manage the Wadden Sea region as a single ecosystem and habitat. This requires consistency of decision making across the region as a whole and this consistency can only be achieved through close co-operation and communication at the relevant level of decision making. Secondly, the EU environmental Directives should be seen as an integrated whole package of measure that have the single aim of implementing EU wide environmental policy. To achieve this it is necessary to have in place co-operative measures that ensure co-ordination between the agencies responsible for implementing the separate legislative requirements. Thus, an agency, or section within an agency, responsible for implementing the EIA Directive should consult with those responsible for implementing the Birds, Habitat and Water Framework Directives when making screening decisions. The review has discovered evidence that the required level of vertical and horizontal integration and co-operation necessary for the successful implementation of the three key Directives, in line with the spirit of the Stade Declaration, is not in place.

The WSP recognises the need for a common approach to the establishment of the areas to be covered by the Birds and Habitats Directives. In the Stade Declaration it states that the Ministers 'agree to work further towards a more coherent Natura 2000 area for the Wadden Sea' (para. 19). From the evidence of this review there is still much to be done in this respect. There is evidence that certain areas have been excluded from listing as candidate SACs for other than ecological reasons. This is likely to prove to be a mistake in the long run as such areas still enjoy protection under Article 6(3) and 6(4) of the Habitats Directive and any activities that are likely to cause significant adverse effects to such areas will undoubtedly find their way to the European Court of Justice (ECJ). However, for the Wadden Sea area to be managed as a single ecosystem it is essential for consistency in decision-making that there is consistency in the delimitation of Natura 2000 habitats. In terms of policy and legislative implementation, it makes more administrative sense for there to be a single identifiable geographical area that covers all of the relevant designations than very many areas covered by different designations. It also needs to be recognised that projects beyond the boundaries of the SPAs and candidate SACs, that are not within sensitive ecological areas themselves, can still result in significant adverse effects to the Natura 2000 sites. This is a point that is again recognised by the Stade Declaration (e.g. at paragraph 13). Yet there appear to be instances where this point is not

being acted upon in practice by competent authorities. The Ems River dam would appear to be such an example (EUCC Coastal News No 7, 23 June 2003).

The Habitats Directive makes non-mandatory provision for the development of a management plan for Natura 2000 sites. Such a plan would be of particular value in the trilateral circumstances of the Wadden Sea where the area is to be managed as a single ecosystem. The purpose of the management plan is to provide conservation measures that ensure the 'favourable conservation status' of the sites. Where 'existing or foreseen activities' are not conducive to the maintenance or enhancement of the conservation status, the management plan should include measures to reduce or remove the impact of those activities. In the context of the Wadden Sea, this would mean that a Natura 2000 management plan would have to consider the impact of all existing and foreseen activities including fishing, shipping, agriculture and other socio-economic activities that are likely to have an adverse impact on the protected areas and set targets for the removal of the adverse effects. For the WSP to develop into a Natura 2000 management plan, that was capable of removing the adverse impacts of existing or foreseen activities, it would be necessary for it to have the enforceable legitimate authority discussed at Section 1.3 of this report.

There are clear differences in the operation of the EIA Directive across the Wadden Sea region. Screening thresholds have been set at very different levels, the areas established as 'sensitive areas' for screening purposes have been based on different criteria in each of the three countries. There appears to be no common approach to scoping or public consultation. There would also appear to be a difference in the level of EIA activity between the three countries. Within the context of the trilateral co-operation to treat the Wadden Sea as a single ecosystem, it is necessary for there to be consistency in the approach to the application of the EIA Directive. This can only be achieved if decision making on key stages of the process is consistent. For this to be achieved there needs to be a common approach to the establishment of geographical areas where common screening and scoping 'rules' apply. Furthermore, the geographical coverage of screening and scoping 'rules' must reflect the fact that projects located outside of the trilateral co-operation conservation area may have wider effects that have impacts on that area. The discretion permitted by the EIA Directive would allow for the use of the 'sensitive area' concept to be used to define such geographical areas and thus allow for greater consistency of decision making. The Common Wadden Sea Secretariat and the IRWC could also contribute to greater consistency of decision making by involving them in the screening and scoping process. Yet, and this is a major surprise to the research team, CWSS and the IRWC play only a peripheral role in the implementation of this key Directive. The requirement to amend EIA legislation to transpose the terms of the Aarhus Convention will offer the Member States of the Wadden Sea an opportunity to increase the role of the Secretariat and the IRWC in EIA procedures.

The implementation of the Water Framework Directive is at the early stages in the three countries of the Wadden Sea and is largely confined to the establishment of working groups, the development of guidance and establishing responsibilities. As with the other key Directives, implementation is largely a top-down process with the competent authorities largely led in their actions by national and regional tiers of government. There is a good deal of confidence within the authorities of the three countries of the Wadden Sea region that the WFD will be successfully implemented within the time-scale provided. There is widespread recognition that a harmonised and co-ordinated approach will be necessary and that this will need to be at all levels of government – horizontal and well as vertical - and across international boundaries. Yet, the implementation of the Directive remains largely based upon a national and regional approach and there is little evidence that a clearly defined Wadden Sea regional perspective is being used. The real success in implementing the WFD in the Wadden Sea region will come when it is seen by all parties as an opportunity to use the guiding principles of the State Declaration and the Wadden Sea Plan – that the Wadden Sea should be considered and managed as a single ecosystem – as the starting point for implementation, rather than something to be considered after adherence to national legislation.

The requirements of the WFD to integrate river basin management with the requirements of the Birds and Habitats Directives illustrates the need to see these key Directives as a whole package of measures intended to implement wider EU environmental policy. They should not be seen as individual pieces of legislation to be operated and considered separately. The EU Directives, particularly the Habitats and the WFD, include provisions for the development of management plans. There appears to be a real danger that management plans for the area will be largely limited to national and sub-national boundaries. This would represent a missed opportunity. The trilateral co-operation on the Wadden Sea provides an opportunity not available in almost any other area of Europe to ensure that these management plans are developed within a framework of a Wadden Sea

perspective, rather than based on national priorities. Through the integration of the requirements of the key Directives it would be possible to produce a clearly identifiable geographically defined Wadden Sea region that would be based upon the same criteria in each of the three countries. In administrative terms alone, it would seem appropriate in these circumstances, to widen and strengthen the role of the CWSS to co-ordinate such an approach.

### **Integrated Coastal Zone Management**

European work involving institutions, studies and demonstration programmes for ICZM has accelerated since the mid-1990s, leading to recommendations for ICZM and a Coastal Code of Conduct, as well as guidance notes for the sectors involved. Internationally and in Europe, best practice principles have been developed and research into ICZM cases within the EU have led to maps of coastal systems, guidance, an analysis of policy instruments and some thoughts on public participation in ICZM. The trilateral agreements on the Wadden Sea provides a firm basis for the development of an ICZM strategy, but as can be seen from the best practice checklist, at 3.3.2 in the main report, many of the elements necessary to create such a strategy are not yet in place. One key requirement is that a definitive geographical area, that links the socio-economic and the conservation and other resources of the area, needs to be identified. The development of a Wadden Sea ICZM strategy, that covers the whole of the region, would face many challenges, not least of which would be the need for any strategy to have real teeth and the force of enforceable legitimate authority for its success. However, an ICZM for the Wadden Sea would also present many opportunities, including the close integration of the operation of the Birds, Habitats, EIA and WFD Directives, with other areas of European Environmental Policy, the principles of sustainable development and the key areas of commercial and economic activity in the area.

### **Community and International Legal Instruments, Policies and Strategies**

From the review of developments in European and international policy and legislation, it is possible to conclude that the trend is towards increasing controls and for greater recognition of the need for international co-operation and action. This trend is taking place within a framework of structural changes in traditional industries such as farming and fishing and the reduction in European subsidies for these industries. These economic changes will undoubtedly produce pressure for action to regenerate the local economy, especially in the tourist and shipping industries. Both activities have the potential for negative impacts upon the conservation value of the Wadden Sea and will need to be carefully managed and monitored. The economic pressures on the Wadden Sea area will require the current co-operative agreements on its conservation and management to be substantially strengthened to ensure consistency of decision making, and to share benefits to conservation and economic interests. As will be noted from the review of EU and international policy and legislation, the IAU is of the opinion that the most effective way of dealing with all of these issues is through the development of a ICZM strategy for the Wadden Sea and its wider region.

## **Conclusions and Recommendations**

This review has highlighted the very many challenges to the operation of international and European policy and legislation in the Wadden Sea region. The review of the key areas of EU legislation highlighted the difficulties that already exist due to the complex web of competent authorities involved and the seemingly lack of a real sense that they have a specific 'Wadden Sea perspective' when applying the legislation. For the policies and legislation to have real effect they must be implemented consistently. This research has established that there are areas where the key EU Directives are not being applied in the same way across the Wadden Sea region as a whole. This is partly because of the 'top-down' approach to implementation and the apparent lack of cross authority co-operation at the local level, partly because of the discretion allowed by the Directives themselves, and partly because the State Declaration lacks sufficient enforceable legitimate authority. This lack of consistency in implementation does contradict the spirit of the State Declaration and the trilateral co-operation commitment to treat the Wadden Sea as a single ecosystem. The research team was particularly surprised, given the context of the State Declaration, that the Wadden Sea Secretariat are not, as a matter of course, consulted on all Habitats Directive Article 6 appropriate assessments and EIA projects that effect the area. The team was also surprised to learn that the development of the ICZM for Schleswig-Holstein did not involve the Wadden Sea Secretariat in anything other than a very peripheral role.

There appears to be little common approach to the designation of candidate sites under the Habitats Directive. This not only displays a lack of a specific 'Wadden Sea perspective' but also questions the commitment to the concept of Natura 2000 and the treatment of the Wadden Sea as a single ecosystem. The designation of the candidate SACs should be solely on ecological criteria and, from the maps at Appendix 1, this would appear not to have been the case in the Wadden Sea. This is an extremely short sighted strategy, as areas that meet the ecological criteria for designation remain protected under Articles 6(3) and 6(4) of the Directive. The Member States and competent authorities of the region should take the opportunities offered by the implementation of the WFD to more fully embrace the principles and spirit of the State Declaration. There should be a co-ordinated effort to see the three key Directives as part of a single package and ensure that they are implemented within the overall spirit of EU environmental policy.

There are a considerable number of issues, trends, policies and legal instruments that have the potential to influence the future of the Wadden Sea region. The main challenges come from the increasing development of and dependence upon tourism, as rural and coastal communities experience a decline in incomes from farming and fishing and other more traditional industries. This dependence on tourism will bring with it pressures for development that, if not properly managed, will have the potential for adversely affecting the wildlife interests of the Wadden Sea region. The main opportunities for the future of wildlife conservation stem from the increasing policy trend, both internationally and within the EU, for a much more sustainable approach to economic development. The commitment to sustainable forms of development, and the emphasis on strict enforcement of EU environmental legislation within the 6<sup>th</sup> Environmental Action Programme, should provide some reassurance to those who wish to maintain and enhance the ecological interests of the Wadden Sea. This study suggests that the best way to ensure that environmental and other interests' objectives are met is by the co-ordinated application of all relevant policies through the development and implementation of an Integrated Coastal Zone Management strategy. This strategy could include the management plan requirements of both the Habitats Directive and the WFD and provide clear guidance on the consistent application of the EIA Directive. However, for such an approach to work all the parties involved must be committed to the best practice principles for ICZM, including the need for such plans to have real enforceable legitimate authority.

## Recommendations

5.2.1 The recommendations set out below are divided into two sections. The first set of recommendations can be termed general or strategic recommendations and the second set are more specific.

### *Strategic*

1) This research has highlighted the lack of region-wide enforceable legitimate authority for the State Declaration and Wadden Sea Plan. The consistent implementation of EU Directives across the region will continue to be weak so long as that authority is missing and it would be difficult, if not impossible, to fully implement an ICZM strategy without such authority. A key recommendation from this study must therefore be for the trilateral agreement to be amended so that the policies it seeks to be enforced have the 'teeth' to ensure compliance. The establishment of such a regime will undoubtedly be politically sensitive and controversial, but in the long term it will be in the interests of all three Member States to co-operate at that level. An agreement to manage the area within a framework of enforceable legitimate authority will ensure that there is a consistent approach to decision making, that the interests of the Wadden Sea come before the administrative interests of individual authorities and that the needs of the social and economic interest of the region are taken fully into account in an integrated and consistent way. The benefits offered by the integrated long term sustainable planning of ICZM will not be realised in the region unless it has the 'teeth' to ensure compliance. A new international regime for the region must be properly resourced and capable of achieving the following:

- coherence and consistency of approach across the region;
- transparency in decision-making;
- maximise the use of expert knowledge and knowledge of local circumstances;
- capacity to ensure observance of regulations; and
- speed of action.

2) In tandem with the establishment of enforceable legitimate authority there needs to be a geographically coherent area that links the protected sites with their inland hinterland. The basis for this area could be formed through the integration of the management plans required by the Habitats and Water Framework Directives and the use of the sensitive area concept from the EIA Directive. The area would need to be large enough to ensure that projects or plans that are outside of designated areas, but have the potential to cause them harm, can be considered in a consistent manner with those that are within protected areas. This would form the basis for a geographically recognisable Wadden Sea 'region' and would be the area to be subject to an ICZM strategy.

3) As mentioned above, ICZM offers major benefits in securing the long term interests of the people of the Wadden Sea region and the wildlife and their habitats. The Wadden Sea Forum might consider recommending to the three governments that a tri-lateral ICZM strategy be developed in accordance with the EU's recommendations of 2002 on ICZM. The Wadden Sea Secretariat might also consider joint initiatives on the European Spatial Development Plan (ESDP) and ICZM, and to ensure that environmental considerations, broadly interpreted on an ecosystem basis, are integrated into any ESDP programmes. This programme should be based upon the best practice principles requirements provided in Section 3.4.2 of this report and, as referred to above, should be part of the development of a much stronger trilateral agreement. Also in line with the principles discussed at Section 3.2, the ICZM strategy should have policies that cover all sectors of socio-economic activity within the region (including agriculture, fisheries, tourism, service and industrial sectors, transport and construction) and these policies must deal with the interconnections between sectors and the strategy must explain how the policies will contribute to the sustainable social-economic needs of the region as well as the maintenance and enhancement of the ecological integrity and processes of the Wadden Sea. Furthermore, the development of an ICZM strategy will require the implementation of most of the recommendations of this report including: the identification of a coherent geographical area to be covered by the strategy, enforceable legitimate authority, public inclusion in line with the requirements of the Aarhus Convention, and be based upon a clear integrated research strategy

4) The Member States should continue to press for World Heritage Site status for the Wadden Sea. That status will bring with it further responsibilities for close co-operation over the management and development of the area that will more effectively be achieved through an ICZM strategy.

#### *Specific*

5) In the absence of an agreement to form a new authority for the area, and as a minimum, the Member States of the Wadden Sea region should take the opportunity provided by the transposition of the Aarhus Convention into European Community law to make the Wadden Sea Secretariat a statutory consultee on all projects likely to have significant environmental effects within the region. This would include consultation on appropriate assessments under the Habitats Directive, screening and scoping under the EIA Directive and full participation in the working groups established to implement the WFD. This would provide the specific Wadden Sea perspective into decision making that is currently lacking. The Secretariat does not currently have the resources or the expertise to take on this role, however, as part of a changing role for the secretariat these resources should be provided.

6) The Natura 2000 designation should cover all of the areas designated as SPAs and candidate SACs. As the whole of the trilateral co-operation area has been recognised by the three Member States as a single coherent ecosystem, then, at the very least, all of the area covered by the State Declaration should become part of the Natura 2000 site. To achieve this it will be necessary to ensure that the boundaries of the current candidate SACs are widened to include those areas of the co-operation area not currently designated. Not only is this important in terms of the coherency of the ecosystem and consistency of decision making, it also makes much more administrative sense to have a single area covered by the Natura 2000 designations than very many areas with lots of artificial boundaries.

7) In recognition of the very many different types of designations – Ramsar, PSSA, SPA, SAC etc – and the trilateral agreement, there should be a Natura 2000 management plan for the Wadden Sea. The WSP forms an excellent starting point for the development of such a plan, however, in line with recommendation 1 above, the plan would need to have enforceable legitimate authority. To achieve that authority the plan would need to be an inclusive document that takes into consideration all interests in the region and this would be most effectively achieved if the plan forms part of an ICZM strategy.

8) There needs to be firm guidelines for the completion of appropriate assessments Under Article 6 of the Habitats Directive for the region as a whole. These guidelines should be based upon the EC's methodological guide but reflect the specific characteristics of the Wadden Sea. The guidelines would need to be subject to a consultation exercise with the competent authorities, relevant NGOs and other key interests.

9) The operation of the EIA Directive should be based upon a specific Wadden Sea perspective. That will require greater harmonisation of the screening, scoping and public consultation procedures within the region as a whole. There is a need for greater recognition that projects outside of the co-operation area have the potential to have significant impacts on that area. To this end there needs to be a widening of the 'sensitive areas' so that the inland areas are also considered to form an important part of the Wadden Sea. It will be for the authorities of the region to determine how this broadening of the sensitive area concept would be achieved. However, in line with recommendation 2 above, the EIA sensitive area could be harmonised with any used for an ICZM strategy. Once this area is identified, competent authorities could legitimately take the view that all Annex II projects within that area should be subject to EIA.

10) The basis of a Natura 2000 management plan, management plans for the RBDs under the WFD and a ICZM strategy is a full audit and assessment of the current ecological baseline conditions, the social and economic structure of the region and the impacts these activities have on the ecosystem. Currently it would appear that , particularly for the WFD, this work is being carried out separately at a local administrative level. The Member States have agreed through the State Declaration and elsewhere that the Wadden Sea is a single ecosystem. Such an ecosystem cannot be understood by examining its individual parts. Therefore there needs to be a much more integrated research programme that examines the linkages between economic activity and ecological coherence. The three Member States should jointly fund a fully integrated programme of research that will provide a firm basis for the ICZM strategy and the various management plans required by the key Directives.

11) The lack of a clear and specific Wadden Sea perspective on decision making suggests that there is a need for regular training of the competent authority officers who work on the Habitats Directive, EIA, and the WFD. This training should emphasise the ecological coherency of the area, the links between the sea and inland areas and the activities that have the potential to adversely affect the habitats.

**Annex 2.**

**RECOMMENDATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL  
of 30 May 2002  
concerning the implementation of Integrated Coastal Zone Management in Europe**

## II

(Acts whose publication is not obligatory)

## COUNCIL

**RECOMMENDATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL  
of 30 May 2002  
concerning the implementation of Integrated Coastal Zone Management in Europe**

(2002/413/EC)

THE EUROPEAN PARLIAMENT AND THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty establishing the European Community, and in particular Article 175(1) thereof,

Having regard to the proposal from the Commission,

Having regard to the opinion of the Economic and Social Committee <sup>(1)</sup>,

Having regard to the opinion of the Committee of the Regions <sup>(2)</sup>,

Acting in accordance with the procedure laid down in Article 251 of the Treaty <sup>(3)</sup>,

Whereas:

- (1) The coastal zone is of great environmental, economic, social, cultural and recreational importance to Europe.
- (2) Coastal zones possess a unique biodiversity in terms of flora and fauna.
- (3) Chapter 17 of Agenda 21, adopted at the United Nations Conference on Environment and Development summit in Rio in June 1992, should be taken into account.
- (4) The 1999 assessment report of the European Environment Agency indicates a continuing degradation of conditions in the coastal zones of Europe as regards both the coasts themselves and the quality of coastal water.
- (5) Community coastal zones are further threatened by the effects of climate change, in particular rising sea levels, changes in storm frequency and strength, and increased coastal erosion and flooding.

- (6) Population growth and the development of economic activities are increasingly threatening for both the environmental and social equilibria of coastal zones.
- (7) The decline of fishing activity and related employment makes many fisheries-dependent areas particularly vulnerable.
- (8) Existing regional disparities in the Community affect the management and conservation of each coastal zone in a different way.
- (9) It is essential to implement an environmentally sustainable, economically equitable, socially responsible, and culturally sensitive management of coastal zones, which maintains the integrity of this important resource while considering local traditional activities and customs that do not present a threat to sensitive natural areas and to the maintenance status of the wild species of the coastal fauna and flora.
- (10) The Community promotes integrated management on a larger scale by means of horizontal instruments. These activities therefore contribute to integrated coastal zone management.
- (11) The Commission notes in its Communications <sup>(4)</sup> to the Council and the European Parliament that integrated management of the coastal zone requires strategic, coordinated and concerted action at the local and regional level, guided and supported by an appropriate framework at the national level.
- (12) The Commission's demonstration programme on integrated coastal zone management identifies principles of good coastal zone management.

<sup>(1)</sup> OJ C 155, 29.5.2001, p. 17.

<sup>(2)</sup> OJ C 148, 18.5.2001, p. 23.

<sup>(3)</sup> Opinion of the European Parliament of 5 July 2001 (OJ C 65 E, 14.3.2002, p. 309), Council Common Position of 13 December 2001 (OJ C 58 E, 5.3.2002, p. 1) and Decision of the European Parliament of 10 April 2002. Council Decision of 7 May 2002.

<sup>(4)</sup> COM(97) 744 and COM(2000) 547.

- (13) There is a need to ensure coherent action at European level, including cooperative action and consultation with regional seas organisations or international organisations, such as the International Maritime Organisation, to address cross-border coastal zone problems.
- (14) Council Resolution of 6 May 1994 on a Community strategy for integrated coastal zone management <sup>(1)</sup> and Council Resolution of 25 February 1992 on the future Community policy concerning the European coastal zone <sup>(2)</sup> both identify the need for concerted European action to implement integrated coastal zone management.
- (15) Since the Resolution of 6 May 1994 the European Union has experienced an increase in pressure on coastal resources, an increase in coastal population and an increase in near-shore and on-shore infrastructure.
- (16) An integrated coastal zone management involves multiple factors among which town and country planning and land use are only accessorially concerned.
- (17) In accordance with the subsidiarity and proportionality principles as set out in Article 5 of the Treaty, and with Protocol 7 to the Treaty of Amsterdam on the implementation of subsidiarity and proportionality, and given the diversity of conditions in the coastal zones and the legal and institutional frameworks in the Member States, the objectives of the proposed action can best be achieved by guidance at the Community level,

HEREBY RECOMMEND THE FOLLOWING:

#### CHAPTER I

##### A strategic approach

Member States take into account the sustainable development strategy and the Decision of the European Parliament and of the Council laying down the sixth Community environment action programme <sup>(3)</sup>, and take a strategic approach to the management of their coastal zones, based on:

- (a) protection of the coastal environment, based on an ecosystem approach preserving its integrity and functioning, and sustainable management of the natural resources of both the marine and terrestrial components of the coastal zone;
- (b) recognition of the threat to coastal zones posed by climate change and of the dangers entailed by the rise in sea level and the increasing frequency and violence of storms;
- (c) appropriate and ecologically responsible coastal protection measures, including protection of coastal settlements and their cultural heritage;
- (d) sustainable economic opportunities and employment options;

- (e) a functioning social and cultural system in local communities;
- (f) adequate accessible land for the public, both for recreational purposes and aesthetic reasons;
- (g) in the case of remote coastal communities, maintenance or promotion of their cohesion;
- (h) improved coordination of the actions taken by all the authorities concerned both at sea and on land, in managing the sea-land interaction.

#### CHAPTER II

##### Principles

In formulating national strategies and measures based on these strategies, Member States should follow the principles of integrated coastal zone management to ensure good coastal zone management, taking into account the good practices identified, *inter alia*, in the Commission's demonstration programme on integrated coastal zone management. In particular, coastal zone management should be based on:

- (a) a broad overall perspective (thematic and geographic) which will take into account the interdependence and disparity of natural systems and human activities with an impact on coastal areas;
- (b) a long-term perspective which will take into account the precautionary principle and the needs of present and future generations;
- (c) adaptive management during a gradual process which will facilitate adjustment as problems and knowledge develop. This implies the need for a sound scientific basis concerning the evolution of the coastal zone;
- (d) local specificity and the great diversity of European coastal zones, which will make it possible to respond to their practical needs with specific solutions and flexible measures;
- (e) working with natural processes and respecting the carrying capacity of ecosystems, which will make human activities more environmentally friendly, socially responsible and economically sound in the long run;
- (f) involving all the parties concerned (economic and social partners, the organisations representing coastal zone residents, non-governmental organisations and the business sector) in the management process, for example by means of agreements and based on shared responsibility;
- (g) support and involvement of relevant administrative bodies at national, regional and local level between which appropriate links should be established or maintained with the aim of improved coordination of the various existing policies. Partnership with and between regional and local authorities should apply when appropriate;
- (h) use of a combination of instruments designed to facilitate coherence between sectoral policy objectives and coherence between planning and management.

<sup>(1)</sup> OJ C 135, 18.5.1994, p. 2.

<sup>(2)</sup> OJ C 59, 6.3.1992, p. 1.

<sup>(3)</sup> Not yet published in the Official Journal.

## CHAPTER III

**National stocktaking**

Member States conduct or update an overall stocktaking to analyse which major actors, laws and institutions influence the management of their coastal zone. This stocktaking should:

- (a) consider (but not be limited to) the following sectors and areas: fisheries and aquaculture, transport, energy, resource management, species and habitat protection, cultural heritage, employment, regional development in both rural and urban areas, tourism and recreation, industry and mining, waste management, agriculture and education;
- (b) cover all administrative levels;
- (c) analyse the interests, role and concerns of citizens, non-governmental organisations, and the business sector;
- (d) identify relevant inter-regional organisations and cooperation structures, and
- (e) take stock of the applicable policy and legislative measures.

## CHAPTER IV

**National strategies**

1. Based on the result of the stocktaking, each Member State concerned, in partnership with the regional authorities and inter-regional organisations, as appropriate, should develop a national strategy or, where appropriate, several strategies, to implement the principles for integrated management of the coastal zone.

2. These strategies might be specific to the coastal zone, or might be part of a geographically broader strategy or programme for promoting integrated management of a larger area.

3. These strategies should:

- (a) identify the roles of the different administrative actors within the country or region whose competence includes activities or resources related to the coastal zone, as well as mechanisms for their coordination. This identification of roles should allow an adequate control, and an appropriate strategy and consistency of actions;
- (b) identify the appropriate mix of instruments for implementation of the principles outlined in Chapter II, within the national, regional or local legal and administrative context. In developing these strategies, the Member States should consider the appropriateness of:
  - (i) developing national strategic plans for the coast to promote integrated management ensuring, *inter alia*, the control of additional urbanisation and of the exploitation of non-urban areas while respecting natural features of the coastal environment;

- (ii) land purchase mechanisms and declarations of public domain to ensure public access for recreational purposes without prejudice to the protection of sensitive areas;
  - (iii) developing contractual or voluntary agreements with coastal zone users, including environmental agreements with industry;
  - (iv) harnessing economic and fiscal incentives, and
  - (v) working through regional development mechanisms;
- (c) develop or maintain national and, where appropriate, regional or local legislation or policies and programmes which address both the marine and terrestrial areas of coastal zones together;
  - (d) particularly, identify measures to promote bottom-up initiatives and public participation in integrated management of the coastal zone and its resources;
  - (e) identify sources of durable financing for integrated coastal zone management initiatives where needed, and examine how to make the best use of existing financing mechanisms both at Community and at national level;
  - (f) identify mechanisms to ensure full and coordinated implementation and application of Community legislation and policies that have an impact on coastal areas, including when reviewing Community policies;
  - (g) include adequate systems for monitoring and disseminating information to the public about their coastal zone. These systems should collect and provide information in appropriate and compatible formats to decision makers at national, regional and local levels to facilitate integrated management. The work of the European Environment Agency can serve *inter alia* as a basis for this purpose. These data should be publicly available in accordance with relevant Community legislation, in particular with the Directive of the European Parliament and of the Council on public access to environmental information and repealing Council Directive 90/313/EEC <sup>(1)</sup>;
  - (h) determine how appropriate national training and education programmes can support implementation of integrated management principles in the coastal zone.

## CHAPTER V

**Cooperation**

1. Member States should encourage, enter into or maintain dialogue and implement existing conventions with neighbouring countries, including non-Member States in the same regional sea, to establish mechanisms for better coordination of responses to cross-border issues.

<sup>(1)</sup> Not yet published in the Official Journal.

2. Member States also work actively with the Community institutions and other coastal stakeholders to facilitate progress towards a common approach to integrated coastal zone management, examining the need for a European coastal stakeholders forum. In this process, ways of using existing institutions and conventions should be explored.

3. In this context, cooperation with the accession countries is maintained and enhanced.

#### CHAPTER VI

##### **Reporting and review**

1. Member States report to the Commission on the experience in implementation of this Recommendation 45 months after its adoption.

2. These reports are available to the public and include, in particular, information concerning:

- (a) the results of the national stocktaking exercise;
- (b) the strategy or strategies proposed at the national level for implementation of integrated coastal zone management;

(c) a summary of actions taken, or to be taken, to implement the national strategy or strategies;

(d) an evaluation of the expected impact of the strategy or strategies on the status of the coastal zone;

(e) an evaluation of the implementation and application of Community legislation and policies that have an impact on coastal areas.

3. The Commission should review this Recommendation within 55 months following the date of its adoption and submit to the European Parliament and the Council an evaluation report accompanied if appropriate by a proposal for further Community action.

Done at Brussels, 30 May 2002.

*For the European Parliament*

*The President*

P. COX

*For the Council*

*The President*

J. PIQUÉ I CAMPS

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