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A EUROPEAN COASTAL ZONE PLANNING STRATEGY

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P R E L I M I N A R Y N O T E

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The author is responsible for the opinions expressed in the text : they do not necessarily reflect the views of the Council of Europe.

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Summary and Conclusions

Most European nations have paid considerable attention to developments in their coastal zones. Often this had led to regulations at the national and sub-national level in order to secure a balance between development and preservation of coastal resources. At the European level, the Conference of Peripheral Maritime Regions of the EEC has issued a European Coastal Charter with an Action Plan to implement the charter's proposals. Recently the European Conference of Ministers responsible for Regional Planning (CEMAT) passed a resolution adopting a European Spatial/Regional Planning Charter. Because coastal zone planning is strongly linked to spatial planning on land, both resolutions are important for a coastal zone planning strategy at the European level. A European Coastal Zone Planning Strategy can never be more than a set of recommendations, possibly with some financial incentives, because of the national autonomy in this field. Large differences between the coastal zones in Europe, especially between North and South, and their development and preservation history, prevent guidelines at the European level to be more than general recommendations. Therefore, three European regions are proposed, where a regional authority would be in charge of a regional coastal zone master plan which will create a link between the European Coastal Charter and the national coastal zone plans. The masterplan should include, on the one hand coastal activities of common interest in the region, as described in the national plans, and, on the other the European guidelines adopted to the specific characteristics of the region. The regions proposed are: the Baltic Sea, North Sea and Mediterranean Sea regions and possibly an Atlantic region. A coastal zone plan at each of the levels (national, (European) regional, and European) should contain a discussion of existing, proposed and potential land-useplans for the land section of the coastal zone and sea-use plans for the seasection. Finally, the plans should discuss existing, proposed and potential land-sea relations, both administratively and economically, with special attention for the most beneficial balance between development and preservation. For each of the lower levels, the plans will be more specific. This system of coordinated spatial plans for the coastal zone will be a first step for a genuine European strategy for development and preservation of our coastal zone.

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List of abbreviations

CEMAT :	European Conference of Ministers responsible for Regional Planning
CLRAE :	Standing Conference of Local and Regional Authorities of Europe
CoE :	Council of Europe
EEC :	European Communities
EEZ :	Exclusive Economic Zone
FRG :	Federal Republic of Germany
GDR :	German Democratic Republic
NCZP :	National Coastal Zone Plan
OSCOM :	Oslo Commission for Ocean Dumping
Parcon :	Paris Commission for Land-based Sources of Pollution
UK :	United Kingdom
UNEP :	United Nations Environment Program
USA :	United States of America

Introduction

1.1. The object of this report is to bring useful existing theories in coastal zone planning together into one operational concept. It contains very few new ideas. Several national and international concepts have emerged over the years, so that this report will not attempt to introduce a new, immature, concept.

Problems and conflicts in coastal regions can be divided into three levels of attention: European, Regional and National. For this study, the European level includes all members of the Council of Europe. European coastal states already cooperate in the following regions: the Baltic Sea, North Sea, and Mediterranean Sea regions. It should be noted here, that these regions do not fully cover all coastal areas of Europe. However, the proclamation of an "Atlantic region" for the sake of completeness is not very productive because cooperation presently does not exist in this region. An Atlantic region which would cover the remaining coastal areas, does not exist administratively, and is not proposed in this report. However if the need for regional cooperation between France, the United Kingdom (UK), Spain and Portugal would arise for cooperation in an Atlantic region, such a region could be created in a similar position as proposed for the other regions in this report. The starting point of this report is that conditions should be created at the national level to guide coastal developments in the European interest. This includes the elimination of existing conflicts, the prevention of new conflicts, and the implementation of international agreements at the national level.

It is commonly accepted, that a European coastal zone planning strategy should attempt to strike the most beneficial balance between development and preservation¹⁾. In 1973 the Council of Europe's Committee of Ministers adopted resolution No. 29 on the preservation of coastal areas. The 6th session of the European Conference of Ministers responsible for Regional Planning (CEMAT) in Torremolinos, Spain, on 19-20 May 1983, emphasized the development of coastal regions. This report will discuss both processes.

Finally, this report will elaborate on the position of the coastal zone in spatial planning theory. A subdivision will be made between land, coastal zone, and sea. Land-use planning has been well established in most European countries, and sea-use planning is receiving more attention. Coastal planning is characterised by land-sea relations and both land-use and sea-use planning methods.

Given the administrative, functional, and spatial divisions as discussed above, and following the results of the 6th CEMAT an attempt will be made to bring a European coastal zone planning strategy one step further.

1.2. Definitions

In literature on the subject, a common definition of "coastal zone" is:

"A linear strip of land and adjacent ocean space, including water and submerged land, that are mutually interdependent"²⁾.

In this report, however, a more practical definition is used. Spatial planning policies are first and foremost the responsibility of the autonomous national governments. The European coastal zone planning strategy, as presented here, will respect the definitions of "coastal zone" in countries who already have an operational definition. For the remaining countries the following suggestion is made:

"The Coastal Zone is a strip of land and adjacent ocean space with land boundaries equivalent to the boundaries of the municipalities, provinces, counties or other appropriate administrative units bordering on the sea, and sea boundaries equivalent to the boundaries of the territorial sea".

"Planning" is defined as "spatial or regional planning, including the spatial elements of sectoral planning".

"Strategy" is limited to a "set of operational guidelines and instruments for national, regional, and European organizations for planning as defined above".

"Preservation": involves a set of government policies, plans, and management activities designed to curb or eliminate processes which lead to the deterioration of present economical, social, or national structures and systems.

"Development": involves a set of government policies, plans, and management activities designed to initiate or support processes which lead to more desirable economical, social, or natural structures and systems.

1.3. Objectives

This report is based on three requirements laid down by the secretariat of the Council of Europe (CoE):

- a synthesis of previous work done within the CoE and other European organisations;
- a discussion of problems of maritime regions in an overall European regional planning strategy;
- guidelines and policies for maritime and coastal development and planning.

1.3.1. These requirements have resulted in the following objectives for this study:

1. An overview of European coastal zone planning problems and policies based on the results of the 6th CEMAT and previous work done within the CoE and the EEC.
2. A concept for a European Coastal Zone Planning Strategy based on existing coastal planning theories with
 - a) a subdivision of coastal zone plans in
 - European
 - (European) Regional
 - National
 - b) a subdivision of coastal zone planning in
 - land-use
 - sea-use
 - coastal zone
 - c) a subdivision of coastal zone processes in
 - development
 - preservation

Chapter 2

Existing policies in coastal regions

2.1. Introduction

A European coastal zone planning strategy should be based on existing policies in coastal regions. Such a strategy can not be developed in a void. Many policies and plans already exist at all levels, as do several coordinating bodies. Also a certain degree of ad-hoc cooperation is not unusual.

In the following the existing policies and plans will be discussed at the European, (European) regional, and national levels.

2.2. The European level

At the European level the two major organisations with a history of interest in a coordinated approach to the coastal zone are the CoE and the EEC. In Resolution No 1, following the 6th CEMAT, the ministers state that:

"Consideration should be given to the possibility of harmonising certain legal regulations applicable to programs and plans for coastal regions and to the advantage this might have for the development of coastal areas"³⁾.

The EEC has brought coastal management problems within the scope of its environment policy⁴⁾. The European Coastal Charter, adopted in 1981 by the Conference of Peripheral Maritime Regions of the European Community⁵⁾ requires integrated management of coastal areas in certain steps. The supplemental Action Program of concrete projects is the first attempt to operationalise these steps. The Charter which is supported by the European Parliament, constitutes a major achievement in this field.

2.2.1. Council of Europe activities

The CoE has taken the following action with respect to the coastal zone:

1. Resolution (73)29 of the Committee of Ministers, which discussed the preservation of the coastal zone October, 1973
2. First Conference of European Island Regions (CLRAE), April 1981.
3. Sixth session of CEMAT on European Coastal Regions, May 1983.
4. Fourth European Ministerial Conference on the Environment (April 1984), on coastal areas.

Resolution (73)29 was developed further in the 6th CEMAT. The first CLRAE conference (Canary Islands, Spain, 7-10 April 1981) discussed the general problems of the European island regions which are among the most peripheral regions of Europe. The major issues concerned physical planning, transport and communication, fisheries, tourism, natural protection, isolation, European integration and political aspects. In the development of a coastal zone planning strategy special attention should be given to peripheral regions, such as most of the island regions. There has been extensive coordination at the senior-executive level to prevent overlap between the 6th CEMAT and the 4th European Ministerial Conference on the Environment.

The coastal session of the 6th CEMAT had three reporting delegations: the French delegation presented an overview of spatial developments in European coastal regions, the Dutch delegation reported on Northern European coastal regions and emphasized coastal planning objectives, while the Italian delegation in its discussion of Southern Europe's coasts emphasized economic developments. This report will use elements from these contributions, without attempting to summarize all three into one concept.

The conference produced resolutions which can be summarized as follows:

The general objectives of a regional/spatial planning policy for the European coastal zones should be a policy aimed at:

- a balanced development of coastal regions between heavily urbanised and peripheral regions;
- the protection of coastal areas and their socio-economic and natural resources;
- inclusion of land-sea relations in planning methods based on existing land-use planning and developing maritime planning methods;
- coordination of the international aspects of offshore activities;
- special attention for the rational organisation of tourism and free coastal access.

2.2.2. Development and Preservation

a. Development

In all of Europe, coastal areas develop faster than inland areas, both demographically and economically. Economic development specifically located at the coast include:

- Industrial development which either need the accessibility to the sea or great quantities of water.
- Maritime and port development as a result of these industrial developments.
- Residential development to support the developments above.
- Recreational development as a result of needs created by residential development
- Development of activities associated with fisheries because of the location of the resource.

J. Robert concluded his study with three challenges to the development of the European Coast⁶⁾:

- economic conversion and diminution of unemployment in coastal regions where declining industries are concentrated;
- exploitation of potential new marine developments or development of other marine resources;
- environmental conservation and enhancement.

b. Preservation

Preservation when applied to the planning of coastal regions involves two elements: the protection of (the diversity of) coastal developments and the conservation of natural values.

The first element includes the preservation of certain coastal regions in their unspoilt state or with small-scale developments. Diversification is an important element of any planning strategy, but it should be implemented at the national level. At the other administrative levels only guidelines can be given.

The second element deals with pollution. Many conferences and treaties at the European level have been devoted to marine pollution. The practical results, however, have been limited. Annually, thousands of tons of chemical wastes flow from ships or from the land, by way of the rivers, into the marine environment, effecting the quality of marine water to a measurable extent. Vast zones of polluted sea-water are to be found in all European seas. In many countries good results have been achieved in preventing pollution, eg through effluent purification plants. To reduce the various kinds of pollution, however, it is necessary to continue to make this the subject of international consultations.

A European coastal zone planning strategy will include recommendations and instruments to tackle the ever increasing problem of marine pollution while guiding the potential for economic development and diversification of developments.

2.3.

The (European) regional level

(European) regions are defined as groups of neighbouring countries with common problems and potential. Here, regions are specifically defined as groups of countries which share a common body of water.

European coastal regions can be defined by the sea they share:

1. The Baltic Sea region: Sweden, Denmark, Federal Republic of Germany (FRG)
2. The North Sea region: Belgium, Denmark, France, FRG, Netherlands, Norway, UK
3. The Mediterranean region: Cyprus, France, Greece, Italy, Malta, Portugal, Spain, Turkey.

2.3.1. Existing cooperation

At the present time, several administrative bodies for coordination and cooperation already exist in these regions. This report intends to propose a master plan for each of these regions which includes a general regional agreement, supplemented by comprehensive national policies for the coastal areas. A flexible "umbrella" convention under guidance of the CoE is the most appropriate form, using the examples of the Caribbean and Mediterranean Action Plans⁷⁾. Proposed here, is to extend these conventions beyond merely environmental issues.

Firstly, however, a general overview of existing cooperative structures will be given for each region:

1. Baltic Sea. Not only Sweden, Denmark and the FRG share the Baltic, but also the Soviet Union, Poland, the German Democratic Republic (GDR) and Finland. This overview is limited to the CoE-members. Denmark and the FRG border on both the Baltic Sea and the North Sea. The Nordic Council is one of the major organisations for intergovernmental cooperation in this region and includes Norway, Sweden, Finland, Denmark and Iceland. The Nordic Council has a policy body and a secretariat located in Stockholm and is active in cultural, socio-economic and environmental cooperation. Here, the Nordic Council is suggested as the implementing body of regional coastal zone planning strategies. Lastly, mention should be made of the Helsinki Convention, or Convention on the pollution of the marine environment of the Baltic⁸⁾. This may be regarded as a major step forward in the area of conservation of the marine environment.
2. North Sea. All countries bordering the North Sea are CoE-members. All, except Norway, are also EEC-members. The EEC is the principal organisation for development and protection of the fisheries resources, and has several programs concerning marine pollution. In the North Sea, some bilateral agreements with respect to coastal planning are in preparation, i.e. between the Netherlands and Belgium, and between the Netherlands, the FRG and Denmark. Also, bilateral cooperation between Norway and the UK in off-shore exploration and production has been established. The EEC seems the most appropriate international organisation to take the lead in a (European) regional coastal zone planning strategy for the North Sea, if special consideration can be given to the status of Norway.

3. Mediterranean Sea. The United Nations Environment Program (UNEP) started the Mediterranean Action Program to combat marine pollution. It included the European, Asian, and African shores of the Mediterranean. Here, attention will be limited to the European coast. Italy, France and Greece are EEC members. Most European Mediterranean nations are CoE-members. A first attempt towards a more comprehensive planning approach was the "Blue Plan", which was developed from the Mediterranean Action Program. The most important feature of the Blue Plan is its interrelation of the following dimensions: natural resources, production activities, development, technology, population, culture and the quality of life⁹). The structure already set up with the Blue Plan, could be used for the establishment of a regional coastal zone planning strategy.

2.3.2. Existing conflicts

Each of the regions discussed above has its own specific problems. A coastal zone planning strategy at the (European) regional level should go beyond general guidelines and take into consideration the specific characteristics of the region. Some of these will be discussed in general terms.

1. The Baltic Sea. The first problem is political. The Baltic Sea is shared by capitalist and socialist countries. A planning strategy in this context can only cover the capitalist nations, but will have to face transfrontier problems such as pollution, fishing-grounds, shipping routes etc. The ecological system of the Baltic is rather weak and can not recover quickly from environmental disturbances. At the same time, the Baltic shores are heavily industrialised, thus increasing the water-pollution problems. A regional planning strategy for the Baltic Sea will have to deal with the location and spread of industrial coastal developments to reduce pollution at the source. At the national level, especially in Sweden, some results in pollution abatement have been attained, but at the (European) regional level there is much room for improvement.

2. The North Sea. The North Sea shores are highly developed. They include some of the largest ports, and some of the busiest shipping routes in the world. Numerous acute and potential conflicts can be recognized between industrial developments, off-shore activities and their coastal effects, fisheries, and shipping. Some of the most pristine coastal ecosystems of Europe can be found along the North Sea shores, and these are threatened by increasing development pressures and water pollution. Another problem for a planning strategy for the North sea region is the sheer number of nations involved. All North Sea countries, with the exception of Norway and the UK, only control a short stretch of coast, so that coastal activities almost always effect the coastal zones of neighbouring nations.
3. The Mediterranean Sea. Economic development along the Mediterranean sea is structurally unbalanced. Recreational development and public access to the shore are increasingly in conflict with other developments. Nationally, these problems can hardly be solved, and a more (European) regional approach to these problems is desirable. As opposed to with the regions discussed above, the Mediterranean coast is basically peripheral. All transportation, communication and under-development problems of peripheral regions are therefore present along many Mediterranean shores.

Planning at the (European) regional level will be related to plans at the European and national levels. On the one hand, a regional coastal zone plan will include the general guidelines offered at the European level, supplemented with details and specifics for the region. Also, the plan will include guidelines for policies at the national level for the countries in the region. The regional plan should be more than a translation of European guidelines into national policies. Specifics for the region will lead to an additional dimension in the plan.

2.4. The National level

There are few useful generalisations to be made for coastal zone planning strategies at the national level. Each of the European countries has a tradition of spatial and economic planning. Coastal zone planning should be linked to this tradition, but with an added dimension: the sea. The land-sea relation, which has some common features for all coastal nations, will be discussed in following chapters. For a consideration at the national level, a short characterisation of the coastal zone in each of the member-states will suffice.

1. Belgium

The town-planning problems arising on the 65 km-long Belgian coastline are due to the fact that it is used for a variety of purposes. The whole coast, from the French frontier to the Netherlands frontier, is a tourist area, which means that it is studded with second homes, camp sites, holiday villages, sports grounds and other leisure facilities, most of which are unused for three-quarters of the year. In addition, the coast is used by shipping, with the harbour at Zeebrugge port and smaller ones at Nieuport and Ostend.

The local authorities in the coastal area are therefore faced with complicated problems. Although these are shared by many countries with a densely populated coastline, they are more acute in Belgium because of the country's smallness.

It is very difficult to reconcile the preservation of a congenial environment with the growing demand for leisure facilities and the expansion of the harbour installations. The countryside is under increasing threat in the present period of economic recession, when efforts to promote employment take priority over the principles of sound regional planning.

2. Cyprus

Following independence in 1960, the island's economy underwent expansion in the industrial and tertiary sectors. The partition of the island in 1974 had a considerable effect on this development process. Development of the coastal zone is marked by urban growth. The specifics of the coast are favourable for recreational development.

Regional planning is based on "The Town and Country Planning Bill" of 1972, which provides for "The Island Plan", a national spatial plan, and plans at the local level. Because of the political situation on the island, the Island Plan has so far not been operationalised.

3. Denmark

The total length of the coastline of Denmark itself (i.c. excluding the Faroes and Greenland) is 7,400 kms, of which 1,500 kms consists of continental coast and the remaining 5,900 kms is accounted for by islands. No Dane lives more than 50 km from the coast.

National policy intentions are laid down in annual reports, for example with regard to the coordination of sector policy (energy, recreation, nature conservation etc) with physical planning, national guidelines for the ratification of regional plans etc. In addition, there are eight national planning directives regarding specific policies of national importance. The directive on the planning of holiday and leisure settlements determines the size and extent of the coastal zone and sets up a series of prerequisites for recreational planning. Sector plans are balanced against one another and coordinated in physical plans which reflect national policy.

4. The Federal Republic of Germany

The FRG's coastal zone includes territory of four Länder (states under the federation): Schleswig-Holstein, Bremen, Hamburg and Lower-Saxony. Several port-areas of the FRG are located near the North Sea, the biggest being Hamburg. On the Baltic Sea, Lübeck is the most significant port. Outside the major port and industrial areas, most of the coast is suited for recreation and tourism. There are some 73 kms of beach on the North Sea and 70 kms on the Baltic. In the FRG, spatial planning policy starts at the state level. Schleswig-Holstein and Lower-Saxony have their own spatial planning programs on which the regional plans are based. In these plans efforts are made to balance environmental interests with recreation, agriculture industry and transport without undue harm to other land-uses. Particular attention in these plans is payed on the protection of the Wadden area.

5. France

Since 1972, the "Coastal Conservatoire", a public foundation, has been in charge of protection of the French coast. Coastal development is regulated in regional coastal plans. Conservation and development are coordinated at the national level. Areas of special concern can be taken out of regional control and placed under a special interministerial management scheme.

The most important coastal zone planning instrument in France is the decree of August 25, 1979, which constitutes a national planning directive for the protection and management of the coastal zone. This is an operational instrument to institute an equilibrium between development and conservation, with three basic premises:

1. To organize and control urban development in the coastal zone
2. To protect and enhance natural areas
3. To adopt installations to the characteristics of the coastal environment.

6. Greece

Greece has over 15,000 kms of coastline, equally divided between the mainland and the islands. The coastal zone is by far the most important economic area in Greece, and includes its biggest cities and industrial complexes. The tourist industry, for 90% coast-related, is vital for the country. In 1980 the development of a National Coastal Management program was started by the National Council for Physical Planning and the Environment. The three major elements of the Management program are:

1. Sectoral policy: for several coastal issues general guidelines have been developed.
2. Spatial policy: for each coastal region a set of development and conservation policies has been designed. These are basically guidelines for local governments.
3. Research: a national coastal data bank has been set up to facilitate decision-making in sectoral and regional plans.

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7. Iceland

Most of the Icelanders live very near to the coast, with the greatest concentration in Reykjavik. Development pressure, both industrial and residential, is low. Most of the activities on the coastline are in support of the fishing industry. Iceland has far reaching conservation laws, which are applicable to the entire country.

8. Ireland

In the course of the last ten years, two major factors have influenced a turn-around in the emigration trends which had characterised Ireland for so long. Added to this, development has been stimulated in the coastal cities by foreign investors.

There are very few specific laws dealing with the coastal zone. Most of the spatial planning practice is based on the British model. The major problem is pollution.

9. Italy

Italy's peninsular position and the current regional division account for all but four of its regions being coastal regions. A large part of Italy's maritime frontiers (about 7,500 kms) rise out of the sea. The upper Tyrrhenean and upper Adriatic basins with a diversity of developments fulfil an essential function of biological renewal of the Mediterranean environment. These basins, however, are subject to pollution as a result of urbanisation and industry. In fact coastal urbanisation on the north-western seaboard has occurred especially along the continuous coastline of Catalonia, Provence and north-west Italy, where important ports are situated.

Spatial planning in Italy is mostly a regional affair.

10. Malta

Malta is a densely populated island, with a highly developed coastline. The tourism industry is booming and presents high development pressures, especially on the coast. There is no specific coastal zone planning on the island.

11. The Netherlands

In the Netherlands 50% of the population lives in the five coastal provinces and 40% in the two coastal provinces of North and South-Holland. The country has a long tradition of port activities, especially as a transit point with a large hinterland. Rotterdam, on the mouth of the Rhine is now the biggest seaport in the world. The function of the dunes as a natural sea-defence and area of water-supply has to be protected from the pressures of recreation. The national spatial planning policy is relatively detailed and is laid down in basic policy reports concerning objectives, urbanisation, and rural areas. There are also a number of structural outline plans which present the spatial implications of the most important sectors. Those dealing with seaports, open-air recreation, nature and landscape, and water supply are of particular relevance to the coastal zone. The comprehensiveness of the national spatial planning system has meant that coastal zone policies are contained in the afore-mentioned policy reports.

12. Norway

The fact that 75% of its population live less than 15 kms from the sea clearly shows the importance of the 55.000 kms long coastline for Norway. The economic life of Norway is, more than other countries, dominated by the sea. The coastal zone is virtually kept clear of commercial, large-scale establishments with the intention to attract mass tourism and recreation.

In Norway there are specific spatial planning policies for recreation, nature conservation and the protection of marine resources. The county level is responsible for survey plans which lay down guidelines for land-use, infrastructure and industrial development for each county. Until now, legislation and planning practice have not been in a position to ensure co-ordinated and comprehensive coastal zone planning, but there are signs of growing interest and new approaches in this field.

13. Portugal

The Portuguese coastal zone extends for 1,943 kilometres, 942 kilometres of which is mainland coastline (divided between 52 municipalities), the remaining 1,001 kilometres being island coastline.

Owing to the fact that the country is longer (702 kilometres of coastline running north-south) than it is broad (200 kilometres from east to west), not only is the coast easily accessible to almost the entire population, but its aspects and features vary enormously. There are marked differences between the western (Atlantic) and the southern (Mediterranean-influenced) coastlines and even between the northern and southern parts of the western coastline, a situation which necessitates a variety of regional-planning approaches.

The coastal zone is by far the most important economic zone of the country, contributing 67 % to the G.D.P. (1970 figures). The main urban zones and largest industrial zones are concentrated there, although the density is greater in the northern part of the west coast. The coastal zone is also the preferred site for tourist facilities and the most favoured as regards means of communication (a denser network and better conditions). There is, at present, no integrated or general plan for the development of the coastal zone as a whole ; the existing national plans are concerned only with individual areas. This is due, amongst other things, to the fact that the coastal zone falls within the competence of a large number of government departments.

Up until a few years ago development schemes for the coastal zone were comprised in the urbanisation plans (local and ad hoc planning).

After 1976 when the Nature Conservation Act became law, nature parks and reserves were created along the coastal zone.

The Ecological Reserve Act, which became law in 1983, seeks to ensure not only that the most important ecosystems of the coastal zone are protected, but also that land-use in this zone is controlled by proper regional planning.

At the moment, land management falls within the competence of the municipal authorities, who are bound to respect the guidelines laid down in the regional development plans ; the government department responsible for regional planning sets standards and lays down guidelines at national level and approves regional plans.

It is sometimes difficult to apply the regional development plans owing to the great pressures on the coastal zone for the siting of various activities and because the plans are now beginning to be implemented systematically.

The public has had legal right of access to the coast for a very long time.

Portugal's island coastlines are made up of two archipelagos : Madeira (267 kilometres of coastline) and the Azores (734 kilometres). Their autonomous status enables them to lay down their own regional planning standards and guidelines and to pass their own legislation.

14. Spain

Spain's coastal regions are made up of the Cantabrian Coast, Atlantic Coast, Mediterranean coast and the island provinces (Balearic Islands and Canaries). 58% of the population of Spain lives in the coastal provinces which take up 30% of the total area of Spain. In 1980, 82% of all recreational facilities were situated on the coast.

The main instruments for coastal-zone planning are the Town and Country Planning Act of 1976 and the Coast Act of 1969 (supplemented

in 1980). The former regulates general land-use-planning at the regional level, the latter the management of public property. Most planning activities, including industrial and recreational development, and some port development have been transferred, through the Spanish Constitution of 1978, to the self-governing communities.

15. Sweden

The largest part of the Swedish 14,000 km coastline borders the Baltic. The southern part is heavily developed and includes the metropolitan areas of Gothenburg, Malmö and Stockholm. The archipelago areas covering more than 10,000 km² are of particular interest for tourism and recreation. The planning policies for the Swedish coastal zone are based on a 1972 parliament decision regarding the management of land and water resources. Specific national guidelines were established concerning the use of land and water resources along the coast. All of the coastal zone areas are now included in comprehensive land use plans for which the local authorities are responsible. Planning methods are presently being developed regarding the use of the sea-section of the coastal zone. Through specific legal restrictions more than half of the coastal zone is protected from development. Polluting industries or other major construction projects which are disruptive to the environment are allowed to be established only in a number of designated areas. New legislation is being prepared on the management of land and water resources. Further responsibilities will be put on local governments. Intervention from state government is to be restricted to matters of national interest.

16. Turkey

Five of the eight development regions in Turkey are coastal regions. Tourism is not yet as important as in some neighbouring countries. The major conflicts in Turkey's coastal zone are between agriculture on the one hand and industrial and residential development on the other. Especially holiday-home ownership is rapidly increasing along the coast. There is no national spatial plan, so development and conservation decisions are made exclusively at the regional level. By law, the coast is freely accessible to the public, although implementation of this law has not been fully successful.

17. United Kingdom

The insular nature of the United Kingdom and the existing regional divisions account for all but one of the regions being part of the coastal zone. In England and Wales 25% of the population lives in coastal local authority districts and 960 of the 4,160 kms of coast is built up.

In England and Wales statutory responsibility for the preparation of spatial plans rests with the local authorities. The joint preparation by central and local government of "regional strategies" has been discontinued recently but many of the policy guidelines remain in force. Counties prepare structure plans which guide the formulation of detailed physical plans by the district authorities. In Scotland, the National Planning Guidelines prepared by the central government identify preferred locations for different types of development or preservation and local authority structure plans are prepared in accordance to these guidelines. In Northern Ireland plan making is set within a framework of a physical development strategy for the region. This is drawn up by central government which also has the responsibility of preparing local plans. A number of coastal areas have been designated "Coast Protection Areas" (England and Wales) and "Preferred Coastal Conservation Zones" (Scotland). The coasts of outstanding natural value are designated "Heritage Coasts". Local development wishes often go further than what the county or national plans will allow and the higher governments have very few instruments to actually implement their coastal policies.

2.4.2. Common problems

Most European nations share one or more of the following problems:

1. Pollution of coastal waters
2. Insufficiently controlled residential development
3. Rapid increase in summer-dwellings
4. Inadequate recreational facilities
5. Inadequate public access to the coast
6. Regionally unbalanced industrial development
7. Insufficient infrastructure
8. Transport and communication problems, especially for peripheral regions
9. Inadequate protection of natural coastal resources
10. Decline of traditional coastal activities such as fisheries and shipping

11. Rapid increase of new coastal activities, such as large industrial complexes and off-shore industries

Most countries have a system of broad guidelines at the national level in addition to local responsibility for spatial planning. Few nations have little or no national guidelines. There are great differences in the legal consequences of the national coastal policy guidelines. In some countries the local plans require approval of the national government, elsewhere these guidelines have no consequences whatsoever. These national guidelines appear in three forms:

- a. A National Coastal Zone Plan. This is the most elaborate form, and includes sectoral development and conservation plans, management plans for public property and more or less detailed guidelines for the spatial aspects of sub-national plans.
- b. A set of sectoral development and conservation plans with more or less detailed plans for action by the national government.
- c. A national spatial planning policy, which includes all land-use activities, including the coastal zone.

For the purpose of (European) regional and European coordination and cooperation in coastal zone planning it would be highly beneficial if each of the countries would bring together its national coastal laws, policies, and plans in a National Coastal Zone Plan (NCZP). Even if the level of detail greatly differs in each of the countries, such a document will improve foreign understanding of a nation's coastal policy. Initially, a NCZP would be limited to collection of what is being done. Later, when European and regional guidelines become more operational, standardisation of form, content and policy can be improved.

Chapter III

Seaplanning3.1. Sea-activities

Here a brief overview will be given of sea-activities in relation to coastal zone planning at the European, (European) regional and national levels. Activities on the European seas can be subdivided into those concerning development and those concerning preservation.

3.1.1. Development

Sea-development includes a number of activities. The sea is used as a means of transportation or as a recipient of superfluous materials. Also included are the extraction of marine resources, both living and non-living.

a. Transportation

Shipping is a temporary use of sea space. Shipping routes are only established in very busy sea-areas, and these may interfere with other seas developments. Sometimes, shipping routes have to be deepened which may interfere with sand-transport along the coast and create erosion. The southern area of the North Sea is the busiest shipping route in Europe. Annually, some 100.000 ships pass through the Straits of Dover. In this area, traffic separation is applied. At a local level, entrances of major ports are generally very busy. It is extremely difficult to predict future developments in shipping given the uncertainties of the world energy and food situation, international relations and economic growth.

b. The sea as recipient of wastes

Household, chemical, and other wastes are dumped into the sea when disposal sites at land can not be found or are more expensive. Dumping is done by means of ships or by pipelines, mostly outside territorial waters. These have little impact on spatial planning for the coastal zone although the length and location of pipelines are important for spatial planning at sea.

c. Extraction of living sea resources

Fishing is a traditional activity in coastal areas, and is now facing a number of difficulties, such as depletion of the resource and high production costs, which may have an unfavourable effect on its potential for development. The spatial impact of the fishing industry varies greatly from region to region. Apart from the need for space that arises directly out of the activity (port facilities, construction of fishing vessels, repair works, etc.) fisheries can be in spatial conflict with shipping, off-shore energy developments and other uses of the sea. Traditional fisheries are a hunting activity and requires the temporary use of certain sea-areas. Aquaculture has more spatial implications. In most coastal areas, conditions for a developing aquaculture industry can be created with the proper protection measures such as the exclusive use of certain protected water areas, and location of polluting industrial, residential or recreational developments away from the aquaculture sites. Clearly there is a special task for coastal zone planning in this field.

d. Extraction of non-living sea resources

1. Sea salt

Salt production is mainly confined to the Mediterranean coasts of Spain, France and Italy. The specific requisite features are limits to its extension.

2. Sand and gravel

Sand resources at sea suitable for production are immense. Production close to the coast is the most attractive because of the relative ease of transport. The production of offshore sand is resorted to on account of the rising land prices and growing objections (spatial planning and environmental) of production on land.

3. Oil and gas

The first exploration wells for oil and gas were drilled in the North Sea about 20 years ago. Since then various successful strikes have been made. Especially the UK and Norway and, to a lesser degree, the Netherlands reap the benefits of the great quantities of oil and gas under the North Sea. In the Danish, German and Belgian parts of the North Sea oil and gas is less important, or not (yet) discovered. In the Baltic and Mediterranean, off-shore energy developments are insignificant. The Irish Sea, the Bay of Biscay and the Aegean Sea

are currently being prospected. Off-shore energy development has numerous spatial implications, both at sea and in the coastal zone. The number of exploration and production rigs and pipelines is rapidly increasing in the North Sea. On the coast, large industrial complexes have been established in landing areas for off-shore energy.

Other developments at sea with spatial implications may include:

- desalination of seawater and extraction of fresh water from the seabed;
- the production of floating platforms and fixed installations at sea;
- the production of tidal power.

3.1.2. Preservation

The major activity connected with the protection of the marine environment is the abatement of water-pollution. At the world, European, and (European) regional levels numerous projects and conferences have been organised and treaties signed to find international solutions to the problem of marine pollution. In this report, only the spatial consequences of these initiatives are discussed. Large zones of polluted sea-water can be found at the mouths of major rivers. Dilution (mixing and dissolving) ensures that no direct hazard will result. In many countries good results have been achieved in preventing pollution, eg by the construction of effluent purification plants. What spatial planning can do is to spread pollution sources where possible, restrict the location of pollution sources through a policy of licencing, and prohibiting polluting activities at sea and in the coastal zone, where appropriate. Spatial policy in this sense should play a supporting role for international treaties and agreements reached through other channels.

Another preservation aspect is the establishment of marine sanctuaries. The U.S.A. has had some experience in this field through the Marine Sanctuaries Program of the Federal Government¹⁰⁾ and Europe could learn from this experience.

Some unspoilt European sea-areas are prime candidates for conservation under international agreement. Spatial research efforts should be devoted to the establishment of a list of potential marine sanctuaries, for each region¹¹⁾. At the same time, guidelines should be developed at the European and regional levels to prevent development in sites for potential marine sanctuaries, which would do irreversible damage to that potential.

3.2. Sea policies and planning

Coastal states have full control over developments within their territorial waters. The territorial sea reaches three miles out of the coastline, but many states have extended their territorial waters to twelve miles in anticipation of the ratification of the Law of the Sea treaty. In addition many states have established Exclusive Economic Zones (EEZ's). These are sea-areas in which nations have established their exclusive right to develop or manage certain resources. Sometimes, this right is only extended to one or two specific resources (mostly off-shore oil and gas and/or fisheries), sometimes all extractable resources are included.

Sea-use planning at the national level will only be possible if at least some national rights over a sea-area is internationally recognized. The spatial planning of EEZ's is scarcely developed. At sea the number of activities and conflicts is smaller and of a different nature than on land. The EEZ does not come exclusively under the (full) jurisdiction of the coastal nation. This restricts the possibilities of national planning and has meant that the formulation of planning policies outside territorial waters must be treated with some reserve.

At sea material can be carried along over great distances by prevailing water currents. One of the results being that, unlike on land, the physical limits of and activities at sea are not established.

At the European and world level, international maritime law is still very much in the course of development.

At the (European) regional level, the coastal states and the EEC have established organisations and committees, which concern themselves with (elements of) the function of the seas: The Oslo Commission for Ocean Dumping (OSCOM), based on the Treaty of Oslo (1972), the Paris Commission for Land-based Sources of Pollution (Parcon), based on the Treaty of Paris (1974), etc.

At the national level there are numerous official and unofficial organisations active in sea policies. In the literature available to the author, only three nations could be found who have made a first step towards comprehensive planning of the sea-areas under their control: Sweden, the FRG and the Netherlands. In the Netherlands an Interdepartmental Co-ordinating Committee on North Sea Affairs has been established, responsible for coordinating national policies regarding the North Seas. A first report sets the foundation for sea-use planning with an inventory of conflicts, plans and policies in the part of the North Sea under Dutch control¹²⁾. Similarly the FRG has issued a comprehensive report on North sea-activities¹³⁾. Sweden has established the Marine Resources Commission, to coordinate all activities in the sea areas under Swedish control. This Commission is in the process of developing a sea-use planning system¹⁴⁾. With the increased use of the European seas, one may expect other countries to follow and start developing inventories of sea activities on behalf of sea-use planning policies for their EEZ's. A suggestion for a comprehensive spatial planning approach seems premature for the European seas. Both the Dutch and Swedish experiments have found that, although there are numerous potential spatial conflicts at sea, actual conflicts are very limited. For the time being a realistic recommendation for sea-use planning in Europe could be limited to one suggestion at the national level - an inventory of existing and potential conflicts of marine resources within the EEZ. Such an inventory for all nations will enable national, (European) regional and European organizations to anticipate serious conflicts at sea and work on solutions before those conflicts take on unacceptable proportions.

Chapter 4

Land Planning4.1. Land activities

Both land and sea are essential for the coastal zone. Many activities on land have a profound impact on the coast. Here, only land activities which affect coastal zone planning at the European, (European) regional and local levels will be discussed. Also land activities can be divided into development and preservation.

4.1.1. Development

For the purpose of this report, land-developments are subdivided into industrial, residential and recreational developments.

a. Industrial Development

With regard to this sector the European countries differ greatly, depending on their history and socio-economic situation. Generally, areas in the north which are close to old-established growth centres, and areas in the vicinity of the major Mediterranean ports have natural industrial development potential. Some countries, furthermore, have carried out interventionist development policies for heavy industry. The peripheral areas far from major centres, by contrast, have had no industry to speak of until recently. Heavy industry, such as oil refining and petrochemical industries, are almost always concentrated in seaport areas. Even when the port functions decline, as has been the case with a number of major European ports in recent years, geographical momentum ensures the continued presence of important manufacturing industries.

Another aspect of industrial development is the transportation of both gas and liquids by way of pipelines. The discovery of oil and natural gas had led to the construction of pipelines not only from the sea to the coast, but also from the coastal regions to inland industrial centres.

Coastal regions are also important for the establishment of power stations because the sea is often used for the cooling process.

b. Residential development

In many European countries, particularly coastal areas are urbanised. Residential development pressure is highest near the large industrial areas, but in certain locations rural coastal regions are under pressure as well. If a nation develops an urbanisation policy, specific consideration to the coastal zone is rarely given. Where this is the case, it usually concerns the problem of summer-cottage developments. This last problem will be discussed in more detail in relation to recreational developments in the coastal zone. The problem of excessive urban development is not limited to the coastal zone, but it can have a great impact on problems and conflicts encountered there.

c. Recreational development

Recreational development problems on land include spatial conflicts with other developments and with nature conservation. At the coast-line, recreation has some specific characteristics: the need for public access, uncontrolled summer-cottage developments conflicts between coastal defence works and recreation, etc. These will be discussed fully in the next chapter.

4.1.2. Preservation

Preservation of land resources includes the preservation of existing structures and systems and abatement of pollution and is important with respect to both nature areas and aquaculture.

a. Nature areas

Natural landforms all around Europe are in need of protection by law. This understanding has created "National Parks", "National landscapes", "Nature areas of national interest", "Heritage areas" etc. Preservation is more difficult in transfrontier areas because of or international complications. Where coordination is not optimal, limited protection is created for one part of the area in one country, and protection under different conditions in the other

part(s). The sum is usually less than what can be reached in international agreement. Additional research should be devoted to an inventory of such areas and to proposals for recommendations at the European or (European) regional level for international coordination of policy, planning, and legal requirements for the preservation of such areas.

b. Agriculture

This is an important area in need of protection against creeping developments, especially in the coastal zone. Because of the high land values in the coastal zone, aquaculture is seriously at risk especially where regional master plans or specific directives are lacking. Specific attention for aquaculture is required in each coastal zone plan.

4.2. Land-policies and planning

Spatial planning has had a long history for land-areas under development. More densely populated areas have developed more refined spatial planning techniques than peripheral regions. Population growth, industrialisation, and increased standards of living have led to an increased pressure on land use, and it is this pressure which is the very "raison d'être" of spatial planning. Each country has its particular spatial planning policies. In some countries they are worked out at the national level in varying degrees of comprehensiveness. In other countries, the municipality or province is the highest level of spatial planning.

These spatial planning policies at both the national and provincial levels are the basis for spatial planning in coastal areas. Each country also has one or more spatial planning laws which contain a number of instruments ensuring a legal basis on which planning policies can be carried out. In addition to these central laws, there are a number of other acts which are mostly directed towards the regulation of one particular aspect of spatial or sectoral development. It is evident that a good spatial planning system is dependent on the ability to co-ordinate all sectors in their use of space. In the modern, complex socio-economic system of the European states this means an ever increasing complexity of both legal and administrative instruments.

Over the years, many studies in regional planning at the European and (European) regional levels have been published under CoE auspices¹⁵). An important step forward was the adaption in 1983 of the European Regional Planning Charter. This calls for an analysis of national, regional and local development concepts, with a view to the adaption of common principles designed particularly to reduce regional disparities. For the European level, the charter states

"Regional/spatial planning contribute to a better spatial organisation in Europe and to finding of solutions for problems which go beyond the national framework and thus aims to create a feeling of common identity with regard to North-South and East-West relations"¹⁶).

In recent years, the problems of preparing a "European Concept or Strategy for Regional Planning" have been considered¹⁷).

"The European regional planning concept ought to totally with the European Regional Planning Charter; it should even be regarded as the physical and spatial expression of the latter. It should reflect the charters's application to European regional development"¹⁸).

A European Coastal Zone Planning Strategy should build on the principles of the European Spatial Planning Charter and also tally with the European Regional Planning Strategy. Coastal zone planning is first and foremost a derivative of spatial planning, with an additional element: the sea. In the next chapter this principle will be discussed in more detail.

Chapter V

Coastal zone planning5.1. Land-sea activities

The sea and land activities, discussed in the previous chapters, all have a coastal component: all these activities can be found in the coastal zone. In addition, there are several activities which are exclusively, or almost exclusively, limited to the coastal zone, which will be discussed in this chapter.

5.1.1. Development

The most important developments in the coastal zone are seaports (both industrial and for fisheries) recreation, and the coastal implications of off-shore energy developments.

a. Ports

Resolution no. 1 of the 6th CEMAT proposed that:

"A very detailed study of the functions and role of European ports should be undertaken in the framework of preparatory work for a European regional/spatial planning strategy¹⁹⁾.

In this report such a study could not be undertaken, but more detailed suggestions will be given.

While goods traffic has grown significantly, port activities have declined and only those of continental importance have grown. The Baltic and North Sea regions were estimated in the early seventies to have accounted for almost 75% of all of Europe's sea traffic, with the largest share going to the North Sea. There are some indications that distances at sea are losing their importance and that time-saving by improved turnaround and overland transport are increasingly important. At the European level, this question should be researched. The results could make a substantial difference in the prospects for each of the European ports. Future overcapacities and undercapacities for certain types of port facilities could be prevented if distribution at the European level, could be improved.

Most research is needed at the (European) regional level. The distribution and functioning of fishing ports should be studied for each of the regions as a unity. With the EEC-quotas for fisheries, this industry is no longer purely nationally controlled. Policies directed towards the development of fishing ports can therefore no longer be formulated at the national level. Reduction in the present overcapacity should be found in European regional cooperation, based on the results of regional research. For industrial ports, a similar case can be made, with the provision that special attention should be given to smaller ports. For a balanced development of each of the coastal regions, small ports are especially important as a nucleus for the further growth of backward regions. (European) regional guidelines should be based on thorough research into the desirability of development of peripheral regions weighed against the preservation of these small communities. The balanced development of European ports depends on national government action to achieve technological adaptation of port installations and their functions to suit specialised shipping and to implement a more substantial and flexible policy in smaller ports, which lend themselves for the construction of comprehensive and specialised port complexes. Finally, mention could be made of the coastal planning opportunities arising from the technical and economic obsolescence of many port installations. This is also an area in need of much more research. In view of the nature and magnitude of the requirements, there is an urgent and unavoidable need for unified planning and for functional coordination, within a European context, of the maritime and port policies.

b. Recreation

The action program, following the 6th CEMAT also suggests:

"It is proposed that a detailed study be undertaken by CEMAT to identify the trends of major international tourist movements to the European coasts²⁰⁾".

This is just one aspect of coastal recreation in need of more research. Coastal recreation requires prime coastal lands, waters and major facilities. In many areas, coastal recreation brings about large tourist flows both within and between European regions. It is clear that the major flow is from north to south, but its magnitude and trend require much more research. Research is also needed into the other tourist flows. Especially in the Mediterranean region the development of tourism facilities require far-reaching instruments. Long-term trends in tourism are uncertain, and need to be clarified in order to formulate effective policy instruments. Despite the increase of vacations taken by Northern Europeans in the coastal regions of the Mediterranean, the coastal regions of Northern Europe have retained their significance as recreational areas. The development of recreation needs to be regulated in such a way that the smooth economic development of these Northern European Coastal zones may be preserved. The first responsibility here is with the national governments. At the (European) regional and European levels, research is the first requirement. Only when trends in tourism are better known regional guidelines can be presented for a more balanced development, beneficial for all nations in the region.

c. Energy

Exploitation of marine and seabed resources has spawned a great deal of research and development work on marine technologies and new marine industries. The coastal regions are particularly well suited for such activities. All coastal countries will be drawn into developing industrial activities in this sector.

Coastal nations have to deal with an extremely fast growing industry here. In several places this has already led to "boom-town"-effects, with all its adverse consequences for population, infrastructure and environment. Especially at the (European) regional level, coordination and cooperation is badly needed. It may be desirable to concentrate further developments in this industry in large, well prepared centers which are able to handle the developments in terms of infrastructure, available work-force and environmental protection. This is not to say that developments outside these areas should not be permitted, but they should be limited to what each area can

sustain. At the (European) regional level, a master plan should be developed, including the major development sites, the major infrastructure channels (roads and waterways on land, shipping routes and pipelines at sea) and a zoning plan to guide future energy-related developments. Although each nation remains autonomous in its off-shore policies, this plan, when based on existing national policies, could prevent undue harm to environmentally sensitive areas, too much development-pressure for peripheral regions, and too many similar or overlapping efforts.

5.1.2. Preservation

A last quotation from the post CEMAT-6 action program concerning the protection of coastal resources:

"The Ministers ask that a comprehensive inventory of particular pressures on the environment of coastal regions be prepared in order to facilitate the formulation of appropriate planning objectives in the framework of a European regional/spatial planning strategy"²¹).

The conservation of coastal resources will be discussed in detail in the 4th European Ministerial Conference on the Environment in Athens, April 1984²²). A resolution on planning and management of coastal resources to be expected in this conference may underline the importance of conservation in a coastal zone planning strategy. CoE-resolution No 29 (73) recommended that the national governments base their policies on a number of specific preservation principles. Most of these principles are as valid today as they were in 1973. In some countries a number of these principles have been included in national legislation, but much is left to be desired. A renewed emphasis on these principles, supplemented with specifics for each (European) region should be a major boost for coastal zone planning.

5.2. Coastal Zone Policies and Planning

For the European level a strong case is made to expand the European Coastal Charter, as adopted on 8 oktober 1981 by the conference of Peripheral Maritieme Regions of the EEC²²). Adoption by the CoE is necessary to include all CoE-members. The Coastal Charter's first action program (1982-1985) includes a number of specific planning actions:

- To promote a specific policy for the integrated development of the European Coastal Zones. In the first stage a global study is necessary to encourage member states to accept the necessity for a specific program of development for the coastal regions.
- To develop and to improve the practice of plans and management schemes by registering and comparing national coastal zone plans and projects and to identify, in more detail, common problems and solutions.
- To provide a list of coastal improvement projects and coordinate the interventions of the different community funds with the realisation of these projects.

For the (European) regional level, a regional master plan is proposed for each European region. These regional master plans will include the elements of the European Coastal Charter and its present action plan worked out for the specifics of each region. This requires the identification and comparison of the various national plans in the region, the identification of regional problems and solutions in addition to the ones identified at the European level, and guidelines for the development of NCZP's in each of the nations.

At the national level, coastal zone plans, projects, policies and laws should be collected in an NCZP and these should be made available to the regional authority.

The coastal zone plans at each level will be based on a description of land-sea relations. These can only serve as a practical planning instrument when they discuss actual physical, economic and legal relations. At the European level, these relations should be described in a general fashion. They should be more specific at the (European) regional level, and detailed at the national level. The European Coastal Charter and the 6th CEMAT have made a first attempt for the European level.

Land-sea relations in the coastal zone are complicated by conflicts between economic development and environmental protection. Coastal zone plans at each of the levels have to deal with specific problems caused by the development versus preservation conflict. Therefore, coastal zone plans should include statements on the major physical areas in need of development and conservation, the major sectors in need of development and preservation, and finally, the legal and administrative means to solve conflicts between areas and sectors. It is clear that these statements should be more specific at the national than at the European plan-level. Every nation and every region has different conservation and development policies, as discussed in chapter II, making a further detailed discussion not very useful here. An effort should be made to ensure that the plans at each level contain similar categorisations so that comparison and harmonisation are facilitated.

In each plan, it should be made clear that preservation is based on national legislation concerning:

- Land-use: depending on the pressures exercised, every country possesses more or less rigid development legislation. These should be included in the NCZP and if appropriate, in the regional master plan.
- Improving the quality of coastal water and anti-pollution measures: the national legislation plays a pre-eminent role, but international cooperation is needed to maximise its effectiveness. The NCZP should describe existing legislation, while the regional master plan may make a first attempt for international coordination of legislation.
- Preservation of sites: in addition to passive conservation of the legislative type, some countries have introduced schemes for the acquisition and conservation of stretches of coastline. Examples here are the establishment of nature parks by the British National Trusts or the French "Conservatoire du littoral". The regional master plan may include a list of existing sites and recommendations for further considerations.
- Civil protection: several types of coastal protection measures deserve attention at the (European) regional level, including fire protection of coastal forests, the prevention of accidents at sea and coastal protection in relation to transfrontier sand transports.

Development involves the rationalisation of space and resources.

Previous chapters have indicated the broad range of simultaneous activities and the conflicts which have arisen between them. Here it is essential to coordinate the development of the different components. This has led to a generally comprehensive approach to coastal planning in several European countries. It is true that responsibilities vary from area to area and that objectives differ, depending on the sectors to which economic priority is given (tourism, industry, aquaculture). However, the general trend seems to be towards a certain diversification of the economic environment. Clearly these elements should receive considerable attention in the NCZP and the (European) regional masterplan.

5.3. Conclusions

The European coastal zones have different land-uses, but all spatial claims can not be met. The basis for coastal zone planning is the identification of instruments or criteria by which coastal zone claims can be evaluated. This involves not only the establishment of administrative and legislative structures to create and implement these plans, but also comparisons between the benefits and costs of the various claims. Although many coastal policies are created in response to development pressures and propose controlling development in some way or other, it should be pointed out that there is also a need in certain areas to actively promote suitable forms of development in the coastal regions. Coastal plans at all levels should promote appropriate forms of economic rejuvenation in economically decaying areas, and promote appropriate protective measurements where environmentally sensitive areas are threatened.

The proposal for a tiered coastal zone planning strategy is based on the magnitude of coastal development and protection problems, the enormous differences within Europe in coastal problems, conflicts and developments, and the differences in national policies, plans and laws governing the coastal zone. Clearly, each of the European countries is faced with certain planning questions, and each country has attempted, or is attempting to find answers to these questions in their spatial planning policies. The implementation of these policies is to a large extent ad hoc, and tends to concentrate its attention on the land.

The role of the NCZP, then, is in the first place to draw national attention to the coastal zone and its spatial problems. In the second place, it will collect national policies and plans into one coastal zone plan, on which future national coastal zone policies can be based.

The 6th CEMAT has indicated that, despite differences of geography, economy and physical planning in the countries involved, enough similarities can be ascertained between the countries to be able to develop (European) regional master plans. In these plans particular attention should be given to a balanced approach to spatial planning between the heavily urbanised coastal areas and the thinly populated more peripheral areas, taking into consideration the relationships between these two types of coastal regions. There is much to be said for concentrating development into zones at the (European) regional scale and for restricting major development in areas where preservation is particularly important. At the European level, the European Coastal Charter is proposed as the basic reference document for the regional master plans. Hopefully, the Charter's Action Program can be extended to include more of the problems presented in the regional master plans.

Chapter VI

European Coastal Zone Planning Strategy6.1. Summary

Two concepts have played an important role in the development of the European Coastal Zone Planning Strategy which is presented here:

- The European Coastal Charter, as prepared by the EEC
- The ideas brought forward for the European Regional Planning Strategy.

The strategy proposed here is intended as a further development of the European Coastal Charter and at the same time, it could be a case-study as one specific area of "protection of the heritage" for the European Regional Planning Strategy²⁴).

The European Coastal Zone Planning Strategy includes recommendations at three levels, which will be included in the following plans:

- At the European level: The European Coastal Charter Action Plan
- At the (European) regional level. Regional Coastal Zone Master Plans.
- At the national level. National Coastal Zone Plans.

The use of the terms "Action Plan", "Master Plan" and "Plan" for the three levels needs some explanation. At the European level, only recommendations can be given because the participating nations remain autonomous in their coastal zone policies. However, experience has learned that "recommendations" rarely lead to specific action. An Action Plan as included in the Coastal Charter does not intend to be comprehensive, but clarifies what needs to be done, and by whom. The Action Plan proposed here is an extension of the European Coastal Charter Action Plan as proposed by the EEC. A Master Plan is a plan for general developments and broad policies in addition to a number of detailed plans. This is what the (European) regional plans are intended to be. They leave the national plans intact, but create additional value at the (European) regional level. The term "plan" is only used where financial power and authority are sufficient to implement the desired developments, i.e. at the national level.

6.2. Recommendations at the European level

It is recommended that the member states accept the European Coastal Charter and its additional Action Plan, after it has been expanded to include all CoE-member states, and proposals are made for financial support. It is also recommended that, in addition to the provisions of the existing Action Plan, the member states support the development and implementation of the following items of action:

1. The development of a set of definitions for the European Coastal Zones and the further development of a theory of land-sea relations and land-sea planning, including both legal and administrative instruments.
2. The designation of a policy of balanced development and preservation practices in spatial processes in the coastal zone. This policy should be worked out in specific recommendations to the regions regarding activities such as: research into recreational streams and port development, further action on the abatement of marine pollution, the conditions under which to establish a regional marine sanctuaries program, etc.
3. The establishment of a European network of applied research centres to deal with specific coastal problems on a common set of definitions and policies.
4. The extension of the list of specific projects (as appears in the European Coastal Charter Action Program) to all member-states of the CoE. This list can be subdivided into regional projects, and proposals can be prepared to delegate the responsibility for the management of these projects to the regions.
5. The development of a special development program for the peripheral regions.

6.3. Recommendations at the (European) Regional level

It is recommended that the CoE-member States support the establishment of regional coastal zone authorities. A division in regions could be:

- a. Baltic Sea Region: Regional Coastal Zone authority to be established within the Nordic Council in Stockholm;

- b. North Sea Region: Regional Coastal zone authority to be established within the EEC in Brussels;
- c. Mediterranean Sea Region: Regional coastal zone authority to be established through a cooperative effort of the EEC and the Blue Plan organization as established under the UNEP.

Each of these authorities could develop a regional coastal zone master plan with the following elements:

In the area of preservation of coastal resources:

1. The establishment of a research program which will link pollution of the regional sea to coastal developments. A regional policy can be designed to establish a list of recommendations for policies in each of the nations in the region.
2. The establishment of a research program for coastal recreation concentrations and trends, and recommendations for each nation concerning a recreational policy which will allow for proper protection of valuable coastal areas.
3. The establishment of a list of potential marine sanctuaries in cooperation with the European organizations and the regional countries.
4. The stimulation of the regional nations to develop sea-use planning strategies for the EEZ's in the region.
5. The compilation of existing national policies and plans as provided through the NCZP's and establishment of a list of policies, plans and recommendations to bridge existing gaps in protection. One instrument here could be propagation of Environmental Impact Assessments of coastal developments.
6. The promotion of pilot projects to demonstrate the possibilities of environmental protection and conservation through regional cooperation.

In the area of development of coastal resources:

7. The establishment of a regional off-shore development master plan where appropriate, including the coordination of transportation lines and coastal impacts of off-shore development, a regional oil spill contingency plan, etc.
8. A regional development plan for coastal recreation based on NCZP's, European guidelines and established conservation processes.

9. Regional coordination of maritime and port developments. The regional authority should first of all stimulate research in the regional aspects of these developments
10. Coordination of national economic support schemes to secure a balance between residential, industrial and recreational developments and conservation.
11. Development of uniform guidelines for the NCZP's to facilitate easier comparison.
12. A special development program for peripheral regions, in balance with developments in densely populated areas.

In the area of international coordination

13. The development of a system of international consultation within the region, which will allow for a continuing process of reference between the NCZP's and the regional master plan and for ad hoc or bilateral international contacts whenever necessary.
14. A system to disseminate as widely as possible information on coastal resources and processes between all nations of the region.

6.4. Recommendations at the national level

It is recommended that all CoE member-states submit a concept of a National Coastal Zone Plan to the regional authority. The regional authority could make recommendations for changes and additions in the NCZP's. Each NCZP should include the following:

1. A discussion of spacial planning methods, policies and plans on land. If not available, a listing of spatial and sectoral laws and policies with an impact on preservation and development practices should be included.
2. A discussion of sea-use planning methods, policies and plans. If not available, a listing of laws and policies concerning the sea with an impact on conservation and development practices will do.
3. A definition of "coastal zone", as used or proposed by the reporting country.
4. A discussion of coastal plans and policies. If not available, a discussion of land-sea relations should be included.

5. A review of the effects of existing economic, environmental and spatial regulations on the economy and environment of the coastal zone, including the effects of environmental impact assessments.
6. A discussion of specific problems and areas of special interest in the nation's coastal zone
7. A discussion of specific problems and areas of interest which are shared with neighbouring countries and the present methods of coordination and cooperation.
8. A discussion of problems or areas of special interest of (European) regional or European importance and suggestions for changes in or additions to the regional coastal zone master plan or the European Coastal Charter Action plan in this regard.
9. Suggestions to improve coordination between the NCZP and the regional master plan, including proposed additions or changes in methodology and ways of implementation.
10. A compilation of actual, proposed and potential areas of coastal research and other activities to support a greater knowledge of the European coastal zones.

6.5. Conclusion

The recommendations as proposed under the European Coastal Zone Planning Strategy are based on three important prerequisites:

1. In Europe, coastal zone planning is first and foremost a matter of national autonomy. The NCZP's, as proposed here, do not contain international instructions. In the first concept, only a suggestion is made as to the way in which the subjects are ordered, and which subjects to include. Only when the individual nations see that they have something to gain from international cooperation and coordination, attempts will be made to include regional or European recommendations in the NCZP. Therefore a continuing process of exchange of information and suggestions is proposed between the NCZP's and plans at a higher level. In this strategy each country is encouraged to include and explain their specific coastal zone problems and their possible solutions. A hierarchy of problems and certain types of solutions would not be forced upon them, but may involve eventually from the process of mutual consultation.

2. There are great differences in coastal zone planning within Europe. Some common problems can be found, but in this report, it is assumed that in coastal zone planning a nation's interest lies in the first place with the actions, plans and policies of its neighbours. The conference reports for the 6th CEMAT have shown clearly that problems, conflicts and types of solutions can best be divided into regions. The system of regional coastal zone authorities, as proposed will bridge the identification gap between coastal zone planning strategies at the national and at the European level. Little attention has been paid in this report to the actual organisation of these regional authorities. This requires additional research and, no doubt, a great deal of political negotiation. The regional coastal zone master plan would present an important framework for the regional nations, which would enable them to present common problems more easily at the European level, and which would also be an instrument to translate European recommendations into specific problems and needs of the region.
3. The European Coastal Charter with its proposed Action Plan is deemed an excellent starting point for a European Coastal Zone Planning Strategy. A short-cut between the emerging European Spatial Planning Strategy and the Coastal Charter can lead to specific recommendations and financial backing for the regions.

In 1972, the U.S.A. started its Coastal Zone Management Program from scratch. In 1983 in Europe, there is no need to do something similar. This report has not offered a new European Coastal Zone Planning Strategy, not has it applied the American Coastal Zone Management theory. It has only pointed out some logical and pragmatic links between different valuable developments in coastal zone planning in Europe. What the European nations need is not another "brilliant" idea to solve their problems, but some clear directives on the path they have already chosen.

Notes

- 1) See for example the national coastal zone programs of France, Sweden, Greece and the U.S.A.
- 2) See B.H.Kethum, ed. The Water's Edge (Cambridge, MA: MIT-Press, 1972)
- 3) See Council of Europe document no. MAT-7 HF-2
- 4) Resolution of the Council of European Committees, document nr OIC 139. June 1977
- 5) European Coastal Charter, Conference of Peripheral Maritime Regions of the EEC, October 1981. Council of Europe document MAT-6-HF 38
- 6) J.Robert. Socio-Economic Development and Planning in European Coastal Regions. (Strasbourg: Council of Europe, European Regional Planning Study Series no 43)
- 7) The Mediterranean Action Plan was approved at a United Nations Environment Program (UNEP) conference in Barcelona, January 1975. The Caribbean Action Plan was formally adopted at a UNEP conference in Montego Bay, April 1981
- 8) The Helsinki Convention, or Convention on the pollution of the Marine Environment of the Baltic was adopted in May 1974 by all Baltic States and went into effect on May 3, 1980
- 9) See: The Blue Plan for the Mediterranean (MEDEAS, Centre d'Activités Développement-Environnement en Méditerranée)
- 10) See the National Marine Sanctuaries Programm, Programm Development Plan. (Washington D.C.: U.S. Department of Commerce, National Oceanic and Atmospheric Administration, Januari 1982)
- 11) A first attempt was made in the Mediterranean Sea region. See the "Protocol concerning specially protected areas of the Mediterranean Sea", (Brussels: Commission of the European Communities, 8 september 1983) EEC document no COM (83) 518
- 12) See: Harmonisatie Noordzeebeleid, Dutch Parliament Report: 1981-1982, 17408, 1-2 (English translation: Harmonisation of North Sea Policy in preparation with ICONA, Ministry of Transport, The Hague)
- 13) See: Der Rat von Sachverständigen für Umweltfragen: Umweltprobleme der Nordsee (Mainz, FRG: Verlag W.Kohlhammer GmbH, 1980)

- 14) See: Erik Casten Carlberg and Kjell Grip: Coastal Zone Management in Sweden (Stockholm: Delegationen för Samordning av Havsresursverksamheten, 1981)
- 15) See "European Regional Planning Study Series" of the Council of Europe
- 16) European Regional Planning Charter, adopted on 20 May 1983 at Torremolinos, Spain, as resolution 2 of the 6th CEMAT
- 17) See: Round Table: European Regional Planning Concept (Strasbourg: Council of Europe, 17 December 1979) and Second Round Table: European Regional Planning Concept (Strasbourg: Council of Europe, 7 December 1981) European Regional Planning Study Series nos 32 & 42
- 18) Council of Europe, European Regional Planning Study Series, no 42 (Strasbourg, 1982), p. 21
- 19) See Council of Europe document MAT-7-HF 2, pag. 2
- 20) Ibid.
- 21) Ibid.
- 22) See Council of Europe document MEN-4-HF 17
- 23) See Council of Europe document MAT-6-HF 38
- 24) See: R. van Ermen, "Guidelines for Drawing Up A European Regional Planning Concept", (Strasbourg, Council of Europe, 1983). Document nr CDAT (83) 2, p.7.

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