



INCLUSIVE GOVERNANCE OF SUSTAINABLE COASTAL METROPOLIS - MEDSEATIES

Policy Implementation Guidelines

May 2016

Project led by:



Project in partnership with:



Empowered lives,
Resilient nations.





Why policy recommendations?

This document was developed in the context of the MEDSEATIES project, which was co-funded by the EU within the framework of the ENPI CBC MEDITERRANEAN SEA BASIN Programme.

MEDSEATIES aims at empowering Mediterranean local authorities and private stakeholders in the multi-level decision-making processes related to environmental, economic and urban management of coastal cities.

MEDSEATIES GOVERNANCE Work Package has elaborated a common governance framework in order to initiate coordination between stakeholders engaged in urban coastal zone management, at territorial and local level on the one hand, and at trans-Mediterranean level on the other hand. The activities developed during the project allowed setting up the necessary basis of knowledge for initiating concrete connections at local and transnational levels in different activities.

MEDSEATIES has developed a framework for governance through evaluating the current measures and initiatives, identifying diversities in partners' legal systems, identifying key stakeholders, initiating local working groups, and international connections.

As part of the governance framework, these guidelines aim at informing policy makers and decision makers at all levels, from local to regional and trans-Mediterranean, about key conclusions of the project. It concerns, among others, governmental agencies and ministries from the Mediterranean. The objective is to stimulate further development of and support for the integrated coastal zone management (ICZM) concept, as its implementation will result in an enhanced effectiveness of programs to improve the governance of coastal cities and the services associated with it.

The MEDSEATIES Project

The project pursued a holistic approach in developing pilot projects to implement integrated coastal zones management, gathering administrative bodies, scientific institutions and a multitude of stakeholders across the Mediterranean.

ENPI CBC MEDITERRANEAN SEA BASIN

The 2007-2013 ENPI CBC Mediterranean Sea Basin Programme is a Cross-Border Cooperation initiative funded by the European Neighborhood and Partnership Instrument (ENPI).

It aims to promote sustainable and harmonious cooperation at Mediterranean Basin level by dealing with common challenges and enhancing endogenous potential.

It finances cooperation projects to contribute to the economic, social, environmental and cultural development of the Mediterranean region.

Fourteen countries participate in the Programme: Cyprus, Egypt, France, Greece, Israel, Italy, Jordan, Lebanon, Malta, Palestinian Authority, Portugal, Spain, Syria, Tunisia.



Twelve partners from six Mediterranean countries collaborated in the project:

1. Aqaba Special Economic Zone Authority - ASEZA (Jordan, Al-Aqaba)
2. Al Fayhaa Urban Community (Lebanon)
3. Municipality of Marseille (France, Provence-Alpes-Côte d'Azur)
4. Municipality of Thessaloniki (Greece, Kentriki Makedonia)
5. Municipality of Genoa (Italy, Liguria)
6. Urban Community of Toulon (France, Provence-Alpes-Côte d'Azur)
7. PACA Sea Cluster (France, Provence-Alpes-Côte d'Azur)
8. Liguria Cluster of Marine Technologies (Italy, Liguria)
9. United Nations Development Program, Lebanon (International Organization)
10. University of Jordan - Faculty of Marine Sciences (Jordan, Al-Aqaba)
11. Al-Manar University of Tripoli (Lebanon)
12. AVITEM (France)



Mediterranean coastal cities need improved coastal zone management

MEDSEATIES aimed at providing a governance framework allowing the inclusion of environmental issues in the traditional economic activities, and contributing to empowering local authorities and filling their deficit in expertise.

All the partner territories are metropolitan areas characterized by a long lasting concentration of population and human activities involving multiple fields and having heavy environmental impact.

On the one hand, Southern-Mediterranean metropolis such as Al Fayhaa or Aqaba lack required capacities to implement ICZM processes. Indeed, being the only maritime area of Jordan, Aqaba needs to balance industrial, tourism and environmental protection in a very limited geographic area, where the coastline is in fact devoted to foreign mass tourism and port activities. In parallel, the shore of Al Fayhaa remains one of the few coastal areas of Lebanon not totally artificialized, and many areas still offer natural zones. Yet, local authorities of this city consider that Al Fayhaa and its people are turning their back to the sea. In these two countries, as central States are still the key players of territorial development, most local governments do not have the technical, financial and human capacities required for the implementation of projects. Hence, the MEDSEATIES project helped creating integrated governance process to enhance local authorities' capacities to manage coastal zones in these countries.

On the other hand, coastal zone management in Northern territories often lacks coordination and integration. In Thessaloniki, the 23 km urban coastline from the city to the airport results from an unplanned residential development due to the urbanization process and economic growth in the second half of the 20th century. In recent years, in Genoa, Italy, urban and landscape planning has dealt with the recurring problems of coastal zones (biological balancing and environmental regeneration, dismissed port areas and industrial sites, etc.). But the Municipality, except for agreements with the Port Authority, has still to open its management tools to other stakeholders. Since 20 years, Toulon (France) has started to implement public policies putting together water activities, urban and port development, environmental protection, social development and tourism management. The second Bay Contract adoption shows the recognition of the necessity to involve local authorities, national representatives, NGOs and users to preserve their coast. Another issue was the implementation of a metropolitan governance of the coastal area running from Marseille to Toulon, going through administrative boundaries. MEDSEATIES allowed pursuing and improving these on-going processes.

One precondition to reach a more sustainable model of development is to standardize the application of ICZM protocol in all Mediterranean areas. In Northern Mediterranean, the international commitment agreed within the ICZM Mediterranean Protocol makes it compulsory (France, Italy and Greece) to take an initiative such as the one promoted by MEDSEATIES.



In these countries, where the application of the ICZM Protocol is beginning, experimenting operational coordination features between territories (between Marseille and Toulon or between France and Italy) and between local and national level is a crucial issue. MEDSEATIES represented an opportunity to test an innovative participative, metropolitan and green business- oriented approach. On the Southern rim, Jordan and Lebanon are also characterized by the weaknesses of the legal and regulatory framework supporting ICZM. Their statutory framework for coastal zones management is made of fragmented legislation regulating public maritime domain, land planning, protection of sensitive areas, sectorial activities, etc., often with overlapping competences and responsibilities. MEDSEATIES thus contributed to disseminate the concept and the methodology promoted by the Protocol to countries and territories it would not have reached otherwise.

MEDSEATIES Vision

MEDSEATIES contributed to the consolidation of territorial institutions and organizations, through the involvement of local authorities in a process of exchange of experiences and good practices, and of collective designing of policy recommendations for the integrated management of coastal cities, including environmental risks related to climate change and challenges associated to the vulnerability of coastal ecosystems.

As a key dimension of local development in the Mediterranean basin, coastal management requires local actions. Nevertheless, local governments are rarely involved in the design of policies and programs. This issue is particularly accurate on the Southern rim of the Mediterranean, where decentralization is being implemented, but also in Northern countries, where coastal management is mainly the prerogative of central States.

Another key weakness of Mediterranean territories' contribution to ICZM policy design and implementation is the gap of capacities and expertise existing between central and local governments. This issue particularly impacts the autonomy of local actors in Southern Mediterranean countries. **MEDSEATIES has clearly contributed to bridge the gap thanks to the capacity building activities** implemented. These activities explicitly aimed at upgrading the level of knowledge and awareness among local officials from the six participating territories. It also incorporated the principles of sustainability and ICZM into decision-making for advancing public policies and business decision, to benefit local communities in large and local coastal areas.

Furthermore, **the cross sectorial approach** was highly emphasized in the project, as the local stakeholders involved came from different sectorial fields impacted by coastal management, meaning ports, fisheries, tourism, urbanism, etc. This collective character in the design process has contributed to its sustainability, as all these stakeholders benefitted from the opportunity to coordinate and make decisions commonly approved. Thus, the diversity of public, professional and civil society was represented in this good governance process.

Executive Summary

Policy implications addressed:

Title	Problem /Question	Approach
A) Valorization of networking within a participatory approach	Lack of sense of belonging and appropriation	Creation of a strong network of non-profit associations made of small and medium associations and citizens' committees
	Limited exchange of expertise and information between ICZM actors	Involving all interested stakeholders throughout the entire coastal zone process
	Limited understanding of the ICZM concept	Creating a participatory approach during the LWGs meetings using case studies (national and regional level)
B) Emphasizing on coordination	Governance of coastal areas is primarily the responsibility of the Central Government	Creation of a common front consisting of all relevant ICZM local stakeholders to promote comprehensive restoration and management framework for ICZM
C) Sharing knowledge	Concerned stakeholders and LWGs members are not all familiar with the ICZM	Creating a taskforce within the LWGs with the objective of sharing information and updates
	Need for avoiding multiple ICZM approaches on a same territory -	Generalizing the principle of "opportunistic mini-meetings"
	Need for reducing the amount of time spent on data collection	Organizing and promoting knowledge sharing using tools such as the extranet and adopting a communication strategy at an early stage
D) Spreading awareness	Need for increasing the residents' awareness	Developing a path of knowledge

Note: Policy recommendations are not prioritized.

A) Valorization of networking within a participatory approach

Involving all stakeholders interested in coastal zone management for a specific area in the entire management process facilitated the exchange of expertise and information between actors. Encouraging the creation of a strong network of non-profit associations, businesses, public administration, local authorities and citizens' committees for a specific area developed a sense of ownership through a bottom-up approach.

Project managers exchanged their experiences and good practices through transnational cooperation. Hence, data sharing between stakeholders was more actively performed. Eventually, creating a participatory approach during the LWGs meetings using case studies (national and regional level) facilitated the understanding of ICZM concept and ensured the participation of LWGs in training courses related to ICZM that guaranteed a strong participation from all relevant stakeholders.

The process of identifying the approach for ICZM involved all stakeholders (public and private bodies) based on the opportunities and availabilities offered by NGOs and local educational facilities. Subsequently, implementing activities with strong cooperative and voluntary values favored a positive impact in developing the coastal zone. Likewise, local NGOs supported by residents were less likely to show forms of resistance through consultative and proactive actions. Moreover, such activities developed educational interests in acquiring extensive experiences addressed to disadvantaged people that could benefit close contact with nature and environment in a given context.

Finally, population of the targeted coastal areas benefited from the participation in the ICZM project activities and provided a feedback through a focus group for an enriched evaluation of the activities and processes.

B) Emphasis on coordination

Coordination between the different levels of decision making in regards to management of coastal zones is a must for the success of any policy implementation in this regards.

The creation of a single common front comprising all relevant ICZM local stakeholders to promote comprehensive management framework for ICZM is highly effective in countries where the legislation concerning the governance of coastal areas is primarily the responsibility of the Central Government. This is all the more relevant in countries where there is insufficient horizontal (multi-sectoral) and vertical (national/regional/local) coordination of coastal zone policies as well as inconsistent legal frameworks. More precisely, legal systems concerning the governance of coastal areas is primarily the responsibility of the central government (e.g. the relevant Ministries, the Decentralized Regional Administrations and the elected Regional Authorities). Local government (e.g. the Municipalities) has only the responsibility for building permits approval, drafting of urban master plan and city plan, as well as designing and

implementing public infrastructure works (e.g. development, maintenance and management of public street lighting, construction of green areas, playgrounds, gardens, recreational areas and public open spaces).

In countries where the coastal zone is owned by the state and not by the local authority, setting up a detailed management plan for the coastal zone endorsed by a Concession Agreement between the state and the local authority is a cornerstone for adopting a participatory approach for ICZM. To note that such Concession Agreement should describe in detail all the conditions, rights, obligations and responsibilities of the Municipality regarding the management of the targeted area.

Structuring and organizing the work process will facilitate the coordination between public bodies, educational facilities and services, associations and the local authorities. Public and private bodies should work in synergy developing a circular process.

Sometimes the municipality as public body acts as coordinator at local level of initiatives proposed by NGOs on the ICZM approach from the point of view of the usability by disadvantaged young people. Such a bottom-up approach led to an agreement that granted the implementation of activities, the dissemination of best practices aiming at the optimization of public and private resources.

Conducting regular meetings to discuss issues and solutions for improved ICZM will produce monthly reports aiming at illustrating the situation of the coastal zone. Such reports will be used as a baseline for coordinating and cooperating between stakeholders and associations concerned with the management of coastal areas and the local authorities. Furthermore, creating an agenda to avoid duplicate meetings will help avoid problems of non-compatible meeting schedules between the approaches especially that ICZM approaches concern the same stakeholders. Pooling meetings to save time of stakeholders participating to the different approaches (same date, same place, same guests) is highly recommended.

C) Sharing knowledge

The importance of sharing knowledge and expertise between all partners and internally is a cornerstone for any successful approach and will promote the implementation of any policy when properly grasped and committed to. The development and use of existing tools will ultimately facilitate knowledge sharing and communication between all relevant parties. Since not all concerned stakeholders and LWGs members are familiar with ICZM, creating a taskforce within the LWGs with the objective of sharing information and updates related to ICZM including but not limited to discussing case studies at national, regional and international level as well as sharing information regarding training opportunities, workshop, etc.

In order to facilitate the exchange of expertise and information between actors, notably the project managers, it is very important to generalize the principle of "opportunistic mini-



meetings" as soon as possible in order to avoid having multiple ICZM approaches on a same territory having no interaction.

With the purpose of compensating the lack of capacity, knowledge, information and tools from NGOs, local authorities and private bodies, which are directly or indirectly related to ICZM, training activities should be organized for all ICZM stakeholders, focusing on the following issues:

- The Integrated Coastal Zone Management (ICZM) at local, national and regional levels
- The relevant legislative framework at local, national and regional levels
- The public and private bodies directly or indirectly related to the coastal zone management.

To increase communication between all parties to ensure commitments in sharing information and to reduce the amount of time spent on data collection that require commitments from all parties involved in the project, it is recommended to organize and promote knowledge sharing using tools such as the extranet and to adopt at an early stage a communication strategy and disseminate its results among LWGs members. It is also recommended to use the results of stakeholders' analysis to strengthen the communication strategy among members of the LWGs.

Given that the ICZM approaches require specific skills, it is very important to develop a participatory scheme relying on the skills of the project managers that aims at pooling the work resources for technical expertise and also at consulting experts in the field of ICZM in order to share knowledge and experiences.

D) Spreading awareness

The spreading of awareness on an activity and approach will involve all stakeholders and local population to pave the way for a more successful and interactive experience.

Identifying a main theme (for example health promotion as an element of personal, social and economic development) as an added value to the project should improve the visibility of both the project and the people who take part in the project.

Developing a path of knowledge on the targeted seafaring city, as seen from the sea and the interconnections between the coastal zones, the hills and the hinterland can play a major role in increasing inhabitants' awareness on the territory they live in and will bring a new experience for the people who take part in the project. Working together to develop a project will initiate a different approach and improve socialization and the knowledge of the "other". Promotion of sociality starting from a group factor (as a crew) and getting close to a reality which is also made of work, professions and crafts that might become a qualified and long-lasting job.

Training and making new experiences may open a new awareness on one's own ability to achieve his goal as a human being and to communicate with others about your experience.



Some experimentation on the vocational guidance for study and work addressed to youth has been carried out on the basis of their experience during the project.

Summaries of Pilot Projects that took place in Genoa, Aqaba, Toulon, Al Fayhaa and Thessaloniki

Genoa, Italy: “Cercando Calipso”

The project “Cercando Calipso” (Looking for Calipso) handled by the Genoa municipality, on the concept “between land and sea”, aimed at integrating disadvantaged young people with psychosocial problems and disabilities into sea and beach activities in the Western part of the city. An agreement has been signed between nine sub municipalities and nine NGOs, involving public bodies and social services. The activities lasted from April to October 2015 and included sport and sailing activities, as well as health promotion as an element of personal and economic development. More than 150 children from 6 to 18 years old have been involved in the project. Vocational guidance has been carried out through promotion of young education model focused on nature-based activities.

Aqaba, Jordan: “Palm Beach Management Plan”

Aqaba’s pilot project aimed at setting up a governance system with regards to the Gandhor beach in Aqaba, the only public beach located in the center of the city. First of all, an unclear institutional framework leads to a lack or absence of responsibility and competence regarding the beach management. If not managed properly, the beach would have suffered from a continuous degradation. Second, a participatory approach is necessary to engage all stakeholders in consultation, design and implementation of a management plan. In fact, different interests are at stake concerning the beach (sailing activities, restaurants, environmental NGOs, public bodies, etc.). Eventually, there is a lack of awareness and tools on ecological conservation of the beach.

The project developed a comprehensive management plan incorporating the concerns of all stakeholders, through a participatory approach. Territorial MEDSEATIES committees (TMC) were established between ASEZA and the University to set up an integrated management of the beach.

Toulon Provence Sur Mer (TPM), France : “Contrats de Baie »

The metropolitan area of Toulon developed six ICZM approaches under the framework of Bay Contracts (“contrats de baie”) in addition to an approach called the Opération Grand Site, dealing with intensive tourism activities and access issues to the coastline. Medseaties was a real opportunity to build cooperation and partnership and the main results of the approaches



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were sharing of skills and experiences, signature of two technical partnership agreements, implementation of a common agenda, a common tool and a dashboard.

The pilot project was a success in terms of local stakeholders' coordination, as the six approaches shared the same agenda and all the Protected Areas' managers met on a regular basis. It was also a success at policy level, because local authorities took part in the work of TPM, and finally, at the technical level because a software was created, as well as a technical platform.

Urban Community of Al Fayhaa, Lebanon

Pilot Project 1: « Aménagement du bord de mer & kiosques »

The first chosen pilot project is the “Aménagement du bord de mer & kiosques” project for Tripoli and Al-Mina. In order to allow the access of the population to the coast and to emphasize the importance of the local heritage the reassessment and redesign of the littoral line and of the present “corniche” of Al-Mina/Tripoli was suggested.

This promenade project would be linking the coastline again with the city, and would have landscaped areas, pedestrian walkways and resting spaces, along with supporting facilities in light structure kiosks.

Pilot Project 2: « Réaménagement de l'île des Palmiers »

The chosen pilot project as a second priority is the “Réaménagement de l'île des Palmiers” project in Tripoli/Al-Mina. In order to allow the access of the population to the Palm Island also known as “Jazirat Al-Nakhl” (Arabic translation) and to emphasize the importance of the local heritage the reassessment and redesign of the stated Island was suggested.

The Pilot Project will allow the inclusion of environmental issues in the traditional economic activities, and will contribute to empower local authorities, by reinforcing their role on the ground and by providing them with new alternative revenues from the sustainable activities that will take place on the coastal zone.

Thessaloniki, Greece: “Management Of The Thessaloniki’s New Waterfront Area By The Municipality Of Thessaloniki”

The issues of the New Waterfront Area of Thessaloniki perfectly illustrate an example of insufficient horizontal (multi sectoral) and vertical (national/regional/local) coordination of coastal zone policies and contradictable jurisdictions in Greece. In addition, it must be noted that the new waterfront area of Thessaloniki (as all other waterfront areas in Greece) is not owned by the local authorities but it is the property of the Greek State.

Thessaloniki’s Pilot area is referred to as “The New Waterfront Area” of Thessaloniki’s Municipality. This New Waterfront area of Thessaloniki was created in the early 1960’s by a process of landfill along the coastline of the Eastern part of the extra-muros city area. It has a



total length of 3.3 km and it covers a surface of 238.800,00 m². The New Waterfront of Thessaloniki was recently renewed.

One of the main outputs of the Thessaloniki Pilot Project has been the development and signing of a Concession Agreement (for the management of Thessaloniki's New Waterfront Area by the Thessaloniki Municipality) between the Municipality of Thessaloniki and the Greek State. This Concession Agreement describes the conditions, rights, obligations and responsibilities of the Thessaloniki Municipality regarding the management of the Thessaloniki New Waterfront Area. The Concession Agreement was signed between the Municipality of Thessaloniki and the Greek State (represented by the Public Properties Company and the Hellenic Republic Asset Development Fund) on March 17, 2016.

Another major output of the Thessaloniki Pilot Project has been the organization of a MEDSEATIES dissemination event, together with the 5th LWG meeting. This event was successfully held in Thessaloniki-Greece, on May 20, 2016 for the presentation and dissemination of the Thessaloniki Pilot Project results and of the MEDSEATIES project in general to the Local Working Group Stakeholders and to a public audience.

E) CONCLUSION

The need to reinforce the capacity of initiative of local stakeholders through cross-border cooperation is of utmost importance for coastal areas as the specific issues related to their management and governance have become a major and global issue. For this purpose, and as many issues at stake are regional and/or local, Mediterranean key stakeholders' coordination as foreseen in MEDSEATIES was crucial, first to act at local level, then at regional level, in order to deal with common risks in a coordinated way and give voice to local actors. The parties had to strengthen their cooperation on formulating strategies, implementing plans and projects consistent with common principles and objectives. The establishment of coordinated governance models within the MEDSEATIES project thus allowed promoting the emergence of sustainable solutions for coastal cities. Implementing an integrated (and innovative) approach further helped identify adequate cost-reducing measures as well as institutional instruments and legal/financial means to improve coastal zone management towards a more effective process. It also helped territories address increasingly important legal challenges linked to governance and multi-stakeholder participation in urban policies design.