National strategy for integrated coastal zone management

CAMP Montenegro
The National Strategy for Integrated Coastal Zone Management for Montenegro was drafted as part of the Coastal Area Management Programme for Montenegro (CAMP MNE). The Strategy was prepared by the Ministry of Sustainable Development and Tourism in cooperation with the Mediterranean Action Plan (MAP) of the United Nations Environment Programme (UNEP) and its Priority Action Programme Regional Activity Centre (PAP/RAC). By virtue of that, Montenegro has joined the family of Mediterranean states that strive to preserve their specific values and outstanding quality of their coastal areas by means of Integrated Coastal Zone Management (ICZM).

With its natural resources, the Montenegrin coast is a specific and unique area that deserves decisive management and decision making today for its sustainable future. Led by that commitment, we have made extremely important baseline analyses within the CAMP programme by which we have prepared a comprehensive and detailed overview of the status and transformations of the coastal area, as well as the projections of sustainable development trends. Expert and data bases are there to underpin control and help abate pressure on the space and environment and is supportive of integration of patterns of sustainable valorisation of space into sectoral policies.

Through the integration of spatial and development solutions aimed at advancing economic, social and environmental performances of coastal areas, the National Strategy for Integrated Coastal Zone Management has defined a strategic framework for sustainable development of our coast. Besides that, by defining a set of concrete measures and actions in the Action plan for the Strategy, we have created a dynamic framework to support the implementation of the Special Purpose Spatial Plan for the Coastal Area of Montenegro (SPSP CA MNE) and the reform of the coastal resources management system. Particularly important fact is that the CAMP MNE results will serve as the quality benchmark for implementation of sectoral basis and analytical inputs into the system planning, use of measurable indicators for land degradation in all planning stages and the use of GIS technology.

The Strategy was prepared taking into account the principles of integral management and legal regulation of the land use through developing the regional spatial plan but also through considerable amendment of some major national legislation such as the laws regulating spatial management, environmental protection, coastal resource management and administrative capacity building and institutional capacity building. The process becomes an added value for its participatory character and openness towards the exchange of information, taking stock of accomplishments and getting stakeholders on board of the process.

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In this way, in synergy between the CAMP team and the SPSP CA MNE developers, we managed to eliminate conflicting land use in the most valuable patches of coastal area and thus opened up prospects of developing high-end tourism in narrow coastal strip and sustainable tourism in the hinterland. To that end, we have defined combined coastal development measures and rural development measures in the hinterland. This approach will at the same time result in diversification of economic activities and correlation of potentials in hinterland with those in the narrow coastal strip.

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We are grateful to UNEP/MAP, headed by its Coordinator, Gábor Lemke, and to the PAP/RAC from Split, Croatia, headed by Željka Barać, for their dedication, understanding and support from 2011 on. We are particularly grateful to the PAP/RAC expert team and their eminent experts who have successfully dealt with a whole string ofOften factors and despite that came up with optimal solutions based on the EU best practices and, for us particularly comprehensible - spatial planning systems in Croatia and Slovenia.

I do repeat that we will keep impressing such a quality platform for sustainable development and efficient integrated management of the coastal area in the coming period, i.e. in the post-CAMP period, and that the CAMP MNE results will serve as the quality benchmark for strengthening the implementation of the Barcelona Convention and the ICZM Protocol all across the Mediterranean region.

Branimir Gvozdenović, Minister of Sustainable Development and Tourism
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10. Abbreviations
1.1 Coastal zone of Montenegro

The coastal zone of Montenegro is one of the most valuable national resources. The area has a high development potential which is of vital importance for the development of Montenegrin society. However, it is also characterised by complex relations between human activities and natural environment that often result in pronounced pressures on natural resources.

In geographic sense, extent of the coastal zone has been determined in line with requirements of the ICZM Protocol. Under the proposal of changes to the Law on spatial planning and construction of objects, coastal zone of Montenegro is defined as the area within administrative boundaries of Herceg Novi, Kotor, Tivat, Budva, Bar and Ulcinj municipalities (with the exception of the areas designated as national parks), as well as the stretch of sea extending to the outer border of the territorial sea. Several other terms are commonly used for the land part of the coastal zone including coastal or southern region, and Montenegrin coast.

Geographic scope of the coastal zone is defined in accordance with requirements of the Protocol on Integrated Coastal Zone Management in the Mediterranean (ICZM Protocol). Even though the coastal zone has a treatment of special purpose area in the spatial planning system, it is largely integrated with other parts of the country when functional, economic, cultural and environmental aspects are considered. This fact to a large extent determines character of the National strategy on integrated management of the coastal zone of Montenegro (NS ICZM MNE).

1.2 Importance of establishing integrated management of the coastal zone of Montenegro

Based on a comprehensive analysis of the state and processes in the coastal zone of Montenegro, including their consequences, the coastal zone’s characteristics can be assessed in the following way:

- the entire coastal zone, and especially the narrow coastal belt, with its natural, cultural and landscape values, is the key development resource of Montenegro;
- at the same time, pressures from urbanisation, especially from development of real estate for secondary housing, endanger the environment as well as natural, landscape and cultural values in numerous ways, and represent the most important threat to sustainable development of the coastal zone;
- in addition to intensified use of natural resources, impacts of climate change and of other natural and anthropogenic hazards create additional pressures on resources in the land and marine parts of the coastal zone.

In order to preserve development potential of the coastal zone of Montenegro and limit growing pressures on its resources, it is necessary to establish an efficient, accountable and adaptable management system that will enable:

- protection of productivity and diversity of coastal ecosystems,
- improvement in economic efficiency and sustainable use of coastal zone resources, and
- improvement in integration and alignment of sectoral management.

Integrated coastal zone management (ICZM) is in
National strategy on integrated coastal zone management for Montenegro

A more successful resolution of problems where involvement of more sectors is required;
- Preserving unique coastal ecosystems along with their habitats and species;
- Promoting social cohesion and improving the quality of life for coastal communities.

- Mitigating the over-exploitation of natural resources in the coastal zone;
- Promotion of management culture based on obligation to achieve measurable results; harmonisation of the national regulatory frame

Maximising coastal ecosystem services (such as climate regulation, water conservation, erosion and setting up of a competent coordination mechanism).

Mitigating pollution and reducing the costs it generates (for economy, human health);

Enhancing results of economic sectors in the coastal zone;

Identification of necessary preconditions and ensuring of registered pressures as well as complementarity and inter-dependencies of natural, social and economic factors of the coastal zone’s development, several administrative sector have competencies for the management of the coastal zone of Montenegro. These include institutions responsible for the spatial planning system, environmental and nature protection, protection of cultural heritage, as well as those responsible for rural development and agriculture, fisheries, tourism and other economic activities in the coastal zone. Lack of efficiently coordinated cooperation between sectors and insufficiently developed capacities of public administration when it comes to support for development and implementation of demanding public policies also represent and obstacle for achievement of effective development goals.

One of the most significant challenges for the National ICZM Strategy is to offer efficient solutions that will not complicate the system additionally i.e. that will not lead to further complexities of procedures and inefficiency of public administration instead of rationalisation.

This strategy is therefore important in the sense of establishing strategic framework for integration of different sectors in an attempt to harmonise development priorities, aspirations and interests with measures for protection and sustainable use of coastal zone resources, primarily through:
- harmonisation of the national regulatory framework with the ICZM Protocol and relevant EU policies;
- setting up of a competent coordination mechanism with a political legitimacy, executive coordination mandate and integral responsibility for the state of the coastal zone; this body needs to define scope of participation of other sectors, including definition of their practical tasks;
- identification of necessary preconditions and instruments for the achievement of sustainable development goals in the coastal zone.

Importance of the Strategy is also reflected in the need to set up operational and management patterns that lead to achievement of measurable results.

Since the spatial planning system has the highest responsibility for unsustainable use of space in the coastal zone and the level of control it has is limited and does not extend to all the sectors whose contributions are important for sustainability of spatial planning, the Strategy is also important in the context of improvements in the spatial planning system as the future core of the ICZM.

1.3 Importance of the Strategy

The ICZM Protocol specifies that National ICZM strategy, based on the analysis of existing situation, shall set objectives, identify relevant actors and processes, enumerate the measures to be taken and their cost as well as the institutional instruments and legal and financial means available, and set an implementation schedule.

Analysis of the existing management and planning system for the coastal zone shows that Montenegro has a relatively developed legal framework. Moreover, the analysis shows development goals for the coastal area are set in an appropriate manner but also that to a significant extent, they remain on the level of declarations. It is not only the insufficient level of harmonisation between regulations that obstructs elimination of unsustainable development patterns, but first and foremost the unsatisfactory results of their implementation in practice. Given the complexity of registered pressures as well as complementarity and inter-dependencies of natural, social and economic factors of the coastal zone’s development, several administrative sector have competencies for the management of the coastal zone of Montenegro.

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Box 1-1: Benefits from integrated coastal zone management

(a according to the Guidelines for the Preparation of National ICZM Strategies, PAP/RAC)

- A more successful resolution of problems where involvement of more sectors is required;
- Promotion of management culture based on obligation to achieve measurable results;
- Reduction of damages (and related costs) caused to the coast due to natural processes (such as erosion and flooding) and human activities;
- Mitigating pollution and reducing the costs it generates (for economy, human health);
- Mitigating the over-exploitation of natural resources in the coastal zone;
- Enhancing results of economic sectors in the coastal zone;
- Preserving unique coastal ecosystems along with their habitats and species;
- Preserving cultural heritage, landscapes and geomorphology of coastal zones;
- Maximising coastal ecosystem services (such as climate regulation, water conservation, erosion and pollution prevention, food and raw material security and production, etc.);
- Maximising economic efficiency (by improving environmental performance of coastal industries, reducing spatial conflicts, preserving coastal landscapes and attractions, maximising benefits from investments and tourism);
- Promoting social cohesion and improving the quality of life for coastal communities.
In line with the ICZM Protocol requirements, National ICZM strategy is based on the following principles:

- preservation of coastal zone resources is one of priority national interests;
- conditions are provided for harmonisation and realisation of complex spatial and development plans;
- diversification and competitiveness of coastal zone economy are continuously incentivised;
- improvement in the quality of life of the coastal zone population is continuously stimulated;
- development and management decision making is based on inter-sectoral harmonisation and coordination, scientifically and professionally determined facts, application of relevant international and European norms and standards, accountability and monitoring of achieved results;
- appropriate and timely participation of informed local population and all the stakeholders is provided in a transparent decision making process.

Even though the NS ICZM encompasses a wide spectrum of issues, it does not have a mandate to address all important issues of significance for the coastal area of Montenegro. NS ICZM priorities are themes and more complex problems that necessitate integrated, multi-sectoral harmonisation of priorities. The strategy does not address the themes that are successfully resolved within sectoral policies. Nevertheless, some themes that are primarily addressed through sectoral policies, such as for example communal waste and wastewater management, have their place in this Strategy due to the fact that entire spatial, economic and social development of the coastal zone depends on the extent to which they are prioritised and successfully resolved.

1.4 Legal context for adopting the Strategy

Legal basis for establishing integrated management of the coastal zone of Montenegro and preparation of the National ICZM strategy is the Law on ratification of the National ICZM strategy is based on the following principles:

- the Montenegrin Constitution, which is providing for Montenegro, common policies of the EU are also significant. The aim of the EU policy on coastal zone is provision of healthy and stable environment as well as protection of natural resources as a basis for conducting numerous coastal activities in the long run. The EU ICZM Recommendation from 2002 emphasises the need to base the coastal zone planning on expert knowledge and information as well as on long-term and inter-sectoral perspective, and to involve all stakeholders through proactive approach while taking into account land and sea components of the coastal zones. In the process of revising the ICZM Recommendation it was stressed that more attention needed to be paid to climate change and other hazards in the coastal zone.

The aim of the Marine Strategy Framework Directive (2008/56/EC) is to achieve good environmental status of the EU’s marine waters by 2020 and to protect the resource base upon which marine-related economic and social activities depend. The Directive introduces ecosystem approach to managing human activities in the EU legal system.

Integrated Maritime Policy (IMP) from 2008 addresses issues such as blue growth, marine data and knowledge, maritime spatial planning, integrated maritime surveillance and sea basin strategies. IMP’s intention is to co-ordinate and not to replace policies in specific maritime sectors (such as marine environment, research, maritime transport, energy, regional policy, enterprise and industry/shipbuilding, and others).

Formulation of the EU policy on maritime spatial planning was in a legal sense rounded up with adoption of the Directive 2014/89/EU establishing a framework for maritime spatial planning. The purpose of this Directive is to promote sustainable growth of activities linked to coasts and seas and sustainable use of coastal and marine resources through establishment of a framework for effective application of maritime spatial planning and integrated coastal zone management.

Recently adopted EU Strategy for the Adriatic and Ionian region (2014), identifying potential and needs for smart, sustainable and inclusive growth in the region, is also a foundation upon which the National ICZM strategy rests. Priority areas addressed by the Strategy for Adriatic and Ionian region are blue growth, connecting the region, environmental quality and sustainable tourism.

1.5 Time horizon

The time horizon of the Strategy is 15 years. Therefore, its strategic goals and measures refer to the period of up to 2030. Due to a proactive character of the Strategy, the Action plan also defines a first set of priority actions that is aligned with long-term strategic goals and is updated in order to remain relevant to the integrated management of the coastal zone. The basis for preparation of the National strategy on integrated management of the coastal zone of Montenegro (NS ICZM MN) can be found in several national strategic documents and policies, including first of all the National sustainable development strategy, as well as other policies and strategies that aim for sustainable development and integrated management of natural resources.

As the accession to the European Union is a strategic priority for Montenegro, common policies of the EU are also:

- achievement of the coordinating system for Montenegrin coastal zone management;
- results achieved in preservation of coastal ecosystems, mitigation of linear coastal urbanisation and stimulation of rural areas development in the coastal hinterland;
- need for alignment with sectoral strategies and policies having in mind progress that will be achieved with their implementation.

Following completion of this implementation period it will be necessary to incorporate measures of sig-
1.6 Importance of spatial planning for Strategy implementation

In parallel to preparation of the National ICZM strategy, process of preparing the CASP was underway. This Plan was introduced to the spatial planning system as a planning document of regional character addressing the entire coastal zone of Montenegro. It is therefore expected this Plan will make a concrete contribution to implementation of the ICZM Protocol and constitute a basic framework for practical regulation of processes unfolding in the coastal zone space. The two documents have a two-ways relation. The Strategy proposes methodological approach and basic guidelines for the SPSP-CZ preparation in line with the Protocol requirements. Moreover and importantly, the Strategy proposes systemic improvements intended to create preconditions for a more efficient implementation of the CASP. On the other side, it is necessary for the SPSP-CZ MNE to elaborate specific spatial planning solutions on the basis of selected scenario of optimal development. Having in mind the so far pronounced problems in implementation of spatial planning documents and their overall recommendations, it is rather unlikely that the CASP alone can be sufficient for changing the state in the physical space of the coastal zone. That is why one of the most important tasks for the Strategy is to propose a sequence of measures that will, among other things, strengthen spatial planning and enable a more sustainable spatial development.

1.7 Process of preparing the Strategy

Preparation of the National ICZM Strategy is supported through the Coastal Area Management Programme Montenegro (CAMP MNE), in the framework of execution of the Memorandum of Understanding between the Government of Montenegro and the United Nations Environment Programme Mediterranean Action Plan (UNEP/MAP), as well as through activities implemented under the Strategic Partnership for the Mediterranean Sea Large Ecosystem (GEF MedPartnership). Steering and Advisory Project Committees supervised the process and provided political and expert support. The Strategy preparation process unfolded through engagement of an expert team and a consultative process, as analyses conducted within the CAMP project were used as the principal source. In addition to the analysis of existing state, transformation processes in the coastal zone were analysed in detail, primarily through targeted analysis of socio-economic processes and development, especially in agriculture and tourism sectors (including methodology for calculation of tourism carrying capacity). Furthermore, institutional and legal framework was analysed and key sources of pressures determined. In the preparation of the NS ICZM, analysis of compatibility of national and local policies, plans and strategies with the ICZM Protocol goals was also used. Another important source was a set of proposals the expert public made during the consultation process. Findings of the Position paper, sectoral policies, available literature and documentation were also used, and the draft ICZM Strategy from 2008 (not adopted) was consulted too.

Results of the expert team’s work were discussed in the framework of consultative process and vice versa. As a part of extensive consultations, several workshops were held with participation of various stakeholders. The themes addressed at the workshops included identification of problems and their causes, identification of gaps and deficiencies in the institutional and legal frameworks, selection of priorities, proposal of solutions for management/coordination mechanisms and others. Recommendations from the consultative process (workshop conclusions and recommendations, replies to queries) were used in the process of drafting the Strategy statement.
Based on the analysis of existing state as well as on the identified problems and their deeper causes, a set of key problems, weaknesses and needs in the system of coastal zone management has been determined. With these in mind, strategic goals have been set and measures and impacts on the perspective of long-term preservation of cultural heritage, regulation of coastal activities and application of management instruments and mechanisms.

In chapter 4, vision of coastal zone development is formulated. Systematisation of problems and gaps and their gravity/weight served as a basis to define priority thematic areas with strategic goals in chapter 5.

Proposal of principles and strategic ICZM guidelines relevant for implementation of the Coastal zone spatial plan is contained in chapter 6.

Action plan defining measures with sub-measures and targets over the NS ICZM time span is presented in chapter 7. In relation to determined sub-measures, a list of priority actions has been elaborated with implementation deadline by 2020.

The last chapter 8 deals with monitoring and evaluation of the NS ICZM implementation, including the set of main indicators.

Key results of the analysis of problems (state) and causes (drivers) conducted in the process of assessing the existing state, which have served as a basis for identification of the key problems, gaps and needs, are presented in annex 1.