

Report to the EU Commission concerning the implementation of the Council and Parliament recommendation of 30 May 2002 on integrated coastal zone management (2002/413/EF)

1. Introduction

In its recommendation the Council and EU parliament recommend the member states to take a strategic approach to the implementation of integrated coastal zone management based on a number of principles laid out in the recommendation.

The recommendation recommends further more the member states to carry out a national stock taking of the management of the coastal zone and based on this stock taking develop an appropriate national strategy to counteract possible weaknesses and gaps in the coastal zone management.

The Danish position in the development of the recommendation was and still is that it is of outmost importance to conserve the natural ecosystems along the European coasts and preserve the continuous stretches of coasts that are untouched by urban developed. Equally it is important to secure a balance between economic and social development in the coastal and the further conservation and improvement of the state of environment.

The European coasts are under increasing threat due to growing pressure from a number of interests to develop activities along the coasts both on water and land. Indeed there is a strong tendency to artificialisation as the European Commissions report *The state of the European coasts*¹ has pointed out.

The Danish position is, in accordance with the EU recommendation, that the member states should implement integrated coastal zone management policies according to the specific conditions in the member states in relation to the state of coasts, the experience with coastal zone management and the concrete needs for strengthening and improving the management of the national coastal zone.

Four main factors have set the framework for the Danish implementation of the recommendation on implementation of integrated coastal zone management:

- The Danish government supports the concept of integrated coastal zone management;

¹ The State of the Environment in Europe's coastal areas, August 2005, EEA

- The Danish government perceives the Danish planning system in general to be adequate to manage the challenges to secure a proper balance between conservation and development of the coastal zone. Weaknesses and gaps do exist and they are dealt with currently by adjusting existing laws, regulations and practices as well as implementing EU directives and policies;
- In 2003 the Danish government decided to implement a major reform of the regional and local government structure. Upon this decision the Ministry of Environment decided that it would be more appropriate to postpone a debate on a possible national strategy on integrated coastal zone management to after 2007 when the reform is implemented.

Therefore, it was decided to go forward with the stock taking of the state of the coastal zone management and postpone decisions on the appropriateness of further steps to a later stage.

2. The Danish Planning system of the coastal areas

With its 7300 km coastline Denmark has a long stretch of coast in Europe relative to its size. The coastal areas have for several decades been considered a valuable and also vulnerable resource which needs protection and careful management.

The national interests concerning the coastal areas have been reflected in regulations regarding spatial planning in the coastal zone adopted in the Danish Planning Act in 1994.

It is now one of the overall objectives of the act to ensure that the open coasts remain an important natural and landscape resource locating new urban developments behind existing built-up areas and not along the coast.

Denmark is surrounded by four seas. No less than 35 of Denmark's 49 cities with more than 10.000 inhabitants are located at the coast, among them the 12 largest cities of the country. About 40% of the population lives in the coastal zone e.g. within 3 km from the shoreline.

Development and economic activity in the coastal areas have accelerated in recent years. This development includes expansion of urban areas, industrial installations, infrastructure and tourism facilities. As a consequence more than one third of the coastline is built up areas or planned for new development and half of the coastline is visually affected. A study made in 2001 shows that local plans for that year allowed for expansion of urban areas amounting to 600 ha.

Although Denmark has quite strict planning requirements for the use of the coastal zone the pressure for taking up new areas for development is undiminished and the coasts are under increasing pressure.

The regional and municipal planning on land

The protection zone

In 1937 a protection zone of 100 m along the coast was provided in the Nature Conservation Act, now the Protection of Nature Act. Originally this zone was only protected against buildings and constructions. During the years however the directions have been strengthened so, that it is prohibited, with few exceptions, to alter the state, to erect fences, to plant trees, to place caravans and to establish new boundaries by parcelling out, registering land and transferring of ownership within the zone, which is counted from start of the continuous land vegetation. By an amendment to the act in 1994 it was decided to enlarge the protection to 300 m in non built up areas, except in summer cottage areas, where it shall remain 100 m as a maximum. The enlargement was implemented by a ministerial order based on a recommendation from a special commission, which had the task to define the exact location of the borderline of the protection zone. The enlargement was implemented in the whole country by 2003.

The administration of the protection zone is quite strict. Only in rare cases of national interests or very special local circumstances are permission granted to certain activities.

The planning zone

Due to national concerns associated with the protection of the Danish coasts a national planning regulation on holiday and leisure facilities was issued in 1981. This regulation designated a coastal zone extending approximately 3 km inland, which as fast as possible should be protected from new development projects. However, as the pressure on the coasts continued to increase a new regulation on coastal planning was issued in 1991 in order to protect the coastal areas not only from holiday facilities but also from urban development, industrial installations and other activities that might have an adverse effect on nature an environment.

It is worth noting that the regulations in the planning zone are different from those in the protection zone. The regulations for the planning zone apply from 300 m to 3000 m from the coast e.g. a 2700 m broad zone.

The key elements of this regulation were incorporated into the 1994 amendment of the Planning Act. The aim is to protect the coastal areas and at the same time to allow the strictly necessary development of cities, tourism and infrastructure. The intention is to reduce the environmental impact of the facilities in order to allow future open and non-built-up coast, including the unspoiled nature with its assets of wild flora and fauna. The policy on coastal protection is to apply only where major economic or social interests are at stake and allow the coastline to develop according to the dynamic processes.

Location of new development near the coast requires a planning related or a functional justification. Areas for tourism and leisure facilities must be planned according to a comprehensive tourism policy. The regulations are meant to encourage the finding of alternative locations outside the coastal area.

In the coastal zone the public access to the coast shall be secured and expanded according to the Planning act.

Local plan proposals for development projects in the coastal areas must contain information about the anticipated visual effects of the project on the environment and the landscape. A special justification is required in case of planning for structures taller than 8.5m.

The Planning Act stipulates that the environmental impact of new development projects or major changes in existing projects that are assumed to affect the environment significantly must be assessed in accordance with the EU-directive on environment impact assessment. The assessment must also include a non-technical account for the public.

Planning in coastal cities

In coastal cities the main aim is to ensure that major development projects and installations are planned to protect both the existing urban qualities and the landscape in the urban waterfront. It is therefore the obligation of the city council to determine whether or not a development project affects the coastal landscape significantly and therefore requires stipulation of guidelines in a municipal plan.

It is prohibited to designate new summer cottage areas and existing summer cottage areas must be reserved for holiday and leisure purposes and must not be used for urban development. An amendment in 2004 to the Planning Act opens up for location under certain strict criteria of up to 8000 plots for summer cottages in areas in the coastal zone influenced by high levels of unemployment and low to negative economic development. The initiative was taken among other things to stimulate economic development in these areas based on development in the tourism and leisure sector.

Requirements to the county and municipal planning

The Planning Act stipulates special regulations on land-use in the 3 km coastal zone. These regulations differ in the three planning zones applied to the Danish territory since 1970 e.g. the coastal cities, the rural zones and the summer cottage areas.

The county councils and municipal councils must implement these stipulations laid down in the act as an integral part of the regional and municipal plans. The act also requires that plan proposals are published and subjected to public comment and debate. The practice is to publish the plans for a period of 8 weeks.

In regional plans, the county councils are responsible for:

- producing regional guidelines for the coastal zone;
- assessing the existing and planned conditions in the coastal areas in order to determine the areas in the coastal zone and the coastal waters that shall be kept free of development and the areas designated for future development and
- examining the previously approved or adopted but not used land reservations in the coastal zone and revoke the reservations that are not current.

In the municipal plans the municipal councils must ensure that:

- new development is adapted to the coastal landscape;
- urban structures and surrounding nature worth preserving are protected;
- the public access to the coast is secured; and
- the visual impact of large buildings and installations is reduced

The Danish administration of sovereignty over the sea territory

The management of the coastal zone can be divided into two different management regimes one at land and one at sea.

The responsibility for the Danish part of the sea territory, fishing territory and continental shelf is regulated by the State sovereignty over the sea territory. The state sovereignty gives the authority to grant permission to activities on the sea territory, for example in relation to land reclamations and marine construction works etc. and to oversee that the public interest is not infringed upon. Overall this sovereignty gives the State authority to regulation and management at sea in the public interest. In Denmark the Ministry for Transport and Energy is the responsible authority for the states sovereignty over the sea territory. Apart from this a number of sector ministries are responsible for different sectors such as fishery, exploitation of raw materials, energy production, coastal protection etc.

National cooperation on marine environment activities

At national level a number of government authorities and research institutions engaged in tasks relating to the marine environment have formed a network of cooperation called Mari-net, aiming at strengthening the value of national efforts in the field of the marine environment. Together, these institutions carry out a large number of tasks relating to management of the national marine area and the coastal zone. This work is based on rules and guidelines laid down in acts, statutory orders, statutes, EU directives, agreements and conventions, at national as well as international level.

Fields of work

Work within MariNet includes different themes and sub-issues relating to the marine environment:

1. Development of strategies
 - Strategy to secure better coordination of overall mapping (provision of area-based maritime knowledge base).
 - Contribution to a national marine strategy in the long run.
2. Legal framework
 - Identification and review of current obligations (national and international).
3. Characterisation of the marine areas:
 - Identifying methods to characterise marine areas at an acceptable level, which can be used by national and international stakeholders operating in widely differing fields (establishment of emergency areas, mapping of habitats, ship wrecks etc.), as appropriate.
 - Definition, description and application for funds for research and investigation projects.
4. Coordination of infrastructure:
 - Definition of framework providing a basis for prioritisation of efforts through identification of focus areas, specific projects, knowledge gaps and common needs.
 - Paving the way for coordinated operations, i.a. by use of tools, staff, data bases, in large national and international projects etc.
 - Contribution to optimal marine data management, i.a. by considering how to provide insight in and access to data and databases, with a view to possibly using and combining layers of data for specific projects.

Solution of such tasks will provide a basis for evaluating existing national efforts, and for improving the knowledge base, and, thus, for planning future efforts.

County planning for coastal waters etc.

The counties are responsible for elaborating guidelines in the regional plan for quality and the use of rivers, streams, lakes and coastal waters.

It is a national interest to secure a clean water environment to the benefit of both the population and the nature. It is an objective to reduce the emission of nutrients, micro organisms and hazardous pollutants to the water environment as stipulated in the Danish Water Environment Plan 1 and 2, EU-directives and international agreements and conventions on environment protection of the sea.

The counties are responsible for setting guidelines for the water quality for the coastal waters of certain fjords and bays and in general for the coastal waters up to 6 m depths or 1 sea mile (1862 m) from land. With the structural reform this responsibility will pass to the municipalities from 2007.

3. Impact of the coastal zone management

The present regulation system of the coastal zone and the coastal waters secures a thorough and quite strict administration of the rules and regulations. The administration and planning carried out by mainly the Coastal Authority and the counties secure coordination between different sector interests and hearing of interested parties and stakeholders, especially at county level. The results are among others that Denmark still has large stretches of coastline that are not build up and therefore are relatively undisturbed. Also there is generally a sharp division between urban areas and rural areas meaning the urban sprawl has to a large extent been controlled.

4. The structural reform

From 1st January 2007 the new structure of the Danish planning system will be in place. It means that the present 13 counties will cease to exist and the 271 municipalities will be reduced to 98. The 98 municipalities will take over most of the responsibilities from the counties in the areas of environment protection, nature conservation and spatial planning. In relation to planning for major technical installations for example major tourism and leisure facilities that have national or regional importance the State will make further use of planning through national regulations.

Denmark will be divided in 5 regions managed by elected regional councils responsible for developing regional development plans. The regional development plans will function as a vision for the region but they do not contain guidelines that the municipalities must follow. However, the municipal plans must be in accordance with the strategy in the regional development plan.

The 78 municipalities with coastal areas will be responsible for planning and managing both the coastal cities and the coastal areas outside the cities. The responsibilities of the counties mentioned above will pass to the municipalities. From 2007 to 2009 the regional plans have status as national regulations. In 2009 the first generation of municipal planning strategies in the new structure must be in place.

4. The Danish Stocktaking

Two major analyses have been carried through, which constitute the Danish stock taking in relation to the implementation of the recommendation on ICZM. These are:

- Planlægning i kystnærhedszonen – Delbetænkning fra udvalget for forenkling og udvikling af regionplanlægningen, June 2003. It will here be referred to as *The report on county planning in the coastal zone*
- Analyse af kystzoneadministrationen i Danmark, March 2006. It will be referred to as *The analysis of administration of the coastal zone in Denmark*

The report on regional planning in the coastal zone

In May 2002 the Minister of Environment set up a committee on regional planning. The Committee had as its main objective to study the possibilities to develop and make more efficient the regional planning in Denmark. The committee initiated its work by focusing on the regional planning in the coastal zone both on land and sea. The report *Planlægning i kystnærhedszonen* containing the committee's analysis and recommendations was published in June 2003. The recommendations are based on the existing government structure with counties and municipalities. Some of the recommendations of the committee have been implemented subsequently.

The committee analysed among other subjects the interaction between management of the coastal zone at land and at sea. The possibilities for a horizontal integration of the planning and management of the coastal zone at land and at sea was analysed and discussed by the committee. However, in this process it was seriously questioned by a number of sector authorities, especially those responsible for the sea territory if the ICZM approach would contribute with substantial improvements to the coordination and prioritisation of the various interests and activities in the coastal zone in relation to the land-sea interface. The committee did not reach a conclusion on this point and it was recommended to postpone further analysis to a later stage of the committee's work.

Due to the government decision on implementing a structural reform the work of the committee was discontinued. The recommendations of the committee are described further below.

The work of the committee concentrated on analysis of the regional planning in relation to different topics such as urban development, nature, landscape and the business sector, tourism and leisure and finally the coastal waters.

Recommendations on urban development in the coastal zone

It is recommended that future amendments of the Planning Act are followed up by more information that should lead to a better understanding in the counties and municipalities of the kind of activities that are allowed in the coastal zone.

It is recommended that the county authorities in a dialog with local authorities and organisations create an overview of the different roles of the cities in the regional planning and development. The committee recommends that the Minister for Environment promotes this dialog.

The committee also gave a number of recommendations on the principles to be followed regarding urban development in the coastal zone.

Recommendations on nature, landscape and business development

It is recommended to continue the planning guideline that further build up in the coastal areas is avoided to the largest possible extent, especially in untouched areas and open green spaces in urbanized areas along the coasts. Necessary new buildings and activities must be integrated in the landscape.

The committee recommends to stick to the 3 km planning zone and not to make a more flexible planning zone from 1 to 15 km. Furthermore, the committee recommended the flexibility at regional and local level to those the planning methods is maintained rather than imposing a requirement for zonation of the coastal zone.

Recommendations on tourism and leisure

In relation to tourism and leisure the committee debated if it was appropriate to open up for the possibility to plan for new summer cottage areas in the coastal zone. Summer cottage areas have a special status in Denmark. When Denmark entered the European Community in 1972 a special protocol was issued that allow Denmark to prohibit foreign citizens to by summer cottages in Denmark. In 1977 a national regulation was issued that delimited all the summer cottage areas in the coastal zone and prohibited location of further summer cottage in the coastal zone. The reason for this national regulation was that summer cottages had sprawled tremendously during the 60'ties and 70'ties. There are approximately 200000 summer cottages in Denmark today.

The committee recommended that it in general should be prohibited to plan for new summer cottage areas in the coastal zone but that summer cottage areas could be planned for in certain areas based on certain criteria. It was recommended that the minister of environment gave the counties permission to do this planning. The summer cottage areas had to be planned for according to a comprehensive tourism policy as already is the case for the planning of large tourism facilities. Furthermore the committee recommended the summer cottage areas should not be located in relation to the capital Copenhagen or in other areas near big cities or towns. This was to secure that the existing summer cottage areas remain areas for creation and avoid urbanisation of these areas. The summer cottage areas should be planned in coordination between the county authority and the municipalities in each county and new summer cottage areas should be located in relation to existing summer cottage areas or existing urbanised areas. A planning for new summer cottage areas should be preceded by a survey of the existing summer cottage areas and unused reservation for summer cottage areas, an analysis of demand for new summer cottages and the possibilities for using the existing unused reservations to build new summer cottages. It should also be investigated beforehand what would be the requirement for investment in new infrastructure would be and how the summer cottage areas as a tourism resort would complement or support other nature-based and cultural attractions and activities in the region.

In relation to existing summer cottage areas the committee recommended that these should be maintained as areas for recreation and tourism.

Based on this recommendation the Minister of Environment decided to prepare a proposal for new summer cottage areas. In 2004 an amendment to the Planning Act was approved by the parliament that give the possibility for the location of 8000 new summer cottage plots in designated areas. The overall objective with the planning for the new summer cottage areas is to support economic development in rural areas with low economic growth and a high-level of unemployment. It is the Ministry of Environment that carries out the planning through a regulation, but it is the local authorities (counties and municipalities) that have to justify that their proposals live up to the set criteria: The new areas must be planned for according to some quite strict criteria:

- The municipalities must justify that the new summer cottage areas will create local economic development;

- The summer cottage areas must not create an adverse effect on the surrounding landscape and nature;
- They must be located behind existing summer cottage areas e.g. away from the sea;
- They must be located outside international nature protection areas, national nature protection areas and outside the 300m protection zone.

So far a planning regulation for 68 new summer cottage areas with up to 5062 plots has been issued in June 2005. It amounts to an expansion of these areas with more than 1100 ha.

Recommendations on planning in the coastal waters

In relation to the decision concerning the authority of the county to plan for the coastal waters the committee recommended that this discussion should be postponed to the second phase of the committee's work.

As mentioned above the committee was dissolved after the government decision concerning the new structure reform.

The analysis of administration of the coastal zone in Denmark

In 1998 3 working documents were carried out in relation to the EU demonstration programme on ICZM 1996-1999. In these working documents the Danish Ministry of Environment examined different aspects of ICZM relevant to the Danish management of the coastal zone.

In working document no. 3 *Integreret kystzoneforvaltning – Vurdering af praksis i kystzoneforvaltningen i Danmark* the Danish practice in relation to integrated coastal zone management is examined. The document examines the integration between land and water areas, sectors, authorities, the public and the integration between various laws and management practices. The practices are examined by analysing 9 different cases.

A number of observations and conclusions are put forward:

- Regarding the management and planning of the coastal zone and the coastal waters the report finds that there are a few examples of good integration. The report finds that the lack of integration does in some cases lead to situations that are contrary to the overall objectives and strategies for the coastal zone.
- In relation to integration between the sectors it is found that the management of the coastal zone reflects the overall division of responsibilities between counties and municipalities on land and between a number of sector ministries and other authorities at sea.
- On land sector integration is to a large extent secured through guidelines for sector integration in the Planning Act.
- At sea the same is not the case since it is found that fishery, sea transport, extraction of minerals etc. are often not integrated into the management of the coastal zone.
- The division of responsibility where the municipalities are responsible for the management of the coastal cities and the counties are responsible for the coastal zone as such is in some cases a barrier for a holistic planning and management.
- Denmark has a tradition going back decades for vertical integration in the management of the coastal zone meaning that there is a widespread decentralisation and in-

clusion of authorities at all levels as well as the public in the planning and management of the coastal zone on land. The same is however not the case at sea. The sector regulation applying for management of the coastal waters does often not include any provision for public hearing etc. It should be mentioned however that the recent proposal for amendment of the coastal protection act does have some provision for including the public in hearings.

- The report finds that implementation of the EU directive on environment impact assessment has enhanced the integration aspect of the coastal zone management.

Partly as a follow up the Ministry of Environment (the Danish Forest and Nature Agency in November 2005 in collaboration with the Danish Coastal Authority commissioned a report analysing the administration of the coastal zone in Denmark.

As a consequence of the above-mentioned discussions on the merits of further integration between the planning systems at land and at sea the approach of the report *Analyse af kystzoneadministrationen i Danmark*² is not directly focused on how to improve the integration of the coastal zone management but takes a more management-oriented point of departure. It is analysed what problems are encountered in the management of the coastal zone and on pinpointing weaknesses in the coordination and prioritisation of activities and interests in the coastal zone. ICZM thereby becomes one of various possible approaches to enhance the coastal zone management.

The report analyses 12 cases based on 9 different types of activities that frequently create administrative problems in relation to coastal zone management. The 9 activities are planning for wind farms, aquaculture, coastal protection, rehabilitation of nature, house boats, exploration of minerals, pipelines, dredgings and mussel farming. The report makes some recommendations on how to enhance the coordination and prioritisation of the interests and activities in the coastal zone. The recommendations are described below.

The report consists of three parts:

- A description and analysis of 12 cases of coastal zone management and interviews with a number of stakeholders, both private, at municipal, county and national level;
- A survey of 100 persons – representatives of from NGO's, the private sector, the municipal, county and national level testing the statements made in the initial stakeholder interviews;
- Recommendations from a workshop defining operational and implemental actions that might improve the Danish coastal zone management.

The analysis of the existing coastal zone management practice in Denmark shows that the coastal zone management involves multiple stakeholders, but especially multiple authorities. Some projects may require permission from two or three authorities which from a layman or developer point of view might create a barrier or at least an excessive challenge in the process of implementing a project. It often creates delays and frustrations both for authorities and the applicants. It has therefore been discussed how to streamline communication between applicant and authority concerning the management of the different cases for example by limiting the number of authorities that have to look into the cases.

² Analyse af kystadministrationen i Danmark, NIRAS konsulenterne, marts 2006 published at www.skovognatur.dk

The management process in the coastal zone is characterised by coordinating the different interests through a hearing process among the relevant authorities. One central body sends the case to all relevant authorities. This process is time consuming. However, it is considered satisfactory in general because the majority of stakeholders hereby get the opportunity to be heard. Regarding the cases on the sea territory, there is a tendency, that the process of balancing interests is not very clear. This makes it difficult for the responsible authority to act in cases of conflicting interests.

The consultant finds that one way to facilitate resolution of disputes in these cases on the sea territory is to map the interests with coherent data. This way the information level in each decision is enhanced allowing a broad perspective in the decision-making as well as shortening the time of gathering sufficient information. One recommendation is thus to:

- Establish a cooperation between the competent authorities in order to enhance the level of information concerning the environment conditions at sea and the different ongoing and planned activities in the different sectors.
- On the basis of registrations in the coastal zone to point out areas where different actions are likely to be allowed and where they are not. These indications should be made in coordination.

The process of establishing more aquaculture in Denmark has been conducted through a committee consisting of different relevant organisations and stakeholders as an advisory board to the state. In the case study it has been observed that this process has worked very well in creating better understanding between the stakeholders of their different interests and priorities.

The consultant also noted that contrary to the process on land, the public is less involved in planning at sea, although stakeholders are heard regarding before permission is given to projects in the coastal waters. Wider participation in a planning process for the coastal waters would give the coastal zone management a broader societal legitimacy, because projects would be subject to public debate as is the case on land administration. The report recommends:

- Obligatory involvement of NGO's in the hearing process.

The recommendations referred to above are made by the consultancy commissioned to carry out the analysis. The Danish Forest and Nature Agency and the Danish Coastal Authority have not yet decided on how to proceed with the recommendations.

5. Ongoing and future actions related to ICZM

As stated above Denmark has for several reasons not elaborated a national strategy for ICZM. It has not yet been decided by the competent authorities how Denmark will proceed with the recommendations made on the two reports referred to above.

The 78 new coastal municipalities will from 2007 be responsible for the administration of the provisions for coastal zone management in the Planning Act and the Nature Protection Act. The Ministry of Environment will follow closely the municipal administration of these provisions.

Denmark is part of the regional and OSPAR and HELSINKI conventions concerning protection of the marine environment.

Denmark also takes active part in a number of projects and coordination activities nationally, regionally and internationally to enhance the management and coordination of interests in the Danish coastal waters and the coastal zone on land. Among other things can be mentioned:

Implementation of the Natura 2000 directives

The Natura 2000 directives (habitat- and Bird's-directives) are also of relevance for the coastal zone management. The directives deals with conservation measures for habitats (bird's habitats, fauna and flora habitats) and protection of threatened species, of which a number of them appear in costal zones.

In Denmark these obligations have been transposed vertically. Hence, there are a number of central and regional authorities that shall transpose the directives in the legislation within their competences.

The prime actor is the Ministry of the Environment via the Forest and Nature Agency. The competence of the Ministry of the Environment is predominantly terrestrial nature conservation and administration of raw material extraction at sea. The remaining actors are the Ministry for Transport and Energy via the Danish Coastal Authority which deals with transportation and infrastructure on sea territory and via the Danish Energy Agency which deals with matters in relation to the exploitation of natural resources and for example wind farms. The Danish Ministry of Food, Agriculture and Fisheries via the Danish Directorate of Fisheries deals with matters in relation to fisheries and aqua culture.

The fact that the directives have been transposed vertically means that the above-mentioned authorities must transpose and administrate accordingly the Natura 2000 directives. Hence, the authorities are bound by the obligations in their administration of coastal zones. According to the Act on Environmental Objectives etc. on Waterbodies and International Natural Protection Areas (which partly transposes the Natura 2000 directives) there must be a planning process for the terrestrial area as well as for marine areas. This planning will unavoidably also include coastal zones and the two regimes have to be coordinated.

Danish participation in the Interreg programmes in the North Sea and the Baltic Sea

Denmark participates in the current Community Initiative concerning Transnational Cooperation on Spatial Planning and Regional Development (2000-2006) in the North Sea Region and Baltic Sea Region.

Denmark is lead-partner in a couple of projects concerning coastal issues in the Baltic Sea Region, which is shortly described below.

The BERNET (Baltic Eutrophication Regional NETWORK) is a Pan-Baltic co-operation among 7 regional authorities in the Baltic Sea Region with Denmark as Lead Partner. The aim of the project is to improve regional environmental management, and to support the aims of the Helsinki Convention on "assuring the ecological restoration of the Baltic Sea environment". The BERNET CATCH Partners wish to explore and develop common tools and strategies for an integrated management at catchment level and to be integrated with the regional physical planning. The results of these analysis and

initiatives are in the process of being merged into a Water District Plan for each Pilot Catchment.

Denmark is lead partner of the BALANCE project, which includes 27 institutions from 9 countries around the Baltic Sea. The geographic focus of activities includes the Baltic Sea, Kattegat and Skagerrak. The total project budget is 4.7 M. Euro, co-financed by the EU BSR INTERREG IIIB program and the involved partners. The Project period is from July 2005 – December 2007.

BALANCE aims to develop a set of tools for transnational marine spatial planning for the Baltic Sea, based on mapping of marine landscapes and habitats and integration with information on conservation targets as well as maritime interests of key stakeholders. These tools will assist agencies and stakeholders in the planning and implementation of integrated management solutions for sustainable use of marine resources and protection of valuable marine landscapes and natural heritage. Project activities include establishment of a regional database with an overview of available marine data; marine habitat mapping; development of a “blue corridors” concept; evaluation of the representativity of a Baltic network of marine protected areas, as well as the development of a regional planning approach to marine zoning.

In addition Denmark participates in a number of projects as project partner:

- The project Baltic SeaBreeze has the focus on the marine pollution situation in the target sectors of fishing, shipping and recreational sector. The goal is to change attitudes and behaviour among the target groups to reduce marine pollution.
- The project WATERSKETCH – *principles, tools and systems aims to extend spatial planning on water courses* deals with river basin planning. The main aim is to prepare a strategy for the management of river basins. Among other things the project will analyse and synthesise directives and conventions focused on use of watercourses, like the ICZM, Water Framework Directive and NATURA 2000.

In the present programme period Denmark is participating in a number of projects in the North Sea Area regarding the integrated management of coastal zone and the marine environment.

- The Safety at Sea project seeks to develop innovative risk management strategies including practical methodologies applied through regional demonstration projects. It should ensure a big, uniform and effective level of maritime safety and prevention of pollution.
- Comrisk aims to bring about a higher quality of life for people in low-lying North Sea area by ensuring them against the threat of flooding.
- Comcoast aims to increase safety of coastal areas, principally by making water defences stable under all circumstances, even when water flows over the top of defences.
- Lancewadplan has been set up to present a plan for the sustainable development and preservation of the Wadden Sea region, especially focused on the cultural heritage.
- The central aim of Wadden Sea Forum has been to reach a consensus over a future vision for managing the Wadden Sea.

- Cycling on aim to make the North Sea Cycle Route the backbone of local and regional cycle route development across the North Sea countries.
- POWER aim to tackle the technical, logistical and administrative challenges of developing and promoting offshore wind energy in the North Sea.
- Changing attitudes and behaviour among groups using the North Sea for commerce and recreation has been Save the North Sea's key tool in its fight to reduce marine litter.
- FSII aims to strengthen links between all the sectors that influence or are influenced by the Skagerrak's environment in order to work together for a cleaner and more attractive sea and coasts improving the possibilities for people to live and prosper in this region.

The Trilateral Wadden Sea Cooperation

For more than 25 years the Netherlands, Germany and Denmark has worked together in preserving the Wadden Sea, one of the world's most important coastal wetlands. Decisions from consecutive governmental conferences have marked several political milestones throughout the years, e.g. the approval of the Trilateral Wadden Sea Plan (1997) and the cooperation is thus regarded among Europe's "best practise" in cross border cooperation.

The Wadden Sea Plan embodies:

- A common delimitation of a Wadden Sea Cooperation Area (and Conservation Area);
- A common vision for the Wadden Sea, the guiding principle³ and the management principles;
- Common eco-targets and measures and activities to reach those targets; and
- The implementation of a joint monitoring and assessment programme.

All activities are coordinated by a common secretariat since 1987.

Within the Wadden Sea Plan there is an explicit recognition that development activities outside of the designated areas have the potential to adversely impact upon the area and that the management and enhancement of the designated areas must be seen within the context of the social and economic interests of the wider Wadden Sea region.

At the governmental conferences in 2001 and 2005 the cooperation has, on the one hand, widened its scope from "protection of the natural (cultural) resources" into "sustainable development": spatial planning regarding sea level rise and coastal protection, initiating a Wadden Sea Forum and contributions to national ICZM strategies, based upon the "Guiding Principle". At the same time the scope of the cooperation has been strengthened: coordinated and consistent implementation of the EU environmental- and nature directives.

The political decisions from the Governmental Conferences have continuously been implemented in the Danish administration (Executive Order on Nature Conservation and a Wildlife Reserve in the Wadden Sea (national authorities) and Regional Planning Documents (South Jutland and Ribe counties).

³ *"to achieve, as far as possible, a natural and sustainable ecosystem in which natural processes proceed in an undisturbed way"*.

Denmark has, like the two other countries, promoted ICZM-elements into the cooperation throughout the years:

- Inclusion of the embanked marshlands on the mainland into the “Cooperation Area”. This is only to a very limited extend the case in Germany and not in the Netherlands, at all;
- Designation of “Natura 2000 Wadden Sea” has taken this delimitation into account;
- Implementation and administration of the EIA directive⁴ (land-sea interaction).

The trilateral agreements on the Wadden Sea provide a firm basis for the development of a coordinated and consistent ICZM strategy among the three countries. One key requirement is a definitive geographical area that links the socio-economic and the conservation and other resources of the area need to be identified.

6. Conclusion

In summary Denmark has since 2002 taken a number of initiatives at different levels to promote integrated coastal development practices:

- A survey of the regional coastal zone management in *Delbetækning om planlægning i kystnærhedszonen*
- A survey through 12 case studies on the management of the coastal zone in the interface between land and sea in *Analyse af kystadministrationen i Danmark*
- Creation in 2004 of a network of national authorities engaged in tasks relating to the marine environment called *Marinet*
- An amendment to the Planning Law that gives possibility to create new summer cottage areas with the aim of promoting, in an environmentally neutral way, regional development in coastal areas with economic decline.
- Participation in a number of Interreg projects in the North Sea and the Baltic Sea concerning integrated management and spatial planning in the coastal zone at land and at sea.
- Implementation of ICZM-elements in the Wadden Sea conservation area.

Taking into consideration that Denmark has for several decades had a well-functioning regulation and administration of the coastal zone and coastal waters, the list of actions above demonstrates that Denmark is continuously taking initiatives to improve the coastal zone management both as a consequence of the EU-recommendation and independently of this.

In due course when the reform of the regional and local government structure has been implemented Denmark will analyse further the recommendations made in the elaborated surveys and studies as well as the contributions put forward through the Wadden Sea Cooperation.

⁴ “Review of International Legal Instruments, Policies and Management – in respect of the Wadden Sea Region” and “The Operation of the EIA Directive in the Wadden Sea Region; Oxford Brookes University, August 2003 and September 2004.