

REPUBLIC



OF CYPRUS

**Ministry of Agriculture, Natural Resources and Environment
Environment Service**



**Report by the Republic of Cyprus under the Chapter VI. 1-2 of the
Recommendation of the European Parliament and of the Council
concerning the implementation of
Integrated Coastal Zone Management in Europe (2002/413/EC)**

**A strategic approach to the management of the
Cyprus coastal zone**



European Commission

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Background

This report is aimed to provide information on Integrated Coastal Zone Management in order to contribute to the 2006 review of the EU ICZM Recommendation. Over the next two years, Cyprus will focus in promoting a Coastal Area Management Programme (CAMP Cyprus) taking into consideration other pertinent initiatives such as the EU Eco-label, Natura 2000 and EUrosion.

1. The results of the national stocktaking exercise

1.1. State of the coast

1.1.1. A description of the coastal zone

Cyprus is the third largest island in the Mediterranean. It has a total of 772km of shoreline, of which 296km are within the area on which the Government exercises effective control (38%), 404km are in the occupied part (52%) and 72km are within the British Military Bases (10%).

The largest part of the country's territory can practically be considered as a coastal zone and has a dominant influence on all of Cyprus. Except for Nicosia, the other major towns are coastal.

In Cyprus there is no single legal or functional (planning) definition of the “coastal zone” or “coastal area”. There are three main widely used geographical definitions referring to “coastal zone / area”, each one related to the purposes of a different law and institutional context:

- The *Foreshore Protection Law* defines the “foreshore” as “all lands within 100 yards (91,44m) of the high water mark”. The foreshore area is public property falling under the jurisdiction of this Law.
- The *New Tourism Policy* of 1990 (under the Hotel Accommodation Law and the Town and Country Planning Law – Countryside Policy) designates a “zone” of 3 km. from the coastline for the purpose of regulating tourism development.
- The *Coastal Protection Study* of the Coastal Unit of the Ministry of Communications and Works has adopted for the purposes of the survey of coastal erosion problems, a definition of the “coastal strip” as the area of 2km from the coastline.

The Town and Country Planning Law contains no specific definition of the coastal area. The Local Plans and the Policy for the Countryside contain land use / development control zones that cover coastal and non-coastal areas within the same Plans.

Thus, in this Report the terms coastal area and coastal zone are used interchangeably. After all, the small size of Cyprus and the close proximity of all areas to the coast, combined with the dominance of coastal tourism create a strong functional overlap between the coastal area and other areas, blurring the coastal / hinterland distinction.

1.1.2. An analysis of the major stakes and challenges for the coastal zone

The coastal zone that extends 2km inland from the coastline covers 23% of the country's total area, in which about 50% of the total population lives and works and 90% of the tourism industry is located. Coastal areas generate by far the largest source of household income, as well as other major activities and most of the urban development.

Rapid population growth and sprawl of building development at the suburban edges of the urban areas are the dominant features of urbanisation in Cyprus. In the period 1981-2001 the urban population growth (population growth within the areas covered by the Local Plans for the main towns) reached 46% compared to a total population growth of 35%. Within the Local Plan areas, population growth in the suburban areas was more

than twice the growth of population in the core urban areas, that is 68% and 26% respectively.

With as much as 95% of all licensed tourism hotel accommodation capacity on the coast, urban population in the Local Plan areas of the coastal towns (Limassol, Larnaca and Paphos) recorded, in the period 1981-2001, a much higher growth than in the Nicosia Local Plan area, e.g. 55% and 35% respectively. A much stronger contrast is revealed by the disparity in the growth of coastal rural areas (45%) and the inland rural areas (8%).

Despite the impressive economic development of Cyprus, several underlying problems generate concern about the effectiveness of the management of coastal resources and the future sustainability of the development process, including:

- *Land use conflicts:* Like in many other countries, the coasts of Cyprus are a fragile ecological system and, at the same time, the backbone of the economy. Maintaining a sound balance between effective coastal protection and development is essential to avoid conflict of land uses that degrades the coastal landscape and causes loss of environmental quality. Policies applied have not, generally, managed to reconcile land use conflicts, leading to the loss of agricultural land, coastal traffic problems, erosion of the shore, overcrowding of beaches, deficiencies in infrastructure, high building densities in many coastal urban areas and insufficient protection of areas of natural beauty.
- *Social disparities and loss of rural heritage:* Cyprus had been mostly rural until 1960. Village architecture and rural cultural heritage being the core characteristics of the social profile of Cyprus, were subsequently overwhelmed by urban sprawl, tourism development and holiday houses. Coastal urbanisation and coast-centred economic growth have minimised the importance and overshadowed the landmarks of rural heritage and the quality of coastal landscape in many parts of the island, attributes which could have supported opportunities for a quality-based development strategy. Market-driven development has instead concentrated exclusively on the construction of large coastal hotels thus altering the coastal landscape and the social profile of the coastal communities.
- *Land ownership and local economic interests:* Private land ownership and its high level of protection under the Constitution are among the strongest social institutions in Cyprus. Land ownership is broadly distributed among the population giving rise to widespread expectations for building development in coastal, rural and semi-urban land. Development expectations are encouraged by a broader legal framework that affords strong protection to private land development rights. Existing development commitments and attitudes to planning policies combine to create difficulties for implementing sound coastal planning and management measures.
- *Limited environmental awareness:* Concern for the environment is becoming more evident. This delay has had important consequences for coastal management because policy measures (zoning, designation of protected areas, etc.) were, and to a large extent still are, opposed at the local level irrespective of their merits as mechanisms for resource conservation with long-term benefits.
- *Poor integration of environmental and socio-economic objectives:* Protection of the environment is often unsuccessful because the short term gains from development

are not related to the medium to longer-term 'environmental costs' of development imposed on the wider society. The one-sided approach to development focused on private short term capital gains prevented the integration of environmental and socio-economic objectives in the overall planning process.

1.1.3. Sustainability indicators

Cyprus has not as yet fully considered the set of Sustainability indicators developed by the Working Group on Indicators and Data and endorsed by the ICZM Expert group. However, the Environment Service is in the process to set a list of indicators for the year 2006. Relevant initiatives under the European Environment Agency and the Blue Plan are also taken into account.

1.2. Regulatory, planning and management regime of the coastal zone

Cyprus has a well-developed planning legislation, focused on guiding development and regulatory controls and paying attention to the coastal area for obvious reasons. Parallel policies for the management of coastal resources (fisheries, marine habitats, water, agriculture, tourism, liquid and solid wastes, road traffic, etc.) are designed and implemented by competent authorities under their own legal and administrative framework:

- The *Environment Service (ES)*, Ministry of Agriculture, Natural Resources and Environment, focal point for the EU ICZM, has proceeded with the initiation of a Coastal Area Management Programme (CAMP), the implementation of the Bathing Waters Directive, the promotion of "Ecolabel" for tourism accommodations and the preparation of management plans for "Natura 2000" sites, some of them being coastal / marine.
 - CAMP Cyprus was initiated by the Mediterranean Action Plan (MAP) in close cooperation with the Cyprus Government. The programme's duration is envisaged to be two years.
 - After the annual national inspection visits to several beaches and the appropriate evaluation, the International Jury has decided to award the Blue Flag to 48 Cyprus beaches for the year 2005.
 - Cyprus is fully implementing the "Bathing Waters Directive". A total of 100 coastal bathing areas are being monitored fortnightly from the 1 May to the 31 October. The report for 2005 has established the excellent quality of the bathing waters in all areas monitored.
 - The EU Eco-label for tourist accommodation comprises another means towards the sustainability of tourism. Interest for the obtainment of this label for tourist accommodation has been keen. At the end up of 2005 the first Ecolabel was awarded to a coastal hotel.
 - Scientific work for the "Natura 2000" network has identified 31 areas that will be protected for their wildlife and habitats value. Five (5) of them are in the coastal area. The preparation of management plans for some of them was initiated in 2005.

- Environmental Impact Assessment (EIA) studies at coastal areas have been examined in 2005, including:

- The Environmental and Social Impact Assessment (ESIA) of the proposed expansion of Larnaca and Paphos International Airports (new terminal buildings, runways and other infrastructure).

Larnaca Airport is located on the east side of the island, approximately 2 kilometres (km) to the south of the coastal town of Larnaca. Two interconnected salt lakes are located around as well as within the airport boundary. The lakes outside the airport boundary have been proposed to be designated as a NATURA 2000 site and Special Protection Area (SPA) under the European Commission (EC) Habitats and Birds Directives. Part is protected under the Convention of Wetlands (Ramsar Site No. 1081).

Paphos Airport is located in a mainly agricultural setting with the nearest residents located over 2 km. A protected area of Eucalyptus trees is located partially within the airport boundary and extended to the southeast of the airport, towards the sea, that is used by turtles for breeding.

- Four (4) tourist villages
- Three (3) roads along the coastal zone
- Two (2) waterfront pathways
- Two (2) fish farms
- One (1) water dam

- The *Department of Town Planning and Housing (DTPH)*, Ministry of Interior, is responsible for: (a) the regulation of development through the implementation of Development Plans (Local Plans, Area Schemes) and the Statement of Policy for the Countryside that cover all types of land uses (residential, commercial, tourism, industrial, open space, protected areas, etc.), and (b) the exercise of development control in all parts of the island based on the requirement for obtaining planning permission for all building developments. During 2005 the Local Plan for 3 main coastal towns were re-examined / revised. The main framework of the planning legislation is the Town & Country Planning Law of 1990. The "Island Plan", a statement of the broad national strategy on regional spatial planning with strong links to overall economic and social policy is inactive due to the political problem of Cyprus.

- The *Cyprus Tourism Organization (CTO)*, has prepared a Tourism Development Strategy and Implementation Plan (2003-2010). The strategic objectives of this Plan include the achievement of sustainable tourism development. The Plan's Product Strategy is based on Culture and Environment. The CTO is also financing the preparation of Regional Strategic Studies for each area. The aim of these Studies is the development of Policy Strategies and Action Plans for each area.

- The *Coastal Section of the Public Works Department (PWD)*, Ministry of Communications and Works, and Delft Hydraulics, have carried out, under the framework of a MEDSPA Programme, a project on "Coastal Protection Management for Cyprus" (1993-96). The main task of this project was to identify the proper methods to protect the coastline, without any serious impacts on the environment and to develop a coastal section monitoring system to support shoreline management. Two hundred (200) profiles were established along the coast. The profiles are measured once a year

in order to record the seabed, the shoreline position and to assess the rate of erosion. At the end of this project, Master Plans for three (3) selected coastal sections (Limassol, Larnaca and Paphos south), as well as conceptual and detailed designs were prepared. In 1998, the Cyprus Government started the implementation of these Master Plans. This year, the implementation phase will continue in the Limassol area: twelve (12) detached breakwaters will be constructed and fourteen (14) illegal groynes will be demolished.

The PWD in cooperation with the National Technical University of Athens, also implemented a project (2000-2006), which is a continuation of the previous one that deals with three (3) new coastal areas in Paphos. The goal is to identify the proper methods to protect the coastline.

Over the coming years, the Cyprus Government plans to prepare Master Plans and detailed designs for the whole of the coastal areas.

- The *Department of Fisheries and Marine Research (DFMR)*, Ministry of Agriculture, Natural Resources and Environment, is responsible for the implementation of the Water Framework Directive's requirements for coastal waters. Under the Habitats Directive a number of marine/coastal areas have been proposed to be included in the Natura 2000 network. The DFMR also carries out programmes on Marine ecology, Eutrophication monitoring, and Conservation of marine turtles.
- The *Water Development Department (WDD)*, Ministry of Agriculture, Natural Resources and Environment, concentrates on the protection of water resources from coastal development such as on the impacts from over-pumping, sea water intrusion, nitrate pollution and leaching of nitrates into the sea. The water management policies are the construction of dams and irrigation networks and the more recently adopted policies with respect to desalination, water treatment and recycling from sewerage.

1.2.1. An analysis of the degree of integration and an identification of gaps and inefficiencies

The overall distribution of social and economic activities and the impacts of development on the use of coastal resources, infrastructure and the landscape quality have so far not been addressed through an adequately integrated management strategy shared by all policy sectors and public bodies.

The existing policy mechanisms impacting on the coastal environment are exercised by a variety of Ministries and Departments. Policy coordination across sectoral / departmental responsibility lines unavoidably reflects not always converging objectives and divergent visions rather than a move towards a common direction and appropriate synergies. Particular difficulties are encountered in reconciling local level development expectations with national level planning objectives.

It is generally agreed that policy coordination and implementation difficulties constrain the potentials for a more rational management of coastal resources which are the core of the Cyprus economy. The productivity of the coastal areas is the main factor explaining the high share of the Cyprus service sector in the national economy, being well above the average share prevailing in the EU countries. Sustainable coastal management requires initiatives to minimize important development problems, through public awareness, greater policy cohesion, application of fiscal instruments and integrated resource management.

1.2.2. ICZM progress indicator

Cyprus cannot include in this Report an assessment based on the ICZM progress indicator endorsed by the ICZM Expert Group, as the implementation phase has only begun.

Achievement indicators will thus be meaningfully applied when evaluating: (a) progress of implementation at the Project level and at the level of each Project activity; and (b) the use of the Project results in the post Project period.

When evaluating the progress of the Project implementation the following achievement indicators will be mainly applied:

- percentage of successfully implemented individual activities;
 - timely implementation of the Project;
 - overrunning of approved budget, if any;
 - percentage of outputs produced in comparison with planned outputs;
 - number of stakeholders involved;
 - existing data base expanded (approx. percentage of expansion).
- In addition, specific progress achievement indicators will be identified for each activity, to be reported within regular Activity Progress Reports.

When evaluating the Project results in the post Project period, achievement indicators will be applied, such as:

- provision of an integrated solution for the sustainable management of the Project area;
- promotion of the sustainable use of major resources;
- benefits identified versus those expected;
- improved measures for the protection against pollution, emergency preparedness, protection of natural habitats and biodiversity, conservation of historic and cultural values, etc.;
- formulation of a follow-up remedial programme;
- improvement of the professional capacity of involved institutions;
- increased public awareness;
- successful application of methodologies, tools and procedures;
- successful integration of activities during the implementation stage;
- evaluation of conclusions at a Presentation Conference;
- inputs into national practice;
- inputs at the regional level.

1.3. Stock-take

The CAMP Cyprus Project Agreement was signed in Athens on the 21st of June 2005. The signing of the Agreement was the culmination of a long preparatory process, such as:

- A CAMP Cyprus *Diagnostic Feasibility Report (DFR)* was prepared in June 2002.

- The draft Cyprus Agreement Report was presented in a national meeting in September 2005, as well as during individual meetings with the main participants.
- The key aspects of the CAMP Project were discussed in meetings with the Larnaca Municipality and the affected Communities of the selected pilot application coastal area, in November and December 2005.
- In December 2005 an *Inception Report (IR)* was submitted.
- An Inception Workshop was held in Nicosia in January 2006, attended by over 60 participants including representatives of MAP, Government Departments, private organizations and local administration.

During the implementation of the CAMP, envisaged for two years (2006-2008) several workshops, presentations, local meetings and information leaflets are planned. Furthermore, internet-intranet facilities for info management and exchange will be set up.

2. The strategy proposed at the national level for implementation of integrated coastal zone management.

The design of CAMP Cyprus recognises and incorporates three fundamental considerations of particular interest to national authorities:

- First, CAMP Cyprus is a *country-driven* project, designed to respond to national and local priorities and problems.
- Second, the Project is based on an *integrated approach to coastal environment and development problems* in Cyprus. This approach cuts across sectoral policy areas.
- Third, the Project will pay particular attention to the *socio-economic aspects of coastal management*.

2.1. The objectives / priorities to be pursued

Within the broad principles of ICAM methodology and the existing conditions in Cyprus, the main objectives of the Project are to elaborate and implement selected tools of coastal area management with a view to:

- introduce the ICAM as the basic tool;
- strengthen synergies between policies;
- increase collaboration between the competent Departments;
- improve public awareness of the scope and significance of coastal area management;
- harmonize national / local level development visions and reconcile planning policies with local community income aspirations,

2.2. Thematic and/or geographic areas where action will be taken and the rationale

Given the emphasis of CAMP Cyprus to improve policy level responses to achieving on-going sustainable coastal management, an issue-led approach has been adopted

covering the coast of Cyprus as a whole, rather than confining CAMP Cyprus to a specific part of the coast.

However, within the broad island-wide scope of CAMP Cyprus, a local spatial dimension is incorporated through the proposed Pilot Case Study Application Projects.

Six (6) coastal areas were initially identified with a view to selecting one or two for pilot applications. Following a participatory approach it was decided to concentrate specific activities to the southern peri-urban coastal area of Larnaca town (*see Annex 1*).

2.3. The implementation and supervision mechanism for the Strategy

Overall project management is carried out in close cooperation between the Government of Cyprus and MAP-PAP/RAC.

The overall project management and project implementation are the responsibility of the *National Project Director*, who is the Director of the Environment Service.

Responsibility for the coordination of Project Activities is exercised by a *Steering Committee* composed of representatives of all stakeholders.

A number of MAP/RACs *International Consultants* will provide international experience in the respective field of work pertaining to the particular Project activities.

The Cyprus Government will contract and pay for the services of suitably qualified *National Specialists* to provide professional inputs / experience in particular fields.

Local Authorities will be represented in the Steering Committee and participate in the District-level workshops. The Municipalities and Rural Communities where Pilot Application Case Studies will be carried out, will act as partners to CAMP Cyprus.

2.4. A description of the process of development of the strategy and information on the status of the strategy.

Progress reports will be provided at a half-yearly base (2006 – 2008).

The following *Post-Project Activities* will be implemented: a) formulation and gradual implementation of a Follow-up Programme, b) monitoring of the use of the Project results, evaluation, reporting, and c) formulation of proposals for the use of the Project results at the MAP level.

The Environment Service will prepare a Project *Follow-up Programme* (Plan of Actions) to be submitted to the relevant national authorities for approval. It will be gradually implemented / introduced in the national practice.

3. A summary of actions taken, or to be taken, to implement the national strategy

The phasing of the project is analysed below:

- | | |
|---|-------------|
| Stage I: Initiation |] |
| Stage II: Detailed formulation of the Project: |] |
| • Initial data collection; |] |
| • Meeting prerequisites for implementation; |] Completed |
| • Technical Specifications; |] |
| • Inception Report; |] |
| • Inception Workshop; |] |
| • Approval to start the implementation stage. |] |
| Stage III. Implementation: | |
| • Initial implementation activities, including the final version of the Technical Specifications; | |
| • Implementation of individual activities; | |
| • Integration of results, including the preparation of the Final Project Report; | |
| • Presentation of the results. | |
| Stage IV. Post Project Activities: | |
| • Formulation and implementation of follow-up activities; | |
| • Monitoring and reporting; | |
| • Presentation and use of results at MAP level. | |

CAMP Cyprus is now at the stage of implementation.

CAMP Cyprus will pursue the following main Activities:

Methodology of Integrated Coastal Area Management (ICAM):

- (i) *Integrated Coastal Area Management (ICAM)*: To investigate, elaborate and critically assess the main methodological principles and elements underlying an integrated approach to coastal management and to propose appropriate strategies for incorporating ICAM methodology in the national coastal management framework;
- (ii) *Systemic and Prospective Sustainability Analysis (SPSA) and Indicators*: To introduce and apply the SPSA as a specific tool towards developing Sustainability Indicators (SI);
- (iii) *Introduction of Biodiversity concerns in ICAM*: To propose appropriate strategies for incorporating biodiversity analysis in the national coastal management framework;
- (iv) *Remote sensing for coastal diagnostic analysis*: To apply Remote Sensing methods and data to improve the diagnosis of coastal resource use conflicts.

Tools of Integrated Coastal Area Management:

- (i) *Carrying Capacity Assessment*: To introduce and elaborate the scope and use of the tool of CCA to coastal area management practice, apply CCA to the Pilot Case Study and propose how it could be incorporated in the national policy framework;
- (ii) *Strategic Environmental Assessment*: To introduce and elaborate the scope and use of the tool of SEA to coastal area management practice, apply SEA to the

Pilot Case Study and propose how it could be incorporated in the national policy framework

(iii) *Environmental Economics (Resource Valuation and Economic Instruments)*: To introduce and elaborate the tools of RV/EI to coastal area management practice in Cyprus, apply EE to the Pilot Case Study and propose how it could be incorporated in the national policy framework;

(iv) *Local Pilot Applications of Tools of Integrated Coastal Area Management*.

Public Participation and Awareness: to raise awareness by exposing national and local experts and interest groups to the methodology and tools of ICAM. It will initiate a communication process with Workshops, short publications and actual involvement of local communities in the CAMP Activities.

4. An evaluation of the expected impact of the strategy on the status of the coastal zone

4.1. ICZM principles of Chapter II of the EU Recommendation

Opportunities for strengthening ICZM policies includes:

- Review of the strengths and weaknesses of existing policies and tools;
- Assessment of the carrying capacity of coastal resources and infrastructure to support coastal development and land utilization;
- Assessment of the strategic impacts of plans and policies;
- Assessment of the value of environmental resources as public assets;
- Assessment of the benefits of conservation for local development;
- Application of tools for identifying the interrelations of environmental resources and the interdependence between environmental impacts and development;
- Establishment of an integrated coastal management framework with long term development and environmental objectives.

4.2. Risks and uncertainties in relation to the implementation of the national ICZM strategy

- Administrative fragmentation may prove to be a major constraint in implementation;
- Proposals for changes may encounter opposition;
- Local authorities may feel uncomfortable with the multiple roles they would have to perform.

4.3. Expected benefits resulting from implementation of the strategy

The expected benefits, in relation to the governance of the coastal zone and the state of the coast are the following:

- Development of a common broad framework shared by different Ministries / Departments for the integration and application of coastal management objectives (tourism, land use, agriculture, water, etc.);
- Greater appreciation of the thematic, spatial and institutional interdependence of sectoral activities and improved capacity for strengthening horizontal and vertical integration of policies;
- National experience in the application of ICAM tools and techniques. Incorporation of the tools of ICAM (CCA, SEA, EIRV) in the policy formulation process and use of

such tools in establishing a common approach to the preparation, evaluation and review of plans and programmes in tourism, land use planning, agriculture, water resource management, transport infrastructure, environmental conservation, etc;

- Raise local level awareness and participation;

4.4. Negative impacts or constraints anticipated from the strategy

The need to impose restrictions to development areas may create reaction and entail high compensations for affecting development rights.

4.5. Implementation costs of the strategy

It is estimated that MAP's financial contribution in cash (until the end of the project period) will be around 260.000 Euro. The Government of Cyprus will provide an input of about 235.000 Euro.

5. An evaluation of the implementation and application of Community legislation and policies that have an impact on coastal areas

During the monitoring process the following aspects will be taken into consideration:

- activities implemented, their results and outputs, benefits, problems encountered, corrective actions undertaken;
- activities in preparation and/or on-going: present state, problems, actions undertaken or needed for solving them;
- methodologies, tools, and procedures applied by the Project: introduced or applied in national/Project area practice, problems encountered, corrective actions, expected results;
- planning initiatives/activities undertaken or in preparation;
- institutional and/or legal and/or management-related initiatives;
- catalytic effect of the Project in the Project area or at the national level; and
- identification of direct and indirect benefits.

The evaluation procedure will be based on the results of the monitoring process, taking into consideration the following:

- a) evaluation of the achievements according to achievement indicators.
- b) evaluation according to the following:
 - contribution to improved sustainability;
 - direct and indirect benefits of the Project, and their significance;
 - prospective progress of the follow-up activities;
 - nature and significance of problems, impacts on the use of the Project results; and
 - lessons learned.

5.1. Weaknesses in, and barriers to, a full and coordinated implementation of Community legislation and policies

- Coastal sprawl and pressure on coastal resources;
- Unbalanced urban / rural – coastal / hinterland development;

- Lack of integrated water resources management coping with the conflicts of changing water uses by different sectors, locations and delivery infrastructure systems;
- Inadequate appreciation of environmental quality as an asset for sustainable development and long term social welfare;
- Insufficient valuation of environmental resources in development policies and decisions;
- Limited local level environmental awareness and excessive local community concern for private development and economic gains;
- Limited use of economic / fiscal instruments for mobilizing private sector resources, and establishing sustainable sources of finance.

5.2. ICZM implementation support through emerging EU policy initiatives

- “Horizon” and the EU’s depollution initiative for the Mediterranean;
- Thematic Strategies on:
 - Marine Environment;
 - Maritime;
 - Urban Environment.
- New LIFE+ Regulation;
- New initiatives for nature and the agri-environment under the Financial Respectives 2007-2013.

Annex 1

