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# AN OVERVIEW OF THE TURKISH COASTAL ZONE MANAGEMENT WITHIN THE FRAMEWORK OF THE EUROPEAN UNION

E. Nurlu\*, Ü. Erdem\*\*

\* Ege University, Center for Environmental Studies, Izmir, Turkey

\*\* Ege University, Faculty of Agriculture Dept. of Landscape Architecture, Izmir, Turkey

## ABSTRACT

In comparison with Mediterranean countries, Turkey has a long coastline of 8333 km. The majority of our coastal areas are subject to a variety of problems caused primarily by anthropogenic sources. The main causes of these problems can be traced to coastal urbanisation, transportation, agriculture, industry, and fisheries and mass tourism. The ratio of the coastline to the mainland and the proportion of the population living in coastal zones with the national population are the main coastal characters.

During the last decade important coastal zone management studies have been carried out with national and international activities in Turkey. It is covered by certain conventions such as Ramsar Convention and Barcelona Convention. In addition the few and inadequate rules and legislation pertaining to the coastal zones, the most important thing to emphasize is the lack of clarity between authorities.

The current presentation discusses coastal zone management strategies and programs in Turkey and in the European Union.

## 1. INTRODUCTION

The coastal zone has been a major focus for the development of human society. Use of the sea for transport and trade and availability of abundant food from highly productive coastal waters encouraged settlement. The coastal zones continue to be areas of rich potential for our modern society. The productivity of coastal lagoons, tidal inlets, salt marshes and estuaries play an important role in food production through maintenance of fisheries and aquaculture and in safeguarding nature and biodiversity.

The coastal zone is defined as a strip of land and sea of varying widths depending on the nature of the environment and management needs. It seldom corresponds to existing administrative or planning units. The natural coastal systems and the areas in which human activities involve the use of coastal resources may therefore extend well beyond the limit of territorial waters, and many kilometres inland.

Coastal zones serve functions related to job creation, economic growth and quality of life such as agricultural production in coastal plains-*using coastal water resources (from aquifers or desalinisation)*, diversification of fishery activities, energy production-*including both traditional sources like oil and gas, and renewable ones based on wind and waves*, mobility and commerce-*ports, harbours and coastal transport routes are key elements in global transport links*, repositories of cultural heritage-both in living communities and at archaeological sites, tourism, leisure, recreation and aesthetics-*beaches, water sports and pleasing landscapes*, retirement residences, defence against the destructive forces of the sea, breakdown and buffering of pollutants (European Communities, 1999).

Coastal areas and their natural resources (marine and terrestrial) have a strategic role to play in meeting the needs and aspirations of current and future populations.

In many coastal zones the fragile ecosystem continues to degrade (*coastal erosion, loss of habitat and biodiversity, water pollution, eutrophication, and landscape deterioration*). This evolution is taking place despite the political recognition of the problems and the existence of policy instruments (legislative, financial, planning). The main causes of this continuing degradation are: coastal urbanization, transport, agriculture (fertilizer and pesticide use, livestock densities), industry and energy (concentration in port areas), fisheries and aquaculture (fish processing facilities) and mass tourism.

## 2. INTEGRATED COASTAL ZONE MANAGEMENT

Integrated coastal zone management is a dynamic, continuous and iterative process designed to promote sustainable management of coastal zones. It covers the full cycle of information collection, planning, decision making, management and monitoring of implementation. It means integration of all relevant policy areas, sectors, and levels of administration. Integrated Coastal Zone Management seeks, over the long-term, to balance benefits from economic development and human uses of the Coastal Zone, benefits from protecting, preserving, and restoring Coastal Zones, benefits from minimizing loss of human life and property, and the benefits from public access to and enjoyment of the Coastal Zone, all within the limits set by natural dynamics and carrying capacity (European Communities, 1999).

Objectives of integrated coastal zone management to provide: mechanisms for participation and type of interaction with the public, mechanisms of linkage between agencies (voluntary, informal and formal). Some of the most prominent factors influencing the choice of approach include:

- Cultural definition of “public good”
- Understanding of the concepts underlying ICZM, level of information/data available
- Point of initiation of the initiative and discipline bias
- Quality of leadership and level of motivation of participants
- Resources available and timing of the initiative
- Levels of public awareness and general attitudes towards participation
- Legal, jurisdictional, administrative and planning structures and context
- Legitimization of the initiative (European Communities, 1999).

## 3. INTEGRATED COASTAL ZONE MANAGEMENT STUDIES IN EUROPEAN UNION

An integrated planning policy combining the objectives of development and protection of coastal zones was first endorsed by the European Commission in 1986 at the request of the European Council and European Parliament, following the adoption of the European Coastal Charter in 1983. In 1992, the Council adopted another resolution calling for the development of a European strategy on coastal zones. In 1993, with the adoption of the Fifth Environmental Action Programme 1993-2000, a draft European strategy for integrated coastal zone management of environmental quality and nature resource protection, coastal zones and tourism was set up.

EU legislation has a major and growing impact on national coastal laws, particularly in the context of fisheries, water quality, nature conservation and environmental assessment. At the Member States level in EU, the management and planning of coastal areas is often dealt with through land-use control mechanisms managed at the national, regional and local levels as well as through programs to protect sites of particular interest (Anonymous, 2001).

The European Union started a Demonstration Programme on Integrated Coastal Zone Management in 1996. This programme was launched and conceived with a collaboration between the Commission's Directorates General for Environment (DG XI), Fisheries (DG XIV) and Regional Policy (DG XIII), with the participation of the Directorate General for Research (DG XII) and the Commission's Joint Research Center (JRC), as well as the EEA (European Environment Agency) (Doody *et al.*, 1998).

The programme is based on 35 local and regional projects to demonstrate the application of ICZM, a series of cross cutting thematic analyses and research projects, complemented by regular meetings with an experts' group (consisting of national experts and representatives of local administrations, of socio-economic actors, and of NGO s) and by extensive contact with other outside organizations.

The Demonstration Programme is also intended to be the raw material for the development of a European ICZM Strategy, promoting sustainable development of E.U. Coastal Zones. The experiences of the Demonstration Programme have indicated that good management of coastal zones can take on many forms. However, the Programme also suggests that all successful initiatives follow certain general principles, namely they all: take a wide ranging perspective, build on an understanding of specific conditions in the area of interest, work with natural processes, ensure that decisions taken today do not foreclose options for the future, use participatory planning to develop consensus (Doody *et al.*, 1998).

Since the choice of approach to ICZM is influenced by the historical, cultural and traditional context as well as by the natural conditions and physical problems faced in the target area, different approaches

should be indicated in different places. The experiences of the Demonstration Programme have underlined that there is no one correct approach to ICZM. This programme indicates that an efficient European policy on ICZM can only be implemented in close collaboration between the European institutions, and with the full participation of national, regional and local administrations (European Communities, 1999).

Commission Communication "*Proposal for a European Parliament and Council of the European Union Recommendation Concerning the Implementation of Integrated Coastal Zone Management in Europe (COM/2000/545) of 08.09.2000*" is specifically intended to promote the development of ICZM strategies at the national level. The proposed recommendations encourage Member States to undertake a national inventory of legislation, institutions and actors involved in the planning and management of the coastal zones, and to develop a national strategy to promote ICZM. Recommendations are generalised under five subtitles: A Common Vision, Principles, National Stocktaking, National Strategies, Cooperation and Reporting.

The Commission Communication COM (2000) 547 on "*Integrated Coastal Zone Management: A Strategy for Europe*" presents a series of conclusions and recommendations that constitute EU Strategy for ICZM. It is based on the results of the EU Demonstration Programme on Integrated Coastal Zone Management. The Strategy is intended to advance the European Treaty objectives concerning sustainable development and the integration of environment into all other EU policies, for the significant and strategically important coastal zones. The Strategy aims to do so through making the most efficient, co-ordinated use of existing Community instruments, and through promoting a more democratic form of shared governance in line with the Commission's strategic objectives for the years 2000 to 2005.

#### **4. EUROPEAN ICZM STRATEGY**

In the report on "*Towards a European Integrated Coastal Zone Management Strategy: General Principles and Policy Options*" of European Communities (1999), giving the complexity and urgency of the problems in the coastal zones across Europe, it was obviously essential to move towards implementation of the principles of good coastal zone management such as *take a wide-ranging perspective, work with natural processes, use participatory planning to develop consensus, ensure that decisions taken today do not foreclose options for the future, build on an understanding of specific conditions in the area of interest and involvement of all relevant administrative bodies etc.* It is apparent that something needs to be done to address the underlying institutional weaknesses that have caused or exacerbated the problems in the coastal zones, and to find a formula for moving towards sustainable development in these strategically important areas.

*Action at the European Level.* Any European legislation on Integrated Coastal Zone Management should logically start with a commitment by the European institutions to the goals and objectives of ICZM, emphasizing the importance of taking present action to start the ICZM process, in view of promoting sustainable and durable medium and long term social and economic benefits. Specific ICZM legislation might then launch European level actions towards implementation of ICZM. Any modification of EU sectoral policies needed would require separate legislation (European Communities, 1999).

*Action at National/Regional/Local Level.* New instruments might make recommendations or requirements directed at the Member States. Some elements that could potentially be included are: adoption of a statement of goal/philosophy/commitment to Integrated Coastal Zone Management in any policies affecting coastal zones, reaffirming commitment to proper implementation and enforcement of existing legislation that supports ICZM; establishment of a national definition/identification of the coastal zone, including both land and sea elements; establishment or adoption of a definition of what constitutes ICZM activity (European Communities, 1999).

#### **5. INTEGRATED COASTAL ZONE MANAGEMENT STUDIES IN TURKEY**

Turkey covers 779.452 km<sup>2</sup> and unites Europe and Asia. She has been cradle for many civilisations for thousands of years. The Turkish coastal line accounts for 8333 km in total as; along the Mediterranean Sea, the Aegean Sea, the Black Sea and the Marmara Sea. It supports a population of approximately 32 million in the coastal provinces; about 51 % of the Turkish population.

Turkey signed certain conventions such as; Ramsar Convention (1971) on *Wetlands of International*

Importance, Barcelona Convention (1975) on the Protection of the Mediterranean Sea and Bern Convention (1979) on the conservation of European Wildlife and Natural Habitats.

The Convention on Wetlands came into force in Turkey on 13 November 1994. Turkey presently has 9 sites designated as Wetlands of International Importance with a surface area of 159.300 hectares. 1/2 of these designated wetlands are located in the coastal area of Turkey (Figure 1). The first ones included in Ramsar List in 1994 are Goksu Delta (15.000 ha; Cultural and Natural Asset, Specially Protected Area, Wildlife Reserve), Lake Burdur (24.800 ha; Wildlife Protection Area), Lake Manyas (20.400 ha; Cultural and Natural Asset; National Park; Permanent Wildlife Reserve), Lake Seyfe (10.700 ha; Cultural and Natural Asset; Nature Protection Area), Sultan Marshes (17.200 ha; Cultural and Natural Asset; Permanent Wildlife Reserve, Nature Reserve) and those included in Ramsar List in 1998 are Akyatan Lagoon (14.700 ha; Cultural and Natural Asset; Wildlife Protection Area), Gediz Delta (14.900 ha; Cultural and Natural Asset; Wildlife Protection Area), Kızılırmak Delta (21.700 ha; Cultural and Natural Asset, Permanent Wildlife Reserve), Lake Uluabat (19.900 ha) (Erdem *et al.*, 1998).

Specially Protected Areas in Turkey now cover coastal zones (Figure 1). These areas were declared as special protected areas given their natural beauty,, flora richness, archaeological sites, lakes and canyons. These areas are nesting places of sea turtles (*Caretta caretta*) and living areas of the Mediterranean Monk Seal (*Monachus monachus*) which are listed in Appendix II of the Bern Convention as the strictly protected species which must not be captured, killed, exploited or intentionally disturbed in any way, or their habitats interfered with (Nurlu *et al.*, 2000).

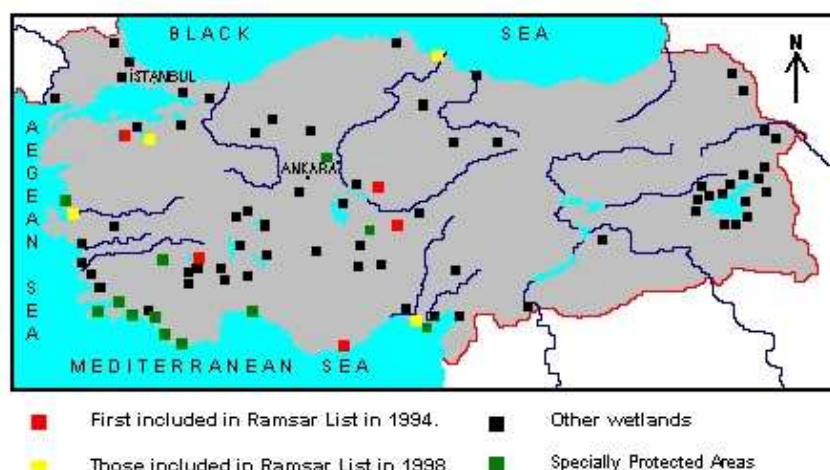


Figure 1. Major wetlands and specially protected areas of Turkey (Erdem *et al.*, 1998).

The idea of conserving the environment in Turkey started with the Constitution in 1961 and has been conscientiously carried on up to the Constitution of 1982. Article 43 of the Turkish Constitution is devoted to the shores and shore strips; it states: shores are under the jurisdiction and responsibility of the state. In benefiting from the sea, lake and river shores, and from shore strips bordering sea and lake shores, benefit to the public is primarily sought. The widths of shores and shore strips, in relation to purposes of use, possibilities and conditions for people to benefit from these places are set up by law (Özhan, 1996).

The Coast (Shore) Law number 3621 have come into force in 04.04.1990 (Amendment 01.07.1992). The aim of this law is to protect and use the lands for the public welfare. It is stated as "to set out the principles for protection of the sea, natural and artificial lake, and river shores, and the shore strips, which are extensions of these places and are under their influence by paying attention to their natural and cultural characteristics, and for their utilization towards public interest, open for the society to benefit (Özhan, 1996).

Other mainly Turkish legislation and its authorities which are responsible for enforcement of each law related to coastal zone management are: Harbors Law (14.04.1923; Ministry of Transport), Environmental Law (09.08.1983; Ministry of Environment), Fisheries Law (22.03.1971, Amendments 15.05.1986; Ministry of Agriculture and Rural Affairs), National Parks Law (09.08.1983; Ministry of Forestry), Law for Protection of Cultural and Natural Wealth (21.07.1983; Ministry of Culture), Agency for Specially Protected Areas (19.10.1989; Ministry of Environment), Coastal Security Force Law

(09.07.1982; Ministry of National Defence), Settlement Law (03.05.1985; Municipalities), Tourism Incentives Law (12.03.1982; Ministry of Tourism), Forestry Law (31.08.1956; Amendments 23.09.1983; Ministry of Forestry) (Nurlu *et al.*, 1997).

Besides the public administrations, nongovernmental organisations (NGOs) play a decisive part in implementing and enforcing the conventions, both nationally and internationally. A relatively early effort in Turkey on coastal zone management is a report sponsored by the Priority Actions Program (PAP) of UNEP-MAP. In the period 1988-1989, Izmir Bay was studied by Regional Activity Center of PAP as one of the four country pilot projects. In 1990 a project title Coastal Zone Management in Turkey was started through a grant of the World Bank's METAP Program to the Turkish government. The Turkish National Committee on Coastal Zone Management (KAY) has contributed to coastal policy in Turkey, by providing expert opinions on various coast-related developments.

## 6. CONCLUSION

All studies related integrated to coastal zone management indicate that an efficient European policy on integrated coastal zone management can only be implemented in close collaboration between the European institutions, and with the full participation of national, regional and local administrations. It is also important to remember that any European actions will need to respect international agreements such as those on shipping, fisheries, environment and regional seas, which apply to areas larger or smaller than the EU itself.

Inadequate rules and legislation are important problems but the most important one is the authority jam. The authority jam in coastal zone management is the confusion of authority among the central and local administrations and institutions resulting from the irregular distribution of authorities. In towns governed by governors and municipalities, which depend on the central government, law and legislation are implemented by the directorates of related ministries. Distance causes some failures in the implementations of urgent actions.

Under these circumstances, in spite of being ahead of the legislative implementations of the government, scientists from various universities are achieving great success in determining the trend dynamics and characteristics of the coastal zone concerning the environment and the needs of the society by establishing on interactive understanding.

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