



COASTAL PLANNING ICZM

For over 20 years, the integrated coastal zone management is at the heart of the debate for stakeholders involved in coastal conservation. Generally scope until then in short-term projects, aiming to improve and disseminate knowledge on the concept and the establishment of multi-stakeholder platforms, ICZM is about to become a structuring part of public policies. Now with a Mediterranean protocol, first worldwide of its kind and effective, national strategies and references in many European texts, integrated coastal management is evolving from concept to action through the effective implementation of concrete tools. Are they enough numerous? Are all the aspects of ICZM covered? Return on experience is necessary to assess the efficiency of these new inclusive practices.

I/ INTRODUCTION

The coastal and marine areas shelter a great number of human activities such as urban development, agriculture, fisheries and aquaculture, road and maritime transport, energy production, extraction of raw materials, sailing, or also tourism. The integrated management of these activities means to integrate in a global approach the various uses on these territories, at the same time fragile and coveted (Ministère de l'écologie, du développement durable et de l'énergie 2010).

The « Integrated Coastal Zone Management » is a dynamic process of management and sustainable use of coastal areas, considering at the same time the fragility of coastal ecosystems and landscape, the diversity of activities and uses, their interactions, the maritime issue of some of them, as well as their impacts on both terrestrial and marine parts (following the Protocol on Integrated Coastal Zone Management in the Mediterranean of the Barcelona Convention, entered into force in 2011). Three other conventions (OSPAR, HELCOM and Bucarest) also evoke to some extent the ICZM at the scale of regional seas.

On May 30th 2002, the European Parliament and the Council of Europe et le Conseil de l'Europe issued the recommendation 2002/413/CE relative to the implementation of a strategy of ICZM in Europe [Official Journal L 148 of 06.06.2002].

The ICZM implies to take into consideration all the fields of activities, economic or not, as far as there is a use of coastal area, the different time scales (long, medium- or short-term targets) and the concerned stakeholders : State, local collectivities, economic operators, citizens, experts. The ICZM approach cover 5 domains : the evolution of governance mode, the structuring of knowledge to better understand the integration of the issues, the adaptation of sectoral policies within coastal areas, the strategic planning of these areas and the regional and international cooperation .

If sometimes the ICZM is perceived as a simple philosophical approach of coastal planning, the use of «tools» allowing a real evolution of practices in each of these 4 axes of coastal areas seems to be the good way to implement concretely on the ground the approaches advocated within the integrated management strategies.

III/ THE EVOLUTION OF GOVERNANCE MODES IN COASTAL AREAS

The implementation of ICZM is a continuous exercise, involving collectively and holistically relevant stakeholders of the territory. The Article 14 of the ICZM Protocol for the Mediterranean, dedicated to the participation, ensures the involvement of local stakeholders of all categories in the development and implementation of strategies and initiatives on marine and coastal areas. This article includes governance modes involving advisory committees , public surveys and hearings. The participation may be extended to partnerships for the implementation of ICZM strategies. The efficiency of participation is conditioned by a transparent and effective communication and the right of appeal of any stakeholder challenging a decision related to the coastal zone.

The inclusive governance of ICZM therefore enables to co-build a vision for the future of the coastal territory, to assign general and specific objectives and to establish action plans. Anchoring at local scale a governance for a coastal territory allows first the appropriation of both a vision and a planning above all consensual, realized on the basis of a diagnosis and built collectively by a representative assembly of local stakeholders. The local governing body may be consultative, contributory or deliberative. It enables or contributes to the emergence of a territorial project while being at the same time its memory or facilitator.

This mode of governance can be developed on the short to medium term in parallel of concrete projects but limited in time, but his vocation is primarily to be the guarantee of the implementation of strategic territorial planning fitting on the long term. A such organization can also be conceived as a monitoring body of projects led on the coast.

This participation is implemented with more or less success for the management of coastal areas: management committees or committees of protected areas, depending on local, national and regional specific contexts. These governance tools and others are sometimes prepared for new initiatives supported by the State or required by project funders. Their implementation can also be the result of other global movements led by groups with a strong leadership, in which gradually join other local stakeholders in parallel of the emergence of strong and cross-cutting issues in their territory .

EXAMPLES

- Scottish Coastal Forum was created by the government in 1996 to promote and encourage the debate on coastal issues at national level. This organization is led by an independent chairman. The mission of the forum is to promote integrated coastal management by supporting the creation and emergence of local forums and ensure their coordination. It acts as a communication center for these local forums , allowing them to express their views and concerns. The forum also works to encourage and stimulate debate on coastal issues at the national level and to seek the best opportunities for the matching of national policies.
- Public Interest Group (GIP) of Aquitaine : Its creation stems from a long maturation since 1967, first as Interministerial Mission of Development of the Aquitaine Coasts, then as a mission in charge of the coherence of planning actions led by the State. The State and the Regional Council have subsequently relaunched a multi-stakeholder reflection dedicated to the coastal sustainable planning and development. In 2006, the GIP for Aquitaine shores was created on the proposal of the Regional Council by the Interministerial Committee for Territorial Development and Competitiveness (CIACT) to ensure the partnership steering of an integrated coastal policy, including the Departments , the urban communities and the grouping of coastal municipalities.

III/ STRUCTURING THE KNOWLEDGE TO BETTER UNDERSTAND THE INTEGRATION OF ISSUES

According to its general principles, the ICZM is built on a general approach, based on the best observations and scientific knowledge available, so to solve the problems in a more efficient way et to act for a more sustainable development of Mediterranean coastal areas (Prieur et al. 2011). The ICZM means to take into consideration the coastal area with all its compartments, its threats and its various issues.

To respond to these major challenges, it is essential to structure and develop knowledge through the prism of observation and research. At each strategic level of management, coastal data should be collected, and indicators of management, monitoring and evaluation should be developed. Besides the capitalization of data, information must necessarily be transmitted to the public, policy makers, managers and the experts in charge of the evaluation (Bresson et al. 2005). Of course, this accumulation of knowledge, beyond his academic interest, must especially be useful and usable for an iterative virtuous and proactive management of coastal territory.

Given the complexity of the issues and the multiplicity of skills necessary to deal with it, places for discussion, exchange of ideas and debates should be established, as well as the creation groups by pool of competencies (social sciences and nature sciences, engineering). Such platforms are needed for building bridges and fostering the emergence of devices allowing i) the development of a collective intelligence involving directly or indirectly local stakeholders and ii) the development of collaborations with the development of tools and information management program (basic metadata, information portal ...) and networks for exchanging and sharing experiences among stakeholders.

EXAMPLES

- Project trans-Channel C-Scope : combine the marine and terrestrial planning in Europe: development of the planning tool « Coastal explorer planning » to provide data on policies, ecology, the actual uses and other elements on coastal and marine landscapes to managers, urban planners and other stakeholders to help to the decision (Belpaeme 2009)
- National Observatory of coastline and sea (ONML) created in France in 2003 : monitor the evolution of coastline, mutualize the efforts in term of knowledge and data-sharing et provide a support for decision-makers (Observatoire national de la mer et du littoral 2015)
- LITEAU Program : since 1998, this research program of the french Ministry in charge of sustainable development support the development of scientific knowledge, methods and practices useful for the definition and the implementation of collective actions and public policies on coastal and marine areas (Ministère de l'Écologie, du Développement durable et de l'Énergie 2015)

- The european project LiCCo led from 2011 from 2014, was built on a french-english partnership on the basis of territorial workshops. It allowed to get elected representatives aware of the effects of climate change, and to envisage scenarios of coastline management in 3 times : the consideration of the past as a witness of the evolution of our coastline ; studies on the effects of climate change on natural and human environments ; the understanding of issues by local stakeholders.
- The network of Observation of Coastline in Normandy-Picardy : since 2011, the Conservatoire du Littoral with the regional Councils of Picardie, Upper-Normandy and Lower-Normandy has implemented a network for the observation of the coastal dynamics, the biodiversity and the coastal natural risks. Its missions are the promotion of scientific and technical knowledge and provide to the regions an expertise supporting their coastal policies.

IV/ THE ADAPTATION OF SECTORIAL COASTAL POLICIES

The awareness of the need of a better integration of sectorial policies related to coasts saw the emergence of instruments facilitating or inducing the consideration of the necessary changes within the different sectorial policies :

- The law n° 2005-157 Of February 23th 2005 relative to the development of rural territories introduced a tax exemption on non-built properties located on wetlands or Natura 2000 sites, for 5 years and renewable.
- The amending finance law n° 2005-1720 of December 30th 2005 and the law n° 2006-436 of April 16th 2006 relative to national parks, marine natural parks and regional natural parks, introduced some rules specifically for remarkable areas :
 - an exemption (75% max) of transfer duties free of charge, as long as the heir is committed to preserving the zone during the eighteen years following the succession;
 - a deduction of catering and major maintenance expenses under the land revenue declared by their owners ;
 - the possibility to deduct from general income the expenses linked to preservation of remarkable natural areas if they received the label from Heritage Foundation ;These 2 last possibilities are today replaced by a 18% tax reduction with an annual limit of 10 000 euros (Sénat 2015).

Some tax measures enable the development of economic activities, traditional or proper to coastal zones, targeting specifically the sustainable development of agriculture and fisheries, including the tax credit that can benefit farmers practicing organic farming (Ministère de l'Écologie, du Développement durable et de l'Énergie 2007).

The banking and insurance sectors are directly affected by the impacts on coastal areas, especially regarding the issue of climate change. Additional efforts must be undertaken urgently

to adjust practices, products and services to help change practices in terms of construction or infrastructure location. The insurance sector is more advanced than the banking sector, but both can play a key role in adaptation to climate change (PAP / RAC , 2015) by incorporating, in a more stringent way, to their practices the results of the assessment studies of the impacts of climate change.

- The bay contracts : contractual territorial program of environmental actions at the scale of a bay. The purpose of a bay contract is, from various objectives of restoration, preservation, maintenance and valorization of the coastal ecosystems, to plan and realize studies and work. This integrated management approach of coastal areas requires the organization of a large local consultation involving all partners within a bay committee.

- The Regional Activity Center for Priority Action Program (RAC/PAP) is the center of Mediterranean Action Plan (UNEP/MAP) in charge of the coordination of Coastal Area Management Programs (CAMP). The CAMP are projects helping Mediterranean countries to implement the ICZM Protocol at a local scale.

- The CAMP projects Levante Almeria, Montenegro, Italy and France are part of the new generation of CAMP, with a logic of sustainable development. In link with the civil society, these programs aim to support and initiate processes to reduce the pressures on the environment while seeking to allow a coastal access for all. These programs aim to play a role to study and promote the means for a better coherence at local scale and to work for an integrated management of coastal areas, notably by connecting the various existing projects, local or regional, already implemented on the area

- The islands as « laboratory of sustainable development », as pilot sites for innovative solutions which could be adapted and reproduced on the larger coastal areas. The Conservatoire du littoral pilot the PIM Initiative, an international program of promotion and assistance to the management of Mediterranean small island, and is actually working on the development of a label at international scope aiming to "maintain, initiate or promote a dynamic of integrated management of biodiversity and sustainable development of small islands".

ICZM policies or projects applied on micro-insular territories could allow to make evolve the sectorial policies, and, as far as these territories are less "complex" (smaller, less number of inhabitants, reduced pressures...), it is possible to quickly evaluate the effects of these sectorial evolutions and to implement feedback strategies if needed.

- The project "Sustainable management of coastal areas of the Indian Ocean Commission" (IOC-SMCA) aims to share and implement good practices of integrated management of coastal areas in islands of Indianoceania (Commission de l'océan indien 2015).

- Territorial charters or projects :

The Charter of regional nature parks (PNR) is a contract that embodies the project of protection and sustainable development realized for its territory. With an implementation period of 12 years, it is built in consultation with all local stakeholders through a public inquiry and the approval of the Park local communities, regions and departments as well as with the socio-professional sectors and NGOs concerned (Federation of Regional Natural Parks 2015). On the coasts , the PNR can thus be considered as key players for the implementation of ICZM. However, the use of such a tool in the control of urbanization or in the management of coastal risks shows its limits. Beyond the commitment of stakeholders on a charter, the implementation of binding regulatory tools is also necessary, and these 2 complex stakes are sometimes ignored with the fear of jeopardizing the delicate construction of a consensual territorial project (Andreu - Boussut and Choblet 2006).

- Other Charter-style instruments can concern territories larger than Regional Parks. The french Brittany, for example, was the first french region in 2010 getting a policy dedicated to ICZM, through the Charter of breton coastal areas, involving not only the Nature Marine Park of Iroise (MPA), but also the 120 professional people of sea and tourism, elected representative, NGOs and scientists (Conseil régionale de Bretagne 2010). In the same approach, a Tunisian Coastal Charter has been developed in 2013/2014 in the framework of the european twinning project "Appui institutionnel au Ministère de l'environnement et aux organismes sous tutelle" (project N° TU11-ENP-AP EN 29)

The local agendas 21 : concrete declination of the Agenda 21 from the Rio Conference in 1992, a local Agenda 21 is one of the transcription tools in the reality of sustainable development. Here, the term "agenda" is to understand in the Anglo-Saxon sense of the term, meaning "program". If it is a programmed action plan , the method of preparation of the Agenda 21 is as important as the final result , since the two are interdependent. This is an iterative, so sustainable, process of an organization, whatever its nature, wishing to reorient its actions in a sustainable development perspective. The Local Agenda 21 is a document fixing a territory project on the medium term, based on an efficient , equitable and integrated management of the territory to respond to the challenges in the future. This is why Agendy 21 and ICZM are developed on the same approach for the development of operational activities.

V/ THE COASTAL PLANNING STRATEGIES

Planning is analyze, understand , anticipate and make strategic and political choices to better organize the space and respond to the future needs of the inhabitants of a given territory. The Article 5 of the ICZM Protocol provides a rational planning of activities on coastal areas, to ensure both a sustainable use of resources and the integrity of the ecosystems, and the need to promote consistency between public and private initiatives (Rochette et al. 2012).

- **The preparation of a national ICZM strategy** answer perfectly to the necessity to structure a joint vision before the realization of concrete actions declining on it. For this, a national ICZM strategy, on the basis of a shared analysis of context and issues, allows to :
 - express a national, consensual and clear, vision for the sustainable development of coastal areas ;
 - integrate and harmonize the multiple interests, thanks to an efficient governance ;
 - identify the priorities and the means to reach a sustainable development of coastal areas

The level of the organization in charge of steering and validating the national strategy is essential for a better integration by all the diverse sectorial policies.

- **Coastal plans and programs as tool to implement the strategy** : The spatial planning of coastal areas is not enough to manage and control the balance between the different competitive uses, nevertheless it remains a necessary tool for ICZM. Some tools contribute to this management by integrating coastal issues and declining within urban planning policies the orientations defined in ICZM.

- **Integration land/sea** : If the frame of planning is defined on land (zone-use-user), on sea it is more complex with a public area, non specialized, where the permanent occupation is an exception and where living resources are not always present in determined areas (Bresson et al. 2005). In England and Wales, le « Shoreline Management plan (SMP)» is a political and legal document for the planning and management of shoreline. All the coast has been divided in « coastal units » where the coastal policies are defined so to avoid population and environmental goods to be exposed to erosion or marine submersion risks (Leymarie et Pagny 2014).

The director Schemes for Water Planning and Management (SDAGE) and the Schemes for Water Planning and Management (SAGE) are special planning instruments of land-sea integration, as they set (at the scale of hydrographic basin) the guidelines and objectives of use, valorization and quantitative and qualitative protection of water resources (either surface or ground water, aquatic ecosystems or wetlands) (Bresson et al. 2005).

Besides, the European Commission has also, for maritime areas, but still in a process of ICZM , developed a Directive establishing a framework for the planning of space, which states that " the maritime spatial planning is a public process aiming to analyze and plan the spatial and temporal distribution of human activities in marine areas to achieve economic, environmental and social objectives . The purpose of maritime spatial planning is to establish programs to determine the uses of the maritime space with various activities "(European Commission 2013).

VI/ A NECESSARY REGIONAL AND INTERNATIONAL COOPERATION

The part V of ICZM Protocol deal with international cooperation, and makes a clear reference to training and research (Article 25), to scientific support (Article 26), to exchange of information (Article 27), to transboundary cooperation (Article 28) and to transboundary environmental evaluations (Article 29). The implementation of this cooperation, either vertical or horizontal, local or international, means the use of tool for institutional cooperation, where the Barcelona system play the role of facilitator and moderator of a network of stakeholders committed toward change

Thanks to projects implemented at local scale, ICZM is more mature and should continue to be systematically promoted as the strategic option to achieve sustainability in coastal areas as well as in the parallel regional processes such as the implementation of the EcAp and MSSD, in which can contribute principles, tools, mechanisms and governance networks of ICZM.

- International approaches and ICZM : The national, european and international legislations intersect on coastal and maritime territories covered by ICZM, where the intervention of stakeholders must be redefined (Dobrenko , 2010). The questions of the exercise of competencies and responsibilities are at the heart of this difficult equation. To solve it, ICZM is based on an innovative regulatory framework that encourages reflection, exchanges and multidisciplinary actions to another scale.

- Issues and challenge : To complete this discussion, it is important to remember that, since a long time, coastlines are recognized as areas particularly sensitive to climate change. Today, the impacts of human activities only increase the risks. Scientists confirm that these risks are shared by all countries, and call more than anything to reinforce knowledge building, to work jointly for a better understanding of the impacts of adaptation approaches, to increase the resilience of Mediterranean natural and socio-economic systems (PAM/PNUE, 2015).

The ICZM is implemented at local, national and régional scales, through policies leading to deep changes on the long term. The efforts have to be pursued so to identify the benefits and the added value of the ICZM approach as well as the limits, to make recommendations of a political nature, so to replicate the successful experiences on an another scale or another site.

For this, it is necessary to pursue the efforts and create a community of destiny of the key players in sustainable development of European and Mediterranean coasts.

Towards a platform for ICZM in the Mediterranean : The system of UNEP/ MAP already offers a legitimate framework for the Mediterranean, and has, after 40 years of action, a single gravitational force in the region on the themes of the protection of coastal and marine areas. The Barcelona system will continue to support the exchange, sharing and accessibility of information, expertise , training and access to knowledge across sectors and at different scales.

To illustrate the possible and necessary future structuring of ICZM initiatives in the Mediterranean, it is interesting to look at the very specific example of the Coastal Area Management Programme (CAMP) of UNEP/MAP, coordinated by RAC/PAP. Initiated 25 years ago, these programs remain relevant today, aiming to develop integrated management approaches for coastal areas across the Mediterranean (RAC/PAP, 2015).

The evaluation reports show that, given the proven value of the CAMP and the interest of countries in such activities , they should remain a key instrument for the implementation of the UNEP/MAP Action Plan (2012-2019). Since 2010, a new generation of CAMP projects is implemented, and their central objectives have become the implementation in the field of principles of the ICZM Protocol , and this at various levels.

Given the impact of these projects in terms of ICZM anchoring at the heart of sustainable development of Mediterranean coastal zones, the establishment of a network of CAMP projects that can be extended to other ICZM initiatives, could help for the establishment of a coordination structure. The idea would be to create an interface where we can share knowledge, expertise, evaluation and monitoring approaches, to mutualize costs and technical capabilities, and to strengthen the communication on results, etc.

Regional and international cooperation is effective, and it is with her and through her that we can achieve the principles of ICZM. The challenge is its organization. Its structure will emerge from a consensus of the Contracting Parties to the Barcelona Convention, so to reinforce the emergence of networks dealing with conservation, protection and sustainable development toward a future platform of networks for tomorrow. A such vision cannot be limited to any scale and the ambition will be to provide a place for exchange open to other seas.

COASTAL PLANNING ICZM THOUGHTS

- Is the support of sciences to ICZM initiatives too compartmentalized between nature and social sciences ? What arrangements can be implemented towards an effective interdisciplinarity to the service of ICZM ?

- Principles of ICZM sometimes difficult to apply to cross-sectoral tools (nature conservation , water management , urban planning ...) ...

- Fragmentation of skills ? Necessary harmonization ?

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