

Legislation, Administrative Constraints, Governance, Financial Resources and Mechanisms

Greece scale





Analysis of Threats and Enabling Factors for Sustainable Tourism at Pilot Scale

Legislation, Administrative constraints, Governance, Financial resources, and mechanisms Greece Scale



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OVERVIEW

The present document was elaborated in the framework of **Co-Evolve4BG** project “*Co-evolution of coastal human activities & Med natural systems for sustainable tourism & Blue Growth in the Mediterranean*” in relation to “Threats and Enabling Factors for maritime and coastal tourism development on a national scale”, it is co-funded by ENI CBC Med Programme (Grant Agreement A_B.4.4_0075).

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REVIEW

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Index

Index	v
List of figures	vi
List of tables	vii
List of abbreviations	vii
I. Introduction	1
I.1. Tourism positioning in relation to a growing Blue Economy	2
II. Tourism Pacification & Governance	4
II.1. Planning a holistic perspective of tourism	4
II.2. Coordination and good governance	4
II.3. Horizontal coordination (inter-sector)	5
II.4. Horizontal coordination (inter-sector)	10
III. Evolution and Governance on the Greek Coast	14
III.1. Reminder on the issues, problems, and challenges across the Greek coast	14
III.2. Legal framework relating to coastal management	15
III.3. The role of ministries	16
III.4. Tourism system in Greece: evolution and perspectives	19
IV. Sustainable Tourism & Governance	21
V. Administrative constraints and funding mechanisms	24
VI. Conclusions	27
VII. References	28

List of figures

Figure 1. Example of the hierarchy required in the management of the coastline for tourism purposes (Yepes Piqueras, 1999)	2
Figure 2. Pressures on the coastal zone (Plan Bleu, 1995)	7
Figure 3. Links between EcAp, MSP and ICZM principles (UNEP/MED, 2019)	8
Figure 4. Mediterranean region: importance of sectors (González-Riancho et al. 2009)	13
Figure 5. Spatial planning framework and principal sectoral and development policies with territorial impact (Tsilimigkas and Rempis, 2017)	25

List of tables

Table 1. The 22 Contracting Parties to the Barcelona Convention (https://www.unep.org/unepmap/who-we-are/contracting-parties/iczm-protocol)	9
Table 2. Man-made pressures on the coastal zone in the EU	12
Table 3. Barriers to the Application of ICZM	26

List of abbreviations

CBD	Conservation of Marine Biodiversity
CPs	Contracting Parties
CRF	Common Regional Framework for Integrated Coastal Zone Management
CSR	Corporate Social Responsibility
EcAp	Ecosystem Approach
GES	Good Environmental Status
GFSPSD	General Framework of Spatial Planning and Sustainable Development
GNP	Gross National Product
GUP	General Urban Plan
ICT	Information and Communication Technologies
ICZM	Integrated Coastal Zone Management
LSI	land-sea interactions
MP	Master Plan
MSP	Marine Spatial Planning
NGO	Non-governmental organizations
OCSHOP	Open City Spatial and Housing Organization Plan
OECD	Organization for Economic Co-operation and Development
OGG	Official Government Gazette
PAP/RAC	Priority Actions Programme Regional Activity Centre
RFSPSD	Regional Framework of Spatial Planning and Sustainable Development
SD	Sustainable development
SFSPSD	Special Frameworks on Spatial Planning and Sustainable Development
SLR	Sea Level Rise

I. Introduction

The coastal zone has been a focus for the evolution of human community. Furthermore, an important part of the world's living marine resources and the highest biodiversity is found in coastal zones. Nevertheless, the diversity of coastal systems is impacted directly and indirectly by the many human activities that are concentrated along coastal zones. Beach characteristics at tourist sites attract numerous visitors and make important contributions to local economies. However, the excessive increase of these activities has the tendency to give rise to conflicts over the use of renewable or non-renewable coastal resources. Defining and understanding the environmental issues related to coastal zones are fundamental, but the need to give an effective operational structure for management is equally significant. Coastal environments are dynamic, comprising continual fluxes of mass and energy. Coastal management should therefore be prepared to endorse this dynamism and accommodate it by means of management policy and practice (Koutrakis *et al.* 2010)

Europe has an extended continental shelf and a long coastline (89,000 km) that includes some of the most fragile and valuable natural habitats. Many of Europe's coastal zones are confronted with the deterioration of their environmental, socioeconomic, and cultural resources.

Integrated Coastal Zone Management (ICZM) is a forceful, multi-disciplinary and iterative process to promote sustainable management of coastal zones. It covers the full cycle of information collection, planning (in its broadest sense), decision making, management and implementation monitoring. ICZM uses the informed participation and cooperation of all stakeholders to assess the societal goals in each coastal area, and to take actions towards meeting these goals. ICZM seeks, over the long-term, to balance environmental, economic, social, cultural, and recreational objectives, all within the limits set by natural dynamics. (European Commission, 1999)

Issues associated with the environment, tourism and its management in coastal areas are becoming progressively significant after the fast growth of mass tourism in the latest decades. Despite the presence of policies, laws and regulations, most coastal areas are affected by environmental degradation and face an environmental quality deterioration caused by the impacts of tourism. ICZM is a dynamic process in which a coordinated strategy for the distribution of environmental, socio-cultural, and institutional resources is developed and implemented to accomplish the protection and the sustainable use of coastal zones. Successful tourism development is based on hierarchical management (Fig. 1), including beach tourism, coastal tourism, and the integrated management of the coastline (Mestanza-Ramón *et al.* 2020).

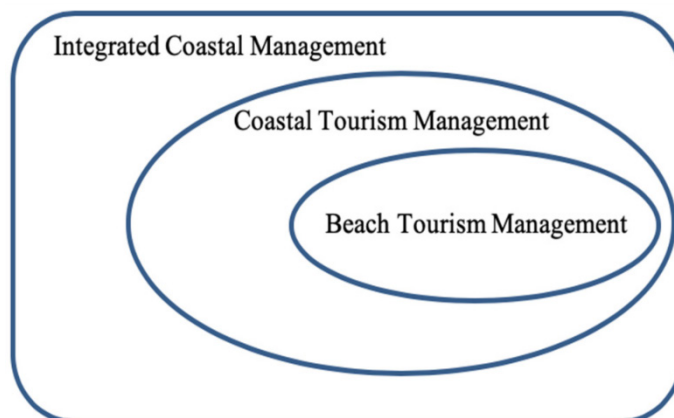


Figure 1. Example of the hierarchy required in the management of the coastline for tourism purposes (Yepes Piqueras, 1999)

Maritime spatial planning in several European countries, and more specifically in those in the Baltic and North Sea, promotes the implementation of the Integrated Coastal Zone Management. Greece is a European Union member state, which signed the Barcelona Protocol on Integrated Coastal Zone Management in the Mediterranean. This was followed up by the establishment of the Special Framework for Spatial Planning and Sustainable Development for the coastal area and islands, which refers to the Integrated Coastal Zone Management. Even though this framework has not yet entered into force. However, there is legislation in Greece dealing with some issues associated with the coastal zone. The laws 2344/1940 and L. 2971/2001 are the kind of spatial and urban policy tools based on which Ayalos (*i.e.*, the coastal land area) and the zone of Beach are delimited. In addition, in the Maritime Spatial Planning component, the legislative tool that frames the coastal area is Article 3 of the N. 4447/2016, which states that the National Spatial Strategy must include key sustainable development axes for subcategories of the National Territory.

In addition, international, European, and national environmental protection policies (European Frameworks and Integrated Coastal Zone Management Guidelines) should be included in the drafting of the National Spatial Strategy.

I.1. Tourism positioning in relation to a growing Blue Economy

Marine Spatial Planning (MSP) is a promising strategy in tackling development and management issues, related to oceans and seas, and thus issues to be connected with coastal and marine tourism. Indeed, the significant role of MSP is to organize and get a plan on coastal and marine tourism activities with main focus on ensuring: a) good environmental conditions for the tourism industry to prosper, b) quality of seascapes and coastal landscapes and other resources of importance to tourism, c) adaptation to climate change effects, d) spatial regulations so that coastal and marine space is not

overwhelmed by tourism facilities and activities and e) wise allocation of human uses in the coastal zone so as to avoid conflicts and create synergies among sectors (Papageorgiou, 2016).

Even though, reporting marine and coastal tourism statistics is not identified as an easy and standardized task, it's obvious that these forms of tourism are the largest components of the tourism industry, among the largest marine economic activities (European Commission, 2014), having a significant role in national economies (Hall, 2001) and a growing tendency for greater evolution. Indeed, more than two thirds (2/3) of planet earth is covered with oceans and seas, whilst most of the countries of the world are coastal. As a matter of fact, not only do many people live in the coastal zone, but tourists also choose - by far - to visit coastal destinations. As a result, during the past decades, the tendency to construct new tourism facilities and infrastructures in the fragile coastal zones has evolved and is even getting more pronounced.

Given the above facts and trends, concerns regarding the environmental aftereffects of tourism on the coastal and marine zones keep increasing, not only with respect to the marine environment (to maintain its capacity to deliver ecosystem services) but also in relation to the marine and coastal tourism, whose development is totally dependent on the coastal and marine ecosystem's health.

II. Tourism Pacification & Governance

Governance in tourism has been characterized as a system and process to define strategies and apply them to achieve competitiveness and sustainable evolution of the tourism destination (UNWTO, 2011). In its work on public governance, the OECD has identified the essential prerequisites of good governance as: accountability, transparency, efficiency and effectiveness, responsiveness, forward-looking vision, and rule of law.

An important role of central government is growing cohesive and efficient tourism policy, yet the government faces various challenges in crafting this policy. This is due in part to the nature of tourism as an 'open' and fragmented industry, in which numerous stakeholders such as the central government, ministries and governmental bodies at different levels are undertaking various tourism related roles. However, the problems faced by tourism policy makers, due to institutional and territorial fragmentation and difficulties in coordination across multiple levels of government, and between government and the private sector, are often like those experienced in other areas such as environmental policy (Scott and Marzano, 2015).

II.1. Planning a holistic perspective of tourism

Governance and sustainable tourism may often benefit from adopting holistic and critical frameworks that consider the full diversity of contexts relevant to governance, and that embrace conflict as well as consensus. A fuller understanding of the relationships around governance and sustainable tourism in destinations is required if those relationships are related to the social, economic, political, and environmental conditions of the society, which are inextricably linked to the multifaceted processes of the capitalist development (Bramwell, 2010).

II.2. Coordination and good governance

At the European level, the development and protection of the coastal and marine environment must be accomplished through:

- The Implementation of the Marine Strategy for the Protection of Marine Regions (Baltic Sea, North-East Atlantic Ocean, Mediterranean and Black Sea) under the EU Directive.
- The design and implementation of Marine Strategies with consideration for the diversity of conditions, problems and needs in different marine areas.
- The accomplishment of the commitments in numerous EU and member states of international agreements, such as the Convention for the Protection of the Marine Environment of the Baltic Sea, the Convention for the Protection of the

Mediterranean, the Convention on the Protection of the Black Sea Against Pollution, including the protocol on the protection of the marine environment, against land-based pollution as well as the implementation of Directives for the Conservation of Marine Biodiversity (CBD) by the Member States.

- The collaboration among Member States for coordinated maritime strategies due to the cross-border nature of the marine environment.
- The cooperation of the Member States with developed countries, to achieve a better environmental situation. The cooperation and coordination between Member States and the Community should also be based on international agreements such as the United Nations Convention on the Law of the Sea (UNCLOS), being approved by the Council (Economou *et al.* 2020).

II.3. Horizontal coordination (inter-sector)

II.3.1. ICZM Protocol

The ICZM Protocol gives the legal framework for the integrated management of the Mediterranean coastal zone. Under this protocol, Parties are called to take the required measures to reinforce regional cooperation to meet the objectives of integrated coastal zone management. Such measures include those directed at protecting the properties of certain specific coastal ecosystems (*e.g.*, wetlands and estuaries, marine habitats, coastal forests and woods, dunes, *etc.*), those aimed at ensuring the sustainable service of the coastal zone, and those aimed at ensuring that the coastal and maritime economy is adapted to the fragile nature of coastal zones.

The Priority Actions Program of the Regional Activity Centre (PAP/RAC) assists Contracting Parties in meeting their obligations under the ICZM Protocol.

The Contracting Parties adopted in 2012 the Action Plan for the implementation of the ICZM Protocol. They also adopted the Common Regional Framework for ICZM in 2019.

The Contracting Parties (CPs) have settled to focus on three major objectives further articulated into a series of movements, while entrusting PAP/RAC and UNEP/MAP to help them in their implementation, namely:

Objective 1: Support the effective implementation of the ICZM Protocol at regional, national, and local levels based on a Common Regional Framework for ICZM

Objective 2: Strengthen the capacities of CPs to implement the Protocol and use the ICZM policies, instruments, tools, and processes in an effective manner.

Objective 3: Promote the ICZM Protocol and its implementation within the Region as well as globally by developing synergies with relevant Conventions and Agreements (UNEP(DEPI)/MED 2019).

II.3.2. Common Regional Framework for Integrated Coastal Zone Management

To promote ICZM through the CRF and accomplish sustainable development of coastal zones while ensuring that the environment and landscapes are considered in harmony with the economic, social and cultural development, the following objectives with the related general principles are to be envisaged:

- Use the ecosystem-based management to ensure sustainable development and integrity of the coastal zone, its ecosystems and all related services and landscapes,
- Address natural hazards and the effects of natural disasters, especially regarding coastal erosion and climate change,
- Achieve good governance among actors involved in and/or related to coastal zones.

Among numerous sectoral policies, ICZM has developed as the most suitable approach to manage possible conflicts (conflicts for space, resources, infrastructures, *etc.*) as well as dissensions between maritime and terrestrial policies by ensuring the integration dimension and the coherent governance of planning and management of the coastal zones and their activities on either land or sea parts. Indeed, ICZM ensures a better coherence, maximizes synergies, and increases coordinated implementation of sectoral policies with a view to guarantee the integrity of ecosystems, as well as adequately address land-sea interactions (LSI) and preserve the compatibility of land and sea uses by implementing MSP and clarifying its links with it (UNEP/MED 2019).

- The goal of reaching Good Environmental Status (GES) of the Mediterranean Sea and Coast has been adopted by UNEP/MAP Barcelona Convention as the fundamental objective to be targeted by CPs, which have committed to apply the Ecosystem Approach (EcAp) as an overarching principle. EcAp can be defined as a holistic approach to land, water and living resources aiming at sustainable delivery of ecosystem services in an equitable way. It goes beyond examining single issues, species, or ecosystem functions separately. Instead, it recognizes ecological systems for what they are: rich mixes of elements that interact continuously with each other. This is particularly important for coasts and seas, where the nature of water keeps systems and functions highly connected.

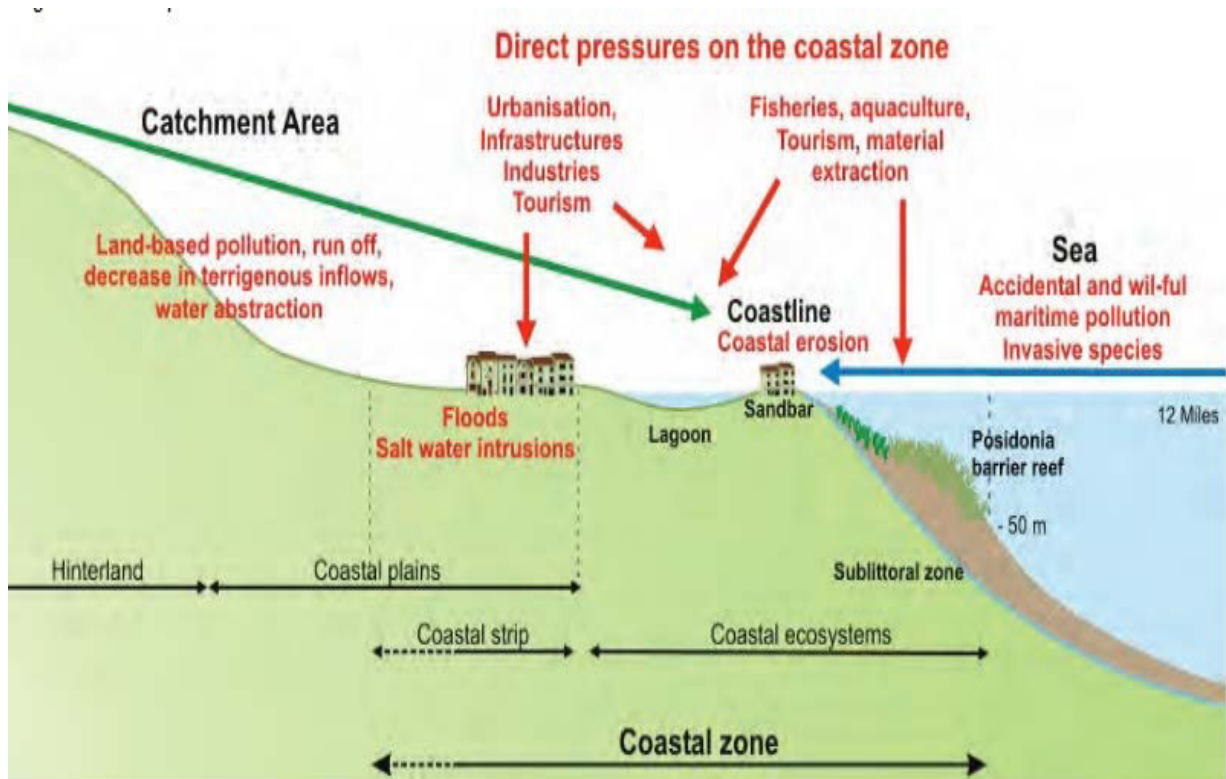


Figure 2. Pressures on the coastal zone (Plan Bleu, 1995)



Figure 3. Links between EcAp, MSP and ICZM principles (UNEP/MED, 2019)

Table 1. The 22 Contracting Parties to the Barcelona Convention (<https://www.unep.org/unepmap/who-we-are/contracting-parties/iczm-protocol>)

Protocol on Integrated Coastal Zone Management (ICZM) of the Mediterranean 2008			
Contracting parties	Signature	Ratification Acceptance, Approval, or Accession	Entry into force
Albania	-	04.05.2010 / AD	24.03.2011
Algeria	21.01.2008	-	-
Bosnia and Herzegovina	-	-	-
Croatia	21.01.2008	01.29.2013 / R	02.28.2013
Cyprus	-	-	-
European Union	01.16.2009	29.09.2010 / AP	24.03.2011
Egypt	-	-	-
Spain	21.01.2008	22.06.2010 / R	24.03.2011
France	21.01.2008	29.10.2009 / AP	02.28.2013
Greece	21.01.2008	-	-
Israel	21.01.2008	04.08.2014 / AP	02.03.2016
Italy	21.01.2008	-	-
Lebanon	-	01.08.2017 / AD	08.31.2017
Libya	-	-	-
Malta	21.01.2008	10.04.2019	10.05.2019
Monaco	21.01.2008	-	-
Montenegro	21.01.2008	09.01.2012 / R	08.02.2012
Morocco	21.01.2008	21.09.2012 / R	21.10.2012
Slovenia	21.01.2008	01.12.2009 / R	24.03.2011
Syria	21.01.2008	22.02.2011	24.03.2011
Tunisia	21.01.2008	-	-
Turkey	-	-	-

II.4. Horizontal coordination (inter-sector)

II.4.1. ICZM for the North Mediterranean and the EU

Marine Spatial Planning, in several European countries and more specifically in those located in the Baltic and North Seas, promotes the implementation of Integrated Coastal Zone Management. This led to the signing of the Barcelona Protocol on the Integrated Management of the Coastal Zones of the Mediterranean. The continuation of this signing was the establishment of the Special Framework for Spatial Planning and Sustainable Development for the coastal area and the islands, which refers to the Integrated Management of the Coastal Zone. Even though this framework has not entered so far into force, there is in Greece a legislation on certain issues related to the coastal zone. Such tools are the Law 2344/1940 “On Aegialos and Paralias” as well as Law 2971/2001 “Aegialos and Paralias”; In addition, in the component of Marine Spatial Planning, the legislative tool that frames the coastal area is Article 3 of the Law 4447/2016, which states that the National Spatial Strategy must include key axes of sustainable development for sub-categories of the National area.

The general principles of Integrated Coastal Zone Management are:

- Hydrological, geomorphological, climatic, ecological, socio-economic, and cultural systems are considered during the integrated planning process so that there is no conflict in the coastal area. In addition, the negative effects of natural disasters are to be considered.
- Scientific planning and integrated coastal management consider the sensitive nature of coastal ecosystems as well as their sustainable management.
- Governance is an important aspect in the decision-making process, in which even the citizens of the coastal areas can participate.
- Ensuring cooperation between regional and local actors for the sustainable management of the coastal zone.
- Ensuring strategic spatial planning, as well as programs related to urban development as well as social and economic activities around the coastal zone.
- Given the complexity and number of activities located in coastal areas, priority should be given to public activities related to the maritime part of the coastal zone.
- Adequacy between the homogeneous location of activities and the land uses in coastal zones to avoid urban sprawl in the coastal zone.
- Assessment of the impact of a variety of human activities on the coastal zone.
- Assessment of pollution in the coastal environment and the adoption of measures to remedy the alteration of coastal landscapes and the degradation of the cultural heritage of the coastal zone.

The following phenomenon has been observed in large parts of the EU coast and more specifically in Greece on the islands with mass tourism and in coastal areas of the mainland with intense tourist activity. In these areas, tourism was developed occasionally and without a plan, with the result that in many cases the pressures created by the activities exceed the carrying capacity of the resources. One can cite as an example, the coastal tourist complexes, which have huge needs for fresh water. In many Greek islands the large number of these units has led to the depletion of groundwater reserves and the penetration of seawater in them resulting in their degeneration. Also, these units consume large amounts of fossil fuels. (Marzetti *et al.* 2016).

The human population of the Mediterranean is distributed along the coast and concentrated in coastal cities, and this trend is growing. In addition, the Mediterranean basin is one of the most important tourism destinations worldwide and it has a strategic importance for the transportation of goods and for energy supply. Finally, the evolution of many different civilizations along its coast has left a significant cultural heritage that needs special focus on its conservation. The socio-cultural, economic, and territorial disparities, the presence of conflicts and the increase of pressure on the environment prove that the Mediterranean region is not achieving a sustainable development. There is a need, both at the national level of each state and at the Mediterranean regional level, for a coordinated and integrated effort of the different coastal stakeholders – public administrations, international organisms, companies, coastal experts, NGOs and the civil society – to achieve a sustainable development of the coastal areas, especially concerning tourism development. ICZM is a chance and a challenge for the Mediterranean countries to reach a balanced and sustainable management of the coastal system and its resources (González-Riancho *et al.* 2009).

Table 2. Man-made pressures on the coastal zone in the EU

Problem	Impact
Increasing urbanisation	- Huge increase in the number of second homes built in EU coastal regions. - Destruction of fragile natural habitats. - Overloading of the natural environment's ability to absorb pollutants due to waste disposal systems and septic tanks of houses.
Badly planned tourist developments	- Huge strain on local supplies of fresh water. - Inadequate facilities for disposal of solid waste. - Consuming of large amounts of fossil fuels for cooking, heating, vehicles, and pleasure crafts. - Detrimental effect on existing local industries and on the social fabric of local communities.
leaching of inland generated pollution into the sea via streams and rivers	- Pollution.
Poorly conceived transport networks	- Pollution, overcrowding, and habitat destruction. - Poor accessibility to tourist resorts and destinations.
Maritime accidents (oil slicks and chemical spills)	- Pollution.
Natural habitat destruction	- Alterations of the sea floor, beaches and shorelines. - Destruction of wetlands. - Dramatic reductions in fish stocks due to over-fishing. - Reduction of water resources and coastal erosion.
Erosion	- Loss of land of ecological and economic value. - Loss of property. - Risk to human lives. - Destruction of natural sea defences. - Undermining of artificial sea defences.

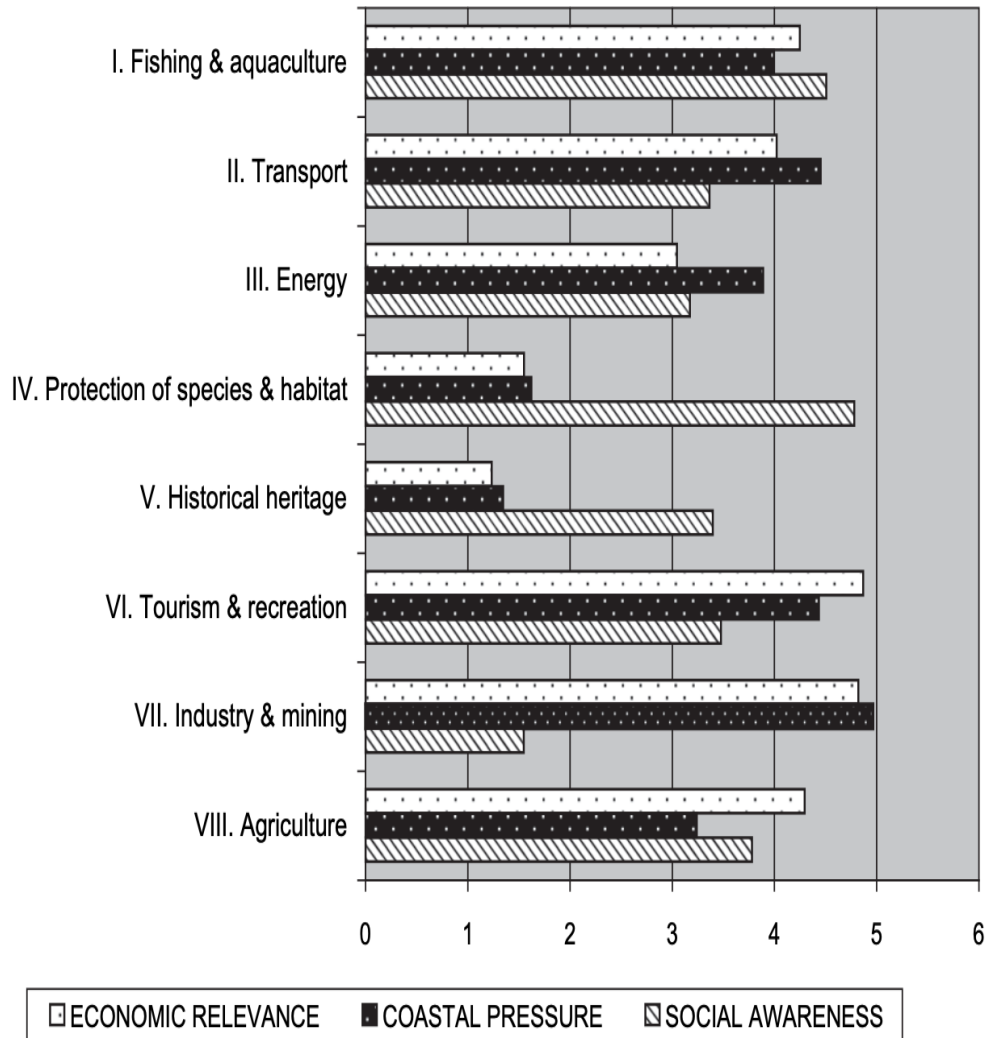


Figure 4. Mediterranean region: importance of sectors (González-Riancho *et al.* 2009)

III. Evolution and Governance on the Greek Coast

III.1. Reminder on the issues, problems, and challenges across the Greek coast

During the last decades, Greek coastal areas were subject to intensive pressures from a series of human activities as well as environmental and natural hazards.

- Climate change threats on Greece's coastal zone are mainly associated to Sea Level Rise (SLR) and storm surge events. Both can cause and amplify coastal erosion and coastal flooding.
- Potential SLR between 0.2m to 2m by year 2100: approx.21% of the coastline presents 'medium to high' vulnerability to SLR (deltaic areas of many Greek rivers and gulfs) with huge economic impacts.
- High rate of coastline erosion: over 30% of the total coastline is impacted by coastal erosion (Cozannet *et al.* 2020)
- Greece's progress to counteract climate change threats related to coastal zone:
a) elaboration of a national adaptation plan to be completed by the end of 2015,
b) special 'retreat and accommodate' guidelines as well as specific legal provisions, c) adoption of River Basin Management Plans 2009-2015 d) current elaboration of Marine Waters Management Plans.
- Initially, the management of the seashore was regulated by L. 2344/1940. Today, the main legal and political context for coastal management in Greece is the Greek Constitution (Article 24), L. 2971/2001 on the "Seashore, Beach and other provisions" and other laws which focus on the management of coastal areas as an environmental asset subjected to spatial planning regulation.
- In recent years, coastal issues in Greece seem to gain increasing public attention due to numerous, albeit competing, reasons: rise of environmental awareness; need to comply with relevant international and European rules and guidelines and finally, the search for more effective management of the public domain.
- The hypothesis is that current legal and regulatory framework for coastal protection and management in Greece suffers from lack of sound orientation, coherence, and responsiveness.

Existing dualism between the old-type legislation based on the administration of public domain on the one hand and the new-type legislation based on the techniques of spatial planning, land-use regulation, and environmental assessment on the other hand, undermines the capacity of the coastal system to address complex coastal policy issues (Giannakourou and Balla, 2015).

III.2. Legal framework relating to coastal management

The coastal zone management in Greece is ruled by the following national laws, which have a direct reference to the coasts:

- Law 1337/1983, “Spatial and Urban Planning”,
- Law 1650/1986, “Protection of the Environment”,
- Law 2242/1994, “Urban Development of Secondary Housing in Zones of Urban Control and Environmental Protection”,
- Law 2508/1997, “Sustainable Urban Development of Cities and Settlements of the Country”,
- Joint Ministerial Decision 33318/3028/1998 – Harmonization with Directive 92/43/EC, “Conservation of Natural Ecosystems and Wild Fauna and Flora”,
- Law 2742/1999, “Spatial Planning and Sustainable Development”,
- Law 2971/2001, “Seashore, Coasts and other Provisions”,
- Law 3028/2002, “Protection of Antiquities and the Cultural Heritage in general”,
- Law 3201/2003, “Re-establishment and Protection of the Natural and Built Environment on islands, as regards the competence of the Ministry of the Aegean”.
- Law 3199/2003, “Protection and Management of Waters – Harmonization with Directive 2000/60/EC (European Parliament and Council, October 2000),
- Laws 1515/1985 and 1561/1985, “Master Plans for Athens and Thessaloniki”,
- All Ministerial Decisions approving the twelve Regional Spatial Plans in 2003,
- All Ministerial Decisions setting out the Zones of Land Development Control.

Furthermore, there are several presidential decrees, ministerial decisions or other laws that refer to other issues or sectors and influence only indirectly the coastal zones. They refer to management of protected areas, organization of port facilities, shipping, industry, tourism, fisheries *etc.*

There are laws that approve applicable international conventions, agreements, or protocols. The most significant of them are listed below:

- Decree 191/1974, ratifying the Ramsar Convention on Wetlands (1971),
- Law 855/1978 ratifying the UN Convention on the protection of the Mediterranean Sea (Barcelona, 1976), and its attached documents,
- Law 1335/1983, ratifying the Bern Convention on the conservation of wildlife and its natural environment in Europe (1979),
- Law 1634/1986, ratifying the Protocol on the Mediterranean Specifically Protected Area (1982),

- Law 2204/1994, ratifying the UN Convention on Biodiversity,
- Law 2321/1995, ratifying the Convention on the Law of the Sea (1982).

Regarding the coastal property regime, the Greek coasts are meant to be for common use. This is regulated with the following articles of the Greek Civil Code:

- Article 966 C.C.: Non-negotiable things are the commons, the things of common use and those serving state, regional, municipal, and religious purposes.
- Article 967 C.C: Things of common use are particularly the waters with free and continuous flow, the roads, squares, coasts, harbors and bays, the banks of large rivers, the big lakes, and their banks.
- Article 968 C.C: Common properties, if they do not belong to any municipality, or that the law does not provide otherwise, belong to the State.
- Article 970 C.C: Some special private rights on properties of common use can be allowed by the authorities and according to Law terms, provided that those rights do not impede the common use.
- Article 971 C.C: The non-negotiable properties will lose this quality once their destination ceases to be the common use or the service of state, municipal or religious purposes (Tsimopoulou and Lioutas, 2010).

III.3. The role of ministries

Many ministries influence multiple activities in the Greek coastal zone, including the Ministries of National Economy, Finance, Merchant Marine, Interior, Defense, Health, Agriculture, Development (Industry and Tourism), and the Ministry of the Environment, Physical Planning and Public Works.

The Ministry for the Environment Physical Planning and Public Works (Y.PE.HO.D.E.) and the General Directorate for the Environment and Spatial Planning are mainly responsible for the evolution of an integrated approach to the planning and management of land resources. It is in the driving seat for promoting land use rules and building regulations in the coastal areas, based on the general urban and land planning law. It is responsible for the granting of land use pre-licenses and environmental licenses for development works (articles 2 & 4 of Law 1650/86, Ministerial Decision 69269/5387/1990, Ministerial Decision 1661/194), the demarcation of urban settlements under a population of 2000, for urban organization and expansion of all settlements greater than 2000, as well as the setting of land use rules and building regulation and economic development zones in coastal areas, the protection of the natural environment and landscape, the demarcation of sensitive environmental zones and housing control zones.

Through its decentralized departments, the prefectures and local authorities the YPEHODE oversees the implementation of all the urban planning, the observation of

environmental regulations and the penalization of any infringements. Departments of Environment have been set up in several regions, to collect environmental quality information and to prepare the ground for environmental quality measures.

Environmental Offices have also been created in the Prefectures with the responsibility of granting the approval of “Environmental Impact Assessment” studies. EU law for all projects of a particular size requires EIA’s.

1. The Ministry of Finance

It is responsible for the management of all public lands in the coastal zone. This includes the recording of public real estate, the initiating of procedures for demarcation of the littoral zones, the initiating action against illegal land use, and the expropriation of illegally occupied real estate. The two bodies especially responsible for these activities are, at the central level, the Directorate of Public Property, and at a decentralized level the Land Departments.

The ministry of finance holds a form of central and decentralized responsibilities for the administration and management of the coastal zone when related to public real estate properties.

In brief, the responsibilities relate to the issues of recording and registration of coastal public property, the initiation of beach cleaning activities, the issuance of demolition permits on illegal dwellings and the privatization of public property and the redemption of illegal properties.

2. The Ministry of Agriculture:

It is responsible, among other things, for the protection of forestry, fisheries, rural areas, and the management of water resources. As regards the water resources management in particular, it has been implemented since 1990 and aims at the improvement of water saving while trying to confront all irrigating and water supply needs. To achieve this, the Ministry conducts studies for financing new lake-cisterns or dike constructions for better water resources’ exploitation, or other special studies on strategic planning of agriculture.

3. The Public Land Company (K.E.D.):

It is responsible for the administration of private real estate belonging to the state. As regards the coastal area, KED manages the area between the new and old littoral zones. Its attributions include concessions for the use of local authorities and Legal Entities governed by public Law, renting and auctioning through public competition, and exchanges.

The Public Land Company (K.E.D.) may grant the right for special use to either Public Organizations (e.g., the Ministry of Agriculture) or local municipalities or to individuals or private companies (e.g., shipyards) with or without a rent. The decision for that granting is based on the suggestion of a committee formed for each case by

representatives from a) the regional agency of (K.E.D.), b) the port authority of the area and c) the Directorate of Public Works of the prefecture.

This committee makes all the work to find out if there are differences on the old and the new littoral zone settings. After setting the new borders -if there are any then the measurement of the area for granting is based on these borders. The land use in those areas is well defined in the contract signed by the participants and it is in any case, compatible with the surrounding environment.

4. The Greek Tourist Organization (EOT):

It is responsible for the management of public properties associated with tourism, though the ownership rights remain with the Ministry of Finance. Its coastal zone policy refers to the coastal zone of the country (islands included) and to the coastal areas which are managed by EOT (Tourist Public Real Estate). In both cases, the following objectives and priorities are set:

- the protection, preservation, and upgrading of the Greek coast and tourist resources,
- the creation or reinforcement of infrastructures for special types of tourism,
- the controlled development of areas which are saturated in terms of tourism.

It should be noted that the EOT does not pronounce on the granting of the pre-license regarding tourist facilities, because this falls under the jurisdiction of the Ministry of the Environment, Regional Planning and Public Works. Consequently, although tourist activities play an important role in the coastal zone development, EOT's influence regarding the physical planning of the coastal zone is still very limited.

5. The Merchant Marine Ministry (YEN):

It is responsible, via the Harbor Police, for the policing of the sea portion of the coastal zone, including sea-fairing vessels, ports, and the land area of the ports. The Port Treasuries undertake the management of public property within the land zone of ports.

6. The Ministry of Development:

It is responsible for land planning, management, administration, exploitation, and oversight of tourist leisure boats up to 500 meters into the sea.

From the above detailed analysis regarding the responsibilities of the different ministries, it becomes obvious that on the administrative / organizational level the basic problem is the establishment of a horizontal coordination mechanisms in the coastal zone management department in the public administration. In the past, based on law 360/76, there have been similar mechanisms in place, such as the National Council of Physical Planning and Environment. In urban centers, mainly in metropolitan areas, the

Organizations of Athens and Thessaloniki, instituted by Laws 1515/85 and 1561/85, attempted to play a similar role. Even Public Domain Legislation (Law 2344/40) has introduced special consultative councils in the Ministry of Finance, made up of representatives from the Ministries of Transportation, Tourism and Merchant Marine, with the aim to advice on every coast-related issue and to achieve a basic co-ordination.

However, these polynomial mechanisms quickly led to confusion and abandonment, either due to the absence of predetermined responsibilities (case of the Organization of Athens and Thessaloniki), or due to the reluctance of the competent authorities to contribute to a rational horizontal approach with regard to spatial planning and public priorities. Consequently, to date the problem of co-ordination deficiency is confronted mainly through ad hoc collaborations, committees and workshops, which depend highly upon the quality of relationships between the various capable ministries and other public organizations. Yet, this cooperation even if it may sometimes be considered prosperous is still far away from being regarded as an integrated action plan which could homogenize measures, means, actions, time-schedules, and authorities to best comprehend and achieve common objectives (Sylaïos *et al.* 2015).

III.4. Tourism system in Greece: evolution and perspectives

Tourism is one of the main sources of national total worth for Greece, since it gives each year more than 18% of the GNP (Gross National Product), creating approximately 700,000 jobs and contributing decisively to regional development. Tourist activities cover an important part of Greek coastal areas. Specifically, 90% of all tourist activities and recreation are located on the coast. This concentration gives a justification for the type of tourism developed in Greece, mass tourism related to sun, sea, sand, although usually linked to visits to cultural sites. Only a very small number of tourist installations can be found in other areas. In the last few years, the efforts of both policy makers and investors were oriented towards a broadening of the tourist product and in the improvement of the services provided.

Tourism in Greece is approached mainly with criteria of economic size (Karpodini-Dimitriadi, 1999). The model of tourism development adopted in Greece is that of organized mass tourism, which prevents the balanced and sustainable tourism development and causes adverse environmental effects. This model of tourism growth mainly concerns holiday tourism and is characterized by relative growth stagnation and lack of momentum, while the effort for tourism development and investment in infrastructure related to tourism sectors other than “sun - sea” is proceeding at a slow pace. Therefore, Greek tourism is characterized by the predominance of mass tourism over alternative tourism.

Two of the most important characteristics of Greek tourism are the seasonality but also the high concentration of tourist arrivals in specific areas of the Greek territory. The uneven distribution of demand over time is a traditional problem of the Greek tourism industry. Seasonality affects a wide range of tourism activities, and the hotel industry is

the one that suffers the most. Tourism in Greece shows a higher seasonal concentration compared to other competing countries, so arrivals are concentrated in the May-September period and peak in July (Drakatos, 1987).

The high seasonality is partly due to the high degree of dependence of foreign tourists visiting the country on air transport. Other important reasons are the dominance of the “Sea-Sun” model and the simultaneous absence of a national policy to promote alternative tourism. The most important consequences of seasonality are seasonal employment and the problems that arise during the peak months, due to the over-concentration of populations (waste of natural resources, traffic problems) (Tsitouras, 1998).

Another characteristic of Greek tourism is the inability of the productive and administrative system to make the Greek tourism product more competitive. There is a low degree of transparency of government policy and fragmentation of responsibilities between tourism actors. Also, there is no institutional framework for investment policy, while most tourism investments are oriented towards serving the dominant model of tourism development (mass holiday tourism) (Barbaresos, 2014).

IV. Sustainable Tourism & Governance

Few countries have managed to adopt a national strategy for integrated coastal management. Key reasons are the wide variety of Member States' administrative structures and planning systems, as well as the absence of a binding framework. Principally the most basic parameter for the implementation of ICZM is the same structure of power of the Member States and whether it is centralized or decentralized (Clark, 2018).

This impression is confirmed by the fact that no Mediterranean country has yet implemented a national strategy, although most of them have already signed the Mediterranean Protocol. This is because most of them face the same problems of institutional, administrative, and political nature.

Greece is a European Union member state that is based upon the tourism sector, including the services that came from this evolution and business activity (*e.g.*, transportation, trade). In 2013 a National Strategy 2014-2020 for the tourism sector and applicable activities (*e.g.*, environmental criteria and guidelines) has been developed (Ministry of Tourism, 2013). The facts above suggest that Europeanization and political cohesion in tourism are growing in Greece as a member state. Greek tourism is mainly identified in such Regions as: Crete, South Aegean (*e.g.*, Dodecanese, Cyclades), Central Macedonia (*e.g.*, Thessaloniki, Chalkidiki), Ionian Islands (*e.g.*, Corfu, North Aegean islands) and Attica (Athens, Piraeus), in such a way that the local overconcentration of tourism activities can be considered as a weakness in terms of SD in these regions. These places are cities with rural characteristics, while insularity is the main feature in some of them. Hence, their SD potentials and the implementation of existing environmental plan for tourism (Ministry of Environment, 2013) is a prerequisite for Greece, to meet SDGs by 2030 and to achieve a prosperous future in terms of environmental sustainability, human development, and economic evolution.

The Ministry of Tourism (2013) through this strategic framework introduced a policy plan for tourism development in the programming period 2014-2020, whilst identifying and analyzing the situation in parallel with the European policy framework and financing chances through structural funds (*e.g.*, European Regional Development Funds, European Social Fund). For instance, some of the main challenges that tourism sector in Greece must deal with are insularity and the public infrastructures for tourism and transportation. This type of intervention will improve the local population's well-being and at the same time will provide significant potential for the tourism sector (*e.g.*, home ports, yachting) and contribute to the increase of business activities (*e.g.*, hotels). This linkage with the social pillar of SD context indicates that tourism is indeed an activity, which can be described as an integrated assessment among evolution sectors and stakeholders (*e.g.*, primary, constructions), including local state.

Moreover, this strategy highlighted climate change as an additional challenge, which the authorities and the business sector must deal with. Since insularity in combination

with the temperature increase might negatively influence tourism sector services, the strategic framework considers that environmental modernization and energy efficiency as crucial not only for businesses but also for hotels. This approach seems to be an alternative solution towards the competitiveness increase by other destinations in North EU, mainly because of climate change and global warming. The policy framework towards this seems to focus on policies for green infrastructures and sustainable forms of tourism services and destinations (e.g., Blue Growth Strategy) (Commission of the European Communities, 2019). What is also remarkable in this regard is that this policy sets a will to enrich the tourism sector activities via clusters and synergies with primary sector and cultural capital (e.g., renovations, ports).

Furthermore, this policy framework indicates that the prerequisite for the development could be broken into eleven (11) thematic objectives. Some of them are linked straight with SD and the business responsibility such as energy efficiency and emissions management, climate change adaptability, sustainable transportation, and environmental conservation. Greece's natural capital is the ultimate foundation on which the tourism industry must rest in terms of energy, tourism, resources, and water management. Hence, it is essential to link its conservation with the sustainable development of tourism (e.g., agritourism, ecotourism, wine tourism). In addition, some other goals are based on the social pillar of development, such as the influence of the tourism industry on job creation, social inclusion, and education (Taliouris and Trihas, 2017).

What is significant at this point is that the national tourism strategy and the future orientation towards SD are also pictured at the Regional Level. For example, the 2014-2020 development plan for the region of Crete (Region of Crete, 2014) sets specific targets and 11 objectives. The tourism is referred in most of the policy targets and investment priorities such as environmental innovation and clusters development, competitiveness through ICT infrastructures or human development and employment generation. At this point it is worth to be noted that the Region of Crete has also developed the Smart Specialization Strategy named RIS Crete (Region of Crete, 2015), in which tourism in combination with culture became a policy target with dynamic and innovative characteristics. According to the vision of the Region of Crete this development plan 2014 - 2020 is based on the compelling slogan "Dynamic and Sustainable Crete". The term dynamic is mainly analyzed as a policy antidote to crisis by means of public and private investments in the different sectors (including tourism). The term sustainable means; in economic terms, achieving SD according to regional characteristics (e.g., rural sector, tourism); in environmental terms, to sustain natural and cultural resources and in social terms, to set the framework for an inclusive development, social welfare, and quality of life. The latter is directly linked with crisis negative socioeconomic outcomes, which have put an important number of people (particularly young people) under the risk of poverty.

The CSR in tourism and the regional business activities is developing and taking place discreetly. The development of environmental management mechanisms and services is progressing, while important steps have been so far taken at the regional policy level.

As mentioned above, the RIS strategy in Crete and the regional evolution plan have indicated many financial instruments that are intended to foster environmental sustainability, competitiveness and employment generation in businesses related to the tourism sector (Taliouris and Trihas, 2017).

V. Administrative constraints and funding mechanisms

In Greece, there is a serious deficit in mechanisms of monitoring, implementation, and enforcement related to coastal zone problems. Indeed, there is a sense that often hard legislation can be introduced (or will generate little resistance) precisely because there is little likelihood of laws being enforced (witness the fact that nearly 50% of all buildings are illegal). Indeed, Greece has been characterized by high rates of legislative activity, suggesting that effective policy need to place by far greater emphasis on the implementation of existing rules than simply generating new ones. In short, local administration may in some cases be accountable for the enforcement of central or regional administration's acts and regulations (imposition of penalties and fees), however, the main enforcement body which monitors whether an administrative act is legitimate or not and whether it is properly implemented, remains the Council of the State, as explained above (Sevastaki, 1998).

As a matter of fact, the steps that have been taken so far, to regulate and sustainably manage coastal and maritime space are characterized by uncoordinated efforts, which are not integrated in a comprehensive policy framework. In general, the spatial planning framework in Greece, on the one hand, has numerous tools and institutional provisions that could be used for sustainable management of coastal and insular areas, with important effects on maritime space (Diagram 1) and, on the other hand, the policies adopted and the planning studies are very often characterized by inconsistency and the absence of strong bonds between: (a) different planning levels (*i.e.* at national, regional and local levels); (b) sectoral policies (*i.e.* policy on tourism, transport and energy); and development policies (*i.e.*, Partnership Agreement for the Development Framework, 2014–2020, Sectoral Programs, Regional Operational Programmes; Tsilimigkas and Rempis, 2017).

The institutional vacuum of coastal and maritime areas have been covered in a fragmented manner by: (a) other spatial planning studies (GFSPSD, SFSPSD and RFSPSD), (b) numerous sectoral policies such as, policy on tourism, transport and energy *etc.*; and (c) from the evolution programming framework, as organized by the Partnership Agreement for the Development Framework 2014–2020, the main strategic plan for growth in Greece, the 7 Sectoral Programs and the Regional Operational Programs (Fig. 5). It is crucial to underline here that physical planning tools also have important direct and/or indirect effects on coastal zones and maritime areas at local level. Studies such as: the Master Plan (MP), the General Urban Plan (GUP), the Open City Spatial and Housing Organization Plan (OCSHOP) cover various issues for coastal zones and maritime areas, without specializing and incorporating a comprehensive policy framework for these areas though.

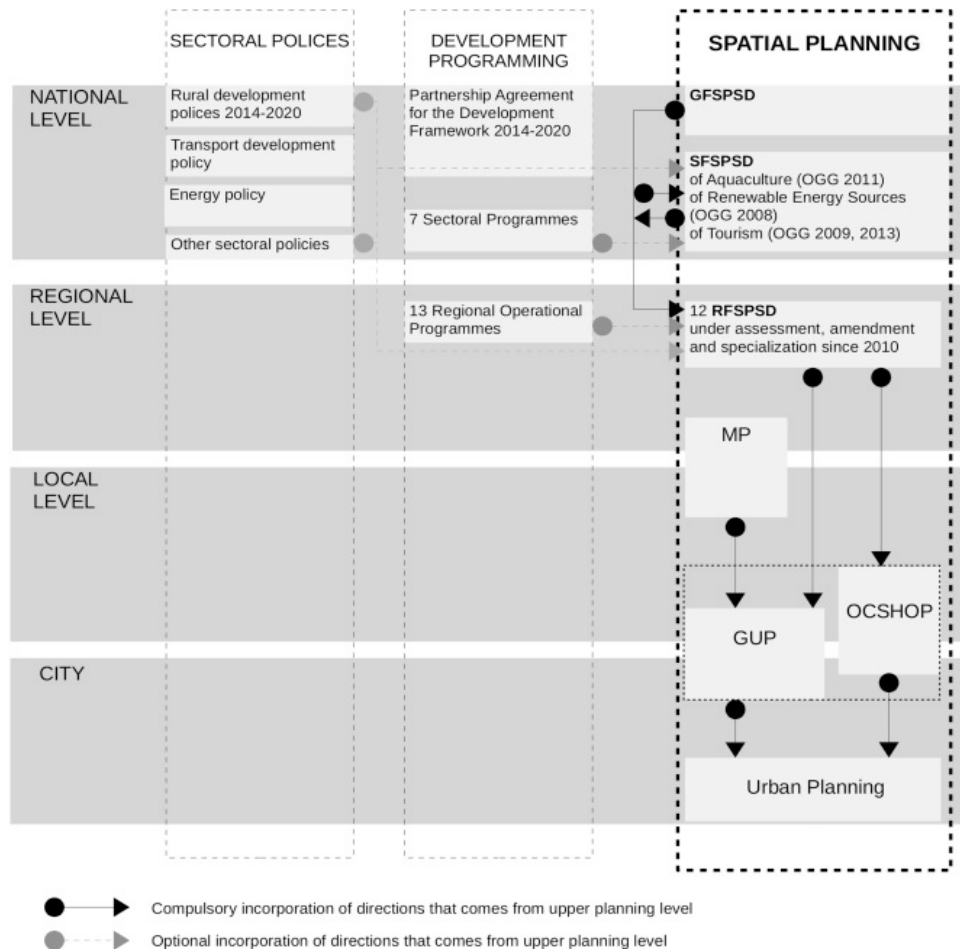


Figure 5. Spatial planning framework and principal sectoral and development policies with territorial impact (Tsilimigkas and Rempis, 2017)

Within this context, maritime spatial management was embodied in the 2011 Greek spatial planning legislation by the enactment of the National strategy for protection and management of the marine environment - Harmonization with the Framework Directive for Marine Strategy (Vagiona and Karapanagiotidou, 2019). More particularly, under, 2011, OGG (Official Government Gazette), new principles and priorities emerged in spatial planning framework that focused on: (a) the need for integrated management of marine space and coastal zones; (b) the priority for coordination and harmonization of various policies, programs and investment plans of spatial and sectoral nature; and (c) the development of synergies as well as waving conflicting policies that have been adopted and studies that have been enacted by different actors for the same region (Tsilimigkas and Rempis, 2017).

In general, case studies show that local authorities recognize the great importance of the coasts for urban development and environmental protection. But even though, coastal areas are legally recognized as a public good, existing spatial planning and ICZM institutions are being improved, and environmental civil society organizations are gradually being strengthened, there is still no local ICZM tool / instrument.

Local authorities seem to be facing a “communication gap” between their services and the administrative levels, mainly with the central administration. In addition, overlapping jurisdictions and responsibilities of different areas of administration in a complex environment, such as the coastal zone, are hindering most coordination efforts.

Gaps, vague definitions of local laws and plans combined with the reluctance of local authorities to implement the “unpopular” or “uncomfortable” pieces of legislation, as well as their limited knowledge of ICZM and their limited financial resources in monitoring and enforcement measures for the protection of the coasts, are obstacles to the formulation and implementation of ICZM policies, as they always leave room for extensive and harmful exploitation of the coasts and in that way transfer the development “mistakes”.

In many cases, local authorities focus on planning processes, which aim at “development”, but without respecting the right of the public to know and participate in these processes. If a bottom-up approach is considered necessary, public participation processes should be upgraded and strengthened.

Finally, cross-border cooperation in case studies is absent, especially in ICZM issues.

Table 3. Barriers to the Application of ICZM

Barriers to Application
Limited powers of local government
Lack of funds & human resources
Incomplete training in ICZM issues
Lack of coordination bodies
Reduced efficiency of participatory processes
Technical identification of the seashore (and land registry)
Weak political will
Delay in application of design tools

VI. Conclusions

Given that many organizations are responsible for policy implementation and decision making in the coastal zone, the co-ordination between them turns out to be a very difficult task. Besides the Ministry of the Environment Physical Planning and Public Works which has a major part of responsibility for land (including coastal) planning and management, other Ministries are also directly or indirectly involved in this process *e.g.*, the Ministry of National Economy, Agriculture, Development, Defense, Health, Interior, and Merchant Marine. Local authorities *e.g.*, regions, prefectures, municipalities are also involved. The participation of all these organizations in the coastal zone management process causes several problems due to gaps and overlapping of responsibilities.

Furthermore, in practice it becomes evident that the role of all local organizations is very limited. In most of the cases they are responsible for the implementation of urban planning and environmental regulations that come from central organizations (Ministries) or for controlling the functioning of projects that have been approved by central organizations and penalizing the violators. Only in very few cases concerning small scale projects, decisions can be taken by the competent local agencies.

To become sustainable, coastal tourism necessitates a combination of various measures, which are: proper environmental management, consideration of tourists' and local population's needs *etc.* Among the most influential environmental organizations, it is commonly agreed upon that the ICZM concept needs to be applied for the tourism development purposes, because it is of great significance in the Mediterranean region as it improves the quality of environment (clean beaches, seas, healthy sea inhabitants) as well as develops touristic industry (ecotourism, agriculture tourism). Furthermore, this concept is valuable and profitable for both human and nature health. Being grouped under the Mediterranean Action Plan, the governments of the countries of the Mediterranean basin are those who manage the tourism industry, improve the state of the environment, and apply tools for the sustainable management of coastal zones.

It is essential to consolidate and promote tourism as a state policy and as a leverage for upgrading the coastal areas' economies and as a driver for public and private investment towards the development of tourism and the establishment of a favorable environment (*i.e.*, a business climate) for investment including legal security.

In short, it is necessary to implement clear policies that will allow Greece to promote a model based on competitiveness and sustainability. To foster the effective use of natural and coastal attractions, it is essential to stimulate the creation of innovative resources and to improve existing services.

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