

Legislation, Administrative constraints, Governance, Financial resources and mechanisms

Tunisian scale





Co-Evolve4BG

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

Legislation, Administrative constraints, Governance, Financial resources, and mechanisms Tunisian scale



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OVERVIEW

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REVIEW

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List of abbreviations

AFT	Tourist Land Agency
AMVPPC	Heritage Enhancement and Cultural Promotion Agency
ANPE	National Environmental Protection Agency
AP	Fishing District (CRDA)
APAL	Coastal Protection and Planning Agency
ASPIM	Specially Protected Areas of Mediterranean Importance
BC	Barcelona Convention
BG	Blue Growth
BOP	Beach Occupancy Plan
CAM	Coastal Activities Module
CC	Climate Change
CC	Communal (local) Council
COP	Climate Conference of the Parties
CPMR	Conference of Peripheral Maritime regions
CSO	Civil Society Organizations
DHUA	Dynamics of Human Activities
DGF	General Directorate of Forests
DMO	Destination Management Organizations
EC	European Commission
ECAP	Ecosystem-based Approach
FFGE	French Facility for Global Environment
GDA	Agricultural development Groups
GDP	Gross Domestic Product
GEF	Global Environment Facility
GVA	Gross Value Added
ICZM	Integrated Coastal Zone Management
INSTM	National Institute of Science and Technology of the Sea
IUCN	International Union for Conservation of Nature
LDC	Local Development Council

LIP	Land Intervention Perimeter
LSI	Land-Sea Interactions
MALE	Ministry of Local Affairs and Environment
MAM	Marine Activities Module
MAP	Mediterranean Action Plan
MCPA	Marine and Coastal Protected Areas
MPA	Marine Protected Area
MSSD	Mediterranean Strategy for Sustainable Development
MTF	Mediterranean Trust Fund
PMD	Public Maritime Domain
MSP	Maritime Space Planning
NGO	Non-Governmental Organization
OECD	Organization for Economic Co-operation and Development
ONTT	Tunisian National Tourist Office
PAC	Coastal Development Program
PAU	Urban Development Plans
CP	Contracting Party
PP	Parties Prenantes (Stakeholders)
PPI-CSOAN	SCAMI Initiatives Program for Civil Society Organizations in North Africa
PPLT	Tunisian Coastal Protection Program
PPP	Private public partnership
UE	European Union
UfM	Union for the Mediterranean
UICN	International Union for the Conservation of Nature
UNEP	United Nations Environment Program
URAP	Regional Union of Agriculture and Fisheries
USD	American dollar
UTAP	Tunisian Union of Agriculture and Fisheries
RAMSAR	International Convention on Wetlands of International Importance
RAC/SPA	Regional Activity Centre for Specially Protected Areas

RAC/INFO	Regional Activity Center for Information and Communication
RAC/PAP	Regional Activity Center for the Priority Actions Program
RAC/PB	Regional Activity Center for the Blue Plan
Regione Autonoma Della Sardegna	Autonomous region of Sardinia
RC	Regional Council
SD	Sustainable Development
SDA	Development master plan
SDARE	Master Plan for the Development of Economic Regions
SDAZF	Free Zone Development Master Plan
SDAZI	Industrial Zone Development Master Plan
SDAZT	Master Plan for the Development of Tourist Areas
THTC	Tunisian Hotel Tourism Company
SLR	Sea Level Rise
SMA	Multi-Agent Systems
SMSD	Mediterranean Strategy for Sustainable Development
STUSID	Tunisian Saudi Company for Investment and Development
T&EF	Threats & Enabling Factors
VAB	Gross Added Value
WB	World Bank
WFP	World Food Program
WP3	Work Package 3
WZ	Wetlands Zone
ZICO	Important Area for the Conservation of Birds

Abstract

Several projects and initiatives funded by the EU and Tunisia have already been launched through several programs to promote sustainable development (or sustainable co-evolution) based on ICZM/MSP principles and the promotion of blue growth in Mediterranean. In this context, the Co-Evolve4BG project funded by the ENI CBCMED program will strengthen the use of the ICZM/MSP, in the southern Mediterranean countries. The project is supported by CPMR, IMC and the UfM.

I. Introduction

The WP3 studies (T&EF) which will be carried out within the framework of the Co-Evolve4BG project aim to identify and explore the potential for the co-evolution of tourism and the integrated management of coastal ecosystems of the Mediterranean. It makes it possible to extend the framework of the Co-Evolve project with a view to reflecting on the dynamics of tourist destinations outside the European Union. Otherwise, these will allow the exchange of experiences of the different Mediterranean countries on the matter by dealing with new concepts such as blue growth, as well as its perspectives and priorities. The main emphasis will be on analyzing the potential of the political framework governing the Mediterranean coastal ecosystems and the management of tourism allowing its co-evolution.

The objective of this report is to characterize the current context governing the means of exploitation and management of the coastline, and more particularly its coastal fringe, which is very often subjected to intense and complex anthropogenic pressures. The document will also identify how the ICZM Protocol, as a legally binding instrument, provides a legal basis for good governance of sustainable tourism. This niche can become a key factor for co-evolution in tourist areas of the Mediterranean region, particularly in the case of Tunisia where tourism activity is of capital importance for the national economy.

This report complements the other results produced within the framework of the Co-Evolve4BG Project (Interreg Mediterranean / CO-EVOLVE): “Promoting the co-evolution of human activities and natural systems for the development of sustainable coastal and maritime tourism”, and integrating:

- Urbanization and coastal development.
- Tourist flows and carrying capacity.
- Safety and security.
- CC and their impacts on the coastal fringe (*e.g.*, sea level rise, erosion and submersion, marine intrusion and salinization of water tables, coastal vulnerability, and resilience).
- Pollution and anthropogenic pressures on coastal ecosystems.
- Transport and access.
- Legislation, administrative constraints, governance, and planning (*e.g.*, CZM, MSP and Blue Growth) and mobilization of financial resources.
- Local authorities and decentralization.
- Land-sea interaction and protection of the coastline and coastal ecosystems.
- Biodiversity and endemic species.
- Cultural and natural heritage of coastal sites.
- Mobilization / management of water and sanitation resources.

Today, and more than ever, the Mediterranean countries, those on the southern shore including Tunisia are called upon to make ICZM a reality through concrete measures in terms of planning and sustainable management of the coast and its natural resources. Nevertheless, this realization remains dependent on the assimilation of the ICZM protocol in national legislation and its real implementation. Otherwise, and in a context of CC (or climatic “upheavals”), Mediterranean countries and particularly Tunisia, are called upon to consider Integrated Coastal Zone Management (ICZM) in their national plan for adaptation to CC, notably on their coastal fringes. This Directive has already been the subject of a strong recommendation, on the sideline of the last COP25 (Conference of the Parties on the climate, Madrid, December 2 -13, 2019) for Tunisia and all the Mediterranean countries. Thus, Tunisia must include sustainable development of its coastline with a perspective of developing a blue economy and integrated management of coastal areas, which in turn is well anchored and assimilated in its Nationally Determined Contribution (CDNs).

To date, among the Mediterranean countries, only Egypt and Morocco mention these concepts (*i.e.*, the notions of “blue economy” and “ICZM”) in their CDNs. Indeed, ICZM and its actual realization on the ground, improves environmental resilience in the face of CC by considering the natural, economic and social challenges of the coast, both on land and at sea. However, and in the case of Tunisia, the consideration of these issues, and especially their materialization for the coast, remains to this day almost non-existent in Tunisian climate policies.

This is also the case for the blue economy, which is essential to strengthening the sustainable management of natural resources, particularly coastal and aquatic resources. It is essential to the sustainable co-evolution of coastal tourist areas where the pressure on this type of space and its resources always takes its maximum extent. Thus, the assimilation of these two concepts namely ICZM and the development of the blue economy in national policies (policies in terms of CDN, adaptation to CC, integrated and strategic coastal planning) and their actual implementation in the field via the toolboxes that go with it and recommended by the Mediterranean bodies of promotions and technical assistance for these concepts (MAP, BC, DGSMM, ICZM Protocol, PAP/RAC and UfM). Among others, the implementation of these concepts can provide responses to adaptation and better resilience to CC, sustainable management of the coast and resources and development and sustainable co-evolution of the coast.

In addition, the incidences of insecurity in recent years, particularly in the tourist countries of the Arab Spring like Tunisia, have shown that tourism is a very sensitive sector, and its market is very volatile. Today, tourism in the Mediterranean region is affected by three simultaneous crises: social conflicts and political instability, terrorism, insecurity, economic slowdown, and unemployment. As a result, part of the traditional flows to traditional destinations in southern Mediterranean countries is diverted to similar destinations in the northern Mediterranean, considered to be safer. For these reasons, it should always be borne in mind that it is necessary to avoid excessive dependence on a single economic activity and that seaside tourism is only one of the many uses of the coastal fringe by different actors. To this end, the implementation of

a new concept of sustainable exploitation of the coastal zone and its resources, both on land and at sea, will be a necessary element for the promotion of sustainable coastal co-evolution and for tourist areas.

II. Tourism in the Mediterranean

Tourism is an important economic engine and a major producer of jobs in the Mediterranean. Indeed, Mediterranean tourism represented 11.3% of Gross Domestic Product (GDP) and 11.5% of employment in 2014, with a significant growth estimated by 2025 and an increase of 0.6% in the total contribution to GDP (Plan Bleu, 2015).

In the Mediterranean, tourism supply and demand tend to be concentrated in coastal areas. Tourism is of greater importance to major countries with limited industrial and agricultural development. As such, tourist activity would have a crucial role to play in the development of the Mediterranean region. However, the continued growth of tourism in the Mediterranean coastal areas puts pressure on the environmental and cultural resources of coastal areas and negatively affects the social, economic, and cultural traits of tourist destinations. In addition, there is an inevitable tendency in any local community to gradually substitute its traditional production activities for tourism activities, whose profitability is generally much higher than that of traditional activities (e.g., agriculture and fishing). This leads to a monoculture of tourist activity, resulting in the abandonment of farms that eventually deteriorate or disappear. From a cultural point of view, traditional knowledge has been disappearing so that new generations gradually lose the know-how until its complete disappearance (Plan Bleu, 2015).

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

The sea conceals an immense wealth of natural resources as well as a strong potential for growth, employment, and innovation. These three terms translate a new concept of sustainable economy, namely that of the blue economy or the economy of the sea. Today, it is certain that this new form of economy translates strong “land-sea” relations. Blue economy will be of critical importance in the face of many of the challenges the world will face in the decades to come, from food security and CC to energy production and provision of natural resources. Tourism sector is one of the major contributors to this blue growth, particularly in the Mediterranean countries. However, while it is likely to be of considerable help to the growth and GDPs of coastal countries, when it comes to meeting these challenges, the sea and the coast are already under great stress resulting from the overexploitation of its coastal areas and coastal resources, pollution, loss of biodiversity and CC (e.g., erosion, submersion, sea level rise, salinization of water tables and coastal aquifers). Achieving its full potential will therefore require the adoption of strategies to ensure responsible and sustainable maritime and coastal economic development. Good governance, supported by the establishment of a sound legislative base (transposition of the ICZM protocol), the anchoring of a good institutional framework and the mobilization of sustainable financial resources are all essential conditions for the realization of this sustainable blue economy, translated in the current project by the term “sustainable co-evolution”. This term reflects a holistic approach in the definition of this coastal-marine economy.

The blue economy is understood, as its name suggests, as sectors of activities linked to the sea (*e.g.*, maritime transport, fishing, offshore wind power, marine biotechnologies, and tourism), but also natural assets and ecosystem services (*e.g.*, fishery resources, navigation, and absorption of CO²). It has a significant weight at the global level with an economic contributing estimated at 1.500 billion USD for the year 2010, or 2.5% of the global Gross Value Added (GVA; OECD, 2016). The maritime and coastal tourism, maritime equipment, and port activities, come second after offshore oil and gas exploitation, in terms of this contribution, *i.e.*, one third of the added value created by activities linked to the sea. For the same year 2010, the number of direct full-time jobs driven by the maritime economy was around 31 million, the main employers being the maritime and coastal tourism sector, for almost a quarter of the total direct jobs, *i.e.*, almost 8 million.

Today and more than ever, economic activities focused on the sea and the coast are experiencing a rapid expansion, determined above all by the changes at work on a global scale in terms of demography, economic growth, trade and income growth, climate, and environment (global warming and global change) as well as technology.

II.2. Applied approach to assess impact on coastal and marine environments

Coastal areas are particularly rich and complex systems, highly coveted by human societies. The analysis and understanding of the interactions between the uses that develop there, and the environment are therefore a major objective of research to aid sustainable development (Cuq, 2001). The problem is based on the observation of deterioration in the quality of the environment in coastal areas, linked to the development of sometimes conflicting human activities. The aim of ICZM is to put in place comprehensive approaches to anticipate and resolve these dysfunctions (Burbridge, 1998). In this context, the analysis of interactions between human activities and the environment and their long-term observation appear essential (Turner and Adger, 1996). For this purpose, several methodologies have been developed for applications in management, development, and planning at the coastal zone level. For example, the DHUA platform, developed by Tissot (2003) and Tissot and Cuq (2004), is a platform for modeling of human activities in coastal areas. The simulator DHUA aims at simulating the unfolding of anthropogenic activities with a high environmental impact (*e.g.*, town planning, tourism, industry, fishing, treatment, and distribution of wastewater) and at studying their interactions with the environment. This is, among others, a contribution presenting a methodological framework applied to the coastal zone making it possible to simulate the unfolding of human activities in space and time to assess their potential impacts on the environments concerned. This approach is based on the creation of a simulation platform capable of accounting for the variability of the course of activities with a high environmental impact, considering environmental (physical, biological, and meteorological), regulatory and socio-economic factors, which can influence their practice.

In order to take into account the specificities of the conduct of activities in land and at sea areas of the coastal zone, the DHUA platform has been equipped with two modules:

- A Coastal Activities Module (MAL) for activities taking place in land and infra-coastal areas.
- A Marine Activities Module (MAM) for activities taking place in coastal seas.

It should be noted that the DHUA does not aim to model the evolution of land use in the long term but rather to consider the spatial context as a simulation constraint. By this approach, the DHUA methodology is more like a distributed artificial intelligence system based on the coupling of quantitative and qualitative models within a Geographic Information System (Tissot and Cuq, 2004).

The DHUA simulation platform

Quantitative modeling is generally based on a deterministic approach that it is almost impossible to use to simulate the decision-making or adaptation processes of human societies to changes in the environment in which they operate. However, between such an ineffective quantitative approach on the long term and a hypothetical qualitative modeling of the global evolutionary processes of society, it seems possible to develop an intermediate path to establish a link between these two approaches.

This intermediate path consists in employing a quasi-deterministic approach based on the simulation of the modes of use of the environment by means of a software platform with distributed artificial intelligence.

Thus, the scheme construction of the DHUA platform (Tissot, 2003; Tissot and Cuq, 2004) is conceptually inspired by multi-agent architecture, but presents important differences in the formalization of the relationships between agents and their space of life. Indeed, unlike Multi-Agent Systems (MAS) devoted to the analysis of landscape evolution modes from economic production scenarios (Bousquet *et al.* 1993; Bonnefoy *et al.* 2000; Cambier, 1994; Sanders *et al.* 1997), DHUA does not aim to model the evolution of land use in the long term but rather to consider the spatial context as a simulation constraint. By this approach, the DHUA model considers the ecosystem studied as a resource potential exploited by humans according to the techniques at their disposal and their social organization at a given time. This exploitation is not systematically associated with a withdrawal; it can also be a use of the territory specific to a specific activity.

A reality model corresponds to a systemic description of the part of reality that wanted.

The construction of this simulator is therefore based on the transcription of a complex real environment into a model of reality based on the description of the course of a set of human activities in space and time (Fig.1). Thus, the DHUA model combines the conditions for exercising one or more socio-economic practices. This information can be analyzed independently or in combination, depending on its field of application and its period of validity. The interpretation of these different parameters gives rise to the

establishment of a territory and a calendar of potential practice for each activity. The objective is to initialize to a coherent modeling space from all the constraints governing the simulated economic practices (Tissot *et al.* 2005).

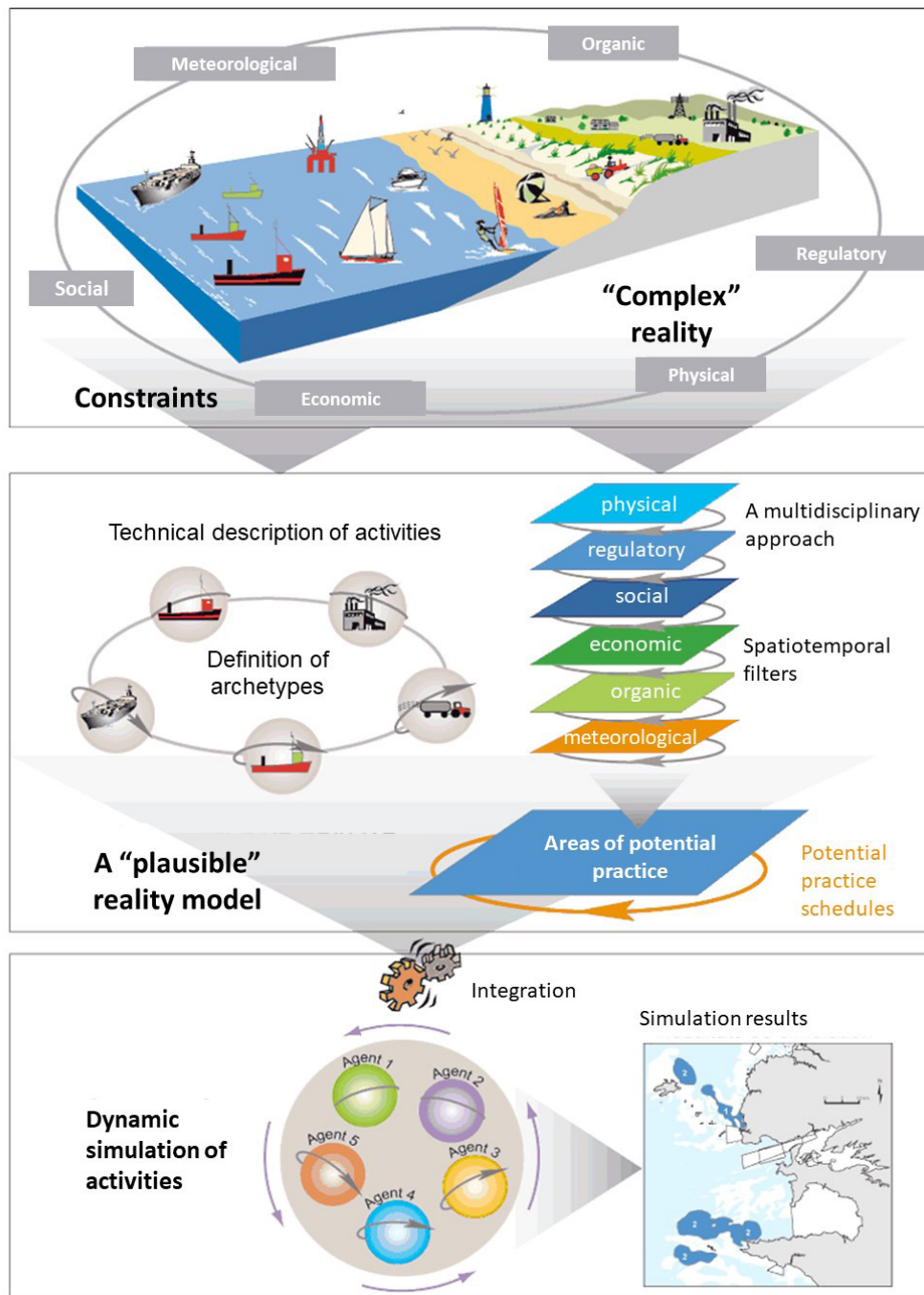


Figure 1. Conceptual diagram of the DHUA simulation platform

III. Tourism pacification and governance

III.1. Tourism Planning and Governance: An Analytical Approach

Many studies underline that good governance is necessary to carry out the social, environmental, and economic transformations that are taking place at a global scale. According to Bramwell (2011), “Destinations that wish to promote sustainable tourism are more likely to be successful when effective governance is well established”. The OECD, for its part, advocates that “good governance practices can help facilitate an integrated pan-government approach to tourism” (OECD, 2016).

With regard to governance models for local destinations, contemporary literature refers to the so-called “Destination Management Organizations (DMOs) according to Go and Trunfio (2011). This, among others, is a planning approach also known under the name of “integrated governance”, which is opposed to the “hierarchical politico-institutional approach” implemented for several decades and still accepted today. The hierarchical approach describes the relationship between government and society and can be characterized as a vision of the future as an area that can be known, managed, and planned. It expresses a rational and scientific approach to planning and integrated development systems. However, the complexity of a globalized society requires the adoption of different models of growth beyond the scale of regional planning, or the reinvention of the role of integrated planning and development systems. Therefore, the main challenge is the realization of the so-called “Integrated Governance Subject” in a hierarchical model designed in such a way as to create interactive governance that is both dynamic and contextually sensitive. It is to mobilize collaboration between actors, especially between entrepreneurs and all community stakeholders, including local communities and civil society. To this end, the DMO seems to be a good choice for the realization of these objectives. Consequently, and until recently, opting for a DMO type model to support an integrated tourism governance approach must be based on an already established convergence between two processes, namely a top-down (linear) hierarchy and a bottom-up democracy (non-linear). Thus, the DMO represents a platform between political actors, companies, and communities (populations and local communities), guaranteeing the structural establishment of a real sustainable development.

Finally, and from the relevant articles of the ICZM Protocol, each section includes an explanation of their scope, presents the state of the art in the Mediterranean, and where applicable, in the pilot areas, identifies the main gaps and gives examples of good practices. This report presents the state of the art of the protocol and the regulatory framework governing ICZM in Tunisia. It ends with an analysis, the findings, and the recommendations at the national level and at the level of pilot destinations (the three target tourist areas) in order to improve territorial governance for sustainable tourism.

III.2. Planning a holistic perspective of tourism

The term “holistic” refers to something that considers the whole and the interdependence of its parts. It can be conceptualized as interdisciplinary: the assertion that most social, economic, and environmental phenomena cannot be fully understood or explained without adopting a perspective that goes beyond the goals of a single sector.

In this same context, the Mediterranean coastal areas are the site of intense socio-economic activities which face impressive growth in the Mediterranean region almost in all sectors.

This growth is adding new pressures to the already stressed coastal environment. Thus, it intensifies competition for space and the limited natural resources of this area. In addition, CC poses new issues and challenges that could significantly modify the conditions of these economic activities. Therefore, it is necessary to consider all these activities in an integrated and eco-systemic way.

The integration of a management of tourist destinations through an ICZM approach will guarantee both the minimization of conflicts with other coastal activities and the respect for the environmental carrying capacity accompanying the development of the coastal zone (UNEP, 2009). This integration requires strong coordination between the different stakeholders.

III.3. Coordination and good governance

Negative impacts and conflicts are often due to ignorance of the coastal environment and inadequate planning. Considering coastal tourism from an ICZM perspective will allow stakeholders and the different uses to have a complete picture of the challenges of the coastal zone and to plan its development in a sustainable manner. To achieve this, coordination across sectors, geographic scope and levels of governance is essential. Effective coordination provides better information and understanding, to avoid inappropriate policies, strategies, investments, and activities that are incompatible and mutually inhibiting, distracting, overlapping or simply repeating (UNEP-MAP-PAP/RAC, GWP Med and UNESCO- IHP, 2015).

The article 7 of the ICZM Protocol constitutes the basis for such coordination to achieve good management of the coast and the coastal zone. For the purposes of ICZM, the Parties shall:

- Ensure institutional coordination, if necessary, through appropriate bodies or mechanisms, to avoid sectorial approaches and facilitate holistic approaches.
- Organize appropriate coordination between the different authorities competent for the marine and land parts of coastal areas in the different administrative services, at local, national and regional levels.
- Organize close coordination between national authorities and regional and local bodies in the field of coastal strategies, plans and programs and in relation to the various activity authorizations that may be obtained through joint consultative bodies or joint decision-making procedures.

III.3.1. Horizontal coordination (inter-sector)

ICZM for the North Mediterranean and the EU: MSP a more holistic and global concept than ICZM

For the EU, ICZM is absent from the Framework Directive on MSP where it is more a question of placing the emphasis on “Land-Sea interactions”. In this context, PAP/RAC has focused its efforts on trying to convey that without taking effective account of these interactions, the design and concrete implementation of MSP will be impossible. Thus, thinking in terms of ICZM at the level of European Directives is more than a need, but rather a necessity.

In a more practical way, the important tools for the effective establishment of MSP and ICZM are:

- Dialogue tools: such as consultation workshops and Forums of land and sea stakeholders at the level of coastal facades where politicians, elected officials, managers, stakeholders, private and society users also meet civil (*i.e.*, the Facade Committees in France).
- Mapping of uses and evaluation of cumulative impacts (see AMARE Project which carried out an interesting exercise at the level of certain MPAs).
- Tools for analyzing coastal vulnerability to natural effects (erosion, submersion, salinization of coastal water tables), to the effects of CC. These effects need to be better understood and considered for the development and implementation of concepts, such as ICZM and MSP in order to plan and develop new activities and facilities on land and at sea.

ICZM and MSP

On the sideline of the COP25 climate conference, which took place in Madrid from December 2 to 13, 2019, Tunisia was invited to integrate ICZM into its national plan for adaptation to CC. Finally, the MSP is a tool (commonly called “Toolbox”) for the implementation of ICZM in the marine environment. The implementation of ICZM in turn requires essential tools, particularly the implementation of consultation processes, with coastal stakeholders and users, and who are directly or indirectly concerned by issues related to the sustainable development of coastal areas and their inland watersheds.

ICZM Protocol

The ICZM Protocol was signed in Madrid on January 21, 2008. The preparation of the protocol was carried out by MAP and PAP/RAC. This signature made it possible to start the formal ratification process of the Protocol. At the same time, PAP/RAC was able to start assisting countries in implementing the provisions of the protocol. Following ratification by six countries, the Protocol entered into force on March 24, 2011. To date, ten countries and the EU have ratified it, while only three countries on the southern shore and the Levant have ratified it (Syria, Morocco, and Lebanon). An AP for the

implementation of the ICZM Protocol was adopted in 2012, by the CPs to the BC, for the period 2012–2019. The ratification of the ICZM Protocol and its assimilation by national legislation will allow countries to better manage their coastal areas, as well as to face new coastal environmental challenges, such as CC.

Why a new legal instrument, the ICZM Protocol?

It is commonly accepted that the coastal zones, around the Mediterranean, are very important and that it is necessary to react quickly to the pressures which do not cease to intensify such as the increase of the population, the littoralization, the concentration of the activities, economic development, and particularly the development of industry or the growth of tourism and transport infrastructure. Thus, coastal zones have been at the heart of the policies proposed to the CPs to this Convention. These policies resulted in a multitude of guidelines, recommendations, APs and white papers which had only “soft law” value, that is to say not binding on States. However, it became clear at some point that if one CP were to limit their selves to adopting a new recommendation or new guidelines on ICZM, it would not lead to any progress on the ground. Rather, it would be the sign of stagnation or a decline, reflecting, once again, the lack of effectiveness and implementation of the documents already adopted. Thus, it was decided to take a real step forward by adopting a legally binding instrument such as the ICZM protocol, which would constitute an innovation in international law.

The main stages in the preparation of the Protocol

On the Plenipotentiary Conference on the ICZM Protocol, held in Madrid on January 20 and 21, 2008, the ICZM Protocol was signed by 15 CPs to the BC: Algeria, Croatia, Spain, France, Greece, Israel, Italy, Malta, Monaco, Montenegro, Morocco, Slovenia, Syria, Tunisia and the European Union. All parties were convinced that this Protocol is one of the crucial moments in the history of MAP. It was intended to enable countries to improve the management of their coastal areas and tackle emerging issues such as CC. The ICZM Protocol is a unique legal instrument in the new regional instrument and would be more effective than simple “soft law” (translated into simple guidelines, recommendations, AP, and white papers on integrated coastal zone management. These non-binding tools for the member states of the BC did not lead to any progress on the ground). Thus, the elaboration of the ICZM Protocol and the invitation of the CPs to its ratification would be justified both from an environmental and legal standpoint, because of the alarming state of coastal areas and of the inconvenience of inaction. Finally, the protocol was drafted in a way ensuring its flexibility during its implementation; PAP/RAC was mandated in 2003 by MAP, and during the 13th ordinary meeting of the PCs, to prepare the protocol. The development of the protocol was based on an inter-PC consultation process, which marks its consensus trend, and the motivation of countries to ratify and assimilate it into their national legislation.

Entry into force of the protocol

After the ratification of Syria in February 2011, the sixth country to have ratified the ICZM Protocol, the ICZM Protocol entered into force a month later, on 24th of March 2011. The following table presents in detail the state of play (signature, ratification, and entry into force) of the protocol by country.

An action plan (2012-2019) for implementation of the ICZM Protocol

This AP was adopted on the 17th COP held in Paris in February 2012. The main objectives of this PA are to implement the ICZM Protocol by relying on effective planning at the national level and on coordination at regional levels:

- Support for the effective implementation of the ICZM Protocol at regional, national, and local levels.
- Strengthening the implementation capacities of CPs and enabling them to effectively apply policies, instruments, tools, and processes.
- Promotion of the ICZM Protocol in the region as well as at the global level by establishing synergies with the relevant Conventions and agreements.

The detailed tasks described in the AP and structured according to these three objectives reflect the nature and scope of the AP, which is not intended to be prescriptive, but to respond to the needs of the different administrative situations in the Mediterranean region. These tasks should, among other things, motivate the CPs to implement the ICZM Protocol while leaving them enough flexibility to do so at their own pace (flexibility in the implementation of the ICZM protocol according to the reality and constraints of each country).

Table 1. State of ICZM Protocol adoption by Mediterranean countries¹

Protocol on Integrated Coastal Zone Management (ICZM) of the Mediterranean 2008			
Contracting parties	Signature	Ratification	Coming 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	-	-	-

¹

Retrieved from <http://iczmplatform.org/page/iczm-protocol-and-action-plan>

III.3.2. Geographical coordination and land-sea coastal links

Co-evolution of the coastline and implementation of ICZM in the Mediterranean and in Tunisia

ICZM is a relatively recent concept in the Mediterranean, which was imported from the United States (This concept does not appear until the beginning of the 1980s) to reach Europe (late 1990s) and then extended to the country bordering the Mediterranean (first half of the 2000s). It succeeds a protectionist policy, long based on a naturalist approach: the considering of economic, sociological, biological, but also democratic, educational and political aspects, as well as the interrelationships between networks of actors and users that it implies, in fact, a tool for the management of territories necessary at the time of development sustainable. In this context, the littoral space largely exploited by the industry of tourism and town planning, source of many desires and conflicts of induced uses; lend themselves to the study of integrated management and ICZM. Thus, the Tunisian coast and more particularly its most important tourist areas (Sousse, Monastir and Djerba) are of great importance because of the tourist, town planning and traditional activities which characterize them.

The coastline and the large coastal and tourist urban agglomerations are constantly subjected to anthropogenic and natural dynamics which strongly influence their integrity and therefore their management. The SLR, coastal erosion, pollution, eutrophication, and anarchic urbanization constitute today the most weighing threats on the coastline both on a small to large scales, from Tunisia to the Mediterranean. The choice of the three target regions of this project (Sousse, Monastir and Djerba) is not by chance, but it was dictated by the magnitude of the anthropogenic and natural pressures exerted on the Tunisian coast.

The implementation of a realistic and not only conceptual ICZM must imperatively pass through actions of consultation and participatory implementation with the need for management of public authorities on the ground, as well as between time (historical and prospective) and spatial (from global to local) scales.

This implementation must first go through a holistic analysis of the factors favoring the establishment of an ICZM that can be implemented on the ground, in the context specific to the Tunisian coast in general and in an amore specific way in the three sites targeted by the project. The various initiatives undertaken: REKOGO Project, 2015 on governance, national ICZM Strategy, Laws on local authorities of 2018, initiatives, and laws on the decentralization of public powers. An evaluation of these public policies, with existing criteria (National Council of AMCPs, ANPE, ONAS and current legislation on coastal management and development (APAL), tourism legislation, ONT/ORT and CGDR) is being implemented with the development of the national ICZM strategy. Other initiatives were carried out before (2013-2017).

The evaluation of coastal ICZM and the highlighting of management and planning weaknesses on the Tunisian coast, both in the management choices (choice of management and planning modalities) and in the indicators used, will outline infinite

orientations that might be adequate for the best possible governance at local and regional levels.

This governance must appeal to institutional actors, public and private users as well as NGOs (professional groups and associations) and other civil society actors. The consideration of all these actors is an essential element in ICZM.

Responsibilities for the implementation of the ICZM protocol

The full and effective implementation of the ICZM Protocol requires a concerted effort by all MAP components under the authority of the Coordinating Unit and under the technical direction of PAP/RAC. It also requires the active engagement of all CPs to promote synergies and coherence and thus avoid duplication with other initiatives of partners in the region. Article 32 of the Protocol refers to institutional coordination. Consequently:

- The CPs will be responsible for the implementation of the Protocol and for reporting.
- The MAP Coordination Unit will be responsible for coordinating and monitoring the implementation of the Protocol in accordance with Articles 13, 17 and 20 of the BC.
- The PAP/RAC provides technical and expert support.

Implementation of a national strategy

Achieving sustainable goals through tourism planning requires that the capacity and institutional capacity may integrate multiple policies across regions. It is about considering a variety of natural, human and cultural assets over a long period of time and putting in place the necessary institutional rules and capacities. A destination cannot successfully implement a sustainable tourism strategy without the right laws and regulations in place and the right structure of governance to oversee them. Legislation should, among other things, protect the environment, limit potentially harmful development, control harmful practices and encourage healthy behavior. Clear rules in these areas determine the orientation. The establishment of a national strategy for sustainable tourism is the basis for the participation of stakeholders in the formulation of local plans and the development of territorial planning strategies. Indeed, as stakeholders have diverse interests, it is necessary to set national objectives in a national document. The fact that stakeholders influence tourism development in different ways, including tourism supply and demand, regulation and management of tourism, socio-economic and environmental impacts implies that they must integrate these objectives when considering development of these local and territorial plans. All coastal systems whether on land or at sea are interconnected. It is therefore necessary to pay attention to the interconnections between the terrestrial and marine environments, which can extend over more or less important distances. In addition, some predominantly land-based uses are expanding their activities at sea. These interactions must be understood to assess their individual and cumulative impacts as well as potential conflicts and synergies.

Maritime Spatial Planning (MSP) is a major tool for the implementation of the ICZM protocol on the marine part of the coastal zone. According to Gilliland and Laffoley (2008), MSP can be used to identify ecologically and biologically sensitive marine areas, as well as existing and potential human uses and activities taking place at sea by assessing the cumulative impacts of human activities on marine ecosystems. It is therefore the appropriate tool to organize anthropogenic activities (both in space and in time) and to encourage synergies, reduce conflicts between uses and users of the sea and between uses and users of the environment (PAP/RAC, 2015).

The “Good practices” of Co-Evolve partners.

Tourism activity must be considered in a holistic context of sustainable development at the local level and not treated separately as an activity that generates currency and jobs, particularly during the summer season; this is the current conception of the tourism sector in most Mediterranean countries, including Tunisia. Otherwise, the tourist activity must integrate land-sea interaction into its design and implementation. It would be very judicious to consider this at the level of the national ICZM strategy which is currently still in development (see deliverable 3.6.1 of the Co-Evolve project).

III.3.3. Vertical coordination (between levels)

A considerable challenge is posed by the fact that coastal issues go beyond the areas of local, territorial and regional authority. In the case of Tunisia, the coastline and the PMD is governed by the central authority of APAL and the supervisory Ministry (MALE). Thus, attention must be paid to “vertical integration” between levels of government, from the local level to the national level and even the regional and international levels. This integration must be established among others between government institutions, civil society and the private sector that influence the planning, operation (uses and users) and management of coastal natural resources.

Otherwise, coordination between the public and private sectors (Public-Private Partnerships or PPP) and the promotion of PPP initiatives is crucial in this vertical coordination, in order to ensure sustainable, concerted, exemplary and intersectoral planning at the coastal zone level.

On the other hand, and to ensure adequate planning of the targeted territory and its better governance, particularly in the tourism sector, all the partners and stakeholders concerned should get actively involved around a regional/ local strategy/ master plan so that tourism adequately takes into account all dimensions of sustainability.

The possession of these strategic frameworks is of great importance for the sustainable development of the destination. However, it is also important to ensure that the recommendations of the document are implemented. One of the crucial factors in achieving this is to start a participatory process from the beginning of the preparation of these documents.

Site planning

Specific tourism projects enter what is known as site planning, referring to the organizational phase of the urban and landscape design process. This involves organizing the zoning of land use, access, traffic, security, shelter, land drainage and other factors. In other words, this stage of site planning is the organizational stage where town planners create a detailed plan for the project. However, today the establishment of effective structures to manage sustainable tourism at the national and local levels is fundamental for the sustainability of the sector, for enabling better planning and for addressing issues of planning, development and monitoring.

Specific management plans at destination level

There are a number of resources (natural, cultural, human and financial) used in the tourism development process and a variety of situations that can threaten them. Since detail plans are usually not sufficiently operational to cover all of the specific situations and address all threats the destination faces, the local destination management organization either grows on its own or participates in the development (or the promotion) of specific management (and operational) plans, such as:

- Environmental management plan.
- Cultural heritage management plans.
- Protected area management plan.
- Attractiveness management plan.
- Crisis management plan (Emergency plan and Disaster plan).

IV. Evolution and governance on the Tunisian coast

IV.1. Reminder on the issues, problems, and challenges across the Tunisian coast

The main challenges of the Tunisian coastline are conditioned by the resolution of the various related issues, particularly the legislation relating to the management and exploitation of the coastline, administrative constraints, governance, financial resources and mechanisms. The analysis and the resolution of these elements will make it possible to identify the factors favorable to sustainable co-evolution in tourist areas, the design and implementation of an economy exploiting space and resources in a planned, sustainable manner and sustainable. As stipulated by Activity 3.1.1.13 of this deliverable, the analysis all these elements are specified in the perspectives of the ICZM Protocol and blue growth.

Among the challenges and issues the Tunisian coast was particularly mentioned, especially in areas with tourist vacations:

- A galloping urban extension to the detriment of the coast (coastal fringe, beaches, cliffs and coastal Sabkha) and agricultural land.
- Challenges related to anthropogenic pollution and wastewater discharges at sea, lakes, lagoons, and wadis.
- The collection and management of solid waste.
- Management and development, territorial planning at the level of large coastal towns and energy efficiency.
- The overexploitation of natural resources, particularly water resources, land resources and fishery resources (overfishing, illegal fishing, and destruction of habitats) and decline in the activity of artisanal fishing.
- Amplification of the problems of erosion, submersion, degradation and impoverishment of soils and salinization of coastal water tables.
- Amplification of sudden rainfall patterns and extreme phenomena (showers, thunderstorms) causing floods and causing considerable material damage.
- Poorly controlled construction in flood-prone areas (sabkhas and low-lying areas), loss of coastal agricultural land, degradation of plant cover and extension to dune areas
- Problem of pollution due to various discharges of wastewater (from urban and industrial agglomerations), agricultural pollution and the problem of illegal pumping of water (from surface water or coastal aquifers).
- Negative impacts of over-attendance and mass tourism (seaside tourism) are added to the unsustainable practices of harvesting and exploiting natural resources.

Finally, it should be noted that since 2013-2014, several previous initiatives have worked on aspects linked to the issues and problems in Tunisia, their identification and characterization, particularly PAP/RAC and BP/RAC.

Bay of Monastir, typical example of a concentration of anthropogenic activities on a limited coastline with a tourist vocation

The main characteristics and issues of this territory are summarized as follows:

- Strong densification on the coast (a significant urban concentration along the coastal strip, resulting from a very important economic dynamic on the coast with more than 550 inhabitants/km²).
- A polluting industrial activity (textile factories) on the land.
- On the marine part, weak current, irregular coastlines, low bathymetry, the existence of a significant fish farming activity (2.500 tons/year) and drop in the production of artisanal fishing. Offshore, the Kuriates archipelago, considered as a fallback area for artisanal fishermen and activity for a few tourist boatmen, is planned as a (MCPA) which will be governed soon (as soon as the decree creating this MCPA by Law n° 49-2009 of July 20, 2009, relating to MCPAs and the decrees resulting from this law (Decrees N° 2014-1844, N° 2014-1845, N° 2014-1846 and N° 2014-1848 of May 19, 2014); see section legislation, title and sub-title);
- Appearance of problems linked to the management of the site unanimously deplored by the local actors (treatment of wastewater, backfill, solid waste and industrial discharges).
- Unfair economic development between neighboring localities, at the origin of claims to the right to development expressed by the less favored local authorities as well as bilateral and multilateral inter and intra-sectorial conflicts.

IV.2. Legal framework relating to coastal management

This section describes the various texts and laws relating to the management, operation, development and preservation of the coast and the marine environment.

Texts relating to the Coastal Protection and Planning Agency

- Law N° 95-72 of July 24, 1995; establishing the APAL.
- Decree N° 95-2431 of December 11, 1995; fixing the administrative and financial organization and the operating methods of the APAL.
- Decree N° 2009-3214 of October 27, 2009; approving the special status of staff of the APAL.
- Decree N° 2011-4799 of December 10, 2011; fixing the organization chart of the APAL.
- Decree N° 2014-2655 of July 15, 2014; establishing the conditions for the allocation and withdrawal of functional posts within the APAL.

Texts relating to coastal development

- Law N° 94-122 of November 28, 1994; promulgating the code of land use planning and town planning as amended and supplemented by law N° 2003-78 of December 10, 2003, and law N° 2005- 71 of August 4, 2005.
- Decree N° 98-2092 of October 28, 1998, fixing the list of large urban agglomerations and sensitive areas which require the development of master development plans.

Management of the Public Maritime Domain (PMD)

- Law N° 95-73 of July 24, 1995; relating to the maritime public domain as amended by law N° 200533 of April 4, 2005.
- Law N° 95-72 of July 24, 1995; establishing the APAL.
- Art. 25 of law N° 94-122 of November 28, 1994; promulgating the Code of regional planning and town planning, as amended and supplemented by law N° 2003-78 of December 29, 2003, and the law N° 2005-71 of August 4, 2005.
- Decree N° 2000-167 of January 24, 2000; fixing the procedures and the modalities of regularization and clearance of the land situations of constructions, works and establishments established in an illegal manner on the maritime public domain or on parts of this domain on the date of the publication of Law N°. 95-72 of July 24, 1995, establishing the APAL.
- Decree N° 2014-1405 of April 23, 2014; modifying decree N° 89-457 of March 24, 1989, delegating certain powers of members of the government to governors.

Temporary occupations of the maritime public domain and concessions

- Law N° 95-73 of July 24, 1995; relating to the maritime public domain as amended by law N° 200533 of April 4, 2005.
- Decree N° 2014-1847 of May 20, 2014; relating to the temporary occupation of the maritime public domain.
- Decree of 25 May 1950; fixing the budget for the financial year 1950-1951 and its article 57 fixing the factors for determining the tariffs for temporary occupation of the public domain.
- Order of May 26, 1950; fixing the value of the coefficients “a; b; vs “.
- Decree of October 11, 1956; fixing the value of the “K” coefficient.
- Decree of May 15, 1992; fixing the rates of fees for temporary occupation of the public maritime domain as amended by the decree of October 6, 1993.
- Law N° 2008-23 of April 01, 2008 ; relating to the system of concessions.

Delimitation of the maritime borders of the coastline

- Local texts relating to the delimitation of maritime borders.
- Law N° 95-73 of July 24, 1995; relating to the maritime public domain as amended by law N° 200533 of April 4, 2005.
- Law N° 73-49 of August 2, 1973; on the delimitation of territorial waters.
- Law N° 2005-50 of June 27, 2005; relating to the exclusive economic zone off the Tunisian coast.
- Decree N° 73-527 of November 3, 1973; relating to baselines.

International conventions relating to the delimitation of maritime boundaries

- United Nations Convention on the Law of the Sea adopted in Montego Bay on December 10, 1982; ratified by law n ° 85-6 of February 22, 1985.
- Law N° 72-16 of March 10, 1972; ratifying the agreement signed in Tunis on August 20, 1971, between the government of the Tunisian Republic and the government of the Italian Republic relating to the delimitation of the continental shelf between the two countries.
- Law N° 89-10 of February 1, 1989; ratifying the conventions between the Tunisian Republic and the Great Socialist People's Libyan Arab Jamahiriya concerning the continental shelf.
- Decree-Law N° 2011-104 of October 22, 2011; ratifying the Convention relating to the delimitation of maritime borders between the Republic of Tunisia and the People's Democratic Republic of Algeria.

Main stakeholder organizations

- Law N° 95-72 of July 24, 1995; establishing an agency for the protection and development of the coast.
- Article 31 of Law N° 95-73 of July 24, 1995; relating to the public maritime domain as amended by Law N° 2005-33 of April 4, 2005.
- Decree N° 70-101 of March 23, 1970; establishing the national coastal surveillance service, modified by decree N° 95-424 of March 13, 1995.
- Law N° 88-91 of August 2, 1988; establishing the national agency for the protection of the environment, amended by law N° 92-115 of November 30, 1992.

Seaports and management of maritime wrecks

- Law N° 2009-48 of 08 July 2009; promulgating the code of maritime ports.
- Law N° 89-21 of February 22, 1989; relating to maritime wrecks.
- Order of the Minister of Transport of April 27, 1994; relating to general security and police conditions in ports and pleasure sea bases.

Aspects relating to the organization of fishing and scuba diving exercises Fishing

- Law N° 94-13 of January 31, 1994; relating to the exercise of fishing modified by law n ° 97-34 of May 26, 1997, and by law N° 99-74 of July 26, 1999.
- Order of the Minister of Agriculture of September 28, 1995; regulating the exercise of your fishing, modified by the order of the Minister of Agriculture of June 3, 1997, the order of August 10, 1999, and the order of May 2 2001.
- Decree N° 95-252 of February 13, 1995; fixing the conditions for granting fishing authorizations and the related fees.

Specific regulations relating to certain fishing methods

- Decree N° 89-392 of March 18, 1989; organizing the Chrafis of the Kerkennah Islands.
- Order of the director of public works of August 18, 1953; relating to the fishing of sponges.
- Order of the Director of Public Works dated January 14, 1955, related to the practice of diving for sponges.
- Order of the Minister of Agriculture dated February 26, 1982, organizing coral hunting.
- Order of the Minister of Agriculture of September 20, 1994; relating to the organization of fishing for clams, amended by the order of June 16, 1997.
- Order of the Minister of Agriculture of September 20, 1994; relating to the organization of the octopus fishing campaign.

Scuba diving

- Law N° 2005-89 of October 03, 2005; on the organization of diving activity.
- Decree N° 2006-1017 of April 13, 2006; fixing the prerogatives, composition, and operating rules of the National Diving Commission.
- Order of the Minister of Agriculture of September 20, 1994; relating to the practice of diving and underwater recreational fishing, amended by the order of June 16, 1997.

Conservation of the natural maritime environment and your biological diversity

Some texts relating to the conservation of the maritime natural environment and biological diversity:

- Law N° 49-2009 of July 20, 2009; related to marine and coastal protected areas.
- Decree n ° 2014-1845 of May 19, 2014; fixing the criteria and the indicative scale of transaction amounts in offenses relating to marine and coastal protected areas.
- Decree N° 2014-1848 of May 20, 2014; fixing the composition and the mode of operation of the commissions for drawing up management plans for marine and coastal protected areas.

- Decree N° 2014-1846 of May 19, 2014; fixing the functions of the investigating commissioner in charge of the public inquiry relating to the creation of marine and coastal protected areas and the procedures for exercising his powers.
- Decree N° 2014-1844 of May 19, 2014; fixing the composition and your attributions of the national council of marine and coastal protected areas.
- Law N° 88-20 of April 13, 1988; revising the Forest Code as amended and supplemented by Law No. 2005-13 of January 26, 2005.
- Law N° 1993-45 of May 3, 1993; ratifying the United Nations Convention on Biological Diversity.
- Decree N° 1993-2372 of November 22, 1993; publishing the United Nations Convention on Biological Diversity, concluded in Rio de Janeiro on June 5, 1992.
- Protocol relating to specially protected areas and biological diversity in the Mediterranean adopted in Barcelona and signed by the Republic of Tunisia on June 10, 1995 (ratified by law N° 98-15 of February 23, 1998).
- Annexes to the Protocol relating to specially protected areas and biological diversity in the Mediterranean adopted in Monaco and signed by the Republic of Tunisia on November 24, 1996 (ratified by law N° 98-15 of February 23, 1998).
- Law N° 1976-91 of November 4, 1976; ratifying the African Convention for the Conservation of Nature and Natural Resources.
- Law N° 2002-58 of June 25, 2002; approving the Cartagena protocol on the prevention of biotechnological risks.
- Law N° 1995-75 of 7 August 1995; authorizing the accession of the Republic of Tunisia to the Berne Convention relating to the conservation of wildlife and the natural environment of Europe.

National parks and marine nature reserves

- Decree N° 77-340 of April 1, 1977; establishing the national park of the islands of Zembra and Zembretta.
- Order of the Minister of Agriculture of 6 July 1984; laying down general regulations for the national park of the islands of Zembra and Zembretta.
- Order of the Minister of Agriculture of November 9, 1973; relating to the establishment of a biological protection zone around the Zembra Island.
- Order of the Minister of Agriculture of July 4, 1980; relating to the establishment of an integral marine reserve around the islet of Galeton.
- Decree N° 80-1608 of December 18, 1980; establishing the Ichkeul National Park.
- Order of the Minister of Agriculture of 6 July 1984; laying down general regulations for the Ichkeul National Park.

- Order of the Minister of Agriculture of December 18, 1993; establishing a nature reserve on the Kneiss Islands of the Graiba delegation of the Governorate of Sfax.
- Order of the Minister of Agriculture of December 18, 1993; establishing a nature reserve in Majen Djebel Chitane of the delegation of Sadjenane of the Governorate of Bizerte.
- Order of the Minister of Agriculture of December 18, 1993; creating a nature reserve in Sebkhath-Kelbia of the delegation of Sidi-El-Hani of the governorate of Sousse.
- The Cave of Bat of the delegation of El Haouaria of the Governorate of Nabeul.
- Order of the Minister of Agriculture of December 18, 1993; establishing a nature reserve on the island of Chikly by the delegation of Bab Bhar of the Governorate of Tunis.

Wet area (Wet Zona)

- Convention on Wetlands of International Importance Particularly as Waterfowl Habitat; adopted at Ramsar in Iran on February 2, 1971 (accession by Law No. 80-9 of March 3, 1980).
- Law N° 1986-64 of July 16, 1986; authorizing the accession of Tunisia to the protocol amending the convention on wetlands of international importance particularly as waterfowl habitats.

Texts specific to the conservation of some species of marine animals

- Law N° 68-4 of March 8, 1968; relating to the protection of seals in Tunisian territorial waters.
- Law N° 1997-66 of October 27, 1997; authorizing the accession of the Republic of Tunisia to the international convention for the conservation of Atlantic tunas.
- Decree N° 1998-1047 of May 5, 1998; publishing the international convention for the conservation of Atlantic tunas, concluded in Rio de Janeiro on May 14, 1966.
- Law N° 2001 68 of July 11, 2001; ratifying the agreement on the conservation of cetaceans in the Black Sea, the Mediterranean and the adjacent Atlantic area.

Climatic changes

- Law N° 1993-46 of May 3, 1993; ratifying the United Nations framework convention on CC.
- Decree N° 1993-2373 of November 22, 1993; publishing the United Nations framework convention on CC, concluded in New York on May 9, 1992.
- Law N° 2002-55 of June 19, 2002; approving the accession of the Republic of Tunisia to the Kyoto Protocol, annexed to the United Nations Framework Convention on CC.

- Kyoto Protocol annexed to the United Nations Framework Convention on CC, adopted in Kyoto on December 10, 1997; approved by Law N° 2002-57 of June 19, 2002, and ratified by Decree N° 2002-2674 of 14 October 2002.

Archaeological heritage and natural caves

- Law N° 94-35 of February 24, 1994; relating to the archaeological, historical, and traditional arts heritage code.
- Convention for the Protection of the World Cultural and Natural Heritage (ratified by Law No. 7489 of December 11, 1974).
- Law N° 2008-61 of October 28, 2008; approving the Convention on the protection of the underwater cultural heritage.
- Decree N° 2008-3700 of 2 December 2008; ratifying the Convention on the protection of the underwater cultural heritage.
- Law N° 85-57 of May 22, 1985; relating to the control of speleological activities and the protection of natural cavities.

Scientific Research

- Decree N°98-2409 of November 30, 1998; organizing the National Institute of Marine Sciences and Technologies.
- Decree N° 97-1836 of September 15, 1997; relating to the exercise of scientific research, exploitation, surveying, and drilling activities by ships in the waters and the Tunisian continental shelf.
- Decree N° 2000-1687 of July 17, 2000; establishing a national commission for the law of the sea.
- Law N° 96-25 of March 25, 1996; establishing the International Center for Environmental Technologies in Tunis.
- Convention on the Law of the Sea 1982 (part XIII dedicated to marine scientific research and part XIV dedicated to the development and transfer of techniques).

Hydrography

- Law N° 1999-45 of May 31, 1999; ratifying the amendment to article 21 of the Convention relating to the international hydrographic organization.
- Law N° 1997-40 of June 9, 1997; authorizing the accession of the Tunisian Republic to the Convention relating to the international hydrographic organization.
- Decree N° 1997-1924 of September 22, 1997; publishing the Convention relating to the international hydrographic organization, concluded in Monaco on May 3, 1967.
- Convention on the Law of the Sea 1982 (part XIII dedicated to marine scientific research and part XIV dedicated to the development and transfer of techniques).

Pollution of the marine environment

- Law N° 96-29 of April 3, 1996; establishing a national urgent intervention plan to fight against marine pollution.
- Decree N° 85-56 of January 2, 1985; relating to the regulation of discharges into the receiving environment.
- Order of July 20, 1989; approving the Tunisian standard relating to effluent discharges into the water environment.
- Law N° 75-16 of March 31, 1975; promulgating the Water Code, as amended by Law No. 8735 of August 6, 1987, Law No. 88-94 of August 2, 1988, and Law No. 2001- 116 of November 26, 2001.
- Law N° 91-39 of 8 June 1991 relating to the fight against calamities, their prevention, and the organization of relief.
- Decree N° 93-942 of April 26, 1993; fixing the procedures for drawing up and applying the national plan and regional plans relating to the fight against calamities, their prevention, and the organization of relief.

International conventions relating to the fight against marine pollution in the Mediterranean

- Barcelona Convention for the Protection of the Mediterranean Sea against Pollution, adopted in Barcelona on February 16, 1976 (ratified by law N° 7729 of May 25, 1977, and amended by law N° 98-15 of February 23, 1998).
- Protocol relating to the prevention of pollution of the Mediterranean Sea by dumping operations carried out by ships and aircraft, adopted in Barcelona on February 16, 1976 (ratified by law N° 7729 of May 25, 1977) and amended by law N° 98-15 of February 23, 1998).
- Protocol relating to the protection of your Mediterranean Sea against your pollution from sources located on land adopted in Syracuse (amended by law N° 98-15 of February 23, 1998).
- Protocol relating to the protection of the Mediterranean Sea against pollution resulting from the exploration and exploitation of the continental shelf, the seabed and its subsoil adopted in Madrid and signed by the Republic of Tunisia on October 14, 1994 (ratified by law N° 98-15 of February 23, 1998).
- Protocol relating to the prevention of pollution of the Mediterranean Sea by transboundary movements of hazardous wastes adopted in Izmir and signed by the Republic of Tunisia on October 1, 1996 (ratified by law N° 98-15 of February 23, 1998).
- 1982 Law of the Sea Convention (Part VII dedicated to the Protection and Preservation of the Marine Environment).

Other international conventions relating to the fight against marine pollution

- Decree N° 2006-555 of 23 February 2006; ratifying an agreement between the government of the Republic of Tunisia, the government of the People's Democratic Republic of Algeria and the government of the Kingdom of Morocco on the sub-regional emergency plan for the preparation and the fight against accidental marine pollution in the south-western Mediterranean area.
- Law N° 1997-82 of December 15, 1997; authorizing the accession of the Republic of Tunisia to the protocol for the repression of unlawful acts against the security of fixed platforms located on the continental shelf.
- Decree N° 1998-1543 of July 27, 1998; publishing the protocol for the suppression of unlawful acts against the security of fixed platforms located on the continental shelf.

Pollution from ships

- Law N° 1976-15 of January 21, 1976; on the accession of Tunisia to the 1976 International Convention for the Forecasting of Pollution from Ships.
- Law N° 80-56 of August 1, 1980; ratifying the 1978 protocol relating to the 1973 International Convention for the Prevention of Pollution from Ships.

Oil pollution

- Law N° 1995-51 of June 19, 1995; authorizing the accession of the Tunisian Republic to the 1990 International Convention on the preparation, response, and cooperation in matters of oil pollution.
- Decree N° 1996-322 of February 5, 1996; publishing the International Convention of 1990 on the preparation, response, and cooperation in matters of pollution by the Maricar LJUI CJ, in London on November 30, 1990.
- Law N° 1996-97 of November 18, 1996; authorizing the accession of the Republic of Tunisia to the 1992 protocol amending the 1969 International Convention on Civil Liability for Damage Due to Oil Pollution.
- Law N° 1996-98 of November 18, 1996; authorizing the accession of the Republic of Tunisia to the 1992 protocol amending the 1971 International Convention establishing an international compensation fund for oil pollution damage.
- Law N° 1973-9 of March 23, 1973; ratifying the International Convention for the Prevention of Pollution of the Seas by Oil, concluded in London on May 12, 1954.
- Law N° 1973-10 of March 23, 1973; on the accession of Tunisia to the Convention on the prevention of marine pollution resulting from the dumping of waste 1976.
- Law N° 1976-13 of January 21, 1973; authorizing Tunisia's accession to the 1969 International Convention on Civil Liability for Oil Pollution Damage.

- Law N° 76-14 of January 21, 1976; authorizing the accession of Tunisia to the 1969 international convention on intervention on the high seas in the event of an accident causing or likely to result in oil pollution and to the 1973 protocol on intervention on the high seas in the event of pollution by substances other than oil.
- Law N° 1976-16 of January 21, 1976; authorizing Tunisia's accession to the International Convention establishing an international compensation fund for oil pollution damage.
- Law N° 76-17 of January 21, 1976; on the accession of Tunisia to the Convention on the prevention of marine pollution resulting from the dumping of waste.

Dangerous waste: Basel Convention

- Law N° 1995-63 of July 10, 1995; authorizing the accession of the Republic of Tunisia to the Basel Convention on the control of transboundary movements of hazardous wastes and their elimination.
- Law N° 1999-78 of August 2, 1999; ratifying the amendment to the Basel Convention on the control of transboundary movements of hazardous wastes and their disposal adopted at the third meeting of the Conference of the Parties.
- Decree N° 1996-2680 of December 25, 1996; publishing the Basel Convention on the control of transboundary movements of hazardous wastes and their disposal, adopted in Basel on March 22, 1989.

Dangerous waste: Bamako Convention

- Law N° 1992-11 of February 3, 1992; ratifying the Bamako Convention on the prohibition of importing hazardous wastes into Africa and on the control of transboundary movements and management of hazardous wastes produced in Africa.
- Decree N° 1992-1445 of July 27, 1992; publishing the Bamako Convention on the prohibition of importing hazardous waste into Africa and on the control of transboundary movements and the management of hazardous waste produced in Africa.

Fight against your nuclear risks

- Law N° 71-31 of July 28, 1971; ratifying the treaty prohibiting the placing of nuclear weapons and other weapons of mass destruction on the bottom of seas and oceans as well as in their subsoil.
- Law N° 63-53 of December 30, 1963; on the accession of the Republic of Tunisia to the treaty prohibiting nuclear tests in cosmic space, in the atmosphere and under water.
- Law N° 1988-67 of July 16, 1988; ratifying the Vienna Convention on the early notification of a nuclear accident.
- Law N° 1988-68 of July 16, 1988; ratifying the Vienna Convention on assistance in the event of a nuclear accident or radiological emergency.

IV.3. Tourism system in Tunisia: evolution and perspectives

Tunisia, since its independence in 1956, faced with the lack of natural resources, has bet on mass international tourism which has become one of the pillars of its national economy (in 2017, the tourism sector contributed 6% to the GDP, then in 2010 it represented 7%). The process of development of the tourist system, in the Tunisian case, highlights the progressive disengagement of the State for the benefit of national or international private individuals, which will influence the concepts of development.

IV.3.1. Evolution of tourism development policies and concepts

Development of mass tourism by tourist areas

Tunisian tourism, which has its origins in the colonial period, has been a priority in the development policies of the Tunisian State, since its independence in 1956, to participate in foreign currency inflows and subsequently in the balance of the balance of payment (Vidal *et al.* 2007). Since the end of the 1950s, the Tunisian State has been involved itself as an entrepreneur and a manager of the first tourist projects (Miossec, 1996). The THTC, created in 1959, oversaw the creation of the first state-owned hotels and the training of the first hotel managers who would subsequently constitute a class of Tunisian promoters with their own hotels and even their hotel chains. This international tourism development policy, which was not preceded by spatial planning, inaugurated a scattering of hotel establishments especially on the coast (Miossec, 1996). Despite the lack of a clear design of the spaces that host these hotels, their location reveals a certain harmony with the natural and urban environment. Through the involvement of local actors: craftsmen in construction, as well as municipalities as effective controllers and sometimes shareholders in hotel units, the structures of these first seaside hotels have been integrated into their host areas.

Since the first years of international tourism development, the Tunisian State has adopted a policy to promote luxury tourism, to “impose a brand image of the Tunisian product” (Miossec, 1996). The THTC, which is a state-owned company, operated as a true entrepreneur between 1962 and 1965 to build a series of luxury hotels (Sahara Palace, Ulysse Palace) (Miossec, 1996). So, at the time, the tour operators asked, instead, for lower category hotels, particularly 3 stars, to meet the great European demand, in terms of family beach holiday packages; hence the shift from luxury tourism to mass tourism in Tunisia.

To rationalize tourism investment, avoiding the waste of space and money, the Tunisian state created the Tunisian National Tourist Office (ONTT) in 1971 and the Tourist Land Agency (AFT) in 1973, to plan new tourist areas through the “zoning” technique. In this context, at the beginning of the 1970s, under the encouragement of the World Bank, the Tunisian State created 7 tourist zones, all located on the Tunis-North, Tunis-South, Hammamet-Nabeul, Sousse-North coast, Djerba, Zarziss and Kerkennah which will be replaced later by Monastir. To this end, the Tunisian state entrusted the Italian design office “Italconsult” with the programming and planning of these tourist areas.

To ensure land availability, AFT used the LIP tool. According to the 1976 law, the *raison d'être* of the LIP is the realization by the State, in the short term, of major development or rehabilitation works, with a goal of general interest - remembering that the general interest varies according to the designs and needs of the moment. This work can only be done on land titles built or not built. In many cases, these lands belong to individuals who represent, with their property, the private interest. Thus, would be justified the two major infringements of the right to property which they entail and which constitute, for the benefit of the aptly named “beneficiary” of the LIP, two rights aimed at land appropriation: the right of expropriation and the right of pre-emption.

Expropriation for public utility

Expropriation consists of a forced transfer of the ownership of land, from a private individual to a public stakeholder, against payment of a “fair and prior” compensation that may be fixed, in the absence of agreement between the parties, by expertise. Expropriation applies to land located within the perimeter of a LIP; the State and local public authorities expropriating for their own account or on behalf of the land agencies of the LIP (Art. 35 CATU). The expropriation decree specifies the name of its owner, that of the beneficiary of the expropriation (who is the beneficiary of the LIP), the characteristics of the land (land title number, location, and area) and the purpose for which the expropriation has been carried out. As it is clear from its name, this object must be aimed at the public utility to the extent that an individual is dispossessed of his property. The interest monitored must necessarily be greater than the wronged interest, which is not always obvious in the LIP cases which carried out for the benefit of the AFT (development of subdivisions intended for the construction of hotels, leisure, activities, and commerce related to tourism). However, any land expropriated and not used for the purpose specified by the expropriation decree within a maximum period of five years from the date of the decree must be returned to the owner who requests it.

Right of pre-emption

Originally created for the benefit of the co-owners, therefore within the framework of private law, the right of pre-emption means, within the framework of the LIP, that its beneficiary - the intervener - can acquire by priority, any land located at the inside of this LIP and which it might need for the completion of the development work. This definition requires two preliminary comments:

- The right of administrative pre-emption is necessarily exercised by means of implementation of another right: that of priority to purchase.
- The right of pre-emption can only be exercised for land, whether built or not, located within the perimeter of the LIP, which has obviously not been subject to an expropriation decree and for which the owner expresses his intention to sell. It is therefore the latter which triggers the procedure for exercising the right of pre-emption by the beneficiary of the LIP, unlike what happens in expropriation.

Pre-emption therefore constitutes less interference, at least in its forms of exercise of the right to property than expropriation. Moreover, the owner will always be able to control the use of his pre-empted or expropriated land, since the intervener can only use it for the sole purpose specified by the decree.

The tourist areas were built on land intervention perimeters. The massive demand from tour operators was met by the construction of “block hotels”, located in series in parallel, aligning shorelines, in these public intervention perimeters granted to AFT; the latter transfers the developed and equipped lots to hotel developers. As a result, the new tourist areas are “struck with hotel monolithism” (Chapoutot, 1999). Moreover, since the end of the 1970s, there has been an increasing role of private developers in hotel investment. Thus, the involvement of the private sector became more important following the privatization of the hotel units of the THTC and the establishment of an incentive policy through a new investment code, in the late 1980s.

Since the 1970s, the tourist action system has become more and more dominated by private promoters and their counterparts, the European tour operators which has spatial implications. They are designed for the imperative of developing mass tourism, by inaugurating tourist enclaves in the absence of public spaces and entertainment facilities in the areas.

Integrated tourist resort stations to overcome zoning flaws

In the mid-1970s, the Tunisian State’s desire to diversify the seaside tourist offer, which remained dominated by the classic hotel industry, coincided with the attempts of the promoters of the Arabian Gulf to invest their oil rents in income-generating activities such as real estate and tourism. This context encouraged the creation of the first integrated resort in Tunisia, El Kantaoui. The Abu Dhabi Development Fund had a 24% stake in the capital of the Société d’Étude et de Développement de Sousse-Nord, which developed the integrated station El Kantaoui, before raising the capital through the involvement of other Arabian Gulf funds. Despite the strong presence of Arab financing in this ad-hoc company, the State remains the leader in planning and setting up the project.

In 2018, the integrated resort of El Kantaoui had 13600 tourist and residential beds. It was designed through a development plan to be implemented in several phases. “It was intended as an innovation in terms of tourist development, contrasting with the concrete walls of the previous period” (Lamine, 1998). Organized around a marina, the resort is made up of hotel units, apart-hotels, restaurants, shops, a golf course and a luxury residential area. According to Miossec (1996), “El Kantaoui is exemplary in terms of the know-how of integration”. In fact, the situation of the El Kantaoui project in the middle of an urban territory and the creation of the necessary infrastructures through the involvement of territorial actors largely explain its success.

The experience of El Kantaoui is followed by another “integrated” station: Montazah-Tabarka, which decided in September 1981. The Tabarka station is not “ex-nihilo” as in the case of El Kantaoui, since it is centered on its fishing port which is renovated and

converted partly for pleasure and secondarily on a golf course. It covers 90 ha and has 5500 hotel and residential beds. The infrastructure and equipment are provided there at the expense of the Tunisian state. The promoters of the Arabian Gulf were the majority in the project. There STUSID commissioned a group of consultancies to carry out the development plan for the station.

Miossec (1996) criticizes the design of “Montazah Tabarka” by the fact that the new buildings built on the seafront are not perfectly consistent with the initial urban composition: scale, volumes, heights, and styles. This foreign town planning reflects a break with a city of colonial origin made up of a checkerboard of small islets of low buildings with pointed red tiled roofs. In fact, the lack of strategic vision explains this “under-integration” of the station with the pre-existing urban fabric. It was the Saudi private shareholders, the main partners of the State in this project that were behind these urban planning choices. From now on, projects are programmed or carried out on an ad hoc basis, without a global vision of their host territories. This slight change in the action system, with the rise in power of private actors in the face of the decline of public power, obviously had urban implications.

Despite the growing involvement of private actors in tourism development, until the early 1980s, the State was still responsible for the development of the infrastructure and particularly that of the marina which remains the central equipment and the costliest in terms of integrated seaside resort development. However, the Yasmine-Hammamet station project, which was decided at the end of the 1980s, confirms the almost total disengagement of the State in terms of tourist development and subsequently the change in the system of actors.

IV.3.2. The Yasmine-Hammamet station: a turning point in the tourism development policy in Tunisia

Yasmine-Hammamet station inaugurates a new action system

The Yasmine-Hammamet station, decided in 1989, marks a turning point in the tourism development policy in Tunisia, since here the national promoters (Tunisians) ensured its realization and its equipment (Fig.2). With the almost total disengagement of the State, the Yasmine-Hammamet station broke with past experiences: those of the integrated stations of El Kantaoui and Tabarka. Thus, this project fits into a new context; environmental threats due to the gradual privatization of tourist development and the call for sustainable tourism (Chapoutot, 1999). In this context, the State was forced to change its positioning in the system of actors to carry out new tourism development projects. As such, this integrated station inaugurated a new system of action, in which the Tunisian State seemed to disengage as an investor, to obey the standards of governance imposed by the World Bank. However, its role as regulator and controller is bound to strengthen (Hellal, 2009). Indeed, new actors for tourist development, particularly those who hold to the principle of sustainable development, were founded: the ANPE (National Agency for the Protection of the Environment) in 1988 and the APAL in 1995. Their creation coincided with the launch period of the Yasmine-Hammamet station.

The Hammamet-South Study and Development Company (SEDHS) were involved in the construction of the Yasmine-Hammamet station, in 1990. The capital of this company is made up of 9 commercial banks and the AFT with a very insignificant share. It is an almost completely private company, as the territorial actors are not involved in the project, especially if the project site is located outside the municipal perimeter of Hammamet. Development work began on November 7, 1991, and ended at the end of 2004. The station came into operation in the summer of 1996. It has 46 tourist accommodation units. Most of the hotels are of high standard: four and five stars.

During the construction of the Yasmine-Hammamet station, the Tunisian State withdrew, even from financing the supply of Nasik commodities. Indeed, the SEDHS, which is a quasi-private company, was responsible for the construction of the infrastructure at the taxpayer's expense, more so as it generated profits from exchange operations with the original landowners in the project area to become a partner in the project. To this end, and as previously explained in a book chapter on the governance of Yasmine-Hammamet (Hellal, 2016), this project is an unprecedented partnership in the history of tourist development. Nevertheless, this partnership remains between private actors, given that SEDHS is a quasi-private company and public participation was minimal.

For the development and construction of the Yasmine-Hammamet station, SEADHS carried out a detailed development plan, independently of the urban development plan of Hammamet-city and that of the area. This is a hasty and improvised planning, if this operational development plan concerns a non-urbanized perimeter, as it was not preceded by either a Master Plan of Development, or by a feasibility plan.

The lack of forward-looking vision as well as the dominance of economic issues in the project resulted in an over-urbanized resort. The excessive privatization of the resort's space was responsible for its under-integration with the urban area of Hammamet in terms of town planning (density, volume of construction and architectural cachet), as well as the lack of entertainment equipment, conviviality, and greenery at the perimeter of the project itself.

The Yasmine-Hammamet integrated resort project is distinguished from other previous experiences El Kantaoui and Tabarka by the withdrawal of the State from the construction of the most expensive equipment: the marina. The Tunisian authorities have chosen to entrust this project to the private developer, the SEAMHS, after the reluctance of the Italian developer Marine vest that has already done the design. The coastal environment problems generated following the construction of the resort have been numerous and included the accumulation of algae and the erosion of the beach, both due to the impacts of the marina, the design of which meets only the lucrative challenges of its main owner. The latter did not hesitate to extend the surface area of the project, to have a better capacity in rings and in residential beds to the detriment of the water body and the PMD (Hellal, 2009). Despite the negative opinion of the ANPE and the recommendations of the APAL to minimize the negative impacts of this structure, the authorities maintained the project which today continues to have negative effects on the coastal environment.

Yasmine-Hammamet: a unique integrated station?

The weakness of state control structures and the dominance of private actors in decision-making within the framework of the Yasmine-Hammamet project have resulted in a resort that is poorly integrated with its natural and urban environments. Thus, the project is seen today as a complete break with the pre-existing urban structure of Hammamet, which is renowned worldwide for the beautiful symbiosis between its low buildings and its natural environment (fine sandy beaches and citrus gardens). Thus, the environmental problems prove that the resort does not meet the standards of sustainable tourism.

In terms of governance, the excessive privatization of space, the neutralization of local actors and structures of public control over the decision and planning of the project are responsible for the imbalance of the action system and subsequently for the failure of the Yasmine-Hammamet project, on both the design and the implementation levels. In fact, state regulation which was in favor of the private sector to the detriment of territorial actors and supporters of the principle of sustainable development gave a result which is at odds with the previous issues. Yasmine-Hammamet, initially designed for luxury tourism, became the main resort specializing in national tourism in Tunisia and only operates during the two summer months: July and August. Thus, it participated in the crisis of the tourist offer, in Tunisia.

A big difference with the integrated resort projects carried out previously in the spatial structure of the Yasmine-Hammamet project: El Kantaoui and Montazah Tabarka. By comparing and looking at the typology adopted by Clary (1993) in the French case, the relationship between the station and the support city can be drawn. In fact, Yasmine-Hammamet like El Kantaoui are so-called “integrated” stations, carried out on a clean slate, in “ex-nihilo” sites, but their internal structures are totally different, because they are the reflections of two systems of different actions. In addition, the integrated station Montazah Tabarka, which is based on the urban agglomeration of Tabarka, is rather close to that of El Kantaoui (ex-nihilo station) in its internal structure and in its system of action to carry out its project. As a result, the typology adopted by Clary for the integrated stations in France is not applicable for the Tunisian case. As a result, a new typology method for integrated tourist resorts in Tunisia needed to be adopted.

In the Tunisian case, a typology of tourist resorts refers to the action system and the policy adopted for the institutional and financial arrangements for the realization of their projects. As a result, El Kantaoui and Tabarka are classified in the type of integrated resorts of “the first generation”, given that the State is quite involved in the development of the two projects, particularly in the development of marinas and in the construction of infrastructures. In addition, Yasmine-Hammamet is classified in the category of integrated “second generation” resorts, because its urban structure was well influenced by the financial disengagement of the State and by the change of its system of action in relation to the projects of previously built integrated stations.

The governance of the new action system as well as the lucrative logic led by the private actors who dominate the project, faced with the weakening of the local actors and the institutions which hold the principle of sustainable development, are in a way responsible for the discrepancies between the initial planning and the final project.

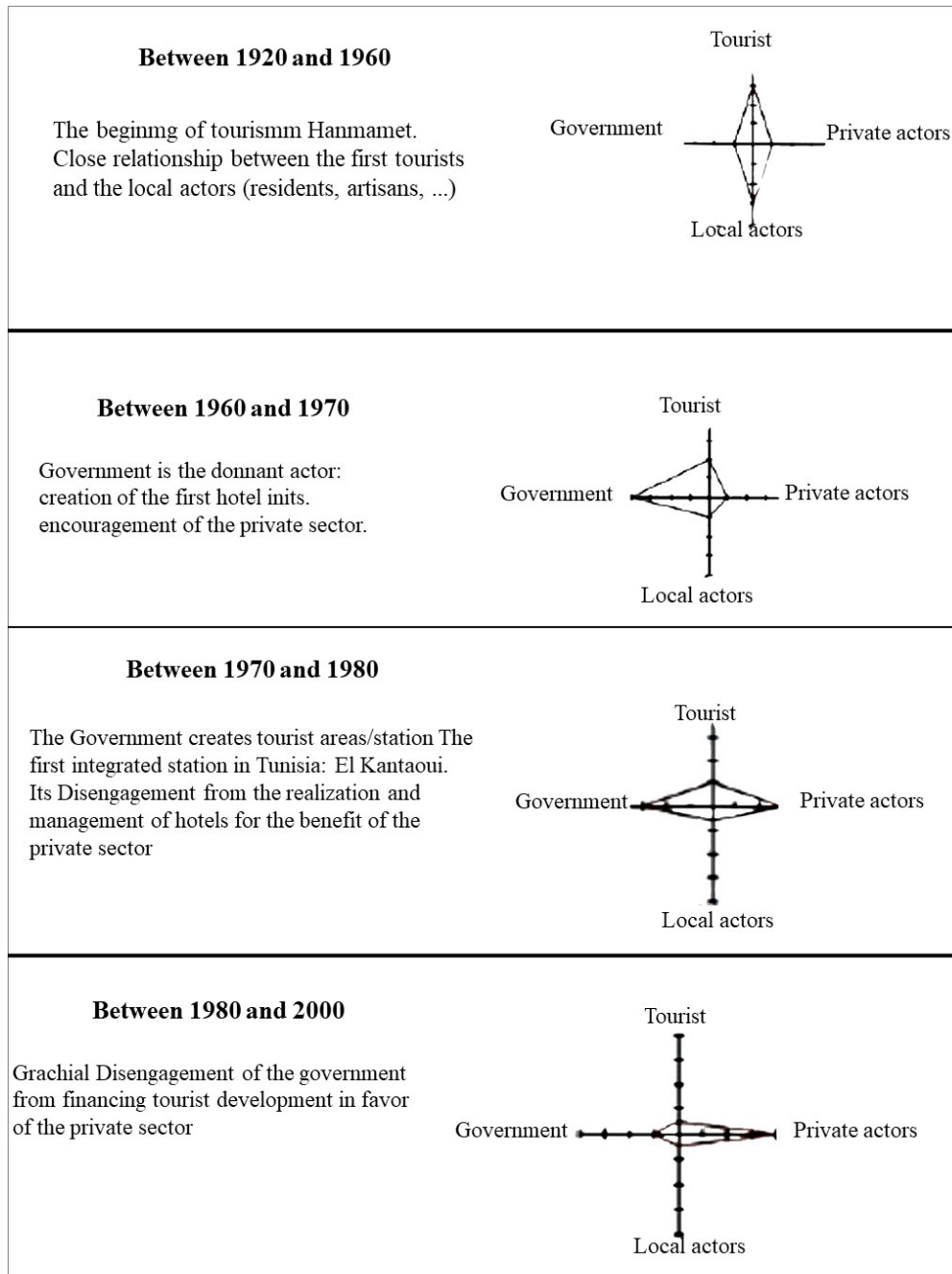


Figure 2. Evolution of the tourism system in Tunisia in relation to the degrees of involvement of the actors concerned (ONTT, 2019)

V. Sustainable tourism and governance

V.1. Governance

According to the World Tourism Organization (2005), sustainable tourism is: “tourism that takes full account of its current and future economic, social and environmental impacts, meeting the needs of visitors, industry, environment and host communities”.

Thus, according to this definition, the notion of “sustainable tourism” joins an approach to tourism in line with the principles of sustainable development and its three dimensions, economic, social, and environmental. Otherwise, this sustainable tourism should:

- Make optimal use of the environmental resources which are a key element of tourism development, maintaining essential ecological processes and helping to conserve natural heritage and biodiversity.
- Respect the socio-cultural authenticity of host communities and local populations, conserve their built and living cultural heritage and traditional values and contribute to intercultural understanding and tolerance.

Ensure sustainable and long-term economic operations, providing all stakeholders with equitably distributed socio-economic benefits, including stable employment, income opportunities and social services for host communities and contributing to poverty diminution.

Taking all these dimensions into account requires leadership, collaboration, and partnership between stakeholders in both planning and implementation of tourism development. It is also necessary to have strong institutional, legal and policy frameworks to regulate and guide the process. This can only be achieved through good governance.

Governance, what is it, how and why?

Even though governance remains an ambiguous concept that has several definitions, it is generally understood as a decision-making process and the process by which decisions are implemented. The definition used in PAP/RAC publications based on those made by Olsen (2000), Brusis and Siegmund (2011) is as follows: “Governance is the ability of governing institutions to respond effectively to changing conditions and problems that may arise, and to achieve social unity in their solution, by undertaking various forms of consultation, negotiation, and multi-party agreements. The “ingredients” of governance are institutions, legal and regulatory instruments (laws, *etc.*) as well as enforcement mechanisms; scientific expertise and technological tools and methods; information/education, consultation, and participation process”.

The mobilization of actors involved in governance considers governance obeying the principles of sustainable development, particularly the integration of environmental issues into sectorial and development policies at the level of the coast and the coastal fringe.

This involvement of local actors must go through the integration of the participatory dimension of the latter in local projects of territorial and strategic planning, environmental and social management, and sustainable development. This approach will work for the implementation of an approach (community management and integrated management) and territorial development projects on the Tunisian coast, particularly on the three sites targeted by the Co-Evolve4BG project. These projects are related to the practical implementation of ICZM and MSP. These “tourist destination” projects favor links between seaside coasts and their hinterlands (catchment area directly upstream of the coastal littoral). These projects are linked to specially protected areas (such as park and reserve). Integrated and participative involvement calls for the inclusion of the actors concerned in the activities, initiatives, projects, plans and strategies of governance and local planning.

This implementation of “good governance” should provide added value intended to facilitate multi-stakeholder dialogue within the same territory. The concrete involvement of these actors will be a catalyst for synergies and initiatives, as well as the replication of good practices and relevant approaches (capitalization and consolidation) and the sustainability of virtuous practices and efficient processes.

For any territory, particularly coastal areas that are highly anthropized and impacted by human activities, the process of establishing governance must go through two essential stages:

- **Step 1:** Organization, facilitation and follow-up of multi-actor participatory workshops implemented to ensure learning and capacity building for local actors (local authorities, economic operators and private companies, civil society and associations, researchers and academics) in the field of inclusive participation for the promotion of local development and territorial governance of the coast applied to concrete cases of strategic territorial planning of pilot sites on the coastal fringe.
- **Step 2:** Technical assistance and promotion of the results of participatory multi-actor workshops through the publication of a methodological guide (*i.e.*, manual of procedures accompanied by methodological sheets and practical tools), as well as a manual of good practices based on feedback and lessons learned. These two products will be made available to Mediterranean countries (countries on the north and south shore) to share experiences at the regional level.

The development of a manual of good practices and practical tools (Toolbox) to help governance would initiate a new culture of action and improve practices focused on participatory governance and the participation of local actors in ICZM and to build capacities in terms of strategic multi-actor and participatory territorial planning. Many initiatives have already recommended the development of such practical guides. One example is the REKOGO project 2013-2015, which has already recommended such a manual of procedures, drafted in a consensual, integrated, and participatory manner with the local actors of local governance, in this case of those target sites (Sousse, Monastir and Djerba).

The participation of local actors and stakeholders in Territorial Planning activities, in a strategic and participatory approach mode, aims among others at the mobilization of stakeholders involved in local governance and the improvement of their skills in terms of sustainable development, particularly of co-development and blue economy at the level of the coastal fringe, at the level of tourist areas.

This manual will offer its users (coastal zone managers, government and institutional representatives and local authorities):

- An understanding of methodological processes, standards and guiding principles of strategic territorial planning dedicated to the management of environmental problems at the level of coastal areas.
- Knowledge of the essential elements of the territorial strategic planning process.
- Implemented collective approaches that will guide local development policies integrating environmental issues.
- Collective and concerted decisions related to the integrated management of coastal zones.
- The link between the challenges to be faced and the responses provided by participatory territorial planning of coastal zones.

The manual will provide the possible answers to the problems and challenges concerning the establishment of participation, of synergies between the actors and the alignment between issues and often conflicting expectations for the development of a vision and strategic results of shared management and “good governance”.

The final goal of this manual is to contribute to establishing behavioral changes in the governance of coastal territories in favor of ICZM.

Thus, all the actors who can be included in the realization of governance and particularly ICZM must consider in the planning of the management and development of their territory, the challenges of sustainable development. They must act accordingly with the main objective of reducing environmental impacts and preserving ecosystems and natural resources. They must manage the antagonisms inherent to certain uses and conflicts between different users.

The manual is also intended for non-governmental actors and professional organizations directly or potentially involved at the level of the territory. The advice and contributions that these actors can bring, through their know-how and their knowledge of the territory, are often of crucial importance and must therefore be taken into consideration in the policies, strategies, and actions to be carried out to achieve sustainable, pragmatic and virtuous management to be carried out in the territory.

V.2. Territorial governance in Tunisia: current state and perspectives

Towards a concrete and real approach to territorial governance

The exacerbated pressures exerted on the coastal zones highlight the ecological, social, and economic interdependence at the scale of the Mediterranean basin. It makes integration in terms of development and conservation more necessary than ever. There is a dynamic relationship between local actors, government, communities, and non-governmental entities who must think and act together to ensure the viability and consistency of the decisions they take in order to achieve the objectives of sustainable development.

To address issues related to territorial governance and ensure a participatory strategic planning at the target sites (Sousse, Monastir and Djerba) of the current project, a participatory and integrated approach will be adopted. It is based on improving multi-actor working practices and institutional arrangements to introduce progress into management procedures.

The anchoring and implementation of a local governance strategy that will concretely participate in the planning strategies and the orientations of the sustainable local co-evolution of the coastal line, will take place over several stages. These will reflect a logical and progressive process capable of creating the conditions for a good involvement/participation of local actors. Thus, these steps will go through:

Identification of actors and preliminary knowledge of the problems and challenges of the territories

This step will:

- Identify the local actors who have or who could have an influence and a role to play in the management of the site.
- Study and evaluate the pre-identified site to have a more in-depth knowledge of the problems, issues and challenges based on the information to be collected from interviews with local stakeholders.

Hire a thematic facilitator / expert (for each target site of the project)

The expert facilitators support the strategic territorial planning exercises. Their role is essential and relevant in supporting participatory local governance. The formers will:

- Promote dialogue between the actors concerned.
- Help the group of participants to overcome blockages and conflictual situations and establish a real dialogue between all the actors in conducive atmosphere to constructive debate.
- Create a climate of trust between the actors present by promoting mutual recognition and respect for each other's ideas.

- Set out an initial definition of the rules of the game, discuss and may be amend the final rules to be adopted after consultation with the participants.

Throughout the process, the expert facilitators inform and train the participants. The optimal contribution of the experts is conditioned by the mastery of a critical mass of information concerning the territory and the actors.

Creation and implementation of a monitoring unit

In national and local contexts where the strategic territorial planning process will be implemented as an experimental exercise, it would be important to have monitoring bodies located at the central level. This would make it possible to organize applied exercises of governance and concerted territorial planning, considering the national context, to closely follow the evolution of the participatory initiative and the intermediate and final results which will stem from it, and to exchange regularly with the facilitators so that the exercise would be proactive.

The members of the monitoring body will act as a relay for the stakeholders at the level of project management to promote the products and results of the process through its dissemination and consideration.

A preparatory step: Understanding the issues and challenges and analyzing the actors in relation to their roles and their importance

It would be carried out with the support of local relays and correspondents with a good knowledge of the challenges of sustainable development and sustainable co-development of the coast.

Local correspondents: a key role as a relay for local actors

The choice of these resource persons would be inherent in the legitimacy they would have at the local level and in their knowledge of the specificities of the territory and of the actors potentially mobilized to carry out the participatory activity. To this end, their knowledge would contribute to updating and enriching that of the experts in charge of implementing the approach.

They will introduce the facilitators/experts to the local institutional and non-institutional actors and plan the organization of the interviews. The organization of these interviews requires for certain actors, particularly the regional and local representatives of the administration and the local communities, a certain formalism which will make compulsory the choice of these local representatives among the agents of the administration.

Local actors

The local actors who participate in strategic territorial planning must be representative of their sectors and their territories. They can represent public and Para public institutions, professional organizations, scientists and the general public through civil society organizations. The group of actors to be mobilized must be balanced in the

representation of the different types of actors, without overshadowing essential stakeholders. The selection of actors must be approved by the organizations they represent and with which they will communicate the results of the exercise. Their legitimacy would allow them to be a source of proposals to the group.

Each actor will bring his knowledge of the territory which will reinforce the knowledge brought by other actors or, on the contrary, will confront them.

The effort will consist in going beyond the sectorial vision of the stakes and the problems towards a consensual and collective vision which will be articulated thereafter towards the development of a strategy then of an AP to be also prepared collectively. For the exercise to be useful, the group of local actors will be called upon to continue and to participate in the implementation of the strategic options selected and the resulting APs. Several organizational and operating options will be possible and could be addressed in such an exercise. This step will:

- Identify the actors involved at the level of each site.
- Identify the development strategies, plans and projects for each site.
- Present the activity approach and identify the interests, expectations and needs of the actors opposite the activity relating to the participation of local actors in governance and integrated and concerted local planning.
- Understand the issues, challenges and opportunities offered by each site for the proper implementation of the process of participation of local actors in governance and integrated and concerted local planning.
- Map the actors.

[Key points concerning participatory territorial strategic planning](#)

Participatory territorial strategic planning will be involved in:

- Bringing the local actors into agreement on a strategic vision for the sustainable management of the territory.
- Defining the axes and the strategic management measures which will lead to the realization of the vision.
- Studying the problems, the priority management orientations, the sustainability indicators and the strategic measures to be implemented as well as the institutional arrangements that will be dedicated to this implementation, within the framework of the development of the strategic plan of territorial management.
- Linking the measures/actions to be implemented at the scale of the territory to the results of sustainable management, to the axes and the vision of development.
- Establishing links with policies and other planning processes at regional and national levels.

Strategic plan for the sustainable management of the territory and the co-development of tourist areas

The strategic plan for the sustainable management of the territory aims for long-term objectives and aspirations, will define the way in which the objectives drawn and agreed upon will be achieved. It can serve as a frame of reference for detailed APs that will be drawn up for shorter periods. When drawing up the plan, the following information will be considered, at the national level or at the regional and/or the local levels:

- Institutional, political, and regulatory frameworks.
- Context, type, extent, and severity of problems linked to land management.
- General development objectives linked to the territories.
- Level of economic and social development of the site.
- Capacity of institutions at the local level to manage the environmental, social, and economic problems of the site.
- Management and decision-making autonomy and level of decentralization.
- Needs and availability of financial resources during the strategic period and capacity for fundraising by local actors.

Action plan and implementation of the strategic plan

The development of the AP for the implementation of the sustainable management strategy for the three target sites is part of the process of participation of local actors in the sustainable management of the coast, its good governance, to ultimately achieve a sustainable co-evolution at the level of its coastal fringe, especially at the level of tourist areas. This step involves the identification of the activities that will be implemented in the short term, the negotiation of governance arrangements and the identification of implementation options. The AP and the implementation of a strategic plan advocating this co-evolution presents goals, objectives, the program of management and territorial planning for a determined period. This AP must specify:

- The responsibilities and roles of the actors in the implementation.
- The implementation modalities.
- The detailed means and resources necessary for the implementation as well as the cost sharing.
- The specificities of the activities that will be coordinated.
- The explanations on the means to keep the stakeholders informed.
- The specificities of the means of exchange and dissemination of information.

Definition of coastal sustainability indicators

The sustainability indicators as well as the reference values as they will be identified and detailed by the project team (after validation of the Excel table relating to the themes carried by this deliverable) will help to have an idea and a trend on the state of sustainable co-development of the target areas in relation to the themes addressed by this report (current legislation and state of applicability of this legislation, Governance, administrative constraints and financial resources). These indicators will indicate, among others, the state of the territory management and natural resources of the coast. They must be linked to the problems and objectives identified in the strategic planning of the territory and its good governance.

These indicators will therefore be designed, identified, and validated by the project team and consultants working on the themes referential to these indexes, so that the latter inform about the progress towards the best possible state of co-evolution for the targeted tourist sites. The indexes will be used for:

- Expressing changes over time concerning, for example, the evolution of problems relating to the coastline and targeted tourist areas.
- Defining the reference values concerning the current situation at the coastal level and in relation to the themes dealt with by this report.
- Defining the targets for the projected situations with reference to the objectives of the strategic plan for territorial planning and good local governance.

When choosing indicators, care must be taken as too many indicators or bad indicators make the current exercise difficult. Discussions will be initiated to teach the working group how to choose the indicators according to the means at their disposal. In this type of strategic territorial participatory planning exercise, two categories of indicators are so far favored:

- “Governance” indicators which describe the way in which the contributions and roles of the local actors concerned by the implementation of the strategic plan are translated during the implementation of the strategic plan for participatory territorial management.
- “Technical” indicators which integrate several dimensions (environmental, social, and economic) linked to the observation of concrete results identifiable in the field to better the participatory multi-stakeholder territorial management.

Identification and mapping of PPs involved in local governance and strategic planning

Stakeholders interested in integrated local governance/planning will include the following:

- The local populations which are considered as users of a natural space belonging to the PMD. They are affected by all safeguard and management measures

recommended by APAL, the neighboring municipalities of the three target sites (Sousse, Monastir and Djerba) and the NGOs. These two categories of actors are directly affected by pollution problems and are increasingly harassed by the pressures and demands expressed by citizens. They are considered as the interlocutors of the local populations vis-à-vis the competent authorities and public services.

- The governorate as a regional authority, seat of the regional council which is a decision-making body involving many actors.
- The delegations targeted by the project (Sousse, Monastir and Djerba) as local territorial authority and elected municipal and regional councils.
- Local and regional public institutions (DGF, APAL, ANPE, ONTT, ONAS, CRDA, ANGEd and others) as agencies and bodies responsible for the socio-economic development of local populations and the management of coastal areas.
- ONAS, as the manager of the sewerage network and the wastewater treatment plants which output flows into the sea, will have a primordial and specific location among the public institutions involved.
- The tourist office as promoter and control body for tourism around the sites concerned.
- Some of the industrialists and users (e.g., hoteliers, aqua culturists and fishermen) as the main polluters.
- Other stakeholders interested in maritime activities: fishermen and their unions, fish farmers, INSTM, CRDA through the Fisheries District. These actors are worried because of the induced and potential risks of this pollution on fishery resources and on the many aquaculture projects installed a few nautical miles from the coast.
- NGOs interested in the socioeconomic development of the poor categories of populations and in the preservation and sustainable management of natural resources on the Tunisian coast.

Identification and mapping of PPs involved in local governance and strategic planning

To better characterize the stakeholders involved in local governance and territorial strategic planning activities, it is important to understand the levels of interactions between the actors concerned before starting the process of integrated participatory co-evolution and territorial planning.

The mapping of actors (e.g., managers, users, and civil society) is a crucial step which comes just after identifying them at the level of the targeted coastal territories. This mapping will show the position of each actor and its degree of contribution in the processes of governance and territorial planning, as well as the exploitation and sustainable management of natural resources of the coastal fringe. This mapping will also expose the links that would exist between the different actors and their tendencies.

Analysis of actors and influences in relation to territorial governance

The diagrams illustrating the interactions between local actors of the sites concerned (type confrontation matrix, the classification Tree method, and trade-offs) and the approaches of the stakeholders in the management of natural resources (cf. adaptation of Grimble, Chan, Agliomby and Quan, 1995).

In such matrices, it is a question of highlighting the different interactions and relations between all the Stakeholders involved in the themes dealt with, particularly governance and territorial strategic planning. Thus, such matrices will highlight three types of interactions:

- Conflicting relationships, rivalries and/or differences, very specific collaboration.
- Relationships of partnerships and collaborations.
- Compartmentalization/indifference relationships.

Table 2. Actors and influences in relation to strategic planning and participatory local governance

Code	Last name	Role	Power and influence	Need for participation
01	Coastal Protection and Planning Agency (APAL)	Authority over the PMD	Very high	+++
02	National Environmental Protection Agency (ANPE)	Authority for the protection of the environment (monitoring and control of pollution, monitoring of bathing water)	Very high	+++
03	National Sanitation Office (ONAS)	Wastewater treatment and treatment	Way	+++
04	The Regional Directorate for the Environment and Sustainable Development of the Central Coast. (DREDD)	Coordination	Way	++
04	Regional Development Commission (CGDR)	Regional and territorial planning	Way	+
05	Tunisian National Tourist Office (ONTT)	Promotion of the tourism sector	Way	++
06	Fishing district (CRDA)	Fishing activities control authority	Student	++
07	Regional Equipment Directorate	Responsible for development plans and supervisory authority	Very high	+++

08	Regional Union of Agriculture and Fisheries (URAP)	Union	Student	++
09	Tunisian Union of Industry, Commerce and Crafts	Union	very high	+++
10	National Institute of Marine Sciences and Techniques (INSTM)	Monitoring and research	Low	++
11	Tunisian Company of Electricity and Gas (STEG)	User + impact (Cooling water discharges via Oued Hamdoun between Sousse and Monastir)	High (particularly for the case of Sousse and Monastir)	+++
12	Beach tourism promoters (particularly hoteliers)	User + impact	Student	+
13	Industrial	User + impact	very high	+++
14	Fish farmers	user + impact	high (case of the Monastir Bay)	++
15	Coastal fishermen	User + impact	Low	+
16	Associations (NGOs)	Monitoring, control, and advocacy	Way	+++
17	Territorial communities (municipalities)	User + monitoring + impact	Way	+++
18	Regional Council	Regional authority	Very high	+++

V.3. Element analyses of ICZM in North Africa and Tunisia

Analysis of ICZM experiences oriented towards capacity building of national actors

Most of the initiatives aimed at building the capacities of national actors in the ICZM approach. Emphasis was placed on awareness-raising, training, participation, conduct and animation of multi-actor “strategic” planning workshops and the realization of a number of thematic studies dedicated to the characterization of the natural environment and socio-economic factors, assessment of pressures and disturbances affecting marine and coastal ecosystems. The implementation of strategies and APs has remained marginal in the South Mediterranean countries, particularly in Tunisia. This initiative comes as an objective; let us remember to ensure, through concrete actions, a regulation of conflicts of use to preserve the environment and to guarantee a sustainable development in the eastern Mediterranean coast.

Tools for implementing ICZM: Action plans and coastal plans dominated by the scientist perception and central institutional actors

The review of documents produced within the framework of ICZM projects suggests that most of the work carried out was dominated by the contribution of experts, scientists, and institutional actors at the central level. The perceptions and concerns of other actors at the most decentralized levels (*i.e.*, professionals and CSOs) are poorly considered.

The documentary analysis of ICZM experiences as well as the interviews carried out with stakeholders who participated in ICZM initiatives at the level of the territories of these countries do not show sufficient coverage of the aspects relating to uses, interactions between the various users in terms of the use and enhancement of coastal and marine areas, the complementarities and synergies between the various actors involved in the integrated management of the selected sites, the roles and levels of influence of the actors on the sustainable management of the sites. The approaches adopted have remained segmented in terms of governance and have only very incidentally suggested a strengthening of power at the local level and its involvement in the future of these territories. The stakeholder analysis, then the identification of the mobilization modes, was only incidentally carried out which constitutes a gap in the implementation of integrated management and participatory in essence.

Thus, it should be noted that non-institutional actors, mainly users and with rare exceptions CSOs, are marginalized and weakly structured, with their capacities, negotiation power, influence on decisions and formal power very weak. However, it is these categories of actors who live on a daily basis in these coastal areas, and it is also they who have direct concerns for themselves and for their heirs in relation to these territories, their potential and their constraints. Indeed, ICZM will advocate for real sustainable coastal development.

The categories of actors could be as follows:

- Government institutional actors at the national, regional and local level.
- Non-governmental actors (NGOs).
- Users (mainly private sector and public).

The issues and powers of influence of all categories of actors are insufficiently considered in most of the work except for the most recent initiatives (for example the REGOKO project through the activity “Participation of local actors in the environmental management). The latter adopted more elaborate approaches, in fact, the territorial and local actors were better involved, and their participation was much better assured.

During the several conceptual and educational initiatives on ICZM, MSP, strategic planning or local coastal governance, the perceptions of management problems and the concerns of local actors other than government actors were clearly expressed. The interests and issues of the latter were defended and shared within the framework of consultation workshops, discussions, and round tables. These initiatives have made it

possible to perceive certain “sectorial” reflexes of the stakeholders, particularly institutional and professional (public and private users), as well as unequal power relations, which constitute a major obstacle to the holistic, integrated, and globalized visions required by planning procedures linked to ICZM.

One of the main lessons learned during these initiatives to identify and map the actors involved in ICZM or Governance is that participatory governance involving the local level must go beyond the simple exercise: the learning of new behaviors is essential. Recognition and formal legitimacy constitute another hazard to the co-evolution and sustainable development of coastal territories.

On the other hand, these multi-actor and holistic approaches can be quickly blocked if the ambition is to associate institutional actors with these decision-action platforms. Thus, the actors representing public establishments cannot formally contribute, due to a lack of adequate legal and institutional tools, to the construction of the multi-actor local governance “edifice” (Laws on local communities and decentralization of 2018 without implementing text, overlap of institutional prerogatives, ICZM protocol not yet ratified by Tunisia and not assimilated into national legislation, national ICZM strategy still under development and not yet validated among others).

In this context, the difficulties of involving the various actors remain and may arise. These difficulties result in fact from structural problems of certain consultation mechanisms. The peculiarity of the political climate (political instability and weakening of State institutions) and post-revolutionary socio-economic climate in Tunisia significantly amplifies its difficulties in appropriating modes of organization and co-construction and multi-co-evolution, actors and the involvement of actors other than those at central levels and civil society, during the implementation of ICZM, MSP, integrated strategic planning (for space and natural resources) and of the territorial governance of coastal areas.

ICZM strategies and action plans that still remain deactivated

Despite the considerable efforts made throughout the Mediterranean region to have ICZM adopted (PAC, SMAP and National ICZM Strategies), there has not been a real implementation of the AP management. It resulted from various projects and initiatives apart from a few cases which were supported by foreign donors which were dominated by the logic of the project in the temporal sense of the term. Despite their importance, the initiatives supported by foreign funding were limited in time and space with institutional arrangements designed by projects and for projects. In addition, the consultation structures generally initiated by the projects disappear and become non-functional once the projects are completed.

Weak variation of action plans in the usual and conventional programs of the various actors

Despite, the ICZM protocol has not yet ratified by Tunisia (just signed), a few APs resulting from ICZM approaches have been rolled out into national programs and budgets for the sustainable management of coastal zones. Most often, to finance this type of program, countries have recourse to external financing based on the project approach, limited in time and space and whose continuity is often not guaranteed. The few projects funded; their implementation is supported by light management structures (project management unit) which are not permanently anchored in the organization of structures in charge of coastal zone management. These units disappear with the completion of projects, without any real transfer of knowledge and experience. All the more so as due to the lack of consultation mechanisms put in place and recognized, the coordinators and/or the management units-initiated encounter great difficulties in mobilizing the actors including those of civil society, especially during the implementation and monitoring and evaluation. So far, all implemented projects and their governance, have been ephemeral.

V.4. Factors hindering the ICZM achievement

- **The political framework further promoting centralization:** When it is characterized by a strong centralization, ICZM does not allow a real participation and the implication of the concerned stakeholders, both governmental and non-governmental. The sharing of decision-making power with the most decentralized levels remains limited, hindering the appropriation of ICZM strategies at the local level. Indeed, the ICZM protocol did not begin to be clearly transferred/declined in the national laws of Tunisia until 2015. Tunisia has not yet ratified the ICZM protocol but only signed it in 2008. Currently, and upon validation of its National ICZM strategy was developed by the APAL. Thus, it needs to initiate a general review of its legislation by starting to promulgate laws and regulatory frameworks favorable to ICZM (this will most likely involve updating and new laws on the coastline, its management and development).
- **Administrative inertia and resistance to change:** the administration is highly centralized; it is managed in a sectorial manner generating very noticeable compartmentalization. Administrative inertia and rigidity in partnership operating methods often constitute a marked obstacle hindering ICZM procedures. While ICZM requires major administrative restructuring as regards to the modes of management of public affairs as well as the adoption of new appropriate management mechanisms relating to planning, programming, budgeting, implementation, monitoring, and evaluation. The sharing of information which should be carried out with third parties according to the principles of participation and integration remains in its infancy and insufficient.

- **An operating mode insufficiently adapted to the requirements of ICZM:** Consultations between the various Ministries and Directorates take place within the framework of the commissions and committees set up according to the needs during the preparation of programs and plans. The meetings are organized for arbitration within the framework of preparation of budgets and plans and for the follow-up of the implementation and the achievements progress. In the absence of appropriate instruments and working tools (system of information and monitoring access to results), most of the work of the committees results in simple recommendations/decisions of a general nature, sometimes without action to be taken. They are very irrelevant and ineffective due to the lack of synergies and complementarities between the various programs and stakeholders.
- **Limit in the capacity and power of local and regional actors:** Given the strong centralization in some countries as Tunisia (particularly in the North African countries), local actors remained endowed with a weak capacity to identify and implement participatory and integrated sustainable management programs and to monitor and evaluate the relevance of the results and management objectives. This low capacity concerns all the local governmental and non-governmental territorial actors. The autonomy of local authorities remains partial in terms of financial administration.
- **Plurality of actors and overlapping of mandates and roles at the level of several institutions concerned with coastal management; insufficient dialogue between the competent institutions:** The situation as revealed at the level of the south Mediterranean countries, concerned highlights the multiplicity of actors, above all governmental, concerned with the management of coastal zones and the littoral. These actors depend on the same ministry or different ministries. Even if they have an interest in this type of approach and even if their roles and responsibilities complement each other, they rarely and often consult each other for sectorial and not “holistic” decision-making. These stakeholders do not complement each other effectively in their tasks and in their attributions in the management of coastal zones and littoral zones.
- **The lack of sustainable financial resources for the implementation of protection and development APs:** The fact of not having sustainable financing mechanisms to implement the APs and ICZM strategies, ultimately limits the motivation and the institutional dynamics initiated and calls into question the credibility towards the territorial actors. Without control and resilience instruments, there are risks of accelerating degradation due to anthropogenic pressures.
- **The lack of a management body capable of mobilizing a public-private partnership, national actors/international actors offering great potential and multiple opportunities:** The concept of Public Private Partnership (PPP) in environment and socio-economic development (therefore in terms of sustainable development) is very recent in the countries concerned, particularly Tunisia. It is still at the stage of reflection and promulgation of regulatory texts for its implementation.

- **The existence of local pressure groups which should be fully considered and involved from the start:** Given the political contexts at the country level, pressure groups and advocates for public interests and the environment are almost absent and/or are not influential due to their weak mobilization capacity.

Insufficient information exchange systems and monitoring and evaluation in coastal areas

The exchange of information concerning the implementation of APs and ICZM strategies is very weak or even non-existent between government actors and those of the civil society concerned. Between government actors, the exchange of information on their respective projects, programs and activities concerning their interventions in coastal areas remains insufficient. The sectorial management which governs the operating methods of the various government actors concerned and the non-operationalized and/or non-operational information, monitoring and evaluation systems constitute a handicap for a more efficient and sustainable management of coastal zones.

Constraints on the ICZM implementation

ICZM remains the main tool for implementing the panoply of sectorial and institutional policies in the coastal zone and the ICZM Protocol for the Mediterranean represents a major achievement in global terms to propose a common program for a regional sea. However, it is possible, among the main obstacles to the full and effective implementation of the Protocol in the Mediterranean area, to note the following points:

- ICZM remains localized, relatively short-term and project based. Major enhancement remains necessary to fully meet the natural and anthropogenic challenges facing the Mediterranean.
- ICZM requires a strategic context to avoid too fragmented activity, possible waste and to have a significant impact.
- The practice of ICZM remains widely regarded as an environmental activity and it still has not engaged the institutions and actors responsible for the social and economic pillars of sustainability.
- The planning and management of the marine and terrestrial regions of the coast remains rigidly divided between policies, administrations, and institutions. More specifically, spatial planning for these land and marine areas, constituting a major tool of ICZM, must be strengthened and its implementation improved.
- The risks and uncertainties of tomorrow, particularly CC and natural disasters, must be more fully integrated into the ICZM process.
- The role of ICZM as a fundamental tool for the implementation of the ecosystem approach in the coastal region is not fully recognized.

Uniquely, the ICZM Protocol provides a framework for addressing these issues with a concerted approach across the Mediterranean region. The AP presented seeks to transpose these provisions into a program for ICZM that meets the strong ambitions of the Protocol.

The results of assessments of the state of implementation of the ICZM Protocol drawn up by UNEP/MAP and particularly PAP/RAC since 2012, confirm that States are deploying a wide range of legislative tools, instruments, and programs to implement the Protocol. Progress and capabilities vary from state to state with a similar degree of complexity. However, there are only a few isolated examples of specific legislation or institutional frameworks in place for the implementation of ICZM or the Protocol itself.

Specific issues related to the full adoption and implementation of the ICZM Protocol need to be addressed at all levels - regional, national, and local, namely:

- The requirement for the coherence of institutional structures and legal frameworks for the governance of ICZM, especially in the case of marine and terrestrial planning.
- The need for clear strategic priorities to guide ICZM.
- The importance of human, technical capacities, and institutional coordination for ICZM.
- The importance of awareness of the Protocol and ICZM both in the region and internationally.
- The need for a strong ICZM center of excellence to support the implementation and monitoring of ICZM in the Mediterranean.
- The need to access high quality information, knowledge, and research.

Concerns and solutions to the constraints of the ICZM implementation: Regarding country policies and regulatory frameworks

- The establishment of a real policy of decentralization and local participation, based on a clear legal framework.
- Adoption of a real change in the institutional and legislative frameworks of the countries concerned and in laws specific to coastal management considering the principles of multi-actor integrated management.
- Insufficient recognition of the roles of professional and user organizations and non-governmental organizations in the sustainable management of coastal zones.
- The implementation of APs and strategies. Indeed, taking action is an issue for all previous initiatives faced with the lack of appropriate funding mechanisms.

Concerns and solutions to the constraints of the ICZM implementation: Regarding the ICZM approach

- The level of applicability and adaptability of the ICZM approach to the local context.
- The level of ownership of the ICZM approach by the most relevant actors and its level of consideration by sector policies and programs.
- The institutional set-up to be put in place and the necessary support to be provided by the national, regional, and local authorities for the implementation of the agreed strategies and APs.
- The mechanisms and means implemented to communicate management objectives to the public as well as information on the inventory.
- Monitoring and evaluation and sharing of information on the results of the implementation of strategies and APs.
- The capacity of the institutions and the various actors concerned to share the same strategic objectives over the long term as well as the prioritized operational objectives.
- A different perception among stakeholders concerning coastal management.

Concerns and solutions to the constraints of the ICZM implementation: Regarding non-governmental organizations

Two main questions are asked of government organizations in ICZM:

- The first relates to their legitimacy towards other actors and their institutional environments in general. This legitimacy stems from the importance of their members, their credibility towards territorial actors and their backgrounds.
- The second relates to their institutional capacities and their demonstrated roles in the sustainable management of coastal zones (specialization, technicality, and know-how), advocacy, public awareness and their powers of influence.

Concerns and solutions to the constraints of the ICZM implementation: With regard to governmental and territorial actors in general

Government institutions managed according to sectorial approaches with a lot of administrative routines.

VI. Administrative constraints and funding mechanisms

VI.1. Administrative constraints

The administrative and institutional factor governing the development of integrated and participatory planning and governance strategies relating to the tourism sector, is a factor as essential as it is influencing. This is an essential component of the implementation of all of these approaches and concepts.

However, administrative, and institutional stakeholders are characterized in Tunisia by their segmentation, sectorization and their bureaucracy is distinguished particularly by a significant prioritization which converges from the local levels to the central level. These constraints, coupled by a weakness of inter-administrative and inter-sector coordination lead to the complications of the processes related to the development and implementation of planning and governance strategies.

The factors linked to ICZM and/or MSP and land planning (urbanization, land development, *etc.*) hindering was discussed further.

Administrative factors hampering good governance of the coastline and the coastal fringe

The administrative complexity, the regulatory and institutional sectorization added to the ambiguity of the very concept of “Governance” and therefore automatically a complexity, even an ineffectiveness in its implementation. One of a major obstacle to the realization of this governance is the ambiguity of the decision-making process and the decision implementation process (administrative sectorization, prioritization towards the central authority, little or no coordination inter-institutional, little or no involvement of civil society and municipalities, *etc.*).

Thus, this lack of efficiency of the administrative factor contributes to reducing the capacity of governing institutions, to respond effectively to changing conditions, to socio-economic and environmental problems and to sustainable development (notably co-evolution in the tourism sector), to achieve at best “better governance”.

The weak governance due to the lack of administrative efficiency is amplified by a lack in terms of consultation with the populations according to the participatory modes undertaking various forms of consultation, negotiation and multi-party agreements between State institutions, public actors, private sector, associations, NGOs, professional groups, as well as other actors in civil society. These structural problems linked to administrative complexity and their ineffectiveness (and particularly in terms of lack of coordination) strongly hamper all the procedures of governance and territorial planning requires significant administrative restructuring.

Thus, the public institutions constitute “major players” in governance, alongside legal and regulatory instruments, and application mechanisms (modalities, approaches, and implementation tools).

Factors hampering the achievement of “Good governance”

Centralized administration: The Tunisian administration and generally for most of the Mediterranean countries particularly in the southern shore, is highly centralized and is managed in a sectorial manner generating very noticeable compartmentalization. Administrative inertia and rigidity in partnership operating methods often constitute a marked brake hindering holistic and spatial governance and planning approaches (ICZM, MSP, SD, or Blue Economy, Green Economy, *etc.*). This administrative centralization is characterized by a strong hierarchy that is as elongated as it is complex. Among other things, this last administrative inertia fuels a strong resistance to changes and particularly those concerning the attribution of more autonomy to local communities and decision-making and executive decentralization, particularly regarding development, planning and development, exploitation of coastal natural resources, sustainable development, ICZM and PMS of its coastal fringe. Indeed, this administration adapts again a sovereign example, which in most cases sets aside civil society and other non-institutional stakeholders (NGOs, representatives of users (profession), *etc.*). The power sharing of the administrative and decision-making authority (executive-administrative power) with the most decentralized levels (regional and local) remains limited, slowing both the development of local integrated and participatory planning and national governance strategies as well as their implementation. These constraints limit both the effectiveness of the administration’s intervention in the field and the involvement of local populations. From what emerges, especially after the approval of local government codes in April 2018, Tunisia will have to begin a general review of its legislation by starting to promulgate laws and regulatory frameworks favorable to ICZM (this will most likely involve the updating and new laws on the coast, its management and development).

Local and regional administrations to be able to limit: These administrations are only ramifications of the central administration, only interfere locally or regionally and only at the level of the execution of central decisions (little or no decision-making power and concentration in the formulation and making of decisions). Thus, given the strong administrative centralization, local and regional actors are endowed with limited and dispersed power and capacities for action. They remain endowed with a weak technical and financial capacity to identify and implement development programs (co-development according to the target sectors), participatory and integrated sustainable management. This weak power also affects their ability to monitor and assess the relevance of the results and objectives of development and territorial planning. This low capacity concerns all administrative and institutional territorial actors; this concerns, among other things, the coastal territorial communities which present essential actors in territorial planning and ICZM.

Insufficient exchange and coordination between the competent institutions/administrations: In Tunisia, strategic planning approaches such as ICZM, MSP and co-evolution or sustainable development are characterized by the multiplicity of actors, particularly government actors reporting to the same ministry or different ministries. Indeed, the latter do not consult each other very or rarely and often for sectorial decision-making and not “holistic”. These stakeholders do not complement each other effectively

in their tasks and in their attributions in the development and implementation of coastal planning concepts and its coastal fringe such as ICZM or MSP.

Insufficient information exchange systems(at the level of institutions and administrations), monitoring and evaluation in coastal areas: The exchange of information concerning the implementation of APs and ICZM strategies is very weak or even non-existent between government actors and those of the civil society concerned. Between government actors, the exchange of information on their respective projects, programs and activities concerning their interventions in coastal areas remains insufficient. The sectorial management which governs the operating methods of the various government actors concerned and the non-operationalized and/or non-operational information and monitoring and evaluation systems constitute a handicap for a more efficient and sustainable management of coastal zones.

Governance and Climate Change

Faced with CC, Tunisia has officially opted for a mitigation strategy for the effects/impacts of CC (not an adaptation strategy). This suggests the development and implementation of programs and projects satisfying this vision and this spirit, therefore the conservation of national strategies in economic, social, and political matters (particularly the same energy, economic and environmental strategies). For the strategy Tunisia's current economic development in tourism and one of the major sectors, this will mean the conservation of the same upward trend on the coast and its coastal fringe. Thus, the co-evolution of tourist areas will call for mitigation projects (engineering civil, major works of protection of the coast and the coast line against erosion).

These projects have already started to materialize on the ground (APAL projects, UNDP/APAL resilience project, protective structures, PPLT beach reconstitution projects and PPI-OSCAN (Support project for small civil society initiatives in environmental protection, *etc.*).

Thus, ICZM, maritime and coastal spatial planning projects must be essential components, well established and properly implemented, to achieve these objectives of mitigation and resilience in the face of CC on the Tunisian coasts.

Table 3. Administrative and institutional actors interfering in strategic planning and governance in tourism and related activities

Code	Last name	Role	Power and influence in tourism planning and governance
01	Coastal Protection and Planning Agency (APAL)	Authority on the PMD (grants concessions on the PMD, BOPs, development, and protection of the coastal fringe)	Very high
02	National Environmental Protection Agency (ANPE)	Authority for the protection of the environment (monitoring and control of pollution, monitoring of bathing water, <i>etc.</i>)	Very high
03	National Sanitation Office (ONAS)	Wastewater treatment and treatment	Way
04	The Regional Directorate for the Environment and Sustainable Development of the Central Coast (DREDD)	Coordination at regional level	Way
04	Regional Development Commission (CGDR)	Regional and territorial planning	Low
05	Tunisian National Tourist Office (ONTT)	Promotion of the tourism sector	Student
	Regional Directorate of Tourism and Handicrafts		Student
06	Fishing district (CRDA)	Fishing activities control authority	Way
07	Regional Equipment Directorate	Responsible for development plans and supervisory authority Management of coastal easement areas and State property	Very high
	Ministry of State and Land Affairs	Head of public areas	Student

08	Regional Union of Agriculture and Fisheries (URAP)	Union	Low
09	Tunisian Union of Industry, Commerce and Crafts	Union	Student
11	Tunisian Company of Electricity and Gas (STEG)	User + impact (Cooling water discharges via Oued Hamdoun)	High (particularly for the case of Sousse and Monastir)
13	SONEDE	User + impact	Student
17	Territorial communities (municipalities)	User + monitoring + impact	Student
18	Regional Council	Regional authority	Student

VI.2. Financial resources and mechanisms

The lack of sufficient financial resources for the implementation of APs and co-development of coastal strategies according sustainable and integrated development models was a very limiting factor. Otherwise, the fact of not having sustainable financing mechanisms to implement APs and ICZM strategies ultimately limits the motivation and institutional dynamics. These latter initiated and call into question the credibility towards the territorial actors, which makes anthropogenic pressures persist and the risks of accelerating degradation of the coastline and coastal ecosystems.

The implementation of the Mediterranean ICZM AP and the ICZM protocol at the state level will require the release of resources and financing mechanisms that are easily available and sustainable, to meet the long implementation mechanisms of ICZM. Therefore, they guarantee a major element of the realization of sustainable co-evolution of tourism.

As regards the development of the silk tourism sector, the financing of classic tourism projects (mass seaside tourism, hotels, resorts, and tourist clubs), donors and international banks (World bank, World Monetary Fund, African Development Bank, *etc.*) no longer finance similar sectoral projects. Faced with the reluctance of international donors to finance tourism development, the Tunisian state has adopted new methods of funding tourism projects (Miossec, 1996). From now on, the national or international private sector constituting coastal land development companies have continued since the 2000s to finance tourism projects (hotels, seaside resorts, marinas, *etc.*) whereas the latter were more oriented by international donors since the 1970s. This contributes to orient the State's choices more towards this unsustainable mode of tourist development. Thus, the ambitions of private tourism promoters tend to clash with the challenges of actors who hold to the principle of integrated sustainable development (Chapoutot, 1999) and ICZM.

In this context, the existing financing base for the profile of sustainable tourism is relatively limited and will not be sufficient to fully meet the ambitions of the ICZM Protocol and/or the ICZM AP. It will therefore be necessary to make efforts at regional and national levels to attract external funding, both from established sources such as the Global Environment Facility (GEF), the World Bank (WB) and the EU as well as from 'other partners with whom a common program is identifiable and specific, particularly in the field of sustainable economic development and co-development. Particular attention should be paid to this AP in the UNEP/MAP resource mobilization strategy which will seek other necessary funding, who will ensure the identification of potential donor organizations and partners and seek contributions from foreign countries. Particularly, the strategy should identify the complementary aspects of the work program that can be grouped into modules that are more attractive to donors.

This section also presents the budget headings identified by the MAP Work Program (see Annex II "Links with the MAP Work Program" of document UNEP (DEPI)/MED IG.20/8). Thus, requests for funding identifying with the Objectives and Activities of the MAP work program and more specifically the implementation of the ICZM AP may be requested and justified by these funding possibilities eligible by MAP. Ultimately, the implementation of the activities of this program will aim to implement activities that will help push the process of co-evolution and sustainable development of the coastal fringe, ensuring better management of natural resources, effective territorial planning, and greater prospects for "good governance" of the coast.

Funding requests, for them to be successful, must be included as best as possible in these funds mobilized or provided for by this Work Program and in accordance with WFP's resource mobilization strategy.

The most important sources and funding mechanisms geared to the support and implementation of the components of MAP and its Work Program (WP) are:

- MTF (Recurring funding from UNEP/MAP particularly that allocated to the various MAP RACs) and external funding (sources external to the MTF).
- WFP budget (for the implementation of the activities of its WP).
- WFP's five-year budget (for the implementation of the five-year work plan).
- Specific program and project supporting the implementation of specific MAP components such as: contribution to ECAP and to the MSSD.
- PAP/RAC budget (annual, biannual, five-year).
- BP/RAC budget (operating on aspects related to the local governance of the territory, the coast, and its resources).
- Bilateral funding and contribution (inter-country, regional) (external funding).
- Contribution of PAP/RAC (implementation of the ICZM Protocol, preparation of national ICZM plans and strategies).

- Funding of activities related to Governance, ICZM, Planning and Resource Management with the collaboration of other MAP centers (RACs): PAP/RAC, BP/RAC, Info/RAC, SPA/RAC, *etc.*
- Mediterranean Action Program (MAP/UNEP) (in accordance with the WP and the activities foreseen by the latter).

Other programs/Projects for funding

- Horizon 2020 Program (2014-2020) (this is the 8th Framework Program (FP) of the EU for Research, Development and Demonstration Activities) (external funding instrument managed by the European Commission (EC)).
- ENPI -CTMED / FEM program
- MEDPOL program
- FEM MedPartnership Project
- PEGASO / FEM project
- LITUSnostrum project
- SHAPE project
- FEM / GEF
- FFEM
- KFW

Funding within the framework of PAC projects (Coastal Development Plan)

- Coastal erosion intervention programs (National Program and APAL).
- National program for the protection of the Tunisian coast.
- Coastal Protection Program (PPLT).

Table 4. MAP Work Program (UNEP (DEPI)/MED IG.20/8, Annex II)

Objectives and Activities
<p>Objective 1: Support the effective implementation of the ICZM Protocol at regional, national, and local levels, including through a Common Regional Framework for ICZM</p> <p>1.1 Ratification and transposition.</p> <p>1.2 Strengthening and supporting governance.</p> <p>1.3 Adoption of national strategies and coastal plans and programs.</p> <p>1.4 Reporting process relating to the implementation of the Protocol and monitoring of the state of the Mediterranean coasts.</p>
<p>Objective 2: Strengthening the capacities of the CPs to implement and effectively use the policies, instruments, tools, and processes of ICZM.</p> <p>2.1 Methodologies and processes.</p> <p>2.2 Protocol implementation projects.</p> <p>2.3 Vocational training, training, and education.</p>
<p>Objective 3: Promote the ICZM Protocol and its implementation in the region as well as at the global level, establishing synergies with the relevant conventions and agreements.</p> <p>3.1 Public participation and awareness.</p> <p>3.2 Excellence on issues relating to ICZM in the Mediterranean.</p> <p>3.3 Promotion of the Protocol.</p> <p>3.4 Networks.</p>

* Source “Annex II: Links with the MAP Work Program” of document UNEP (DEPI)/MED IG.20 / 8 Annex II-Page 28”

** These objectives and Annex Activities correspond to the links to the two-year and five-year programs of work of MAP

VII. Conclusions

The seaside tourist offer in Tunisia, which began with a few occasional hotel units parallel to the shore line, has gone through several tourist development concepts to meet the demand of tour operators who are their intermediaries with international customers. The Tunisian State, a key factor in planning by developing these concepts, has not ceased, since the 1980s, to withdraw to encourage tourism promoters to take over in tourism development. The new disengagement of the State is offset by the entry in force of private investors to develop the new types of integrated “third generation” stations, being grafted to the old classic zones and to city centers. This financial disengagement of the State should have been compensated for by a new role of the public power of a regulator of the system of actor, which shows until then a kind of laissez-faire, a laxity, towards private investors. Thus, the territorial actors who were involved, previously, in the development of the integrated stations of the first generations through the mixed economy companies, tend to slip away in the recent system of action of tourist development. This policy has led to the realization of urban operations increasingly dominated by mass hotels and by the real estate offer to meet the lucrative challenges of their private developers. To this end, the example of the Yasmine-Hammamet station shows us that if the State allows itself to be guided only by private promoters, there are a risk of achieving results which diverge completely from the previous issues. It clearly shows that the tourist territory is forced to respond mainly to the needs of other potential actors in the tourism system, particularly international tourists.

Today, the rapid development of tourist demand, which is becoming demanding in terms of quality, authenticity, and healthy environment, calls for the State to take its role in prospecting and control. The State, which is the main player in the management of its territory, is forced to adapt it to international tourist demand and to global competition, contributing to the promotion of new places for tourism (Duhamel, 2018).

In this context, the project Co-evolve4BG was intended to develop a sustainable tourism within the prospects of developing a blue economy. However, to reach theses purpose, a more better planning of the evolution of humans coastal activities and especially tourism, is more than necessary if not essential and relevant. In this regard, the adoption of the ICZM protocol and its requirements, MSP and good governance are necessary conditions to hope for sustainable tourism, a more healthy and sustainable management of the coast and coastal and marine resources.

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