Action 3.4 - Report on the institutional framework for the coordination of an integrated and sustainable management of the coastal area in the Veneto region

REGIONE DEL VENETO

The project is co-funded by the European Union,
Instrument for Pre-Accession Assistance

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1. Analysis

To understand which structures or bodies in the Veneto Region have the authority over the management of the marine and coastal areas, it is useful to refer to the same Protocol for the Integrated Coastal Zone Management (ICZM) which is the first instrument of international law in this particular system. The Protocol envisages that the ICZM pursues the following objectives:

- Sustainable development of coastal areas through a rational planning of activities;
- Preservation of coastal areas;
- Sustainable use of natural resources;
- Preservation of ecosystems and landscapes of the coast;
- Prevention and reduction of natural disasters and climate change;
- Improvement of cooperation.

The administrative and planning system for the coastal and marine environments, including coastal lagoons, was analysed to evaluate the opportunities of application of the ICZM Protocol in the Veneto Region. The analysis includes the description of the current situation and the authorities competent on programming, planning. In particular, Table 1 summaries for each relevant area of coastal/marine planning and management the following information: competencies, related legislation, programs and / or plans implemented. The governance system operating in the coastal and marine environment is a very complex system characterised by a relevant number of interacting public and private bodies and where the division of competences and responsibilities, sometimes not completely defined, can cause conflicts in the management of certain areas and / or issues.[1]

[1] In this regard, it has been requested to the components of the SHAPE project Intersectoral Working Group, (set up to encourage the participation of representatives of the competent structures within the Veneto Region organization), to fill out an information sheet on their competences regarding the concerned subjects: through the filled form it will be possible to identify what are the specific areas of competence and which strengths weaknesses characterize their activity. This further analysis, especially in light of other further study material, will integrate the knowledge of the authority fields and of the regional regulations with regard to marine and coastal management, also to update the findings from this work.

Table 1 Competent authority, relevant legislation and programs and/or plans for key areas of coastal management

Area	Institution or competent authority	Legislation	Programs and/or Plans
Territorial planning	Veneto Region Venice Province Coastal municipalities	Regional Law 11/2004	Regional Territorial Coordination Plan (PTRC) Area Plans, as "Territorial Plan of Lagoon and Venetian Area (PALAV)", "Territorial Plan of the Lagoons and Coastal Area of Eastern Veneto" (PALALVO), "Delta Po area Plan" Province Territorial Coordination Plan (PTCP) Municipal territorial plans, (PAT) and Plan of Intervention (PI) Shoreline use and management plan Integrated Coastal Zone Management Plan (to be elaborated according to D.G.R. n. 3730 of December 2nd 2008, in implementation of the Regional Law. 15/2007 – Annex A)
Venice lagoon and its drainage basin	Ministry for Infrastructure and Transport - Venice Water Authority Veneto Region Venice Province Venezia and Chioggia municipalities Venice Porto Authority (APV) Port Captaincy Special Commissioner for "Territorial and environmental requalification" art. 7 e 18 Regional Law n. 1/1997	2000/60/EC and related national transposition Venice Special Legislation: Law. n. 294 of 31/03/1956, Law. n. 366 of 05/03/1963; L.aw n. 171 of 16/04/1973 Law. n. 798 of 29/11/1984 Law n. 360 of 08/11/1991 Environmental Ministry Decree of 30/7/99 (Ronchi-Costa); Legislative decree. n. 152 of 03/04/2006 Regional Law. n. 49 of 08/09/1974; Regional Law n. 17 of 27/02/1990	Environmental Master Plan of the Venice lagoon (Piano Direttore) - year 2000

Area	Institution or competent authority	Legislation	Programs and/or Plans
Porto Marghera Site of National Relevance (SIN)	Ministry of Economy and Finance Ministry for the Environment, Land and Sea Ministry of Transport and Infrastructures – Venice Water Authority Special Commissioner for Environmental and Socio Economic Emergency relating to large port canals Commissioner for "Territorial and environmental requalification" art. 7 e 18 Regional Law n. 1/1997 Veneto Region – Venice Project Department	Law 9 December 1998 Environmental Ministry Decree February 23th 2000 Decree September 18th 2001 Program Agreement April 7th 2006 DGR n. 58 January 21st 2013	National program for the remediation and environmental restoration of polluted areas of national relevance Framework Institutional agreement program for the implementation of the confinement interventions of the areas within the Venice - Porto Marghera polluted site and management of contaminated sediments in the industrial and port canals Redefinition of the perimeter of the polluted site of national interest Venezia-Porto Marghera, (art. 36bis R.L august 7th 2012, n.134 Approval of the new perimeter of the Site of National Interest Financial contributions provided by the Region of Veneto in the framework of the Special Law for: sewerage and water treatment; aqueducts; territory, agriculture and livestock; remediation of contaminated sites; monitoring and testing
Drainage Basin planning	Drainage Basin Authority Ministry for Infrastructure and Transport - Venice Water Authority	Directives 2000/60/EC and 2007/60/CE and related national transposition Legislative decree 49/2010 Legislative decree 152/2006	Hydrogeological assessment Plan for the northern Adriatic Legislative decree 152/2006 comma 3 dell'art.68 North Adriatic Planning Activities of prevention and pollution abatement in the Venice lagoon provided by Venice Water Authority

Area	Institution or competent authority	Legislation	Programs and/or Plans
Biodiversity preservation	Structures in charge, within the Veneto Region: (i) Environment and Territory Secretariat,- Forests and Parks Office; (ii) Secretariat for Infrastructure - ,Commissions Coordination Office (SEA, EIA and Natura 2000 assessment) Land reclamation Consortiums	At the national level • DPR 08.09.1997 n. 357 and DPR 12.03.2003 n. 120: implementation of the EU habitat directive • Law n.157 February 11th 1992, as integrated by Law October 3rd 2002 n. 221 implementation of the EU birds directive • Framework Law 394/1991 for the management and institution of protected areas. The law defines the national parks and nature reserves, marine protected areas, regional protected areas, etc. At the regional level: • Regional Law n. 15 of 12.07.2007 • Regional aw n. 40 August 16th 1984, "Rules for the establishment of parks and reserves"	Regional Territorial Coordination Plan (PTRC) Management plans for Natura 2000 sites Territorial plans with the identification of the ecological corridors Interventions financed by regional law n. 15 12.07.2007 Protected area, regional reserves, regional parks and "tegnùe areas" (rocky outcrops, protected at the sea)

Area	Institution or competent authority	Legislation	Programs and/or Plans
Preservation of cultural heritage and landscape	National level - Cultural Heritage Ministry At the regional level: • Regional Secretariat for Infrastructure: Department for urban planning and landscape management; Department for spatial planning and strategic direction • Superintendence agency for architectural and cultural heritage of Venice and its lagoon • Superintendence agency for archaeological heritage of Veneto Region • Superintendence agency for the historic, artistic and anthropologic heritage of Veneto Region	National level: • Law n. 1497, June 29th 1939 • Law n. 431, August 8th 1985, (Galasso law) • "Cultural and landscape code" ("Urbani code") Legislative decree January 22nd 2004, n. 42: 2006: legislative decrees March 24th 2006, n. 156 (cultural heritage) and n. 157 (landscape); 2008 with legislative decrees March 26th 2008, n. 62 (cultural heritage) e n. 63 ((landscape). Regional level: • Regional law April 23rd 2004, n. 11 • Regional law May 26 2011, n. 10 – modifications to the Regional law April 23rd 2004, n. 11 • Regional law April 8th 1986, n. 17 "Regional intervention in the archaeological sectors"	Regions must draw Landscape Territorial Plans. On July 15 2009, the Cultural Heritage Ministry and the Veneto Region signed a "Memorandum of Understanding" in order to create the technical committee for the elaboration of the Regional Landscape Plan Regional act n. 2938/2010, for a more detailed landscape planning, including the following coastal areas: PALAV areas (Venice Lagoon) and the Delta Po areas PTRC, which includes the "Atlas of homogenous areas" Partial modification of the PTRC (2009) for the landscape evaluation (Regional Council Resolution no. 427 of 10 April 2013) Caorle coastal area: detailed landscape plan for the protection and enhancement of cultural, environmental, historical and artistic heritage
Port areas	Venice Port Authority Port Captaincy - Coast Guard Local offices of the Health Ministry: Office for maritime and aviation health(USMAF); Border Inspection Office Financial Guard Immigration and Borders Police, Customs Agency		Port Master Plan Triennial Operating Plan

Area	Institution or competent authority	Legislation	Programs and/or Plans
Fishing in general	Consortium for the promotion of bivalve molluscs of Venice and Chioggia (Co.Ge.Vo.); "Veneto Agricoltura" (Regional Agency): Socio-Economic Fishing and Aquaculture Observatory	Regional law 28 April 1998, n. 19; Regional law 12 July 2007, n. 15; Regional law 10 August 2012, n. 28; Regional law 35/97 - art.2.	European Fishery Fund (FEP) Management Plan for Integrated Costal Zone (focus on fishing) (2006) Areas of biological protection
Aquaculture in general	Veneto Region Provinces of Venice, Rovigo and Padua	Regional law 29 April 1998 n. 19 - Norms for the protection of hydro-biological resources e for the regulation of fishing activities in inland and marine waters of Veneto Region Regional law 13 March 2009, n.4	Plan for the management of fishing resources in the lagoon of Venice (approved by Venice Province in 2009) Plan for the management of fishing resources of Padua Province and the vallive area of Venice lagoon (approved by Padua Province in 2005) Regulations for inland fishery in the Province of Padua (updated in 2009) Plan for the management of fishery resources of the Venice and Caorle lagoons (approved by Venice Province in 2009)
Fishing and aquaculture in Venice lagoon	Area Authority Veneto Region Venice and Padua Provinces Ministry for Infrastructure and Transport - Venice Water Authority Municipalities of Venice and Chioggia Venice Port Authority ASPO, Special Agency of the Chamber of Commerce of Venice	Regional law 29 April 1998 n. 19 - Norms for the protection of hydro-biological resources e for the regulation of fishing activities in inland and marine waters of Veneto Region Regional law 13 March 2009, n.4	Plan for the management of fishing resources in the lagoon of Venice (approved by Venice Province in 2009) Plan for the management of fishing resources of Padua Province and the vallive area of Venice lagoon (approved by Padua Province in 2005) Regulations for inland fishery in the Province of Padua (updated in 2009), in relation to the area of the lagoon under Padua jurisdiction (about 1.600 hectares) Maps of fishing areas Plan for the management of fishing resources of Venice and Caorle lagoons (Province of Venice, 2009) Plan for the management of fishing resources in areas under exclusive fishing right of the city of Caorle

Area	Institution or competent authority	Legislation	Programs and/or Plans
Fishing and aquaculture in Polesine lagoon	Rovigo Province	Regional law 29 April 1998 n. 19 - Norms for the protection of hydro-biological resources e for the regulation of fishing activities in inland and marine waters of Veneto Region Regional law 13 March 2009, n.4 Province regulation of fishing activities (June)	Maps of fishing areas (2010)
Recreational fishing	National level: • Ministry of Agriculture Food and Forestry Policies: Department of competitive polices, food quality and fishery (DIQPI) • Carabinieri Department of Agriculture and Food policies ; • Corp of the Port Captaincies: Department of Maritime Fishery Regional level: • Veneto Region: Hunting and Fishing Office; • "Veneto Agricoltura" (Regional Agency): Socio-Economic Fishing and Aquaculture Observatory Province level • Provinces of Venice, Padua and Rovigo		

Area	Institution or competent authority	Legislation	Programs and/or Plans
Defence of coastal zones	Veneto Region, Regional Secretariat for the Environment: Soil Protection Department; Technical regional offices (*Genio Civile*) of Venice and Rovigo Special Commissioner for hydraulic risk in Veneto Ministry for Infrastructure and Transport - Venice Water Authority	Regional law n. 34/86 Programme Agreement 23/12/2010 between the Ministry of the Environment and Veneto Region Regional D.GR n.2541, 11 December 2012, approving a project concerning the study and monitoring of the coastline to implement measure against erosion in Veneto Region, to be realised within the integrated management of coastal zones National Legislative decree n. 112/1998 and n. 85/2010; Regional D.G.R. n.2586, 25 November 2010 Regional law 16.02.2010 n. 11, art. 83 comma 1 Extraordinary financial contribution for beaches severely eroded during 2009 storms Regional D.G.R. 1019 by 23 March 2010 Regional law 31 July 2002, n.179 "Technical guidelines for the characterisation and assessment of compatibility of sands used for beach nourishment in Veneto Region"	Plan of interventions to reduce the hydraulic and landslide risks and to improve coastal defence, through new measures and actions of ordinary and extraordinary maintenance
Coastal and maritime tourism	Veneto Region; (i) Regional Secretariat for Culture: Commissioner for tourism, (ii) Tourism Department Provinces of Venice and Rovigo Coastal municipalities Chambers of Commerce Local associations for tourism Structures and associations for tourism promotion Tourist Information Offices (IAT)	Regional law 4 November 2002 n. 33	Three-year program for the development of local tourism systems (PTSSTL) Yearly plan for tourism promotion (PEA)

Area	Institution or competent authority	Legislation	Programs and/or Plans
Sustainable tourism	Regional Observatory for tourism Veneto Region; (i) Regional Secretariat for Culture, Commissioner for tourism, (ii) Tourism Department Veneto Sviluppo; Veneto Innovazione (regional agencies) Provinces of Venice and Rovigo Coastal municipalities Chamber s of Commerce Local associations for tourism Structures and associations for tourism promotion Consortiums of tourism business	Regional Framework law on tourism 14 June 2013 n. 11 Regional law 4 November 2002 n. 33 Regional law 10 August 2012 n. 28 "Discipline of farm and fishing tourism"" Regional law 29 December 1988 n. 62 "Interventions in favour of the tourism airport in Veneto" Regional law 23 December 1991 n. 37 - "Participation of Veneto Region to the association International Centre for study on tourism economy promoted by Venice University" Regional law 13 April 1995 n. 21 - "Norms for the preservation and regulation of educational and training camps"	Regional Plan for the development of sustainable and competitive tourism Manual for tourism signs and cycle- tourism
Off Shore activities	Terminale GNL Adriatico Srl (Adriatic LNG Terminal) Venice Port Authority Ministry for Infrastructure and Transport - Venice Water Authority	EU Directives on Safety of offshore oil and gas operations (21 May 2013)	Terminal Adriatic LNG Project of the Venice Off-shore commercial and oil port
Maritime navigation		Legislative decree of Ministry for Infrastructure and Transport "Modification to ministry decree 13 October 2003, n. 305" Legislative decree 24 May 2011, n. 53 National law 24 March 2012, n. 27 Legislative decree of the Environment Ministry of 10 July 2009; Regional decree n. 15 of 24.01.2013	

Area	Institution or competent authority	Legislation	Programs and/or Plans
Recreational navigation	Veneto Region: Regional Secretariat for Infrastructure Mobility Department, Coast Captaincies - Coast Guard	Framework law n. 172/2003 Legislative decree n. 171/2005, known as "Code for recreational navigation Regulation approved by Ministry decree 10 May 2005, n. 121 Ordinance n. 9/45.02 11 April 2007 by Director of Mobility Department of Veneto Region and successive modification and integrations	
Environmental quality and monitoring	Veneto Region Regional Environmental Agency (ARPAV) National Research Council –CNR-ISMAR Ministry for Infrastructure and Transport - Venice Water Authority	WFD EC 2000/60 and its national transposition MSFD EC 2008/56 and its national transposition Law 979 by 31 December 1982 "Provision for sea protection"	General Plan for sea and coast defence Marine protected areas Mare Veneto data system and information bulletins (InforMARE) ARPAV Service Observatory of marine and lagoon waters ARPAV monitoring programs Ministry for Infrastructure and Transport - Venice Water Authority - Regional Secretariat for Infrastructure Office for pollution control of Venice lagoon; monitoring programs Ministry for Infrastructure and Transport - Venice Water Authority; monitoring programs CNR – ISMAR off-shore monitoring platform
Safety	Venice Prefecture Regional Environmental Agency (ARPAV) Port Authorities		External emergency plans relating to industrial risks of Marghera industrial area SIMAGE (Integrated System for Environmental Monitoring and Emergency Management)

Area	Institution or competent authority	Legislation	Programs and/or Plans
Maritime emergency and safety	Ministry for the Environment, Land and Sea (MATTM) Ministry of Agriculture, Food and Forestry National Centre for control on fishing ; Ministry of Defence Ministry of Cultural Heritage (underwater archaeology) Ministry of Internal Affair (immigration) Minister of Justice Ministry of Labour (employment offices of sea workers) Port Captaincies - Coast Guard National Civil Protection Regional Civil Protection: Civil protection Unit National Fire Corps Regional Environmental Agency (ARPAV)		Operative Plan of Action for the defence of sea and coastal areas from pollution (23/01/2013) National preparedness plan for the defence from oil or other harmful substances contamination event due to marine accidents (D.P.C.M. 4 November 2010) Local Operative Plans (POL) External Emergency Plan (PEE) of industrial plants with risk of relevant accidents located in the Porto Marghera industrial site
Cross-border cooperation	Veneto Region: (i) Cross-border cooperation Unit, (ii) Department for institution reforms and delegation processes Regional observatory of the Northern Adriatic	ICZM Protocol for the Mediterranean EC Regulation n. 1082/2006 on territorial cooperation Regional law n. 41/2012	Northern Adriatic portals Cooperation projects: ADRI.FISH, ECOSEA, FISH.LOG, CONNECT, ADRI.BLU, e CORIN; Carbon Print; Regio Clima; APICe; NATREG, BEACHMED-ICZM MED; Medplan; OPTIMAL; EuDREP; RESAMME Project; GESA Project; POSIDUNE Project; ob-sEMEDI ADRIGOV – Operative Plan for the Governance

2. Assessment

2.1 Strengths

The administrative organization of the Italian State and public authorities, identified by the Italian Constitution, has a structure enabling the implementation of functions and competence on the basis of the principles of subsidiarity, differentiation and adequacy. It promotes the participation and the autonomous initiative of individual or associated citizens.

Joint Committee ex art. 4 Law 798/84 (locally known as Comitatone[2])

Comitatone is the body that has been entrusted for the direction, coordination and monitoring of the implementation of all interventions related to the safeguard of Venice and its lagoon.
It was established by art. 4 of Law no. 798/84 and is composed by the President of the Council of Ministries and by representatives of in charge institutions at national and local level, including: Ministry of Infrastructure and Transport, Ministry of the Environment Land and Sea, Ministry of Cultural Heritage, Ministry of Instruction, Veneto Region, Municipalities of Venice and Chioggia and two of the remaining municipalities of the Venice Lagoon drainage basin. Since 2006 the "Comitatone" is composed also by the representatives of the Province of Venice and the municipality of Cavallino -Treporti .
The Committee promotes the activities implemented by various actors within the Special Law for Venice and represents the reference among the various organizations working for the protection of Venice. Decisions taken by the Committee allowed the development of the main issues related to the protection of Venice, in particular through the approval of The Venice Water Authority General Plan of the interventions, and to ensure coordination and cooperation among various organisms.
The technical body supporting the Committee is the so called "Ufficio di Piano", which has competence on the following issues:
a) verification of the General Plan of Interventions on the basis of available knowledge, progress of interventions and design of interventions;
b) evaluation of the financial resources needed to complete the interventions and indication of an adequate time schedule of financial resource delivering;
c) verification of intervention plans of all competent administrations in relation to objectives set by Venice special legislation, ensuring their coordination according to the indications defined by the Committee;
d) evaluation, on the basis of plans prepared by each competent administrations, of the coherence of identified interventions and actions with the pursued objectives, even in relation to indications defined by the Committee and to the benefits/costs ratio;
e) evaluation of future financial needs and flows.

The administrative activity pursues the goals determined by law and it is governed by criteria of cost, effectiveness, impartiality and transparency as well as by the principles of European legal order.

[2] Committee in charge of coordination and control of the interventions to be implemented in Venice and its lagoon

Where appropriate it is possible to conduct a contextual examination of various public interests involved in an administrative proceeding (including those related to the coastal system), through an "intergovernmental conference" (conference of different authorities acting at different administrative levels). The intergovernmental conference may also examine the interests linked to more administrative procedures regarding the same activities. Every subject, holder of public and/or private interests, as well as associations or committees, may intervene in the proceedings. The Public administrations need to conclude each proceeding with the adoption of an act, which contains the terms and authorities to call upon. The act should also specify the reasons that led to the specific decision.

Procedures for the remediation of contaminated sites of national interest (S.I.N)

The procedures for the remediation of contaminated sites of national interest (as Venice - Porto Marghera one) are defined in Part IV of Title V of the Legislative Decree no. 152/2006. The procedure foresees the preparation of a preliminary investigation, a characterization plan, an analysis of site-specific risk and an in case operative remediation project. The competent Provincial Authority has the duty of certifying the occurred remediation while the Regional Environmental Agency (ARPAV) is responsible for the due environmental controls during the remediation activities.
The "Venice - Porto Marghera" Site of National Interest is located within Venice municipality and was established by Law no. 426 of 1998. This area was identified by a decree of the Ministry of the Environment (23.02.2000) and redefined in 2013 by DM 24.04.2013. This last decree modified the area of the SIN excluding the lagoon areas, the industrial canals, the agricultural, residential and commercial areas unrelated with the historical presence of polluting industrial plants.
According to the legislative acquis, all the areas included in the SIN are considered as "potentially contaminated". They must be therefore subject to: chemical characterization (i.e. the identification of possible pollution), eventual physical isolation to prevent pollution of neighbouring areas, and remediation of soil and groundwater. The procedure includes the evaluation and compensation of the damage in case provided to the environment.
The administrative procedures are run under the responsibility of the Ministry of Environment which operates through a dedicated National Service Conference, attended by all the local authorities involved in the process (at the municipal, provincial and regional level).
The approval of the Characterization Plans, of the site-specific Risk Analysis and of the Remediation Projects is managed by the Veneto Region (as stated in the LR n. 27/2001, article 8, paragraph 6). The Region is also responsible for the organisation of Services Conference, chaired by the Region itself and attended by the Municipality of Venice, the Venice Province and the Regional Environmental Authority (Arpav).
The Reclamation Service of the Municipality of Venice is responsible for the procedures (L. 241/90) concerning the characterization and remediation of municipal areas or areas that are under the municipal competence as agreed with the Ministry of the Environment. Within its competence, the municipality can also act as a substitute in case of defaulter private citizens. This service is responsible also for the relations with the public administrations involved and it cooperates with the government offices to raise the necessary funds. The Reclamation Service carries out also a constant monitoring of the reclamation processes within its municipal area through the management of a dedicated information system (SIS).

Furthermore, public authorities can also conclude agreements among themselves to manage the activities of common interest. If the projects or interventions require the integrated action of different administrative levels (regions, municipalities, state, etc.) the process can be driven by a specific "Program agreement" in order to better coordinate the different actions.

Program Agreement "Vallone Moranzani"

The need for a site for the permanent storage of sediments dredged from port canals of the Lagoon of Venice, led to sign the "Vallone Moranzani" Program Agreement on 31 March 2008, also including interventions for the environmental,

landscape, hydraulic and transportation requalification of the Venice – Malcontenta – Marghera area. In particular, the agreement was signed by the Special Commissioner for the environmental socio-economic emergency of the Venice lagoon port canals, the Ministry of Environment, the Veneto Region, the Ministry for Infrastructure and Transport - Venice Water Authority, the Province of Venice, the municipality of Venice, the Special Commissioner for hydraulic risk in Veneto, the Venice Port Authority, the Medio Brenta Irrigation and drainage Consortium, San Marco Petroli industry, Terna SpA and Enel Distribution.
Veneto Region has taken the coordination of activities related to the Programme Agreement (signed on 31 march 2008), to the previous preliminary Programme Agreement (August 3, 2007) and to the Supplementary Program Agreement (March 2, 2009). Within it organisation role, the Region organized also several meetings with relevant stakeholders.
Involvement and participation of stakeholders, including citizens, is considered a one of the key factors for the successful implementation of "Vallone Moranzani" agreement. This involved high-level experts who explained to the citizens the objectives of the project and answered to numerous questions.
The Program Agreement includes several actions and interventions on the area of interest in order to ensure the navigability of industrial canals, the requalification of the territory (even from an environmental perspective) and the creation of safe stocking sites for the contaminated dredged materials. The solutions identified concerned the design and implementation of interventions referred to the dredged sediment management in general (docks, stabilization and desiccation plants, final disposal sites, etc.) and related to electric lines burial and viability improvement, with the separation of civil and industrial/commercial vehicle flows.
The Programme Agreement for the requalification of Porto Marghera, Fusina and Malcontenta areas includes also the environmental requalification of old landfills for hazardous waste (area Moranzani - City of Venice) and their safe reuse as storing site for polluted sediments dredged from industrial canals ("Over C "- Prot '93); if necessary those sediments are previously treated. The agreement includes also:
• Burring of long distance power line 230 - 380 KV;
• Improvement of the regional and local viability;
• Interventions on the hydraulic network with are currently under-dimensioned; these interventions also include the creation of areas for water expansion and wooded areas;
• Creation of an urban park on the old and re-qualified landfill close to Malcontenta village;
• Remediation of landfills no more in use;
• Creation of a wider green area in the south –west part of Marghera;
• transfer of the S. Marco Petroli fuel deposit, actually situated close to the inhabited area of Malcontenta.

In relation to above issues, Italian Law 23.12.1996, n. 662, at the article 2 specifies:

Comma 203, the actions that involve a variety of public and private entities and involve institutional decisions and financial resources from the central governments, regional and autonomous provinces and local authorities can be regulated on the basis of agreements defined as follows:

- a) «Negotiated planning», regulations among public subjects or between the competent public institution and the public or private parties for the implementation of different projects that need an overall assessment of the competencies;
- b) «Institutional agreement program», agreement among the central state, regions or autonomous provinces in order to collaborate on the basis of available financial resources, stakeholders and administrative procedures, for the realization of a long-term plan of actions of common interest. The financial management of operations for which it is necessary to involve more government departments, as well as these and other government bodies and public bodies, also operating under private law, may be implemented according to the procedures and conditions laid down in Article 8 of decree of the President of the Republic April 20, 1994, n. 367;
- c) « Agreement Framework Programme». Agreement with local authorities and other public and private entities promoted by the bodies referred to in point b), in the implementation of a program

of institutional agreement for the establishment of an executive program of common interest actions. The agreement for the framework programme shall indicate in particular:

1. the activities and projects to be implemented, with the relative timing and mode of implementation;
2. the parties responsible for the implementation of the single activities and interventions;
3. any program agreements under Article 27 of the Law of 8 June 1990, n. 142;
4. any service conferences or conventions necessary for the implementation of the Agreement;
5. the commitments of each subject, as well as who is responsible in case of inertia, delay or non-performance;
6. the conciliation procedures or the definition of conflicts among the participants;
7. the financial resources needed for the different types of intervention;
8. the procedures and parties responsible for monitoring and check the results.

The agreement framework programme is binding on all parties who participate. Limited to the areas referred to in point f), the execution of the Framework Programme may derogate from the ordinary rules of administration and accounting, in compliance with Community rules public procurement, environmental and environmental impact assessment. o*missis*;

- d) «Territorial agreement», the agreement, sponsored by local authorities, social partners, or other public or private entities with the contents referred to in subparagraph c), regarding the implementation of activities characterized by specific objectives of local development;
- e) «Agreement programme»: the contract among the central administration authority, the corporations, small and medium consortium and the representatives of industrial districts for the implementation of measures belonging to the negotiated planning;
- f) «Contract Area": the operational instrument as agreed by administrations, local representatives of workers and employers, as well as any other interested stakeholder, for the implementation of actions aimed at accelerating the development and the creation of a new jobs in the territories …*omissis* ... Even within the "area contracts" it must be guaranteed to workers salary treatments laid down in Article 6, paragraph 9, letter c) of the DL October 9, 1989, n. 338, ratified with amendments by Law 7 December 1989, n. 389.

2.2 Weaknesses

The principles and organizational themes above mentioned, collide with a patchwork of rules and regulations concerning their implementation. This cause the delay in the answers due to unclear procedures with negative effects on timing of proceeding's realization. For reasons of public interest or if the situation is changed, the administrative decision may be revoked by the body that issued it or by another body provided for by law.

As general, the administrative decision is invalid when it lacks of the essential elements and in all the other cases expressly foreseen by the law. In any case, an economic and efficient administrative action is linked to

an efficient co-ordination between government departments and stakeholders.

2.3 Opportunities

The “public debate” is a very important way of involving citizens, both as individuals and organized groups, with the aim of giving full and transparent information on the projects/programs and with the opportunity to express their own opinion.

In particular, in the field of water management, the participation is expected and encouraged at European level by Directive 2000/60/EC (Article 14). At the national level the Directive has been transposed by Legislative Decree 152/06 and its following integrations.

Participation is a process, systematic and structured, that enables citizens, stakeholders and decision-makers to meet and share both the problems of the territories and the decisions that affect it. Public participation is therefore a possibility for people to influence the outcome of plans and procedures. The main objectives that can be achieved through a participation process are:

- Information on the major problems of the territories and on the existing specific planning instruments;
- Environmental education and civic life;
- Awareness of the problems of the territories and awareness in the management of the environmental and public assets;
- Transparency of decisions;
- Conflicts resolution and sharing of decision making through a transparent negotiation, information gathering, expectations, concerns and proposals from citizens and local actors;
- Faster implementation of plans and programs thanks to the sharing of choices from the planning decisions.

The Regional Law 11/2004 "Regulations for territory management and landscape aspects", in Chapter II regulates the "Forms of consultation and participation in planning", particularly in the case of urban development plans.

The Veneto Region, with regard to planning tools, has only recently started a process of simplification of the very articulated regional procedures, involving public and private stakeholders. With resolution no. 1419 July 31, 2012 the Veneto region approved the “Regional simplification activities” entrusting the realization of the 313 simplification proposals to 95 Technical Simplification Groups (GTS), coordinated by a Commissioner and regional managers. Within these 95 Groups:

- 37 have legislative nature;
- 58 have administrative nature.

2.4 Gaps

Another aspect of particular importance concern the debate on the Adriatic-Ionian macro-region strategy: the territorial dimension can become a key element of the macro-regional strategy for the area.

Policies should take into account that many countries in the area are candidates or potential candidates for EU membership, each of them is following a different path, but all are trying to cope with this process for a better coordination in the acquisition of the so called *'acquis communautaire'*.

The integration is a fundamental principle for the creation of an effective and innovative strategic framework for the Adriatic-Ionian territories; this integration should start on the basis of the existing inter-regional cooperation projects and on the basis of the existing networks of interregional good practices.

The Integrated Coastal Zone Management and the Maritime Spatial Planning are key elements for a more efficient coordination of sustainable practices at macro-regional scale. These instruments are crucial also for the entire macro-area, in order to support a shared path toward a new common cultural approach in the field of sustainable land management.

The hinterland of the Adriatic-Ionian area, together with the coastal areas and islands, must be considered as a unit. This is a fundamental concept to allow decision-makers to develop a macro-regional strategy really integrated with the concepts of sustainable development.

The Proposal for a directive of the European Parliament and of the Council (COM(2013) 133 final) establishing a framework for maritime spatial planning and integrated coastal management states that each Member State bordering a coastal zone or maritime area of another Member State shall cooperate to ensure that maritime spatial plans and integrated coastal management strategies are coherent and coordinated across the coastal zone or marine region and/or sub-region concerned. Such cooperation shall in particular take into account issues of a transnational nature, such as cross-border infrastructure.

The cooperation shall be pursued through regional institutional cooperation structures covering the coastal zone or the marine region or sub-region concerned, or a dedicated network of Member States competent authorities covering the marine region and/or sub-region concerned.

Also, Member States bordering a coastal zone or maritime area of a third country shall make every effort to coordinate their maritime spatial plans and integrated coastal management strategies with that third country in the marine region or sub-region and the related coastal zone concerned.

In this context, Veneto region collaborates with various international authorities and it participates in numerous cross-border cooperation projects with countries in Europe and beyond.

The project AdriGov - Operational Plan for Governance in the Adriatic - aims to promote cross-border cooperation in the Adriatic and Ionian area through:

- the promotion of a model of effective and shared governance;
- the identification and dissemination of best practices;
- the promotion of joint initiatives.

The project also aims to contribute to the reduction of regional disparities, to strengthen the cooperation between the Adriatic territories and the competitiveness in a context of sustainable development; it also aims to prepare the Adriatic Ionian area for a future enlargement of the European Union.

The Molise Region is responsible for WP3 (Road Map for the Governance of the Adriatic Euroregion: synergies within Adriatic Euroregion and Macroregion and related joint initiatives), which provides a close interaction between the Adriatic Euroregion and the Adriatic Ionian macro-region.

The 3 vertical activities of this work package include the involvement of the Adriatic Euroregion Institutions,

in particular the committees, which will address the adoption of strategic documents through action plans and analysis. The constitution and the identification of an effective governance model, capable of strengthening and enhancing the role of local authorities in the Adriatic Ionian Area, will be made possible through the experience of best practices.

The Istria Region is responsible for WP4 (Tools for European Integration), whose goal is to provide tools to regional and local authorities in order to acquire specific skills in the management of project activities and the use of European funds.

The Veneto Region provides for the organization of training courses for stakeholders in the field of human rights, citizenship and multicultural society, city diplomacy and multi-level governance as well as language courses to facilitate, through the use of multimedia tools , intercultural dialogue and cooperation in the regions of the Adriatic.

The Marche Region is responsible for WP5 (Strategic Analysis of the new prospects in the Adriatic), which aims to define new and future scenarios in the Adriatic area, considering the entrance of new countries in the European Union and the formalization of the Adriatic-Ionian macro-region.

3. Conclusions and proposals

The implementation of the ICZM Protocol requires that member states implement an integrated action in different sectors of coastal and marine areas, through the support of the legislation and of local governments and stakeholders.

From the analysis of the actual regulatory, programmatic, planning and policy system, it is possible to highlight the presence of a good structural basis, with some policies and plans that can be identified as the first step for the implementation of the Protocol.

Even if a unique structure that coordinates coastal and marine area planning is still missing, the Veneto Region can benefit of the Special Legislation for Venice, of the Regional Law n. 15 in 2007, of the "Sea consultation group", and of the cross-sectorial coordination related to the " SHAPE Technical Table", involving representatives of different regional departments.

A specific role is also played by the Land Reclamation Authorities that perform an important function for the protection and enhancement of the territory and of the environmental ecosystems. These structures implement integrated programs for the recovery of natural areas, restoration of wetlands and degraded areas, encouraging the improvement of ecosystems and landscapes and the restoration of water bodies.

In addition, the new regional statute provides for the reorganization of the regional structure (Statute Regional Law No. 1 of 17 April 2012, and LR n. 54 of 31.12.2012) that can better rationalize the system of regional expertise.

However, the high number of administrative, political and economic actors and the variety of normative references, highlights the fragmentation of activities and the conflicts which arise from the competencies overlapping.

The integrated planning of marine and coastal environment requires a long process of implementation to verify and rationally allocate the different skills required. This process may benefit of the creation of a public body that can represent the conjunction in the dense network of activities and skills. In this sense,

the new Environmental Master Plan for the Venice lagoon (Piano Direttore) - in preparation - could play a decisive role.

The Plan, expanding its competencies from the Drainage Basin, to the Venice lagoon and the sea, could indicate guidelines to ensure the requalification (where needed) and monitoring of these areas, serving at the same time as a model of integrated planning of coastal and marine area. In this sense, the Plan could also drive the new planning strategies of the spaces and of their use within the transition area. The role of the Master Plan could also be the identification of those designed to manage the process of integration among organizations, individuals and actors, but also among the activities and the persons who work or live in this delicate system. This could also result from the review of legislation for Venice and its lagoon, with a simplification of the regulatory provisions and a greater definition of the boundaries among the roles of each of the institutional and non-institutional actors.

It's important to act in an organic way in order to consider all the strategic aspects (physical, environmental, socio-economic, cultural and artistic) that characterize the Venice lagoon and its peculiarities. The actions to be undertaken need to go beyond the logic of emergency which has often characterized the previous "special laws". In particular it is important to lay the foundation not only to stop the decline but also for the revitalization of the area and the establishment of a suitable development trend for a city considered as unique in the history of mankind.

It is also necessary to overcome the politics of occasional measures in order to create the basis for the establishment of conditions for self-generating development, sustainable over time, which emancipates from the need of periodic and recurring extraordinary measures.

This implies to outline a unique policy framework which helps the developing of a decision-making level in which all local institutions are represented. This decision-making level should not have only powers of direction, coordination and control, as actually happens in the Joint Committee (art. 4 L. 798/1984), but also further skills in the case of inertia of individual organizations.