

# Maritime Spatial Planning Country Profile

Italy

# Contact

## MSP National Level

### **Ministry of Infrastructure and Transport**

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# Background Information

## Basic facts on Marine Waters<sup>1</sup>



— Territorial Sea

Italy defined the baselines from which its territorial sea is measured in 1977 (D.P.R. 26/04/1977, n. 816). The breadth of its territorial sea is 12 nm. Italy has not yet declared any exclusive economic zone, but an ad hoc law that authorizes the Competent Italian Entities to establish the Italian EEZ has been approved (Law 14<sup>th</sup> June 2021, no. 91, published in Official Journal no.148 dated 23-06-2021). In 2011 an ecological protection zone has been established. Because of its position in the centre of the Mediterranean, Italy has concluded the most delimitation agreements among the Mediterranean coastal states:

- Territorial sea in the Gulf of Trieste with the Former Federal Socialist Republic of Yugoslavia in 1975, now in force with Slovenia
- Territorial sea in the Strait of Bonifacio with France in 1986
- Continental shelf with the Federal Socialist Republic of Yugoslavia of 1968, which remains in force for the successor States, among them Croatia
- Continental shelf with Tunisia of 1971
- Continental shelf with Spain of 1974
- Continental shelf with Greece of 1977
- Continental shelf with Albania of 1992.

The line dividing the fishing areas on the boundary between Italy and France near Ventimiglia/Menton, as provided for in the draft bilateral fishing convention of 1892, is customarily recognised by the parties as the delimitation of the territorial sea, though the fishing convention itself was never signed. An agreement for the delimitation of all maritime spaces between Italy and France was signed in 2015 but it is not yet in force.

Italy has repeatedly proposed reviving negotiations with Malta on the delimitation of the continental shelf. The modus vivendi of 1970 between the two parties, which is not in line with the UNCLOS provisions, is not considered satisfactory by Italy.

Italy, along with France and the Principality of Monaco, is also a party of the Pelagos agreement of 1999, creating the Sanctuary for Mediterranean Marine Mammals.

The main elements of the Italian marine waters can be summarised as follows:

- Size of internal waters (to the baselines): 39,339 km<sup>2</sup>.
- Territorial sea (12 mn zone): 81,528 km<sup>2</sup>; (including 4,330 km<sup>2</sup> islands, not included in water areas).

<sup>1</sup> The text on basic facts about Italian marine waters was provided on 03.08.2017 by the Italian Ministry of Foreign Affairs and International Cooperation (DGAP – DG Political Affairs and Security) through the Italian National MSP Authority “ Ministry of **Infrastructure and Transport**”(named Ministry of Infrastructure and Transport in 2017, Ministry of Sustainable Infrastructure and Mobility in 2019).

## Maritime Spatial Planning (MSP) authorities and legislation

### General

#### Planning at national level

A legally binding national MSP plan is expected to be completed by the end of 2022. On 1 December 2017, guidelines containing criteria for preparing maritime spatial plans were published<sup>2</sup>.

#### National MSP authority

According to the Legislative Decree 17 October 2016, n. 201 (art. 8), transposing the EU MSP Directive into national legislation, functions of MSP Competent Authority are the responsibility of the Ministry of **Infrastructure and Transport**. Indeed, MSP competences are shared among different institutions. An Inter-ministerial Coordination Table and a Technical Committee with defined scopes are established.

#### Planning at regional level

Three marine areas have been identified, coherently with the definition of marine sub-regions under the Marine Strategy Framework Directive (2008/56/EU): 1) Maritime Area “Adriatic”; 2) Maritime Area “Ionian and Central Mediterranean”; 3) Maritime Area “Tyrrhenian and Western Mediterranean”.

#### Regional MSP authority

Regional authorities are also involved in MSP (specifically in the Technical Committee), by their representatives, according to the marine sub-region of interest.

### Details

The overall picture of competences and responsibilities on marine and maritime issues is rather complex and some-what fragmented. Territorial waters are managed at state level, while planning and management in coastal and territorial waters is divided between the State, the regions, the provinces and even the municipalities which have some specific sectoral competences (e.g. issuing of licences and concessions) (ADRIPLAN, 2015).

**The EU MSP Directive was transposed into Italian legislation with the Legislative Decree 17 October 2016, n. 201.** According to article 8, functions of MSP Competent Authority are the responsibility of the **Ministry of Infrastructure and Transport**.

Article 6 establishes an Inter-Ministerial Coordination Table, chaired by a representative of the Presidency of the Council of Ministries (Department for European Policies), with participation of various Ministries<sup>3</sup>.

The main tasks for the **Inter-Ministerial Coordination Table** to implement are:

- Defining marine areas for the development of maritime plans and coastal areas relevant for sea-land interaction analysis;
- Defining guidelines for the implementation of MSP and elaboration of related plans.
- Certifying that the Maritime Spatial Management Plans correspond with the planning process defined by the Guidelines.

A **Technical Committee**, coordinated by the Ministry of **Infrastructure and Transport**, is established by art. 7. Moreover, one representative of the Regions for each marine region is involved in the Technical Committee.

For the marine areas defined by the Inter-Ministerial Coordination Table, the Technical Committee elaborates MSP plans, according to the guidelines defined by the Inter-Ministerial Coordination Table, including Strategic Environmental Assessments (SEA) and evaluation procedures related to Natura 2000 legislation.

Some national plans, specific for given sectors, are already available and are relevant for MSP, thus will need to be considered in the development of Maritime Spatial Plans for the identified maritime regions:

- National strategic plan of the ports and logistics;
- Strategic plan for aquaculture in Italy 2014-2020;
- National strategic plan on the use of liquid natural gas (LNG) in Italy (in preparation);
- The Programme of Measures needed to achieve Good Environmental Status of marine waters developed in the context of the Marine Strategy Framework Directive implementation.

Regarding coastal competence and ICZM, the Ministry of Ecological Transition is responsible at national level and has activated the Italy - CAMP project (involving 5 Italian areas: one in Emilia Romagna, two in Tuscany and two in Sardinia). Within this process, MSP is recognised as a relevant issue. Moreover, the Ministry of Ecological Transition is responsible for the protection of marine biodiversity.

<sup>2</sup> Gazzetta Ufficiale, January 24th 2018, n. 19.

<sup>3</sup> Ibid.

Concerning coastal management, regions also hold competencies. For example, “ordinary regions” (e.g. Emilia-Romagna, Veneto, Liguria) are competent on: maritime networks and small ports; administration of maritime properties for touristic purposes; protection of the environment; prevention of pollution in inland waters. “Special” regions (e.g. Friuli Venezia Giulia) also hold competencies for fisheries, aquaculture and maritime transport.

## Progress

The Inter-Ministerial Coordination Table for Maritime Spatial Planning completed [guidelines](#)<sup>4</sup> containing indications and criteria for the preparation of maritime spatial management plans (Decree of the Presidency of Council of Ministries, 1 December 2017, published in the Gazzetta Ufficiale on 24 January 2018, n. 19).

The guidelines include the identification of the marine areas to be considered for the preparation of maritime plans and the definition of the areas relevant in terms of land-sea interactions. **Three marine areas are identified**, coherently with the definition of marine sub-regions under the Marine Strategy Framework Directive (2008/56/EU): **1) Maritime Area “Adriatic”; 2) Maritime Area “Ionian and Central Mediterranean”; 3) Maritime Area “Tyrrhenian and Western Mediterranean**. The guidelines also provide an indication of the maritime plans’ expected geographical scope. They will include the marine areas up to the limit of the national jurisdiction and the coastal and transitional waters, if not already considered under urban or rural plans. In the three proposed plans, each marine area is therefore composed of planning units with different types of ‘vocations’ (generic, priority, limited, reserved) and 42 strategic objectives.

The guidelines cover various other topics, including: strategic goals, multi-level governance, cooperation and consultation with other countries, stakeholders participation and public communication of the MSP process, etc. Moreover, the guidelines highlight the need to ensure coherence between the maritime plans and objectives of the Marine Strategy Framework Directive (annex n. 1 of the guidelines). It is necessary for the plans to include a matrix of interactions between the aims and objectives of the maritime spatial plans and the Descriptors of the Marine Strategy, whose state should guarantee the achievement and maintenance of Good Environmental Status. The importance of adopting an ecosystem-based approach in maritime spatial planning is confirmed by the requirement to develop a specific annex to the plans (annex n. 2 of the guidelines) on how this is taken into account. Examples of available approaches are provided in the guidelines.

In June 2021, the Italian Government submitted its proposal for future MSP plans for the three Italian maritime regions to the European Commission. These plans were submitted to the Regional Councils (Giunta) for approval. Once approved they will be open for a public debate in each of the Regions.

On the 1st of February 2022, the Italian competent authority on MSP (Ministry for Sustainable Infrastructures and Mobility), as proposing authority, sent to the competent authority on strategic environmental assessment (SEA), the Ministry of Ecological Transition, the documentation related to the activation of the SEA procedure;

Consequently, on the 7th of February 2022 three environmental preliminary reports (one for each of the three maritime areas: “Adriatic”; “Ionian and Central Mediterranean”; “Tyrrhenian and Western Mediterranean”) were sent to the national authorities with environmental competences that now have 30 days to reply with their eventual comments.

Similarly, on the 10th of February 2022 the Ministry of Ecological Transition sent ad hoc notes to the Ministry of Foreign Affairs and International Cooperation in order to proceed to notify the following countries with a request of interest in participating in the cross-border consultation:

- Maritime Area “Adriatic”: the Republics of Slovenia, Croatia, Montenegro and Albania; the Hellenic Republic;
- Maritime Area “Ionian and Central Mediterranean”: the Hellenic Republic and the Republic of Malta; the Republic of Tunisia and the State of Libya;
- Maritime Area “Tyrrhenian and Western Mediterranean”: the Republic of France and the Kingdom of Spain; the Republic of Algeria and the Republic of Tunisia.

Compatible with the deadlines set by law for the completion of the SEA and the public consultations, the planning is expected to be completed by the end of 2022.

## Overview of MSP-related uses and issues

Analysing the present status and trend of maritime economies, EUNETMAR (2014) provides comparable insights on the most relevant and promising maritime sectors among the Mediterranean, Adriatic, Ionian and Black Sea European countries. For Italy,

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<sup>4</sup> In Italian only

this cross-country study identifies the country's current largest maritime sectors which are coastal tourism, fishing for human consumption, short sea shipping, cruise tourism shipbuilding and repair, passenger ferry services and deep-sea shipping.

At Italian national level, CENSIS (2015) provides a detailed picture on the state and development of the maritime cluster, considering the industrial maritime compartments and excluding the incomes deriving from tourism. In 2013 such activities contributed approximately €30.4 billion to the gross domestic product, with an important role from maritime transports, followed by auxiliary port activities, ship- building/ship-repairing, yachting and fishery. This picture confirms the compartments identified by EUNETMAR as the largest at present, but gives a different relative relevance to them, due to differences in the methodological approach between the two studies.

Concerning shipbuilding, with 30 ships for 2,086 million of gross tonnage (GT) under construction, Italy ranks 6<sup>th</sup> among the world construction countries and second at European level (after Germany). The excellence of Italian shipyards, leading in Europe and around the world in the construction of cruise ships, makes obvious economic and employment returns for the country, as the following figures show: 20 vessels (2,03 million GT) ordered and nearly €11 billion invested.

In addition, the following ones are indicated as the six most promising marine activities in Italy for the near future (EUNETMAR, 2014):

- Short sea shipping, the third largest maritime sector in Italy, while within the EU, Italy is the country with the highest volumes of transported goods by this type of shipping and plays a pivotal role within the network "Motorways of the Sea". In total, national operators guarantee 446 weekly departures on the Motorways of the Sea, linking the Italian peninsula with Sicily, Sardinia and other Mediterranean countries (Albania, France, Greece, Malta, Morocco, Montenegro, Spain and Tunisia). Today, further expansion of the line services provides additional hold capacity and the investment in new ships designed for Motorways of the Sea services has, to date, been massive and can be estimated at €1.8 billion over the last five years. In 2017, the trend in the supply of Motorways of the Sea freight services departing from national ports was essentially stable compared to 2016. The trend towards adopting new operating models based on multi-link, rather than point-to-point, connections is now established, taking into account the current concentration on the market and the fleet size of individual operators, which allow more efficient use of ships by means of more complex rotations.
- Passenger ferry services a sector which has a significant growth potential mainly because of its close link with other maritime activities, such as shipbuilding, construction of water projects, and coastal tourism (especially in relation to passenger flows towards/from main islands). These activities are mutually connected and can benefit from the development and the strengthening of the others.
- Marine aquaculture, a sector constituted by small size enterprises, dominated by family-run business and cooperative organisation in the shellfish segment. The potential for shellfish mariculture is almost unlimited and product differentiation should be favoured, but polluting effects must be carefully considered. Extensive aquaculture in brackish lagoons has received increasing consideration for its traditional aspects and for the conservation of the habitat and the ecosystem services.
- Protection of habitats plays a pivotal role in the Italian Blue economy, considering the direct and indirect effects on other activities like coastal tourism, passenger ferry services and cargo transport (e.g. Ro-Ro). In Italy, marine protected environments play an important role in the regions where they are located. There are 363 Natura 2000 marine sites in Italy (319 SCI and 90 SPA), accounting for a total of 6,604 km<sup>2</sup> of protected areas at sea.
- Coastal tourism is the most important maritime activity in Italy. Seaside and beach resorts continue to represent the main tourist attraction for the domestic market in Italy and the second type of preferred destination for the international market. The activity is deemed to be one of the most promising in Italy because of its huge potential, not only in socio-economic terms but also with regard to environmental sustainability.
- Cruise tourism: as a destination, Italy is the first-ranked country in the world, and it is very important as a "departure hub". In 2016, cruise traffic in Italy remained stable with respect to 2015 with 11.1 million cruise passengers. Venice, Genoa, Naples and Civitavecchia are the four main home ports: Civitavecchia handled 2,339,676 passengers in 2016, followed by Venice (1,605,660), Naples (1,306,151) and Genoa (1,017,368).

Competition among spatial uses in the narrow coastal zone, as well as with protection needs of the marine environment, is one important driver for MSP in Italian waters. The MEDTRENDS project points out that coastal conflicts are increasing due to the development of sectors such as mariculture, coastal tourism and recreational fishing. In the offshore context, the expected expansion of oil and gas operations in some areas could lead to serious conflicts with typically offshore sectors such as maritime transport, commercial fishing, and mining and dredging activities (WWF ITALIA, 2015). However, they may be compatible in the presence of adequate planning.

# Maritime Spatial Plans

## Existing Maritime Spatial Plans

To date, Italy has not yet officially completed or adopted a binding maritime spatial plan.

## Pilot plans or projects

- **MSP-MED** project (2020-2022) funded by EC DG MARE support the establishment of coherent and coordinated plans across the Mediterranean marine regions and between Member States. The MSP Competent Authorities of France, Greece, Italy, Malta, Slovenia, Spain, participate directly or endorse relevant national institutions for participating in the project and are involved in its development. The Italian partners are CORILA, the Project Coordinator (an Italian consortium of research centres and universities dedicated to the safeguarding of Venice and its lagoon), IUAV (an Italian public university also specialized in MSP, ICZM, LSI, Climate Change adaptation and environmental planning) and CNR-ISMAR (National Research Council, Institute of Marine Science). The aims include sharing the most relevant MSP information and experiences between Mediterranean member States and non-EU countries.
- **SIMWESTMED** (2017-2018): cross-border project focusing on two key objectives: supporting the implementation of Maritime Spatial Planning in Western Mediterranean EU Member States; and launching and carrying out concrete and cross-border MSP initiatives between Member States. Italian consortium partners included: CORILA – Consortium for coordination of research activities concerning the Venice lagoon system, embedding as associated partners: CNR-ISMAR National - Research Council, Institute of Marine Science, University IUAV of Venice, MATTM - Ministry of Ecological Transition, MIT – Ministry of Sustainable Infrastructures and Mobility.
- **SUPREME** (2017-2018): Supporting Maritime Spatial Planning in the Eastern Mediterranean. Italian consortium partners included: CORILA – Consortium for coordination of research activities concerning the Venice lagoon system - coordinator, embedding as associated partners: CNR-ISMAR National - Research Council, Institute of Marine Science, University IUAV of Venice, Ministry of Sustainable Infrastructures and Mobility, Ministry of Ecological Transition.
- **ADRIPLAN** project (2013-2015): funded by EC DG MARE it developed recommendations and proposed MSP exercises for transboundary maritime spatial planning in the Adriatic and Ionian seas. In particular, the project identified two Focus Areas (see figures in the next paragraphs) for which MSP exercises were developed:
  - MSP exercise in ADRIPLAN Focus area 1 – Northern Adriatic;
  - MSP exercise in ADRIPLAN Focus area 2 – Southern Adriatic and Northern Ionian.

ADRIPLAN Conclusions and Recommendations are available (multiple languages):

" <http://adriplan.eu/index.php/news/334-adriplan-conclusions-and-recommendations>

- Analysis and proposals for MSP were developed for the Emilia-Romagna region waters under the Italian national project **RITMARE** (2012-2017).

## MSP exercise in ADRIPLAN

ADRIPLAN aimed to deliver a commonly agreed approach to cross-border MSP in the Adriatic-Ionian region, considered as a whole and more specifically through two Focus Areas: (1) Northern Adriatic Sea; (2) Southern Adriatic/Northern Ionian Sea. This MSP exercise was not legally binding. These exercises were developed in the broader context of cross-border MSP for the Adriatic and Ionian region.

### Focus Area 1

Several maritime activities (shipping, ports, oil and gas exploitation, fishing, aquaculture, tourism including recreation and sports, underwater cultural heritage, nature protection and submarine cables and pipelines) were considered by the first MSP exercise developed by ADRIPLAN in the Focus area 1.

### Objectives of the plan

ADRIPLAN Focus Area 1 is characterised by a high concentration of uses and will be significantly influenced by new anthropogenic uses that will be developed in the next decade. For the project purposes, three relevant planning issues were selected:



ADRIPLAN project - Area covered by MSP exercise in Focus Area 1. Source: ADRIPLAN project

- the need to spatially define the localisation of the electricity interconnection between Italy and Slovenia through a submarine cable;
- the necessity to identify compensatory actions for the fishing sector to be applied following the development of the Venice Offshore Terminal;
- the need to promote the infrastructural development of the Port of Trieste.

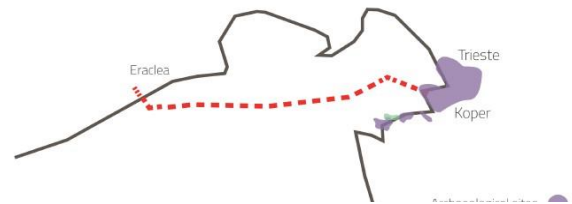
### Designated uses / areas

#### Measure 1 - Electricity interconnection Italy - Slovenia through a submarine cable

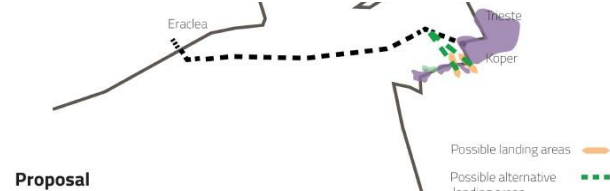
- Place the position of the cable towards Croatian - Slovenian borders in a larger buffer zone in order to permit adjustment in the execution of the project, to limit interference with fishing routes;
- Adjust the position of the cable to minimise impacts on Natura 2000 sites;
- Deploy the cable under the seabed to limit possible damage due to trawling fishing activities and anchorage;
- Modify the land - sea connection in the eastern part of the project to reduce conflicts with mussel farming and with underwater archaeological sites.

#### Measure 2 - Venice offshore Terminal

- Definition of temporary precautionary measures during the phase of offshore construction;
- Identification of spatial compensatory measures to mitigate environmental impacts on fish nursery areas and relevant ecosystems and reduce conflicts with fish farming activities;
- Compilation of a draft containing compensatory measures to be developed during the different phases of the Venice Offshore Terminal construction (excavation, dredging, handling and lying of the material until the commissioning of the terminal). The measure has to guarantee the long-term economic sustainability of fishery.



Focus area 1 - MSP exercise - schematic draft of the planning proposal concerning Electricity interconnection Italy - Slovenia through a submarine cable. Source: ADRIPLAN, 2015



#### Measure 3 - Development of infrastructure in the Port of Trieste

The area included in the development plan occupies a Site of National Concern (SIN, Trieste) with a total area of 1,700 ha, of which 1,200 ha are in the sea. The site is characterised by hydrocarbon and heavy metal pollution due to past long-lasting refinery activities, which have contaminated the sediments inside the harbour.

The entrance corridor to the commercial port and to the oil terminal passes in front of the historical village of Muggia and in front of a coastal area dedicated to tourism and recreational activities. The southern coast, close to the Slovenian border, is also used for aquaculture, with the inclusion of several mussel farms.

The planning measure defined:

- Temporary precautionary measures in the construction phase, to avoid or limit any contamination during excavation and dredging;
- Adequate timing of the construction, in order to limit conflicts with the intense maritime traffic activities already taking place in the Gulf of Trieste;
- Appropriate precautionary measurements to avoid accidents and collisions must be properly defined.

### Public Participation

No formal process for MSP exists in Italy yet. Within the DG MARE project ADRIPLAN the measures described above were discussed in an informal context in the framework of exercises of stakeholder participation in MSP. [Stakeholders' workshops](#) were held in Trieste (I) and Strunjan (SI) and the main issues identified during the ADRIPLAN project were presented at a conference in Rijeka (HR).

### Transboundary Consultation

Some issues related with transboundary cooperation were raised in the framework of the ADRIPLAN project:

- During the workshop held in Trieste (I) on 7 July 2014. Issues discussed concerned: 1) Maritime transport, 2) fishery and aquaculture, 3) maritime and coastal tourism, 4) energy and oil & gas, 5) marine protected areas;
- During the workshop held in Strunjan (SI) on 3 March 2015. Issues discussed concerned: 1) Energy, LNG and the related planning objectives, 2) energy, electricity and the related planning objectives, 3) maritime transport and tourism and 4) infrastructural development - projected offshore from the port of Venice.



## Focus Area 2

Several maritime activities (oil and gas exploitation, offshore renewable energy production, fishing, aquaculture, tourism including recreation and sports and nature protection) were considered by the first MSP exercise developed by ADRIPLAN in the Focus area 2.

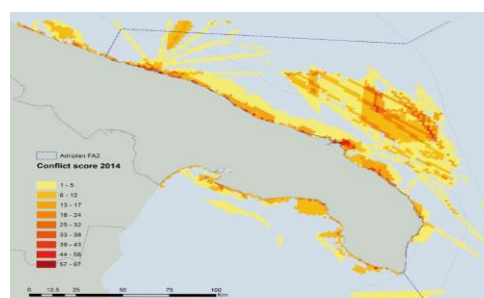
### Objectives of the plan

For the project purposes, three relevant planning issues were selected:

- promote and spatially define environmental conservation measures along the Apulian Coast;
- harmonise present and future conflicting activities in Apulian offshore waters;
- define cross-border cooperation measures between Greece, Albania and Italy for fishery and aquaculture.



*ADRIPLAN project - Area covered by MSP exercise in Focus Area 2. Source: ADRIPLAN project*



*Focus Area 2 - MSP exercise - Interactions among existing human relevant activities in Apulian territorial waters. Source: ADRIPLAN, 2015*

### Designated uses / areas

#### Measure 1 – Promoting and spatially defining environmental conservation measures along the Apulian Coast

The main issue identified along the Apulian coast (territorial waters) concerns the impact of anthropic uses on sensitive environmental components. In this context, a major planning priority consists of defining the preservation measures and spatially allocating ecological protection actions.

In the Italian territorial waters of ADRIPLAN Focus Area 2, several human activities take place in certain conflict hot spots. The most important marine areas, with socioeconomic importance as well, deserving MSP effort are:

- the area of the city of Bari, currently highly populated and urbanised and characterised by intense port activities;
- the area surrounding the town of Brindisi, highly populated, with coastal urban settlements and facilities, seaside touristic activities, industrial areas, a carbon power plant (Cerano) and a big shipping port. In this area there are still widespread natural areas and an MPA;
- the area located in the coast of the Lecce town, where the coast consists mostly of soft bottoms with critical erosion rates, generating the need for coastal defence works. The main activities in this area are small-scale fishery and trawling practices, interacting with a high demand for beach/swimming tourism.

These targets were considered in the MSP exercise:

- definition of a new protected area;
- reaching common policy agreements and ensured enforcement through co-operative monitoring and surveillance;
- engagement of fishery associations, along with stakeholders from other uses, in the MSP process and investigating trade-off of different planning scenarios;
- need to include fish spawning and nursery areas in MSP activities, considering their spatial-temporal dimension;
- need to coordinate action between different institution and bodies involved in energy projects and their authorisation process;
- in the case of new MPA institutions, in Italy, the area Otranto-Santa Maria di Leuca should be protected.

#### Measure 2 – Harmonising present and future conflicting activities in Apulian offshore waters

This is an area affected by present and future conflicts between sectors. The most relevant issues are:

- conflicts between energy infrastructure and other uses;
- planned Trans Adriatic Pipeline reaching the Apulian coast north of the city of Otranto;
- hydrocarbon exploration authorisation;

- natural characteristics of the area including tourism and leisure. Specific measures were not identified.

### Measure 3 - Cross border cooperation measures between Greece, Albania and Italy for fishery and aquaculture

Specific areas lying in international waters or within Greek waters where cross-border management of fishing is needed have been identified through workshops held in Greece and in Italy. The need to stop illegal fishing activities in Greek waters was pointed out.

#### Public Participation

No formal process for MSP exists in Italy yet. Within the DG Mare project ADRIPLAN the measures described above were discussed in an informal context. In fact, this project organised exercises of stakeholder participation in MSP. [Stakeholders' workshops](#) were held in Corfu (GR) and Lecce (I).

#### Transboundary Consultation

Some transboundary issues were considered in the ADRIPLAN project in a separate analysis focused on fishery. Stakeholder workshops were organised in Corfu (GR) on 27 June 2014 and in Lecce (I) on 11 March 2015. Existing conflicts among Greek, Italian and Albanian fleets in international and Greek waters emerged as elements to be solved.

## Proposals for ICZM-MSP for the marine area of Emilia Romagna Region

The proposals for ICZM-MSP for the Emilia Romagna Region<sup>5</sup> were formulated within the Italian national project RITMARE. They are focused on marine and maritime research topics, according to the priorities of the EUSAIR Action Plan and in line with the implementation of the MSP Directive. The proposals were finalised in December 2017.

A portfolio of spatial measures was identified referring to 6 major uses: coastal defence, decommissioning of oil and gas offshore platforms, development of offshore wind farms, fishery and aquaculture, environmental protection and management of areas used for military purposes.

The trends of the uses were analysed to define a “vision proposal” for the study area. This vision is focused on coastal and maritime tourism (with connected supply chains) as the pivotal use of the maritime economy of the Emilia Romagna coastal system. The vision, and its related actions, should ensure that the coastal and marine space is not overloaded by excessive tourist activities and infrastructures and should let other human uses grow without impacting the resources on which tourism depends.

The study activity was developed in two phases: (i) creation of a knowledge reference framework and its analysis to support maritime spatial planning and (ii) identification and analysis of possible management objectives and measures to implement them.

#### Objectives of the plan

The general objective was to carry out analyses, evaluations and proposals for MSP and ICZM for the coastal and marine area of the Emilia Romagna Region, through a concrete exercise of MSP on the area of interest.

#### Designated uses / areas

The figure below illustrates the difference between the integrated “managed development” scenario and the current state of uses in terms of user-conflict and cumulative impacts. Over the whole study area, a reduction of 39% of conflict due to concomitance/co-location of uses was estimated in the “managed development” scenario, with major reduction in the areas located within 6 nm. It follows an overall reduction of environmental impacts, especially in the same area, subjected to limitation of trawling fishing practices.

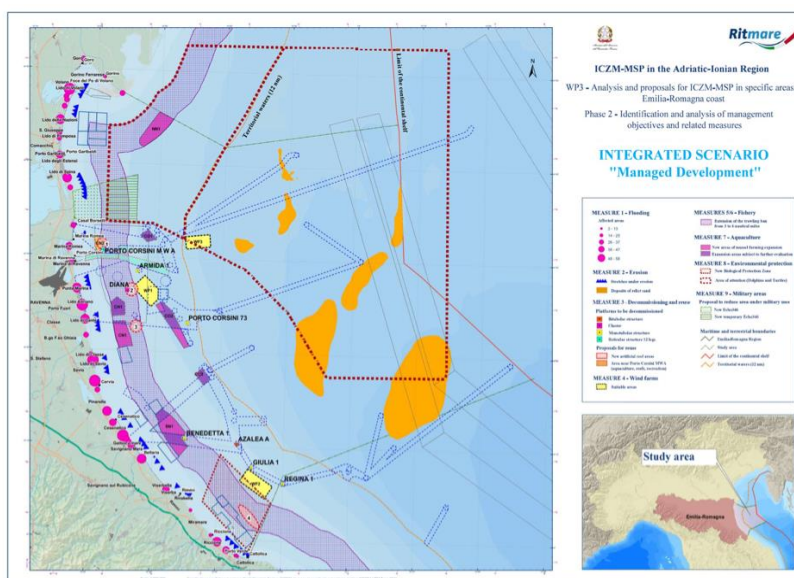


Figure 1 - Synthesis of measures proposed for the Emilia Romagna marine and coastal area (“managed development” scenario). Source: Barbanti, A., & Perini, L. (eds.) (2018). *Between land and sea: Analysis and proposals for Maritime Spatial Planning in the Emilia-*

<sup>5</sup> Related references : <https://zenodo.org/record/1160726#.W2m1-lUzblU> (In Italian) and <https://zenodo.org/record/1160720#.W2m16FUzblU> (In Italian)

A set of 9 measures was proposed concerning 6 major uses of the marine space:

- Measure 1 and measure 2: coastal defence against flooding and protection against coastal erosion;
- Measure 3: decommissioning of gas platforms at the end of their productive life and their possible re-use);
- Measure 4: identification of suitable areas and possible solutions to promote the development of renewable energy at sea;
- Measure 5 and 6: regulation of artisanal and trawling fishery towards a better sustainability of the fishery sector;
- Measure 7: selection of areas suitable for aquaculture expansion;
- Measure 8: extension of the marine protected network in synergy with other existing nature protection constraints;
- Measure 9: reduction of the areas used by the military, reducing conflicts with other existing or proposed uses.

An integrated “managed development” scenario, which considers all the measures implemented at the same time, was finally considered.

This final scenario was re-analysed using tools for user-conflict analysis and for cumulative impact analysis, already developed within previous projects and previously used to characterise the study area (phase 1). This led to an assessment of possible overall reduction in user-conflicts and in cumulative impacts deriving from the application of the proposed measures. The study concluded by identifying further investigation needs, considering that suggested proposals should be considered as preliminary or as a valuable basis for further studies and discussions.

### Public Participation

The study was carried out in strong collaboration with the Emilia Romagna Region (Land and Environmental Department), as part of an Institutional Collaboration Agreement for study and research activities aimed to plan and manage the coastal zone of the Emilia Romagna Region and its marine waters (Regional decision DG 2274/2016).

Several other departments of the Emilia Romagna Region and the Regional Environmental Protection Agency (ARPAE) were actively involved in this study, participating in two workshops and several discussion meetings. The Environmental, Informatics and Statistics Department (DAIS) of the Venice Ca’ Foscari University also contributed to the development of this activity, concerned in particular, with the development of proposals in the aquaculture sector. The overall stakeholder engagement supported both the phase of analysis of the knowledge framework and the phase of proposal development.

No transboundary consultation was considered.

# Aspects of the MSP process

The following analysis of the specific aspects of MSP is based on the experiences developed within MSP related projects (e.g. [Shape](#), [ADRIPLAN](#), [RITMARE](#), [ECOAST](#)) and initiatives, which have actively involved Italian partners (such as ministries, regional authorities, research institutions, private citizens and organisations), as well as on the “Guidelines containing criteria for preparing maritime spatial plans”, issued in December 2017.

## Sustainable development and growth in the maritime sector

The Shape project depicts elements for a common and shared vision for the future of the Adriatic Sea, including the environmental, economic, social and governance perspective, as well as two cross-cutting elements: climate change adaptation and improved and innovative research.

A vision and related objectives were also set by the ADRIPLAN project and described in the publication “ADRIPLAN: Developing a maritime spatial plan for the Adriatic-Ionian Region”. Moreover, the ADRIPLAN project identified seven activities of socio-economic importance and two additional uses forecasted to take place in designated locations of the Adriatic-Ionian region.

The National Technology Cluster "Blue Italian Growth" [CTN-BIG](#), launched in 2017, is composed of research institutes, universities and private companies (both large enterprises and SMEs). It is a network of actors developing initiatives for Blue Growth, considering the following development trajectories: marine environment and coastal strip, blue biotechnology, renewable energy from the sea, marine abiotic resources, marine biotic resources, shipbuilding and robotics navy. In parallel, the cross-cutting skills & jobs, research infrastructures, and sustainability and economic uses of the sea are also considered for innovative initiatives.

Moreover, Italy is a key partner of the [BlueMed Initiative](#), set up in 2014 to foster integration of knowledge and efforts to develop the Blue Growth in the Mediterranean. BlueMed aims to promote joint actions at Mediterranean level on relevant research and innovation priorities. The initiative has identified a number of key challenges including MSP and ICZM. The Strategic Research and Innovation Agenda (SRIA), updated in 2017, considers MSP and ICZM among the key sectoral enablers in the Mediterranean and identifies the following actions to be undertaken:

- improve knowledge of the land-sea nexus and develop coastal ecological engineering solutions and measures to reach the Good Environmental Status;
- develop tools to assess the cumulative impact of human activities, to ensure that exploitation of marine resources is ecologically sustainable;
- identify the trade-offs between ecological dynamics and socioeconomic needs in order to improve adaptive management scenarios for resource use;
- research into the governance and management of multi-stakeholder processes to support maritime spatial planning and integrated coastal zone management policies;
- use integrated decision tools to select appropriate sites for offshore installations, to ensure that they meet energy and environmental requirements.



## Ecosystem-based approach (EBA)

The application of the Ecosystem-based Approach is envisaged in the scope of the Legislative Decree 17 October 2016, n. 201, establishing a framework for Maritime Spatial Planning. The importance of adopting an ecosystem-based approach to maritime spatial planning is confirmed by the Guidelines issued by the Inter-Ministerial Coordination Table for Maritime Spatial Planning. These require the development of a specific annex to the MSP plans (annex n. 2) on how EBA is taken into account. Examples of available approaches are provided in the guidelines.

The ADRIPLAN project promotes transboundary implementation of MSP under an ecosystem-based approach. This is reflected particularly in some of the final recommendations from the project:

- B.1. Carry out an MSP-oriented Initial Assessment that considers all aspects influencing the analysis and the following planning phase.
- B.2 Take into account future evolution and developments.
- B.3 Produce maps of all primary uses of the sea and all key descriptors of the ecosystem and the environmental status.
- B.4 Find a consistent, transparent and effective method to analyse conflicts and synergies among uses.
- B.5 Analyse qualitatively and quantitatively single and cumulative impacts of pressures from uses of the sea, in a transparent and standardised way.

The “Methodological handbook for MSP in the Adriatic Sea” developed within the Shape project emphasises the importance of adopting an ecosystem-based approach in MSP.



## Co-existence of uses

The Shape project mapped main maritime uses of the Adriatic Sea, as illustrated in the report “MSP in the Adriatic: problem and opportunity analysis, thematic mapping and inputs for a future vision”. Spatial information on maritime uses is available in the online Shape Adriatic Atlas (<http://atlas.shape-ipaproject.eu/>) and can be used to evaluate conflicts and opportunity of co-existence among uses. Pilot projects developed within Shape (e.g. in Slovenia, Montenegro and in the following Italian Regions: Veneto, Emilia Romagna, and Apulia) enabled the gathering and mapping of local/regional information on maritime uses and regulation.

The ADRIPLAN Data Portal further integrates spatial information on maritime uses and marine characteristics for the Adriatic-Ionian Region. Moreover, the ADRIPLAN project analysed interactions among human activities in the Adriatic-Ionian region through a spatial analysis based on a methodology developed with the COEXIST project (Gramolini et al., 2013). The analysis described the potential relation between all types of different combinations of activities and assigned them a series of conflict scores.

Within the RITMARE project, proposals for ICZM-MSP for the marine area of the Emilia Romagna Region were identified (Barbanti et. al., 2017a; 2017b). Alternative MSP scenarios were compared using tools for conflict analysis and for cumulative impact analysis. A possible overall reduction in user-conflicts and in cumulative impacts deriving from the application of the proposed measures was identified.

In the framework of the ECOAST Project the DISPLACE fish and fishery model was applied to the Northern Adriatic Sea, an area characterised by intense and conflicting fishing activities, calling for science-based management actions. In this context, the effects of a suite of five spatial management scenarios suggested by practitioners were compared, aiming to reduce conflicts between different fishing activities (trawling vs small-scale fishery) and the pressure on four demersal fish stocks of high commercial interest. The effects of such scenarios on the sustainability of fish stock exploitation, as well as the economic profitability of fisheries were evaluated.



## Land-sea interactions

Land-Sea interactions (LSI) is mentioned in the transposition of MSP Directive into Italian legislation (Decree 201/2016). Article 3 describes this as “interactions in which terrestrial natural phenomena or human activities have an impact on the marine environment, resources and activities”. Building on this concept, the Guidelines for maritime spatial planning (Decree of the Presidency of the Council of Ministries 1 December 2017) make several references to the need to identify identification areas relevant in terms of land-sea interactions and provide a list of elements and factors to be considered in order to identify such areas:

- relevant river basins according to their identification under the provisions of the Water Framework Directive (Decree 152/2006)
- terrestrial and marine protected areas (including SCI, SPZ and Natura 2000 network)
- UNESCO sites
- coastal areas with high landscape/seascape value
- areas with important coastal marine infrastructures (e.g. ports).

The Shape project not only dealt with MSP (WP4), but strongly approached ICZM, too, in particular in relation to the implementation of the Protocol for ICZM in the Mediterranean. ICZM and MSP interaction was therefore considered in the overall approach of the project. Some pilot actions addressed the issue at local level, as in the case of the Apulian case study that developed a methodology to assess multiple stressors operating on the coast and at sea (in the areas of Torre Guaceto MPA and Brindisi) based on DPSIR indicators and indexes.

Additional elements on land-sea interactions are provided through the experience of the [Bologna Charter](#). The Charter promotes and outlines a Macro-Project initiative for the current programming period of the European Structural Funds (2014-2020), designed for a coherent Mediterranean macro-thematic and multi-sectoral strategy. The Macro-Project is detailed in the [Joint Action Plan](#) developed under the [COASTGAP](#) capitalisation project. Although the main focus is on coastal planning and adaptation to climate change, MSP approaches and principles are considered relevant and taken into consideration by the Charter. In the context of the Macro-Project, several initiatives have been identified related to land-sea interactions, for example, a survey of erosion status and flood hazard along the Mediterranean coast and the identification of sustainable uses for coastal and submarine stocks of sediments to face coastal erosion.



## Stakeholder Involvement

During the course of projects related to MSP development, conferences and workshops bringing together regional stakeholders have been held:

- The [PlanCoast](#) project developed a Planning Conference for Emilia Romagna to bridge the gap between authorities and citizens for MSP.
- Various international events involving different stakeholders were organised within the Shape project, such as: Shape international meeting in Bari (February 2012), Shape international conference in Venice (June 2012), Mediterranean Coast Day Week in Split (September 2012), Coast Day 2013 in Rimini (September 2013) and the Final Shape Conference in Bologna (February 2014). Several regional or local events on MSP and/or ICZM were also organised by Shape partners.
- A number of consultation events were implemented within the ADRIPLAN project, both at the level of the entire Adriatic-Ionian region and the Focus Areas for the MSP exercises. Details are available at: <http://adriplan.eu/index.php/stakeholders/stakeholder-workshops>



## Transboundary cooperation

Italy cooperates with France and Monaco on managing the Pelagos Sanctuary MPA (the only MPA in the high seas in the Mediterranean Sea basin).

ADRIPLAN investigates several transboundary MSP issues, including a planned submerged electricity connection with Slovenia. The planned offshore terminal in the Gulf of Trieste led to disagreement between Italy and Slovenia. There are also transboundary issues with Croatia related to fisheries.

Shape developed a methodological handbook on MSP in the Adriatic Sea, taking into consideration a cross-border perspective.

Italy coordinated the [SUPREME](#) project and was partner of [SIMWESTMED](#), both funded by EC DG MARE. These projects supported the implementation of Maritime Spatial Planning in EU Member States within their marine waters in the Eastern (including the Adriatic, Ionian, Aegean and Levantine Seas) and the Western Mediterranean, and to launch and carry out concrete, cross-border MSP cooperation initiatives between Member States. They dealt with issues such as spatial demands from maritime sectors, gaps in data needs, coherent implementation of MSP and ICZM under the Barcelona Convention Strategies and Protocols.

The [PORTODIMARE](#) project, coordinated by the Emilia Romagna Region, which included participation from other Italian Adriatic regions and Adriatic-Ionian countries, aimed to create a common platform (Geoportal) for data and information related to coastal and marine areas of the Adriatic-Ionian Region, by integrating existing databases, portals and tools developed by previous EU projects, local and national administrations and other initiatives.

## Account for multiple aspects

Environmental, economic and social aspects were considered by both Shape and ADRIPLAN projects and in a number of related pilot projects and/or MSP exercises, at least in terms of information gathering, mapping of main aspects and analysis of interrelations.

Moreover, ADRIPLAN developed and tested a methodological tool to evaluate cumulative impact of maritime activities on the environment and therefore quantify the pressures generated by the uses on the environmental components (in the current and future scenarios). The analysis of cumulative impacts aims to identify areas in the sea where the environmental and ecological components are more exposed to anthropogenic pressures that negatively affect them. Moreover, analysis of compatibility and cumulative impacts of multiple activities on ecosystem components was included in the ADRIPLAN Pilot Action for Greek territorial waters.

Safety aspects were in part considered by the two projects, in particular to map areas restricted to navigation (e.g., due to the presence of oil and gas platforms, other offshore installations, underwater pipelines).

## Coherence with other processes

### Marine Strategy Framework Directive (MSFD)

The MSFD was transposed into national legislation in 2010. The competent authority is the Ministry of Ecological Transition. In 2012 and 2014 two public consultations were carried out, on the initial evaluation of the state of the marine environment and the monitoring program, respectively. Consultation on the Programme of Measures was opened between 30 September 2016 and 30 October 2016. Documents are available for consultation (in Italian) at the following link <http://www.strategiamarina.isprambiente.it/consultazioni/consultazione-2016>.

Its relevance to MSP regards the application of the ecosystem-based approach in the process of monitoring and evaluation of the status of marine waters. In addition, the Programme of Measures specifically introduces one new spatial measure, concerning the completion of the network of Natura 2000 sites at sea and subsequent identification of conservation measures.

The Guidelines for MSP (Decree of the Presidency of the Council of Ministries 1<sup>st</sup> December 2017) highlight the need to ensure coherence between the maritime plans and objectives of the Marine Strategy Framework Directive (annex n. 1). The plans need to include a matrix of interactions between the aims and objectives of the maritime spatial plans and the Descriptors of the Marine Strategy, whose state should guarantee the achievement and maintenance of Good Environmental Status.

### Integrated Coastal Zone Management (ICZM)

The Ministry of Ecological Transition is responsible for ICZM at national level and has activated the Italy - CAMP project (involving 5 Italia areas: one in Emilia Romagna, two in Tuscany and two in Sardinia). MSP is recognised as a relevant issue within this process.

In 2007, a number of recommendations and remarks with regard to the Italian planning system and the implementation of ICZM were made in the context of the EU-funded project PlanCoast. These are also relevant to consider in the framework of the application of Maritime Spatial Planning in Italy.

From 2011, the Italian legislative framework involved a shift of the main coastal competences from the State to the regions. The regions are considered most suited to implement planning policies and ICZM. Some regions (Liguria, Marche, Tuscany, Lazio, Abruzzo and Emilia Romagna) have developed their own coastal strategies and/or plans, which include coastal protection, beach nourishment, marinas, coastal traffic issues and the development of public and tourist facilities in the coastal area. These plans were based on the awareness that the overall coastal governance requires a methodological planning instrument, instead of the previously adopted "urgent measures".

A picture of the regional ICZM planning process in Italy can be seen below:

Region	Regional Plan	Plan for coastal defence		ICZM Plan	
	Typology	period	status	period	status
Liguria	Piano Territoriale di Coordinamento della Costa			2000	approved
	Piano di Tutela Ambiente Marino e Costiero	2012	adopted		
Tuscany	Piano GIZC per riassetto idrogeologico	2004	approved		
	Piano Regionale di Gestione Integrata Costa			2008	in preparation
Lazio	Piano della Costa	2014	in preparation	2004	testing phase
Campania	Piani Stralcio Erosione Costiera	2006-12	approved		
Basilicata	Piano regionale di Gestione della Costa	2011	adopted		
Calabria	Piano Stralcio Assesto Idrogeologico	2005	approved	2006	in preparation
Apulia	Piano Regionale delle Coste			2009	approved
	Piano Stralcio della Dinamica della Costa	2011	in preparation		
Molise	Regional legislation				
Abruzzo	Piano organico per il rischio aree vulnerabili	2003	approved		
Marche	Piano GIZC	2005	approved	2004	approved
Emilia Romagna	Piano GIZC	1983	approved	2005	approved
Veneto	Regional legislation				

Friuli Venezia Giulia	Regional legislation				
Sardinia	Piano Paesaggistico Regionale			2007	testing phase
Sicily	Piano Stralcio Assetto Idrogeologico	2009	adopted		

Italian regional coastal plans (2014). Source: compiled by ISPRA based on data from coastal Regions (Annuario dei dati ambientali 2015)

### Strategic Environmental Assessment

As statutory maritime spatial plans have not been developed yet, SEA processes have not been implemented.

### Cooperation with third parties

Italy is a party to the Barcelona Convention. Additionally, Italy is involved in the European Strategy for the Adriatic-Ionian region (EUSAIR). In both cases, MSP is considered a relevant tool/process for the sustainable management of the marine space.

Moreover, focusing on the Adriatic and Ionian Sea, both Shape and ADRIPLAN projects involved partners from third countries (Montenegro and Albania).



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