

Integrated Maritime Policy for the Mediterranean IMP Guide

23 November 2011



This project is funded by
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This document has 19 pages including the cover.

Document history

Job number: 5098820			Document ref: Short IMP Manual			
Revision	Purpose description	Originated	Checked	Reviewed	Authorised	Date
D1	For Client Approval	Chris Hedley / C. Le Visage	CJ Simmonds		IS Heijne	15/11/11
F1	Final	Chris Hedley / C. Le Visage	CJ Simmonds	Chris Hedley	IS Heijne	17/11/11
F2	Final	Chris Hedley / C. Le Visage	CJ Simmonds	Chris Hedley	IS Heijne	21/11/11

Client signoff

Client	European Commission
Project	Integrated Maritime Policy for the Mediterranean
Document title	Short IMP Manual
Job no.	5098820
Copy no.	
Document reference	Short IMP Manual

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Foreword

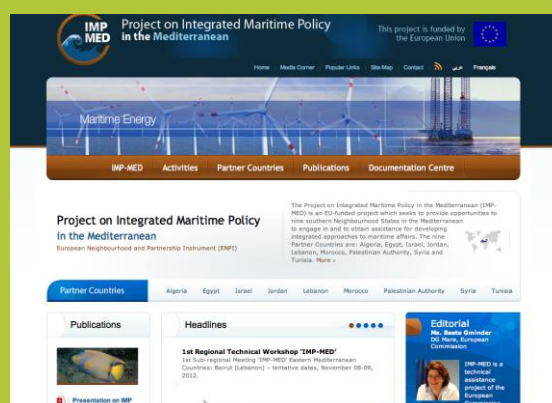
This Guide has been prepared under the **Integrated Maritime Policy for the Mediterranean (IMP-MED)** project.

Since 2006, the European Union has been developing an integrated maritime policy (IMP), with the objective of coherently developing maritime activities while ensuring a high level of protection of the marine environment. The EU is aware that “*the semi-enclosed nature of the Mediterranean Sea and the trans-boundary impacts of maritime activities call for increased co-operation with non-EU Mediterranean partners*”¹, and decided to “*provide technical assistance, under the European Neighbourhood Policy and Partnership Instrument, for Mediterranean partners that express an interest in an integrated approach to maritime affairs, thereby raising awareness and assisting in setting objectives and implementation mechanisms*” : this is the policy base for the **IMP-MED Project**, funded by the EU and dedicated to promoting an integrated approach to maritime affairs in the Southern Mediterranean (ENPI) countries and to assisting those countries with implementing such an approach. This project started mid-November 2010 and will last two years.

This Guide is designed as a project tool, tied to technical assistance activities provided under the project, and is directed specifically at the technical needs of the nine project Partner Countries – Algeria, Egypt, Israel, Jordan, Lebanon, Morocco, Palestinian Authority, Syria and Tunisia.

The Guide provides an introduction to IMP for work at the **national level** (providing a basis for country visits, meetings and workshops on IMP) and at the **regional level** (providing a basis for general methodological presentations and exchanges of best practice) and connects to other tools and resources developed or being developed through the project, and which will be made available on the project's website: www.imp-med.eu, e.g.:

- **IMP-MED Toolkit**, a series of tools and assistance packages designed for national IMP workshops and the longer-term development of IMP in the Partner Countries, based on the models outlined in this Guide;
- **Institutional and Organisational Analysis Manual**, which is intended to help the national administrations in *analyzing the national situation* regarding integration of national maritime policies and the legal, organisational and administrative framework and in *selecting the issues and modules* most relevant for specific technical assistance.
- **Knowledge Base**, a series of case studies, examples and models designed to supplement the technical packages.



¹ See Communication “*Towards an Integrated Maritime Policy for better governance in the Mediterranean*” COM(2009) 466 <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2009:0466:FIN:EN:PDF>

Acronyms

ACCOBAMS	Agreement on the Conservation of Cetaceans of the Black and Mediterranean Seas
AIS	Automatic Identification System
CBD	Convention on Biological Diversity
EEZ	Exclusive Economic Zone
EMODNET	European Marine Observation and Data Network
ENPI	European Neighbourhood and Partnership Instrument
EU	European Union
GFCM	General Fisheries Commission for the Mediterranean
ICZM	Integrated Coastal Zone Management
IMO	International Maritime Organisation
IMP	Integrated Maritime Policy
MOU	Memorandum of Understanding
MSP	Maritime Spatial Planning
NGO	Non-Governmental Organisation
UNEP/MAP	United Nations Environment Programme – Mediterranean Action Plan
UNCLOS	United Nations Convention on the Law of the Sea

1. What is Integrated Maritime Policy?

An integrated maritime policy is a process that takes account of competing sectors and interests related to the sea to provide a coherent unified policy and, subject to the ability of maritime environments to support them, to accommodate their conflicting needs and objectives. The impacts of socio-economic activity, individual, joint and cumulative, on the coastal environment must be taken into account so that development is sustainable. Sustainable development will support sustainable, healthy and productive seas.

Essentially, an IMP is **a mode of policy-making and decision-taking** that seeks to overcome the difficulties created by competing demands on the marine environment from coastal, marine and maritime activities and to facilitate both sustainable development (and economic growth) and environmental protection.

An IMP doesn't replace sectoral maritime policies: it is built on them, adding connections and shared visions and tools. A national IMP aims to allow states to address all maritime issues through coordinated approaches in order to ensure that all policies and actions support common national objectives related to marine and maritime issues. Among other things, it may typically comprise:

- Processes to bring together all sectors and interests in the maritime area, both public and private, so that they can agree in a holistic manner overarching measures that will ensure the sustainability of the maritime environment.
- Specific tools, measures and instruments such as maritime spatial planning (MSP), integrated coastal zone management (ICZM), integrated maritime monitoring and surveillance, etc.
- The institution of procedures to monitor and supervise the maritime area, so that anticipatory and precautionary measures may be adopted to counter threats to the maintenance of healthy seas.
- Enhanced and more effective international cooperation, reflecting the situation that there are many shared aspects of the maritime zone and greater coherence can only be achieved through international co-operation and agreement.

1.1. Legal impetus

The need for an integrated approach to the management of the oceans and their resources has long been recognised by the international community. For example, the preamble to the 1982 United Nations Convention on the Law of the Sea states that 'the problems of ocean space are closely inter-related and need to be considered as a whole.' Many rights and duties in the Convention are inter-related; under the Convention States are entitled to exploit their natural resources, but must do so in accordance with their environmental policies and their duty to protect and preserve the marine environment.

Nevertheless, UNCLOS did not lead initially to the development of IMP approaches. During the 1990s, however, particularly in the context of environmental protection, increasing recognition developed of the need to integrate policies. Thus, Agenda 21, adopted at the United Nations Conference on Environment and Development (UNCED) in 1992, advocates for "*new approaches to marine and coastal area management and development, at the national, subregional, regional and global levels, approaches that are integrated in content and are precautionary and anticipatory in ambit*".

With the intention of giving effect to Agenda 21, the parties to the Convention on Biological Diversity agreed that an integrated approach to the management of marine and coastal areas was 'the most suitable framework for addressing human impacts on marine and coastal biological diversity and for promoting conservation and sustainable use of this biodiversity' (COP 2 Decision 11/10, Point 2).

Finally, the World Summit on Sustainable Development (WSSD) Johannesburg Plan of Implementation states: "*Oceans, seas, islands and coastal areas form an integrated and essential component of the Earth's ecosystem and are critical for global food security and for sustaining economic prosperity and the well-being of many national economies, particularly in developing countries. Ensuring the sustainable development of*

the oceans requires effective coordination and co-operation, including at the global and regional levels, between relevant bodies, and actions at all levels..."

More particularly, it exhorts States to: *"Promote integrated, multidisciplinary and multi-sectoral coastal and ocean management at the national level and encourage and assist coastal States in developing ocean policies and mechanisms on integrated coastal management."*

The idea of integration is not limited to environmental matters, however. Both legal instruments and international mechanisms in various sectors are recognising the need to adopt more integrated approaches. This is leading to increased inter-organisational coordination amongst regional and global maritime organisations. Some instruments also address specific aspects of IMP, such as the Integrated Coastal Zone Management Protocol of the Barcelona Convention.

1.2. State practice

The impetus that has developed at the international level is now creating a framework for action at the national level. A number of countries, including Australia, Canada, Norway, the United States, as well as the European Union and its Member States, have started to develop new policy frameworks for sustainable use of the oceans which encompass every aspect of maritime affairs, and set specific goals in an inter-sectoral approach. Although none of these is identical, many contain common elements which have formed the basis for the model for IMP outlined in this Guide. Selected examples of practice from these States is set out in this Guide – more detailed information is also provided on the IMP-MED website.

2. Why an Integrated Maritime Policy?

Integrated maritime policy is an approach designed to facilitate both development and growth from the economic opportunities the maritime space and marine resources provide, while at the same time ensuring that such development is sustainable and adequately protects the marine environment.

2.1. Economic and social rationale

One of the main drivers for the development of maritime policies is the will to develop the use of the maritime space and the exploitation of marine resources, in order to encourage sustainable growth.

Of course, this is not a new concern. Some of the marine resources, such as fisheries, have been exploited for ages, mainly close to the coast and close to the surface; maritime transport has connected countries and continents for thousands of years using the maritime space.

But the scientific and technological development during the last decades now virtually opens all the marine resources and all the maritime space (even deep waters) to human activities : it is now possible to *build permanent structures* at tens or hundreds of kilometres off the coasts, to harness deep *mineral resources* (oil and gas, metals and materials), to exploit a wide range of *biological resources* (fish or algae farming, pharmaceutical use of genetic marine resources...) and to access the tremendous *renewable energy resources* of oceans (wind, waves, currents and heat).



Figure 1: Potential benefits of IMP

There is also a growing demand for *maritime and coastal recreational activities*, which can generate important economic activities in the coastal zones and jobs for the local population, but which often compete for the same public resources and the same public space, calling for public regulation.

Thus, there is an important potential for the development of the maritime economy in most of the coastal States. For these States, the maritime space and marine resources represent new hopes, but also new *challenges*: regulation of the competition for the use and exploitation of these public marine and maritime resources and space, allocation of resources and space, protection against looting can no longer be addressed only in a sectoral and local way, and *consistent policies* must be developed in order to allow both the development of new economic sectors, and the proper management of resources and protection of the marine environment.

Maritime activities often involve high investments, and face high risks. Developing integrated approaches is a good way to reduce and share risks and allow long-term investments, and provide to both to the industry and to the regulator, the long-term vision they need.

2.2. Environmental rationale

The marine resources have been historically considered inexhaustible, and people have long considered that the Ocean could regenerate indefinitely. The 20th century demonstrated that this was an illusion: depletion of fish stocks and major accidental and diffuse pollutions showed the need for serious protection and management measures for marine environment and resources.

Biological, mineral or energetic, the marine resources are mainly used to complement land resources or replace depleted ones, and cannot be managed independently; on the other hand, most of threats for the

marine environment are linked to terrestrial activities. Marine and terrestrial environment and resources should hence be managed altogether, in a land-sea integrated approach.

The marine environment is very complex and spreads from local to global interdependent ecosystems. These ecosystems support the cumulative impacts of all human activities: these cumulative effects can no longer be addressed in a sectoral way, through simple sectoral measures (the sum of the “moderate effects” allowed by each sectoral regulation can result in a major effect for the environment).

The IMP is in fact a policy implementation of the ecosystem-based approach: it provides a strategic, legal and operational framework to efficiently implement this approach at all scales.

2.3. Governance and cooperation rationale

The maritime zones of each coastal state are not isolated; the Ocean is global, and no border can stop pollution or hold fish; each coastal state also shares many maritime issues with neighbours or states in the same regional basin (e.g. the Mediterranean Sea). Cooperation at the regional or international level is mandatory both for managing common resources or protection of a common marine environment.



Figure 2 : Maritime Governance and Cooperation Levels

Balanced cooperation implies negotiations where each country should be able to advocate its specific interests and assets: this means that every country should be aware of its national maritime assets and priorities.

But cooperation is also necessary at subnational levels: many maritime and coastal issues are addressed through policies and actions conducted at subnational level under the authority of local powers. Coherence in the long-term can be maintained only if all stakeholders and authorities at all levels share a common approach to the national maritime assets and priorities.

A national IMP is the best support for consistent positions in all sectors and fields, at all governance levels.

3. Developing a National IMP

There is no standard model for the development of IMP at national level: *each national IMP must be built with a tailored approach*, taking into account many parameters: importance of maritime and coastal issues, political and institutional context, existing policies and operational instruments, organisations and governance (administrative setup, industry, public and NGOs), etc.

An IMP, however, is never developed from scratch: in all maritime countries there are already existing instruments (policies, laws and regulations, administrative setups, bodies and mechanisms...) which can and should be used – with adaptation when needed – in order to progressively build the national IMP. Indeed, within the IMP-MED Partner Countries, there are numerous examples of such instruments and mechanisms: several countries have established – to various extents – mechanisms to coordinate policy formulation and/or decision-making at the national (and in some cases, sub-national) level; in at least three cases, specific maritime framework legislation is in place or is being developed; while in several countries some specific IMP tools or components are under development, such as ICZM, maritime spatial planning or integrated maritime surveillance mechanisms.

Nevertheless, these elements need to be extended, supplemented and developed in a coherent and structured manner in order to fully implement IMP. Although, as noted, there is no standard model, some components should be found in any IMP: a common vision and shared objectives for the maritime sector; integrated governance mechanisms, at all levels; integrated approaches to sectoral maritime policies (most of them are already existing, but which should be adapted to fit the general framework of the IMP), supported by integrated laws and implemented through integrated administration; approaches to promote coherent and effective international cooperation; and integrated tools and mechanisms, potentially shared by some or all the maritime policies.

The progressive development of the integrated maritime policy is a long process (typically several years), and should be planned in a structured approach; in the IMP-MED Project, the recommended national process towards the establishment of the national IMP is through a “**national roadmap**”.

3.1. Vision and objectives

A national maritime policy cannot exist if each individual policy affecting the maritime sector has independently defined objectives. A common vision, shared by all major stakeholders, at the national level is therefore a pre-requisite to the development of a national integrated maritime policy. There are several reasons why the development of a national vision, and the elaboration of explicit objectives are essential:

- A shared vision is **indispensable support** to the political decision to develop such a policy,
- A shared vision entails a process which **promotes understanding** of the importance of a country's maritime assets, **highlights national issues** related to the sea and **brings together** all government administrations and all major stakeholders into a common process,
- It builds a common understanding on the **priorities for national maritime policy** and on the **objectives** of integrating maritime governance and policies,
- **Consistent policies** can be based only on **consistent visions**.

The vision underlays all maritime policies and strategies (private and public). At the starting point, it can be widely stated; examples of objectives from existing IMPs include:

- maximising “sustainable use of the oceans and seas while enabling growth of the maritime economy and coastal regions” (EU);

- promoting “ecologically-sustainable development” of ocean resources and “the encouragement of internationally competitive marine industries, while ensuring the protection of marine biological diversity” (Australia); or
- achieving oceans and coasts that “are healthy and resilient, safe and productive, and understood and treasured so as to promote the well-being, prosperity, and security of present and future generations” (United States)

In practice, a vision is a detailed statement of objectives, priorities, principles and guidelines., The national strategy for France, for example, (“Blue Book: National Strategy for the Sea and the Oceans”, adopted in December 2009) is a detailed document of around 80-pages, identifying the main areas of priority”

- investing in the future (promoting understanding of the oceans, protecting the marine environment, education and training, etc.)
- developing a sustainable marine economy (outlining priorities for the main maritime sectors)
- promoting the maritime dimension in the overseas territories (maximising the benefits from, but accepting the responsibilities of, substantial overseas maritime assets)
- promoting the role of France on the international stage.

Although there is no single model, a national vision might typically contain the following elements:

General objectives and priorities: This part represents the political element of the vision and defines a country’s main expectations and priorities related to the sea, particularly (but not only) the maritime zones under national sovereignty or jurisdiction.

Common principles and guidelines: This part comprises common principles and consistent guidelines to be implemented in each sectoral or thematic strategy to ensure that there are common rules when needed (maritime governance, resources and space sharing, conflicts arbitration, etc.).

Sectoral and thematic guidelines: When there is a specific need for sectoral objectives (for example, in those fields considered to be maritime priorities for that country), they should be included in the vision. This ensures that they will be taken into account not only in the specific sectoral strategies and policies, but also (consistently) in related sectoral strategies and policies. For example, if the national vision includes reserving maritime space for some activities (e.g. fisheries, offshore wind farms, MPAs, etc.), including spatial planning prescriptions in the vision helps to ensure that all further sectoral and space-based strategies and policies will take them into account, preventing future conflicts.

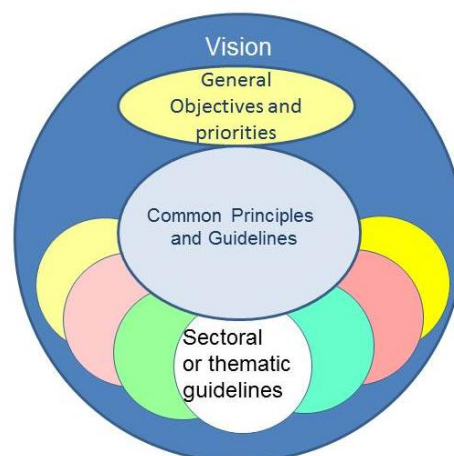


Figure 3: Components of a Common Maritime Vision

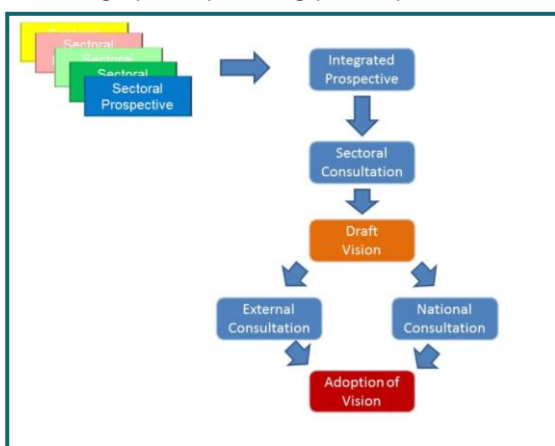


Figure 4: Developing the National Vision

and without a complete prospective assessment.

The vision underlying the integrated maritime policy should be supported by a relevant instrument, which can be *legally binding* (the objectives and orientations are included in the law) or *non-legally binding instrument* (often used to prepare or modify the relevant sectoral or cross-cutting laws), or could be a combination of both.

Mechanisms should be provided to ensure that the vision is implemented through all sectoral or cross-cutting policies, and that it is taken into account by all national stakeholders in their own strategies. Evaluation and revision mechanisms should also be implemented.

3.2. Governance mechanisms

Consistent policies are based on consistent decisions. Consistency is easily achieved and decisions easily made when only one organisation is in charge of defining and implementing the policy, and when all the needed information is produced by this organisation. As far as the IMP is concerned, this is never the case:

- at the public authorities level, several (many) organisations contribute to the definition and implementation of this policy, including all state branches (legislative, executive, judiciary), agencies and other public bodies, and often public authorities at subnational levels,
- several categories of stakeholders have direct or indirect legitimate interest (economic or not) in this policy or produce information relevant for the IMP.

Therefore, the elaboration and the implementation of a national IMP require a *high level of cooperation* between the concerned organisations and stakeholders. In order to allow such cooperation in the long term, **specific governance mechanisms** must be developed at the earliest stage of the development of the IMP, at all the relevant levels.

Regarding the development of a national IMP, governance mechanisms at national level are essential, and particularly:

- **governance mechanisms at the executive / inter-ministerial level:** the national executive branch is legitimately in charge of steering the development and the implementation of the national IMP; such a policy requires consistent decisions and implementation measures by several (often more than ten) departments structurally used to work in a sectoral way, and specific governance mechanisms should be set up to allow collective decisions and long term cooperation for implementing them,
- **participation of maritime stakeholders at national level:** the IMP must take into account all assets and all interest related to the maritime activities and the marine environment. This requires extensive discussions with the participation of all stakeholders before arbitrations and decisions by the legitimate public authorities; the cooperation and the participation of these stakeholders must be organised at the national level.

Broadly speaking, governance mechanisms at the executive / inter-ministerial level fall into one of two categories:

- Establishment of a dedicated administrative structure (an approach followed in France, Spain and the United States, among others)
 - In the United States IMP, a National Ocean Council was established, with oversight of the overall strategy, vision and direction for US maritime policy, but it is supported by four additional components (a steering committee, responsible for integration and coordination of priority areas; the Ocean Resource Management Interagency Policy Committee, responsible for interagency implementation of national maritime policy; the Ocean Science and Technology Interagency Policy Committee, responsible for interagency implementation of science and technology objectives; and the Governance Coordinating Committee, a coordinating body on inter-jurisdictional ocean policy issues).

- Establishment of inter-ministerial coordinating mechanisms (applied in several Member States, and also in Canada and Australia)
 - **Cyprus** created an inter-ministerial committee in January 2011, comprised of all relevant Ministries (Communications and Works, Foreign Affairs, Interior, Justice and Public Order, Commerce, Industry and Tourism and Agriculture, Natural Resources and Environment). The committee is supported by a National Coordination team, which is responsible for coordinating the activities of various Departments/Services in relation to the IMP at the national and EU level and is comprised of experts from various Government departments and is directed by the Department of Merchant Shipping.

In other cases, there is no specific executive or ministerial level structure, but integrated approaches are established through framework maritime laws (and implemented at the administrative level, under ministerial supervision). The **United Kingdom**, for example, introduced a new Marine Policy in 2011, which seeks to implement integrated approaches foreseen in the Marine and Coastal Access Act 2009. While there is no executive-level body with overall responsibility for IMP, the Act established a common regime for all Ministries and agencies involved in marine matters, and also established a single agency (the “Marine Management Organisation”) designed to provide coherent management in a number of sectors, including: marine emergencies, strategic culture, marine planning (including the establishment of marine conservation zones), marine licensing, fisheries management, enforcement and marine nature conservation.

Depending on national situations, **other “vertical” governance mechanisms** should be developed. For instance, in countries where some competences have been devolved to local powers (e.g. regions of federate states), or where there is a need to manage different maritime zones with specific rules or principles (e.g. based on ecosystem or management reasons), the implementation of the national policy *can be partly devolved to sub-national levels* ; this includes in some cases the elaboration of local laws, and in all cases the definition of the practical ways national principles and laws are going to be applied in the concerned zones. IMP should envisage processes in order to ensure that the national maritime policy is coherently and effectively applied at these levels.

3.3. Integrated policies, administration and laws

The basic components of an IMP are the various policies which touch the maritime sector. These policies may be sectoral, cross-cutting or spatially-based, and each of these types interact with the IMP in a different manner.

Sectoral policies are usually elaborated with very few consultations beyond the concerned sector. This usually results in:

- incomplete policies (implicit objectives, no monitoring or evaluation procedures, objectives and implementation measures based on available resources rather than on *ex ante* evaluation...),
- inappropriate or ineffective policies (only the stakeholders who get positive benefits from the policy outcomes are consulted, forgetting those stakeholders who will support negative impacts).

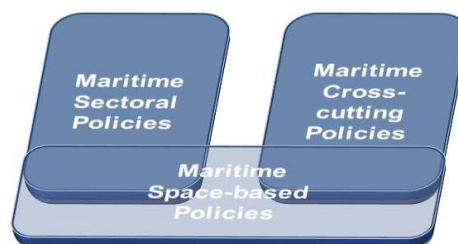


Figure 5: Policy Types

Cross-cutting policies (e.g. environment, research, defence and security, etc.) naturally concern many (if not all) citizens; they are usually defined with wider consultations than sectoral policies, but often with limited association with the decisions. Even when the policy covers important maritime issues, there is often no specific association of the maritime stakeholders to the definition of the policy (objectives, priorities, etc.).

Spatially-based policies are designed at *specific governance levels* (e.g. local government) linked to *specific territories or spaces*, or at *specific scales* (ecosystem, physical region, watershed): in these areas or at these levels, additional or specific objectives apply beyond the general objectives assigned to national policies (sectoral or cross-cutting). The relevant scales for such policies can extend from regional (in the international law sense; e.g. Mediterranean, Baltic Sea...) to subnational (e.g. *coastal zones*) or local (e.g.

bay). Spatially-based policies generally address several sectoral or cross-cutting issues; the objectives set by such policies virtually constrain all sectoral and cross-cutting policies when they produce some effects in the considered area.

IMP seeks to ensure that each of the policies concerned with the maritime sector (and the stakeholders affected by them) are fully and effectively integrated within the maritime policy. Schematically, a national integrated maritime policy can be considered a consistent set of **policies**, implemented in a coordinated manner by public authorities and private stakeholders (**organisations**), based on common **institutions** (constitution, laws...). It is supported by a common vision and effective governance, and each specific policy (e.g. maritime transport, etc.) is designed in order to maximise sharing of **measures and tools** with other policies.

3.4. International cooperation

Successful IMP needs to incorporate the international dimension fully. Marine ecosystems and marine resources transcend national boundaries, many maritime activities take place on an international scale (trade, transport, cruises, etc.) and many maritime problems can only be solved through international cooperation (e.g. marine pollution, overfishing, climate change).

The international component of IMP comprises many elements. It includes:

- the ratification and implementation of international treaties,
- participation in international organisations,
- cooperation on new issues, particularly at the regional, subregional or bilateral level,
- participation in international technical processes and networks,
- operational and technical cooperation (e.g. subregional contingency and response plans),
- application of IMP tools (integrated research, MSP, MPAs, etc.) at the international level.

All of these elements have an external and internal dimension. The **external** dimension concerns representation at the international level (how to achieve objectives at the international level, ensuring these objectives are consistent with the national maritime strategy, etc.). The **internal** dimension concerns implementing commitments agreed at the international level, for example ensuring that policies, laws, administrative structures, etc. facilitate the effective implementation of international and regional rules, commitments and policies.

All aspects of IMP (the national vision, governance, administration and policies, operational integration and tools) need to reflect and need to accommodate the international dimension.

3.5. Operational integration and IMP tools

The final aspect of IMP concerns specific mechanisms and tools, which support and implement the framework of maritime policy. Many such mechanisms and tools can be envisaged (there is no definitive list) but the most important mechanisms, tools and approaches can be considered as: maritime spatial planning, integrated coastal zone management, integrated maritime surveillance and monitoring, integrated marine knowledge, operational mechanisms, integrated funding and evaluation. For some of these, a Mediterranean framework already exists (e.g. the ICZM Protocol to the Barcelona Convention) and/or steps are being taken in Mediterranean countries towards developing and implementing these mechanisms and tools (often in the framework of Euro-Mediterranean cooperation). A review of the main tools and mechanisms is given in the following chapter.

4. Key IMP Tools and Mechanisms

4.1. Maritime Spatial Planning (MSP)

An integrated planning framework for managing space-related maritime activities and issues is increasingly being considered as the best way to regulate the use of maritime space and accommodate competing demands on that space. Most of the more developed IMPs include MSP as a component of their policies and, for example, it is strongly supported in the EU (and increasingly applied in the Member States), where there is a need for strategic planning in the framework of many regulations and policies (strategic environmental assessment, NATURA 2000, water and marine frameworks directives, fisheries common policy, ICZM). Importantly, MSP can frequently be a mechanism to enable seemingly conflicting activities (e.g. coastal development and biodiversity / habitat protection) to exist at the same time and therefore enabling benefits to be gained from both activities. For example, in the German MSP three types of zones are used for the implementation of spatial plans, designed specifically with the intention of permitting economic activity, while protecting the marine environment. These include “priority areas” where one use (for example, shipping, pipelines, etc.) is granted priority over all other spatially significant uses; “reservation areas” where one use is given special consideration in a comparative evaluation with other spatially significant planning tasks, measures and projects; and “marine protected areas” where measures are applicable for the reduction of impacts (e.g. through pollution) on the marine environment.

4.2. Integrated Coastal Zone Management (ICZM)

Land-sea integration is a major concern for IMP: most maritime activities or marine resources complement or extend to land activities and resources, most maritime activities start or end on the coast (ports, cables...), and most marine pollution has land-based origin. The coastal zones are both an essential link between land and sea, and concentration zones for many land and maritime activities.

ICZM is an approach to the management of the coastal zone (in some respects, overlapping with MSP in that zone) which – like MSP – is increasingly being adopted. It aims to promote the sustainable management of the coastal zone which seeks to balance environmental, social and economic objectives within the limits set by ecosystems. The ICZM Protocol to the Barcelona Convention, for example, was adopted several years ago, and entered into force in 2011. ICZM and IMP both *basically support the same integrated approach*, and they can and should be developed in a consistent and complementary way:

- IMP can give ICZM the long-term and long-range vision needed to deal with maritime issues,
- ICZM can support IMP, providing relevant management mechanisms and tools for addressing coastal issues and linking a seamless way land policies and maritime policies and tools (e.g. MSP)
- ICZM (as well as MSP) aim at integrated decision-making processes and take into account the ecosystem-based approach.

4.3. Integrated Monitoring and Maritime Surveillance

In this Guide, “**Monitoring**” is related to the environment (in a broad sense: ecosystems, but also “socio-ecosystems” as monitoring concerns economic, social, environmental parameters) and “**Surveillance**” is related to human activities (mainly, but not only maritime). Although having different subjects, there are close relations between monitoring and surveillance:

- in both cases, the objective is to gather and produce information in order to support decision and action,
- a part of the changes detected through monitoring can be related to human activities, and identification of this part is a major concern for the IMP.

In the framework of a national IMP, **maritime surveillance** aims to gather information about the activities in the maritime areas under sovereignty or jurisdiction of the country, or in the maritime areas where the country has strong interest, but also on all maritime activities conducted by nationals or under national control (flag State...). Surveillance information contributes to many policy objectives:

- defence and security (immigration, border control, surveillance of maritime approaches, maritime piracy, customs including trafficking and smuggling...)
- protection of marine environment (prevention of pollution caused by ships, marine pollution preparedness and response, protection of biodiversity, etc.)
- management and protection of marine resources (fisheries control, oil and gas, biological resources, etc.),
- protection of human life and goods (marine safety, including Search and Rescue, etc.),
- general law enforcement at sea.

Even if the objectives of many policies are quite different, they are based on the same surveillance systems: land, air and seaborne radar stations, cameras, AIS (Automatic Identification System), etc. and can technically draw benefit from joint implementation of systems and sharing information.

Nevertheless, most of surveillance systems and networks are *still sectoral and closely related to sectoral policies*, and operated by *distinct often sectoral administrations or agencies* funded separately. Increasing the efficiency of the systems, reducing costs, filling information gaps and avoiding duplication are some of the potential benefits of such integration. The final expected result is an *improved maritime awareness picture*.

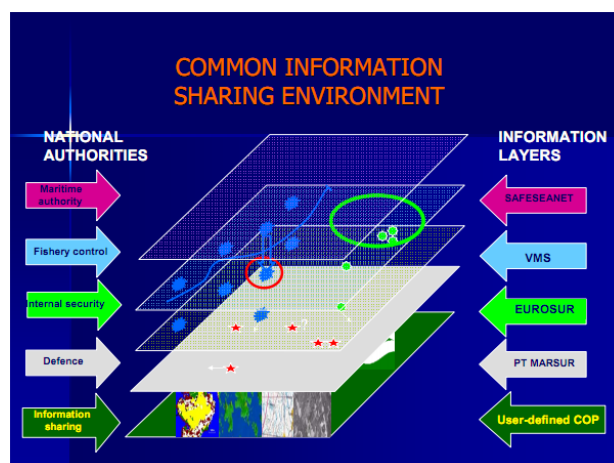


Figure 6 - Information Layers (source: EC COM(2010) 584)

Many policies implement **marine environmental monitoring**, not only environmental policies but also sectoral policies (e.g. fisheries, maritime transport, oil and gas). This often leads to the development of specific requirements, with specific standards and based on independent monitoring networks operated by independent agencies or organisations. Yet there are many potential benefits in better integration of monitoring networks and procedures, whatever the policy they are related and the organisation (public or private) in charge of monitoring:

- better coherence (interoperability of data and procedures),
- reduction of costs (common developments, data management, in situ systems, etc.),
- avoiding duplication of efforts,
- better cost-effectiveness and cost-efficiency (i.e. time-space coverage for the same cost).

Full integration of all monitoring systems is one of the possible solutions; another more accessible solution is **networking of monitoring networks**, with agreed governance and interoperable data exchange processes.

4.4. Integrated Knowledge

Shared decisions rely on shared information. Moreover, given the complexity of the marine environment, there are strong interrelations between many marine and maritime parameters at all scales. Finally, gathering information or producing knowledge related to marine and maritime space, activities and environment is difficult work, requiring various often expensive means (laboratories, monitoring networks, ships, planes, satellites...).

Integrating marine and maritime knowledge can be achieved through several complementary and parallel ways:

- **common research programmes and strategies:** e.g. *A European Strategy for Marine and Maritime Research*, COM(2008) 534,
- **common legislation or standards:** e.g. the EU INSPIRE Directive (*Directive establishing an Infrastructure for Spatial Information in the European Community (INSPIRE)*),
- **networks and common databases:** e.g. the EU is developing common marine knowledge tools – *Building a European marine knowledge infrastructure: Roadmap for a European Marine Observation and Data Network*, SEC(2009) 499,
- **atlases:** e.g. the EU is developing a European Atlas of the Seas,
- **web portals** allowing centralised access to interoperable distributed databases maintained by various organisations.

Many national actions related to marine and maritime knowledge are related to actions and programmes conducted at higher level (regional, global), and should be considered beyond the national framework (see above).

4.5. Other Operational Mechanisms

Other operational mechanisms can be developed or adapted in order to allow better integration of policies at the operational level. For instance, **agencies** can strongly support consistent implementation of sectoral policies. Rather than creating separate specific agencies dedicated to specific policies, joint agencies can be in charge of some operational parts of several policies. Examples of such agencies might include:

- **research agencies:** giving the same agency responsibility for more than one activity, for example marine resources and monitoring (such as IFREMER, in France),
- **regulation agencies:** under joint control of the concerned administrations, such agencies can be in charge of the management of maritime space, of the management of coastal zones, or be the “single window” for all authorisations and permits related to the use of the maritime space (one example being the UK’s Marine Management Organisation, an executive non-departmental public body in charge of maritime planning and licensing),
- **surveillance agencies**, in charge of operating the various systems and networks dedicated to maritime surveillance (radar stations, etc.),
- **“enforcement”** agencies, in charge of the police operations at sea (such as the Algerian Service National des Gardes-Côtes, which operates the surveillance systems and implements the enforcement measures at sea on behalf of all the concerned ministries).

Some difficult issues or expensive capacities can be more efficiently addressed through **joint mechanisms** developed at regional or subregional levels: joint agencies can be an efficient response. Some of them can be developed in the framework of legal instruments at regional scale (e.g. REMPEC) or of Euro-Mediterranean or multilateral cooperation agreements (e.g. SAFEMED, 2005 Agreement between Algeria, Morocco and Tunisia for the development of subregional pollution contingency plan).

4.6. Funding

Many policy actions and measures are funded through specific mechanisms: sectoral policies, specific fees, support from sub-national powers or from national or international programs related to various cooperation frameworks (research, international cooperation, neighbourhood policy...). Each funding mechanism is associated to specific governance, reporting needs, calendars, etc. Coordination of funding instruments is a strong driver for integrating decisions; decisions implemented through uncoordinated funding processes tend to diverge and result in inconsistent actions. Common programmes, tools and instruments should be funded by pooled budgetary resources and administrated by common decision mechanisms. Such opportunities usually require the creation of specific cross-sectoral and interagency mechanisms to coordinate procurement policies (which do not ordinarily exist).

4.7. Evaluation

Evaluation is the comparison of actual outcomes against initial objectives. Its main objective is appraisal of the level of progress towards assigned policy objectives. Measuring progress towards these common objectives is a major issue for IMP. Every policy should be periodically evaluated in order to assess its efficiency and to allow revision when needed. Evaluation is central in the policy cycle (“define, implement, evaluate, revise”), and should be part of the core of each policy, with the objectives and governance mechanisms. Evaluation is a permanent process, and should be made at all stages of the policy cycle: before adoption (“ex ante” evaluation), during the implementation phase (“in itinere” evaluation) and each policy revision stage (“ex post” evaluation). *Ex ante* evaluation at the design stage is of particular importance for the definition of realistic objectives and of efficient implementation measures.

Each well-designed maritime policy should define *specific evaluation mechanisms* at all stages of implementation; the specific evaluation mechanisms cannot be independent for each maritime policy: they should be consistent in order to allow evaluation of the overarching IMP.

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