

Institutional and Organisational Analysis Applied to Integrated Maritime Policy in the Mediterranean IOA Guide

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1. Summary

The IMP-MED project aims to support the set up integrated maritime policies in all interested partner countries. An integrated maritime policy (IMP) is not a new policy, but another way of conducting policies, focusing them all towards a same set of objectives, applying common principles and avoiding inconsistencies.

The policies to be integrated through the IMP building process are mainly traditional sectoral *policies* (maritime transport, fisheries, energy, materials...), but also “*cross-cutting*” *policies* (environment, natural resources, research, foreign affairs...), and more and more frequently *spatially-based policies* (sectoral and cross-cutting policies applied to specific maritime areas, such as marine protected areas...).

The institutional and organisational analysis (IOA) component of the IMP-MED project aims to develop a *common grid* to evaluate the situation of each partner country and to compare these situations in order to identify good or bad practices, and to support the setting-up of integrated maritime policies in the interested countries of the region.

In this study, IOA is focused on understanding *structures* and the way they *interact* to build and implement consistent *policies*, in order to reach both their specific objectives and the common objectives of the IMP. The structures are *organisations* (public: state, local authorities, agencies, or private: industry, citizens, non-governmental organisations [NGOs], experts), while their interactions with each other and with the external world are governed by *institutions*.

As the project aims to set up policies, IOA is applied to *formal organisations* (namely administrations and public bodies in charge of, or associated with the design and implementation of maritime policies) and to *formal institutions* (strategies, policies and regulations related to maritime issues).

To allow the assessment of the existing policies in the Mediterranean countries, the benchmarking of the various situations and the drafting of propositions for targeted technical assistance, a reference model is defined for the **maritime policies**, and used to test their integration level in domains such as geographical coverage, field of sectoral policies, completeness and governance.

The **institutions** potentially concerned by the development of an integrated maritime policy at the regional, sub-regional and national levels are identified and assessed regarding integration against the criteria of existence, consistence, coverage and vertical and horizontal integration.

The **organisations** concerned by the maritime policies are identified and assessed regarding their integration level (representation, association of stakeholders, integration of organisations).

The design and implementation of a fully integrated maritime policy are then examined from an institutional and organisational point of view, to identify the specific requirements for an **integrated maritime policy**, going beyond the integration of existing maritime policies: vision, evaluation, common mechanisms, tools and procedures.

Finally, a focused study is conducted of the specific institutional and organisational requirements for the main **common and cross-cutting tools and mechanisms** of an IMP (knowledge, monitoring and maritime surveillance, observatories, maritime operations, funding, maritime spatial planning).

2. Scope

This manual is designed to allow the evaluation of a national situation regarding the integration of maritime policies.

The main objective is to propose a **common evaluation grid** in order to:

- Allow the IMP-MED Project to assess the situation in each partner country (PC) (benchmarking against a reference model);
- Allow the national administration in the partner countries to assess themselves their own national situation, needs and priorities;
- Identify the main gaps at the institutional and organisational levels so that future technical assistance programmes can be targeted appropriately.

While it is not one of its main objectives, this manual could also contribute to the definition of **indicators** related to the process of developing an integrated maritime policy, in order to allow **benchmarking** of the PCs (and if needed of the Mediterranean EU member States and of the other countries bordering the Mediterranean).

3. Introduction

The project “Integrated Maritime Policy in the Mediterranean” (IMP-MED) aims to support the development of an integrated regional vision of the maritime issues at stake by all countries bordering the Mediterranean, and the development at the national, sub-regional and regional levels of coordinated policies based on this common vision.

It is mainly focusing on the nine countries of the European Neighbourhood Policy Initiative (ENPI) cooperation zone (Algeria, Egypt, Israel, Jordan, Lebanon, Morocco, Palestinian Territories, Syria and Tunisia); however, a future Mediterranean IMP will concern all the countries bordering the Mediterranean Sea.

Such a *coordinated vision* must be based on *institutions* and *public organisations*, be they existing institutions (law, rules and regulations) or organisations (e.g. governments, public bodies) or new, dedicated institutions, organisations or coordinating structures created through the development of the IMP or to support its development.

In addition, as Ocean and marine resources are common goods, the definition and the implementation of an integrated maritime policy should by nature involve *all stakeholders*, be they public or non-public organisations (professional structures, NGOs, citizens...) and take into account their relationships.

3.1. General approach

An IMP can be considered a political approach of high complexity. The marine environment itself is a very complex socio-ecosystem, where the effects of natural and anthropogenic processes combine and interact in a very complex way at many scales. As a consequence, it is very difficult to forecast, let alone control, the evolution of such a system without taking into account all the drivers, both natural and anthropogenic: this is possible only through a *systemic approach*.

The complexity of the IMP reflects the complexity of the institutions and organisations, related to the *multiscale*, *multilevel* and *multisectoral* character of most of maritime issues, and to the fact that many maritime issues are not purely maritime. All maritime policies are already structured according to **levels**¹, and many of them are structured according to economic **sectors**, **cross-cutting** issues or with spatial approaches at the relevant **scales**. These *already existing organisation levels* can be used to build an integrated maritime policy: such sectoral, cross-cutting and spatially-based policies are effective within their field, and they can potentially cover the whole field of the maritime integrated policy. The IMP should aim no to replace these existing policies, but to make them complete and consistent if needed.

The Mediterranean Sea is a semi-closed sea, and hence represents a natural regional integration scale/level for the maritime policies: many policies and actions conducted at lower scales and levels (sub-regional, national, sub-national and local) can be seen mainly as components of the regional policy.

According to the terms of reference (ToR) of the IMP-MED project, the scope of this manual should cover:

- From the national to the regional levels, including the sub-regional levels if relevant (e.g. basins),
- All maritime policies, be they *sectoral*, *cross-cutting* or *spatially based* (see below 5.2 for a definition of these terms).

This systemic approach to the integration of maritime policies is to be applied here to:

- **Policies** (sectoral, cross-cutting or spatially-based), conducted at different levels by different organisations based on different institutions,
- **Organisations**, public or private, actively or passively involved in the design and implementation of these policies,
- **Institutions**, which are the bases of policies and organisations and of the cooperation processes between organisations.

¹ In this document, “level” relates to institutions and policies, “scales” to geographical references; scales and levels usually do not coincide

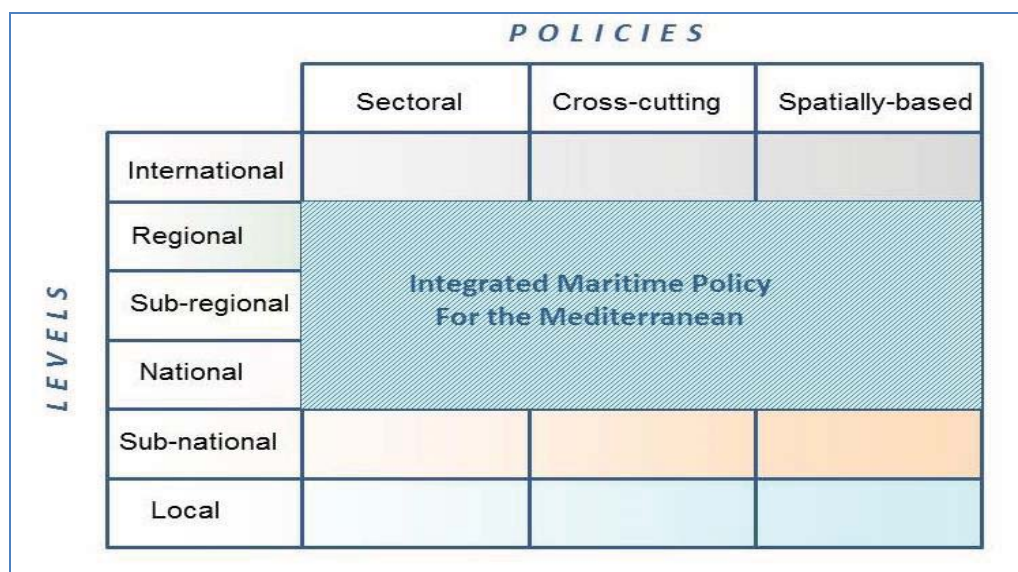


Figure i - Scope of the study

3.2. What are the objectives of the IMP?

As a policy, the IMP aims to frame and organise the *human activities* to reach *desirable common objectives* (mainly economic and social, but also geopolitical) in such a way that their cumulated resulting effects on the *marine environment and resources* stay inside *acceptable limits*. The IMP is therefore related to institutional issues such as:

- Definition of “acceptable limits” or statuses, which should be accepted by all the relevant organisations;
- Definition of “desirable objectives”, which should be considered desirable or at least acceptable by all the relevant organisations;
- Definition of the “rules” which should be respected by all human activities.

There is no fundamental difference between the objectives and the limits; desirable objectives and acceptable limits can be economic, social and environmental, and both can concern targets to reach (e.g. fish catches) or thresholds not to be exceeded (e.g. minimum number of fishermen). In reality, the desirable objectives are as yet often mainly economic and social (e.g. develop fisheries to provide food and jobs), whereas the acceptable limits are mainly environmental (e.g. acceptable concentrations of pollutants, acceptable status of fish stocks...which do not change too much the balance of ecosystems) and considered as constraints.

One of the main institutional issues for the IMP is the unification of the objectives and limits in the same reference framework of “common objectives for all stakeholders”.

4. Institutional and organisational analysis

4.1. What is institutional and organisational analysis (IOA)?

Institutional and organisational analysis aims to understand the structures and the way they interact in order to reach defined objectives. The structures are *organisations*, their interactions with each other and with the external world are ruled by *institutions*.

Organisations refer to groups or associations, formal or informal, in which there are defined and accepted roles, structured positions, responsibilities and relationships in order to achieve specific objectives or safeguard common interests.

Institutions refer to the rules; they can be of a *formal* nature (constitutions, rules, regulations, laws, rights, standards, etc.) or an *informal* nature (sanctions, customs, mores, traditions, etc.)

4.2. IOA in the framework of IMP (Integrated Maritime Policy)

The IMP-MED project aims to develop *policies*, i.e. consistent “packages” composed of a general strategy related to objectives of public interest completed by relevant *institutional* (law and regulations), *organisational* and *operational* provisions.

This study is focused on the *institutional and organisational issues* specific to maritime and integrated policies. The *operational issues* are out of scope, and will be addressed only as far as they raise institutional and organisational questions.

As policies are mainly based on formal provisions, the IOA in the framework of the IMP is to be applied mainly to *formal organisations* (*ministries, local authorities, relevant industrial stakeholders and social partners*), *policies* and *rules* dedicated to or involved in addressing maritime issues.

This IOA will be conducted mainly at the *regional (Mediterranean), sub-regional and national levels*, and will be focused on the *integration* aspects, including:

- Identification of the concerned *organisations*, definition of their *roles* (institutional and real, when different) and of their *relationships*,
- Identification of the concerned *institutions* (international conventions and agreements, national legal framework),
- Identification of the concerned *policies* (sectoral, spatially-based and cross-cutting policies), of their *legal* basis, of the *organisations* which support them, of the specific *instruments* used for their implementation and of their *relations*,
- Identification of the institutional and organisational issues associated to the cross-cutting *instruments and tools* related to the implementation of the policies.

The main objective of IOA in this project is to *estimate the level of integration* of the policies and decision-making processes related to maritime issues in the target country, in order to identify

strengths and weaknesses, and to be able to formulate **suggestions or propositions** for actions related to policy making and decision making, towards a better integration.

“Policies related to maritime issues” is taken here in a wide sense: “policies” refer to all actions conducted by public authorities or involving public authorities; “maritime issues” refer to all subjects directly or indirectly related to the sea (i.e. marine and maritime² issues and other issues if they are influenced by the existence of the sea).

“Decision-making processes” are related to the way decisions are taken and implemented, and concern the whole life cycle of decisions (preparation, concertation procedures, consultation of stakeholders, decision, monitoring of the decision, evaluation).

4.3. Methodology

As no standard methodology has yet been developed to address the specific question of the institutional and organisational analysis in the context of integrated policies, a pragmatic approach has been developed for this project, with the following priorities:

- Be understandable by all the major actors at national level,
- Be applicable by these actors themselves.

Note that the main objective is to produce a general assessment of the institutional and organisational framework for maritime policies in the partner countries in order to identify weaknesses and strengths and to propose improvement at the national level.

The methodology is based on the definition of a *reference model* and a *typology* (namely sectoral, spatially-based, cross-cutting or integrated) for the national maritime policies.

This *reference model* must not in any way be considered as a *proposed standard*; it is intended to make visible all the major stages of policy design and implementation where institutions and organisations are involved. This model may be applied to all maritime policies, be they sectoral, cross-cutting, spatially-based or integrated.

4.3.1. Reference model for maritime policies

For the needs of IOA, it is assumed that any national maritime policy can be analysed in the following units/phases:

- Definition of the vision: scope, context, general objectives, priorities.
 - The vision should be consistent within all relevant *institutions* (international, regional, national); it should be defined in association with all relevant *organisations* (public or private stakeholders).
- Policy design: definition of general and specific objectives and guidelines, together with planning and indicators; definition of the organisations in charge of implementing the policy.
 - The policy should be designed according to the relevant *institutional provisions*, and in due association with all relevant *organisations* (public or private stakeholders);
 - It should take into account all other potentially concerned or impacted policies, with the objective of global consistency.

² In this document, “*marine*” refers to natural ocean (e.g. marine currents, marine biodiversity), “*maritime*” to human activities related to the ocean or their consequences (e.g. maritime transport, maritime pollution)

- **Policy implementation:** the implementation of a maritime policy can be based on measures and tools *specific* to this policy, on measures and instruments *shared* with other policies, and on *common* measures and instruments (not specific to any policy).
 - The implementation of all these measures should be consistent within all relevant institutions, and should associate all relevant organisations (some of them can be specific to the policy, some of them – shared and common – not specific).
 - **Shared** (i.e. mainly related to one or several policy, but extended to other policies) and **common** (i.e. designed for all policies) mechanisms and instruments are strongly related to integration (both as drivers for integration and as products of the integration of policies).
 - **Monitoring and surveillance**³ are central to all maritime policies and should be implemented through common mechanisms.
- **Policy evaluation and revision:** all policies should be evaluated at various stages (before implementation, periodically during the implementation phase, and at the end of the implementation phase if not permanent). Based on the evaluation, the policy design and implementation measures should be revised if needed.
 - The evaluation and revision process should be consistent with the relevant *institutional* provisions and should associate all relevant *organisations*, be they part of the implementation or not

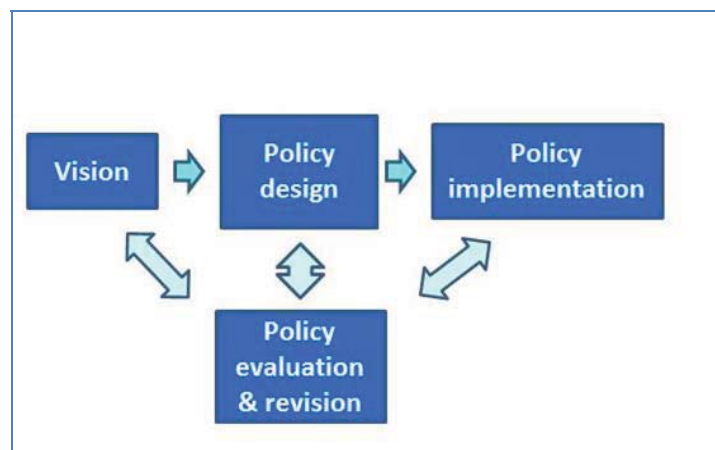


Figure ii - Policy components

A more complete view of the reference policy model, with related institutional and organisational provisions, is given below:

³ In this document, “monitoring” relates to the environment (environmental parameters, effects of human activities on the marine environment), when “surveillance” relates to human activities by themselves. E.g : “surveillance” of maritime transport and “monitoring” of marine pollution by maritime transport. Both monitoring and surveillance aim to collect information in order to decide or not to take action.

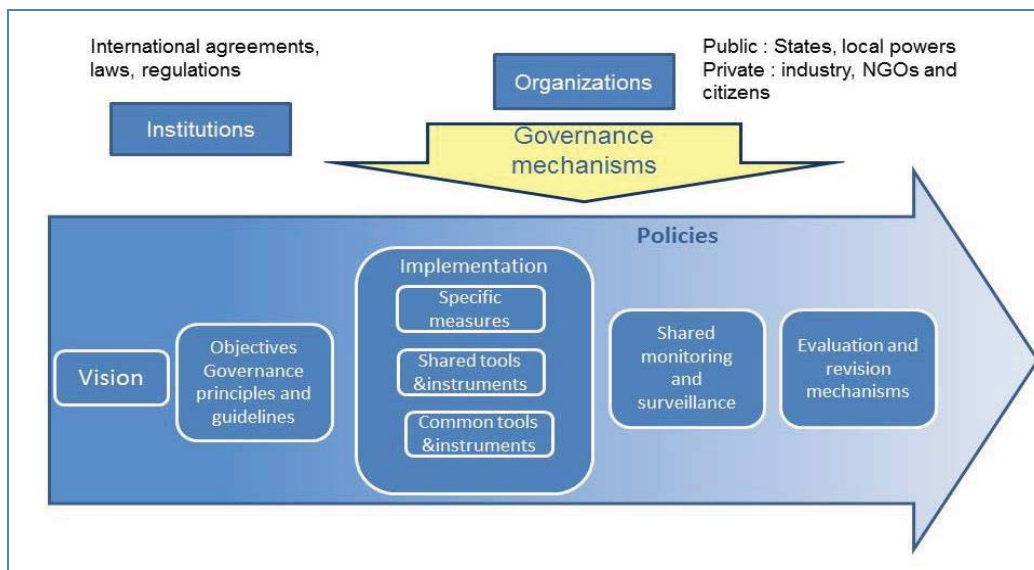


Figure iii - Maritime policies: reference model

4.3.2. Example

An example of such an analysis can be given for a marine protected areas (MPAs) policy.

- *Vision*: general objectives and guidelines. The vision for the national MPAs policy should be consistent with all existing institutions (e.g. Convention on Biological Diversity, United Nations Convention on the Law of The Sea, International Maritime Organisation Conventions, Barcelona Convention, national constitution, etc.). It should include all international and national general objectives (i.e. biodiversity preservation, spatial management of activities...), and should be defined in association with all the relevant organisations, authorities (national and sub-national) and other stakeholders (representatives of all maritime activities, NGOs, experts, citizens...)
- *Policy design*: should give clear definitions and define measurable objectives (e.g. what is an MPA, number of national parks, percentage of zones under maritime sovereignty or jurisdiction to be covered by MPAs, schedule for the development of MPAs...), define the relevant indicators and designate the authorities in charge of implementing the policy (e.g. State authorities for exclusive economic zones [EEZ], State authorities and local authorities for territorial sea...). The MPAs policy should be designed in association with (*governance*) all the relevant authorities (national and sub-national) and stakeholders (representatives of all maritime activities, NGOs, experts, citizens...)
 - *Integration*: the national MPAs policy should take into account all potentially concerned policies: maritime transport, natural resources exploitation, foreign policy... All inconsistencies should be avoided at the policy design stage (e.g. avoid allocating the same maritime space to incompatible objectives such as oil and gas exploitation or intensive tourism and high protection).
- *Policy implementation*: at this stage, different types of MPAs can be defined (according to the objectives, which can range from “hard” protection to balanced management and integrated regulation of competing activities in an area where there are important environmental assets). Different relevant instruments (e.g. national parks, reserves...) can be defined, associated with different leading authorities or governance processes, or different funding mechanisms, managed by relevant agencies or bodies at several levels (national to local). Monitoring and surveillance mechanisms (either specific to the

MPAs instruments, or shared with other policies: transport, security and defence, fisheries...) should be implemented to support the different instruments.

- *Policy evaluation and revision:* consistent evaluation processes should be implemented at various levels (park, region, national...) to assess the outcomes of the policy measurements (based on the specific indicators) and to allow revision of the policy (objectives and/or implementation measures) when needed.
 - *Evaluation and revision processes should address potential conflicts and inconsistencies with other policies.*

4.4. Useful references

4.4.1. Integrated maritime policies

- *Ocean politics and policy* – Jacques P., Smith Z.A. (2003)

Some comparative studies are available concerning the legal framework in several countries regarding issues directly or indirectly linked to integration of maritime or coastal policies.

- *National Ocean Policy: The Basic Texts from: Australia, Brazil, Canada, China, Colombia, Japan, Norway, Portugal, Russian Federation, United States of America.- Paris, UNESCO Intergovernmental Oceanographic Commission, 2007. 280 pp.*

Interesting method elements can be found in national studies carried out in preparation of the development of integrated maritime policies at the national and international levels.

USA:

- *Final Recommendations Of The Interagency Ocean Policy Task Force July 19, 2010* (http://www.whitehouse.gov/files/documents/OPTF_FinalRecs.pdf)

Canada:

- *Canada's Ocean Strategy (2002)*

<http://www.dfo-mpo.gc.ca/oceans/publications/cos-soc/pdf/cos-soc-eng.pdf>

Australia: Australia's Ocean Strategy (1998)

- *Caring, Understanding, Using Wisely (1)*

<http://www.environment.gov.au/coasts/oceans-policy/publications/pubs/policyv1.pdf>

- *Specific sectoral Measures (2)*

<http://www.environment.gov.au/coasts/oceans-policy/publications/pubs/policyv2.pdf>

European Union:

Green Paper

- *Towards a future Maritime Policy for the Union: A European Vision for the Oceans and Seas* 7.6.2006 COM(2006) 275 final

[http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52006DC0275\(02\):EN:NOT](http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52006DC0275(02):EN:NOT)

Blue Book

- *An Integrated Maritime Policy for the European Union*- 2007 COM(2007) 575 final

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2007:0575:FIN:EN:PDF>

France

- A national strategy for the sea and oceans (2009)

[http://www.sgmer.gouv.fr/IMG/pdf/2009-12-08 - Blue Book - A national strategy for the sea and oceans.pdf](http://www.sgmer.gouv.fr/IMG/pdf/2009-12-08_-_Blue_Book_-_A_national_strategy_for_the_sea_and_oceans.pdf)

Some methodology elements can be found in the studies conducted by the European Commission to evaluate the situation in EU member states.

- EC – Maritime affairs: http://ec.europa.eu/maritimeaffairs/mp_dev_en.html

4.4.1. Institutional and organisational analysis

Not surprisingly, the most relevant existing methodological tools have been developed in the framework of *development policies* and *policy reform*.

- Institutional and organizational analysis for pro-poor change: meeting IFAD's millennium challenge – IFAD (2008)
- Promoting Institutional and Organisational Development : A Source Book of Tools and Techniques – DFID (2003)
- Organizational Assessment : A Framework for Improving Performance - Charles Lusthaus, Marie-Hélène Adrien, Gary Anderson, Fred Carden, and George Plinio Montalván, IDB, IDRC / 2002
- Monitoring & Evaluation : Some Tools, Methods and Approaches – World Bank (2004)
- Tools for institutional, political, and social analysis of policy reform: a sourcebook for development practitioners – Holland, Jeremy, World Bank (1966)
- Website : <http://www.reflectlearn.org/>

5. Maritime policies – Integrated maritime policy

5.1. Maritime policies

In this document, “*strategy*” refers to a consistent set of objectives and guidelines to reach them, whereas “*policy*” refers to a consistent “package” composed of a strategy related to objectives of general interest completed by relevant ***institutional*** (law and regulations), ***organisational*** and ***operational*** provisions dedicated to implementing the strategy and to reaching the assigned objectives.

Policies are the normal way of coordinating collective actions (either public actions or public and private actions) towards common objectives of general interest. Ideally a “complete” policy should comprise:

- **Governance** model, defining or identifying **organisations** and their **role** in the implementation of the policy, and the way they **cooperate**;
- A **set of objectives** covering the whole field of the policy, guidelines to reach these objectives (including the corresponding schedule and **milestones**) and relevant **indicators**;
- **Institutional provisions** to be respected by all organisations (law, regulations...);

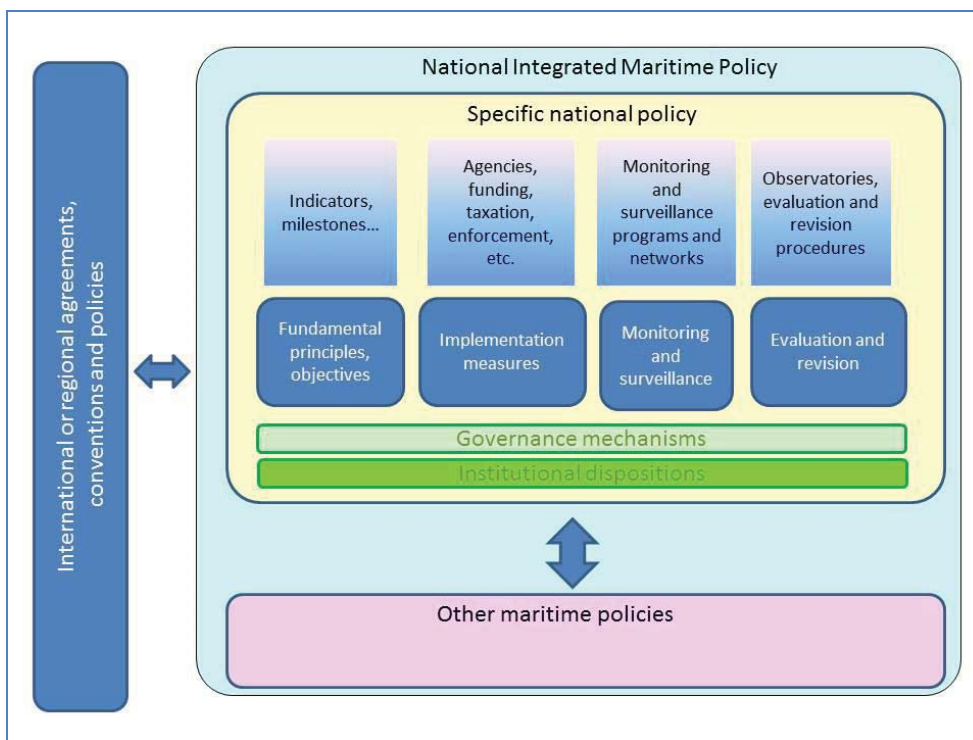


Figure iv - Generic view of policy components and relationships

- Identification of all **other related policies** which can affect, or be affected by, the present policy, and consistency needs (e.g.: cumulated impacts, space sharing, resources sharing or distribution...);
- **Operational** steps for the implementation of the policy (funding, taxation, agencies, enforcement...);
- **Monitoring** and **surveillance** measures;
- **Evaluation** and **revision** instruments.

Policy objectives and measures can be defined and implemented through *institutional* provisions at various levels: legally binding instruments (law, regulations) and non-binding or contractual instruments (charters, territorial contracts...), but also through technical or operational provisions related or not to regulatory provisions (industry standards, intra-sectoral agreements, projects and programmes, networks...)

Any maritime policy, be it sectoral, cross-cutting or spatially-based (see below), should be consistent with the objectives and principles defined by international or regional agreements and conventions. It should also be consistent with other related policies at all stages (principles and objectives, implementation measures, monitoring and surveillance, evaluation and revision procedures).

Key questions

Which policies should be considered in the framework of the development of an integrated maritime policy?

Is each policy concerned by the IMP correctly designed (is it possible to clearly identify all steps and components)?

Are some components missing in all policies?

In the IMP IOA, the existence and completeness of the following policies (“maritime policies and policies related to maritime issues”) should be considered.

5.2. Typology of maritime policies and policies related to maritime issues

As an integrated maritime policy is essentially built on existing policies related to maritime issues, it is interesting to propose a typology for these maritime policies.

Most of the existing maritime policies are dedicated to the regulation of specific maritime activities on a sectoral basis; they are usually dedicated to specific economic sectors (e.g. maritime transport, fisheries, oil and gas exploitation, tourism...). These **sectoral policies** can be exclusively maritime ones (i.e. deal only with marine or maritime issues and maritime zones and

spaces), but they very often extend to both land and sea (transport, energy...) and maritime sectoral policies are usually maritime components or parts of more general policies.

Many policies are “**cross-cutting policies**”, in the sense that their objectives can be reached not only through measures specific to one sector, but through measures falling within or concerning several policies. Examples of such cross-cutting policies are research and innovation policy, environment policy, natural resources policy, foreign relations policy, etc. Nearly all cross-cutting policies potentially extend to the maritime zones and concern all the maritime issues.

Some policies are designed at a *specific governance level* (e.g.: local government) linked to specific territories or spaces, or at a *specific scale* (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). In this document, policies dedicated to the consistent implementation at a given scale of all general policies will be called “**spatially-based policies**” or “regional policies”. The relevant scales can range from regional (in the international law sense; e.g. Mediterranean Sea, Baltic Sea...) to sub-national (e.g.: marine part of 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 affect the considered area.

Key questions

Are maritime issues dealt with only in some sectoral policies, or also in cross-cutting policies and spatially-based policies?

5.3. Field and geographical extent of maritime policies

“Maritime policies” do include policies related to maritime activities and marine environment in the maritime zones under the jurisdiction of the country, but their field is much wider, and they should take into account the following facts:

- The ocean is global, with no physical limits and borders (unlike watersheds, for instance), and this global ocean management should be considered in each country policy;
- The maritime activities of national citizens or their impact are not limited to the maritime zones under the country’s jurisdiction (e.g. maritime transport, fisheries, research, pollution...). They can extend beyond, in high seas (where there is no national jurisdiction) and in the maritime zones under the jurisdiction of other countries;
- Maritime zones are de facto external borders.

The maritime policies should therefore address if need be:

- The maritime areas under the country’s sovereignty (internal waters, territorial sea);
- The maritime areas under the country’s jurisdiction (contiguous zone, Ecological Protection Zone, Fishing Zone, EEZ, continental shelf...)
- All the maritime zones, be they under other States jurisdiction (marine research, international straits...) or not (high seas) where the country can have influence or authorize activities for its nationals or for ships under national flag.

Key questions

Is the geographical extent of all maritime policies clearly defined?

Do they cover all the maritime zones under national sovereignty/jurisdiction?

Do some provisions concern maritime zones beyond national jurisdiction?

5.4. Sectoral maritime policies

Sectoral maritime policies are usually related to economic exploitation of marine resources or use of maritime space. Such policies should cover the following fields:

- Maritime transport, including ports,
- Offshore oil and gas exploitation, including underwater transport oil and gas (pipelines...),
- Marine materials (aggregates, sand, gravel...) and maritime mining,
- Maritime fisheries, including harbours,
- Aquaculture and mariculture,
- Shipbuilding and other maritime industry,
- Leisure yachting, sport, including harbours,
- Tourism and cruises,
- Marine energy (all forms: wind, waves, thermal, etc.), including underwater energy transport (cables),
- Telecommunications, including submarine cables,
- Other maritime activities (desalination, exploitation of underwater sources, etc.)

This can be done through dedicated maritime policies (e.g. maritime transport) or through relevant provisions in a general (land+ocean) policy.

Key questions

Are all relevant sectoral maritime policies formally implemented? Are there sectors not covered by an explicit policy?

When the maritime issues are addressed within general policies, is the maritime part formally identified (specific objectives and provisions) or not?

5.5. Cross-cutting maritime policies

Cross-cutting policies are usually policies that are not exclusively marine or maritime, but that may affect the ocean, or some important issues for these policies are often related to the ocean:

- Environment (water quality, biodiversity, climate...),
- Natural resources (living resources, mineral resources, energy resources),
- Defence and security,

- International relations,
- Country planning (coastal areas),
- Research and innovation,
- Culture (including underwater heritage),
- Education.

Cross-cutting policies should comprise *specific provisions and measures related to the marine and maritime components or issues* (e.g.: “marine resources” component in the natural resources policy, “marine environment” for the environment policy, “marine and maritime research” for the research and innovation policy...).

The marine/maritime part of cross-cutting policies should be developed according to the *principles of maritime governance* (see below: stakeholder’s consultation at various stages of the decision making and implementation processes).

Key questions

Do all cross-cutting policies related to some maritime issues formally include a maritime part (specific provisions and objectives)?

Is so, is it defined with due association of all maritime stakeholders and taking into accounts their needs and concerns?

5.6. Spatially-based maritime policies

Spatially-based policies must be considered as maritime spatial policies when they extend beyond the land-sea limit and include provisions for the maritime space or the marine resources, or provisions directly related to impact on the marine environment and resources.

Spatially-based policies can be nested and multi-scale or multi-level (governance involving several levels of local authorities). Types of policies may include:

- Seaboard policies,
- Regional or basin policies,
- Integrated Coastal Zone Management (ICZM) policies,
- Coastal master plans,
- Marine protected areas policies.

Key questions

Are there spatially-based policies dedicated to, or extended to maritime zones?

Do they cover only the coastal zone, or do they extend beyond?

Are there nested spatially-based policies at different scales or levels (seaboard, basin, region, bay....)? Is there a way through which such policies at different scales and levels are made/kept consistent?

5.7. Integration of maritime policies

Beyond being “complete” (in the sense presented above in 5.1), sectoral policies should be “integrated” in accordance with the various dimensions of integration, to ensure both internal and external consistency.

An integrated policy can be considered along many axes, each axis allowing a certain level of integration. The following table shows some more or less classical examples of integration axes.

Axis	Assets
Common vision	Need for a common vision by all stakeholders of the long-term objectives and main issues
(Cross) sectoral integration	Need to address potential competition and synergies between sectors
Vertical integration	Need to ensure consistence of strategies, objectives, measures and tools at various levels
Spatial integration	Need to take into account space sharing or competition for maritime space
Land-sea integration	Need to ensure continuity and consistency of policies through and in the coastal zone
Network integration	Need to link local or thematic projects to other projects at the same scale to promote synergies and improve resilience
Environmental integration	Need to ensure that cumulated impacts will not overburden the capacity of marine environment
Governance integration	Need to ensure participation at the right level of all interested parties and stakeholders and of the public
Cross-border integration	Need to ensure consistency and continuity of policies through the maritime borders with neighbour countries
Management and operational integration	Need to pool and jointly operate available means (monitoring, surveillance, police, etc.)

Some of these integration axes are of particular importance at the policy design stage.

- **“vertical” integration** is related to internal consistency: each policy should include some mechanisms to ensure consistency of all actions related to this policy at all scales and levels. This is usually done by providing a common institutional framework of regulations and objectives (usually through legal instruments : law, code) and of guidelines applicable at all levels and all scales:
 - e.g. : when implemented at the local level, the policy should respect the principle defined at national level.

- “**horizontal**” or “**cross-sectoral**” *integration* : this aims at avoiding inconsistency between different policies (for instance because they are based on inconsistent principles or manage separately common resources or spaces), e.g.:
 - different rules or taxes for users of the same space or resources,
 - allocation of the same resources to competing or incompatible activities through different procedures related to different policy regulations.
- “**spatial**” *integration* : when policies apply to the same space (and thus when they can impact on the same resources, the same environment, and when their added effects are likely to concern the same people), mechanisms should exist to take this into account at the policy design level, or to solve potential conflicts at the implementation stages:
 - e.g. separate policies should not allocate (through different procedures) the same space to incompatible activities, or allow activities with unacceptable cumulated environmental impact.

The integration of policies can be reached at various degrees and through various processes involving institutions and organisations:

- **Design level:** the design process can ensure that all major causes of inconsistency have been addressed. The easiest (but often sufficient) way to realise this objective is usually to open through consultation the design process to the stakeholders⁴ of the other policies potentially concerned, and to take into account their point of view; another way is to adopt common rules and principles when possible⁵ ;
- **Institutional level:** policies are usually implemented through *laws* and *regulations*; such laws can be written in a very sectoral way (i.e. taking into account mainly or only specific sectoral objectives) or in a more or less integrated way (taking into account cross-cutting issues such as environment, or other sectors concerned by the same spaces or resources);
- **Implementation level:** as it is difficult to imagine all possible situations, another degree of consistency can be reached at the implementation level (i.e. without changing the regulations, but providing mechanisms to avoid implementation problems). A classic approach is to give a degree of freedom to the local authority in charge of licensing the activities;
- **Conflict-solving level:** when authorised activities create problems, relevant mechanisms can be set up to apply specific measures (arbitration between activities, operational measures, etc.).

5.8. Integrated maritime policy

The IOA approach is particularly relevant when it comes to developing an integrated maritime policy.

Indeed, an integrated maritime policy is not just another policy, and doesn't substitute for any policy; it is above all another way of *designing* and *implementing* existing policies.

⁴ In this document, stakeholders are “*Individuals, groups, or organisations who are in one way or another interested, involved, or affected (positively or negatively) by a particular project or action toward resource use.*” (Robert Pomeroy)

⁵ e.g.: the navigation rules should be the same for all ships, whichever sectoral regulation applies to them (maritime transport, fisheries, defense, leisure...)

In an increasingly complex world, ambitious objectives linked to sustainable development, and therefore relevant to various and sometimes antagonistic fields, can no longer be reached through one policy, but only by *coordinated, consistent policies, designed with a common vision and aiming for a common dynamic set of objectives, to be implemented in a coordinated way by public authorities and private stakeholders.*

From an IOA point of view, an integrated maritime policy can be seen as a *combination of policies ruled at various levels by different organisations.* It should be powered by an overarching vision (general objectives, basic common principles), based on relevant institutions, supported and implemented by organisations.

The **vision** should be associated with a *consistent set of objectives, principles and guidelines*, discussed with and shared by all actors and stakeholders (maritime or not) and by the citizens. These objectives are the basis of *policies*, traditionally built following internal logic based either on institutions (e.g. law) or on organisations (ministries, economic sectors). The various objectives associated to the IMP are spread across several policies: *sectoral policies* (generally related to economic sectors), *cross-cutting policies* (generally related to public issues) and *spatially-based (or territorial) policies* (related either to organisations or to specific implementation scales).

Each policy, be it sectoral, spatially-based or cross-cutting, should directly or indirectly aim to reach *all the objectives*, or at least be consistent with all of them. All objectives should be taken into account not only by all *maritime policies* (i.e. policies focussed on the ocean) but also more generally by *all policies* when they are related to maritime issues or can impact the marine environment.

Each policy generally creates its own specific operational instruments, tailored to its field and objectives (e.g. funding instruments, monitoring networks, enforcement dispositions and resources). In a maritime policy, there is special concern for the development of *common instruments and tools* when it is proven that they promote or support shared views and allow mutualisation of capabilities, and for the *coordination* of specific instruments, which should be developed and implemented in a coordinated way.

6. Institutions

This section is dedicated to *institutions* (rules) and not to *organisations* even if they are created by law and exhibit an institutional character.

6.1. International agreements

There are many sources of law in maritime zones: law of the sea, environmental agreements and conventions (biodiversity, climate, etc.), maritime conventions, fisheries conventions, general conventions applicable to maritime issues (work, health, etc.). Some are of direct application, while some must be transposed in the national law to be applicable to national citizens or companies and/or in national jurisdiction.

- International agreements should be taken into account in national maritime policies (i.e. ratified and implemented).

An extensive study for the Mediterranean of all applicable international agreements at global and regional level has been done for the European Commission:

Study of the current status of ratification, implementation and compliance with maritime agreements and conventions applicable to the Mediterranean Sea Basin

Part 1:

http://ec.europa.eu/maritimeaffairs/documentation/studies/documents/mediterranean_01_en.pdf

Part 2:

http://ec.europa.eu/maritimeaffairs/documentation/studies/documents/mediterranean_02_en.pdf

Any national policy related to maritime matters should be consistent with all relevant international agreements and conventions.

Key questions

Did the country signed and ratified all relevant maritime agreements and conventions?

Are all the national laws consistent with these agreements and conventions? Is there an institutional procedure to ensure consistency of all laws with all relevant maritime agreements and conventions (including laws covering no maritime issues⁶)?

Have all implementation measures arising out of international agreements been introduced and transposed into the relevant policies and legislations?

6.2. National constitution

The national constitution defines fundamental principles related to territory, distribution of sovereignty, institutions, jurisdiction, organisations, governance, etc. Very often national constitutions refer generally to “territory” and “sovereignty” and do not explicitly take into account the maritime zones under the country’s jurisdiction, which are not comprised in the national territory and are not under full sovereignty of the country, but where the country has recognised rights and accepted responsibilities.

All these elements can be of importance for maritime policies and particularly for integrated maritime policies. The national constitution can create specific rules for the maritime zones under sovereignty or jurisdiction of the country, or designate the authorities (state, local government) in these areas, etc.

Key questions

Are maritime zones explicitly taken into account in the national constitution?

Does the national constitution fully integrate all provisions arising out of international agreements and conventions?

⁶ E.g.: some maritime environmental agreements can be implemented mainly through regulation of land activities (agriculture and marine environment...)

6.3. National law

National law must be observed by national citizens, in some cases no matter where they are, and (with respect of the exceptions recognised by the international law) by all people whatever their nationality in the maritime zones under the country's jurisdiction.

Maritime sovereignty and jurisdiction: under international law (particularly the United Nations Convention on the Law of the Sea, UNCLOS), coastal States are permitted to extend their jurisdiction beyond the territorial sea and create an EEZ; they have sovereign rights on some marine resources in the EEZ and on the Continental Shelf (CS).

Key questions

Did the State create an EEZ in the Mediterranean?

If not, does the State intend to create such an EEZ?

If yes, is the EEZ delimited through agreements with other States?

Are there CS delimitations agreed with other States?

Are there territorial sea delimitation agreements with other concerned coastal states?

Land-sea integration: General laws and cross-cutting laws are usually written for land, and it is very often not clear if and to which extent they apply in the maritime zones of the country, or which organisations are in charge of implementing them in the maritime areas.

Key questions

Do relevant regulations explicitly extend to the maritime zones? Are the legal provisions consistent for land and maritime parts?

Cross-sectoral integration: In some countries a special legislative code applies to all activities in maritime zones, providing consolidation (if not integration) for all sectoral regulations applying to maritime activities⁷. Very often, maritime activities are regulated through independent sectoral laws (e.g. fisheries, minerals exploitation, transport, oil and gas), usually without taking into account – or only in a limited way - possible interferences and conflicts between distinct sectoral legislations.

Key questions

Are there mechanisms in place to ensure that all sectoral and cross-cutting policies are consistent when they deal with common issues, common resources, common space or common environment?

Cross-border integration: many maritime activities or issues are potentially concerned by cross-border effects (environment, marine resources exploitation...).

⁷ Most national “Maritime codes” are however limited to maritime transport regulations

Key questions

Are there efficient cross-border cooperation/consultation mechanisms to ensure that all sectoral, cross-cutting and spatially-based laws are consistent through maritime borders?

6.4. Local laws

In those countries where some legislative competencies have been devolved to local governments (e.g. environment, natural resources management...), local laws can apply in the maritime zones (often only in territorial sea, sometimes beyond).

When local laws cover maritime issues, they should be in line with the national principles, guidelines, objectives and priorities.

Key questions

Are some legislative competencies for maritime matters devolved to authorities at sub-national level?

If so, is there a mechanism to ensure consistency between the national policy and law and local laws related to maritime matters?

6.5. Other institutions

In many countries, legal instruments are not the only way of implementing policies; there is an increasing use of contractual provisions, which are legally binding for all parties that have signed them.

Charters or collective agreements are examples of such provisions.

Contractual instruments can be signed by public authorities and/or private organisations (this happens more and more often in the framework of Public Private Partnership [PPP]); they are often implemented at the operational level in sectoral policies that define each party's responsibilities (monitoring, enforcement, quotas distribution...).

Finally, regulation is often ensured through standards (*de facto* standards, industry standards, or standards set up by national or international standards bureaux).

Key questions

Are there some contractual dispositions (charters, etc.) to implement some measures in some maritime policies?

If so, are such instruments defined with due association with all maritime stakeholders?

Is there a mechanism to ensure that such instruments are consistent and do not jeopardize integration objectives?

Are there institutional provisions to ensure that maritime standards are consistent with integration objectives?

7. Organisations

All organisations, public or not, profit or non-profit, are potentially concerned by IMP.

- Marine resources and space and the marine environment are **common goods**. Their exploitation, management or protection must be based on transparent and generally accepted rules;
- Maritime zones are associated to many political and geopolitical assets (sovereignty, defence and security, international cooperation...);
- The marine resources are generally exploited by private companies and individuals, which should be able to express their views on the way these resources are to be managed and exploited;
- All citizens should be able to express their views and opinions on maritime issues, either directly (individually or in stakeholders groups) or through democratic processes.

As the IMP-MED project is primarily focussed on the development of public maritime policies, the priority is given to the analysis of **public organisations**:

- International organisations,
- National administrations,
- National agencies and bodies under public control,
- Local governments when they have competence and authority in maritime matters.

However **private organisations** (profit or non-profit) are often major stakeholders at national level (e.g. professional associations, non-governmental organisations...) and should participate in the definition and implementation of the maritime policies.

7.1. International organisations

States can be Parties to international agreements (specifically dedicated to maritime issues, or not: see above 6.1); many agreements are supported by relevant permanent organisations (commissions, working groups, etc.) or temporary organisations (conferences or meetings of Parties, ad hoc working groups...)

The main governance issue at this level is *representation*; it is essential for the countries to be represented in these organisations, at the right level and by the right people (diplomats, lawyers, sectoral specialists and experts...). In some cases, e.g. for an issue that is of special importance for the country, a dedicated specialised representation is necessary.

Most of the work to prepare international conventions, agreements and protocols is often done in *technical or scientific working groups (WGs)*; it is important to be able to participate at the right level in the WGs dealing with important issues for the country.

As there are an increasing number of conventions, agreements and fora dealing with maritime issues at the international level (ocean affairs, environment, transport...), there is a risk that the positions adopted by a country in all organisations are not consistent. Specific mechanisms should be put in place to ensure *consistency of all national positions* in international maritime organisations and fora.

Key questions

Is the country represented in all international organisations in charge of dealing with maritime issues?

Are there permanent representations when needed? Do the representations include all relevant competencies (legal, technical and scientific) in all relevant working groups?

Is there a coordination mechanism to ensure that consistent national positions are adopted in all organisations dealing with maritime issues at the international level, including technical and scientific bodies?

7.2. Regional organisations

“Regional” here is used with the international meaning (e.g. “regional seas”) and doesn’t refer to sub-national level.

This level is particularly relevant for the Mediterranean, which is a semi-closed sea where actions conducted at the regional level can be determinant.

The regional organisations are usually associated with international agreements (marine environment; e.g. Barcelona Convention, fisheries: e.g. General Fisheries Commission for the Mediterranean...) and aim to implement these agreements and the relevant protocols. Participation in these regional organisations can be an important contribution to the definition and implementation of maritime policies in the region.

7.2.1. Permanent bodies (commissions, working groups...)

Commissions are often created to facilitate the implementation of regional agreements. They can be seconded by Regional Activity Centres (RAC). There are several ways for countries to participate to the work of these permanent bodies: such commissions and RACs can be hosted by the country; nationals of the States Parties can be seconded to the commissions or RACs.

Key questions

Is there a national participation at the right level in all the relevant regional bodies or commissions involved in maritime issues?

7.2.2. Conferences and meetings

States Parties periodically meet for conferences and meetings. Taking part in these Conferences Of Parties (COPs) is essential to influence the decisions.

Key questions

Is there sufficient national representation at the right level in all the conferences and meetings of State Parties to regional agreements?

7.2.3. Scientific and technical advisory bodies

Scientific and technical advisory bodies (e.g. Mediterranean Science Commission (CIESM), International Hydrographic Organisation (IHO) Mediterranean and Black Seas Hydrographic Commission, General Fisheries Commission for the Mediterranean (GFCM) working groups) play an important role in the definition and implementation of maritime policies. Participation of nationals in these bodies is a good way of influencing the policies and of acquiring the data and skills needed to implement them at the national or regional level.

Key questions

Is there sufficient national representation at the right level in all the international and scientific and technical bodies relevant for the management of Mediterranean maritime policies?

7.3. National organisations

All national organisations should participate at an appropriate level in the definition and to the implementation of an integrated maritime policy. As this is a specialised field, very often, this can only be done when and once there is a specific structure or formation in charge of working on the maritime issues.

7.3.1. Legislative organisations

Parliaments are in charge of voting the laws that structure most of maritime activities, or of ratifying the international agreements on maritime matters. Usually, they are not best organised to get an integrated view of all marine and maritime issues; there may be in the parliament (in each chamber when applicable) a specific commission in charge of maritime affairs, which prepares the Parliament's work in these matters.

Key questions

Is the maritime policy examined by the national Parliament? How often?

Is there a special parliamentary body (e.g. maritime affairs commission or group...) in charge of working on maritime policy and regulatory issues?

Are maritime matters dealt with by the National Parliament with a sectoral approach, or with an integrated or at least consolidated approach?

7.3.2. Executive organisations

Government and national administration are key organisations for the elaboration and the implementation of maritime policies and regulations: they prepare laws and decrees, propose public budgets, implement policies and are in charge of the enforcement of the legislations.

National level

Usually, national administrations are organised in a sectoral way: under the authority of a minister, a specialised administration is in charge of the preparation and implementation of a sectoral policy. Maritime matters are often subject to the jurisdiction of around ten ministries or more (environment, fisheries, transport, research, education, defence and security, energy, natural resources, foreign affairs...). The coordination of national maritime policies and their integration in a national

integrated maritime policy is by and large strongly linked to the coordination of the work of all these administrations.

Such an ***interministerial coordination*** can be achieved through several approaches:

- A *leading ministry* can be designated to coordinate policies and actions related to all maritime issues;
- A *specific interministerial structure* can be created at the top of the executive hierarchy to coordinate maritime policies;
- Some maritime issues can be systematically addressed through *interministerial work* (working groups, etc.).

Key questions

Is there a specific coordination mechanism at the interministerial level to ensure consistency of maritime policies?

Is there a specific structure in charge of preparing and monitoring maritime policies? If so, is this structure situated at the interministerial or ministerial level?

Is it a permanent structure, or a periodic meeting of some key ministries?

Is it supported by a ministerial or interministerial permanent secretariat?

Sub-national level

Very often, ministerial departments and administrations have specific separate representations and operational units at the sub-national level. Coordination at this level is an important issue for the consistent implementation of a national integrated maritime policy down to the local scale. This can be done in various ways: for example, a specific authority at the sub-national level can be entrusted to coordinate at this level the representations of national administrations, or a dedicated administrative body can be in charge of the implementation of all maritime policies at the sub-national level irrespective of the ministerial department in charge of these policies.

Key questions

Is there a specific coordination mechanism of administrations at the sub-national level to ensure consistency of the implementation of maritime policies?

7.3.3. Judiciary organisations

Efficient enforcement of maritime regulations is an important component of a maritime integrated policy. Maritime issues are often very specific, and may not be efficiently addresses by ordinary courts.

Key questions

Are there specific courts competent for maritime matters?

7.3.4. National audit organisations

National audit bodies are in charge of evaluating national policies. Such audit bodies can be established at various levels and work for several executive or legislative bodies. They can be in charge of evaluating maritime policies, and the way such policies are coordinated.

Key questions

Do the national audit bodies work specifically on national maritime policies?

Do they routinely evaluate these policies and their coordination?

7.3.5. Other public bodies

Agencies

Specialised policies are often entrusted to dedicated agencies, public bodies in charge of implementing the policy and often of proposing evolutions to the executive bodies.

Key questions

Are there national maritime agencies?

Is there any interministerial or interagency mechanism to ensure the consistence of their programmes and operations?

Do they share resources (ships, boats, airplanes, databases, etc.)?

Do they report separately to sectoral administrations, or do they operate under the joint control of several administrations?

7.4. Other organisations

In addition to organisations based on institutions (constitution, law, decrees...), other non-institutional public or private organisations (associations, NGOs, stakeholders groups...) can have direct or indirect interests in maritime policies and hence should be associated to their definitions and implementations.

Some conditions should be satisfied to allow most of these organisations to participate efficiently and legitimately in maritime governance structures:

- To allow concertation, a high level of aggregation/integration should be reached in each sector of interest as only few seats can be reserved to each sector;
- The organisations consulted must be legitimate (i.e. really express the views of the people they claim they represent) and representative (the organisations representing stakeholders should not represent only a minority of these stakeholders);
- Their participation should be laid out or allowed through legally-binding institutional dispositions (law, decrees...)

7.4.1. Local authorities

In many countries without a federal system, there is an often growing level of decentralisation or devolution where local authorities (e.g. regions) are entrusted part of the legislative or executive authority; their decisions and actions can have a direct or indirect effect on marine or maritime issues. Decentralisation can be a good way of bringing decisions closer to the concerned people, but it can make integration and coordination more problematic. To be able to define and implement effective integrated maritime policies, countries should provide mechanisms to ensure that integrated visions can be built at these levels, and to ensure that there is enough coordination between the national and sub-national levels.

Key questions

Is there an efficient mechanism to ensure that local authorities are associated at the right level and scale in the definition and implementation of maritime policies?

Is there an institutional mechanism to ensure that maritime issues are addressed in an integrated way by the local authorities?

7.4.2. Industry

Many maritime activities have economic objectives and are developed by industry (fishing, marine mineral resources exploitation, etc.); industry stakeholders should participate in the definition and implementation of the maritime policies through their collective representations (trade associations, etc.). This implies that relevant organisations exist, and are able to legitimately represent the collective interests of the sector in all consultations.

Key questions

Are the main maritime sectors organised, through one or several national organisations (trade associations, etc.) able to legitimately represent the sector in concertation and consultation exercises?

Are these organisations routinely associated to the definition of policies in their sectors and in related sectors? Is this based on an institutional mechanism (e.g. representatives in institutionally based governance structures)?

7.4.3. Citizens, NGOs

There is a growing demand for society to be associated to decisions in maritime matters. Initially limited to environmental issues, society's interests now cover an increasing number of issues: management of natural marine resources, repartition of royalties... Participation of citizens in the design and implementation of maritime policies can be achieved through several processes:

- Direct participation in national consultations (Internet, etc.) ;
- Participation through associations (local associations, sectoral interest associations, non-governmental organisations...).

Key questions

Are there representative associations or non-governmental organisations dedicated to maritime issues?

Is there an institutional mechanism (agreement...) to allow some of them to be consulted on maritime issues and policies?

Are they consulted for all maritime issues (e.g. transport, fisheries...) or only some of them (e.g. environment)?

7.4.4. Experts

Experts advise decision makers in specific fields. As they are key resources for policies dealing with complex issues, there is a high need for public expertise in many fields for the maritime policies; this goes beyond scientific expertise, into technical, legal and management expertise.

Using multiple, and sometimes contradictory or inconsistent, pieces of advice from many sectoral experts make it very difficult to build robust policies. Building *collective public expertise* is a major issue for the development of integrated maritime policies: this is a governance issue for the experts (cooperation between experts from different fields to produce consistent and robust advice).

However, the intervention of experts to inform the governance structures and the decision makers is necessary at all stages of the decision process, from helping to formulate the main policy issues to the evaluation of the policy outcomes: maritime public or independent experts should be part of these governance structures at all levels.

Key questions

Are there bodies in charge of providing public expertise in the field of maritime policies?

Do they work in an integrated way? (e.g. produce collective expertise on maritime issues)

Do they participate in the maritime governance structures?

7.4.5. Maritime clusters

Clusters are groups of firms, related economic actors and institutions that are located near each other and have reached a sufficient scale to develop specialised expertise, services, resources, suppliers and skills.

Maritime clusters contribute to a higher degree of integration of the maritime economy, and they can be key elements for the effective integration of industry, research and innovation.

Key questions

Are there maritime clusters associating industry, research and innovation?

8. Governance

In this project, governance is related to the way the organisations *cooperate* at the decision level (and during the full life cycle of the decision processes) for the setting-up and implementation of policies.

This document does not address governance within each organisation, which can be an issue (particularly within large organisations with local or regional representations).

“Good” governance should be based on five principles: openness, participation, accountability, effectiveness and coherence⁸.

8.1. Governance processes

Governance processes are related to *decision making*, from the elaboration of the decision to its possible revision, through consultation, decision, implementation, monitoring, surveillance, and evaluation.

It is not easy to model such general processes; for the needs of this study, which focuses only on policy-making issues, the following model is assumed for decision making process:

- The decision is prepared by the authority and all stakeholders
- A project is established by the authority in charge of the decision
- All stakeholders are consulted on the project, and their point of view taken into account
- The decision is adopted by the relevant authority
- The decision is implemented with support of all relevant actors
- The consequences and the effects of the decision are evaluated through a transparent process
- If needed, the decision is revised following the same process.

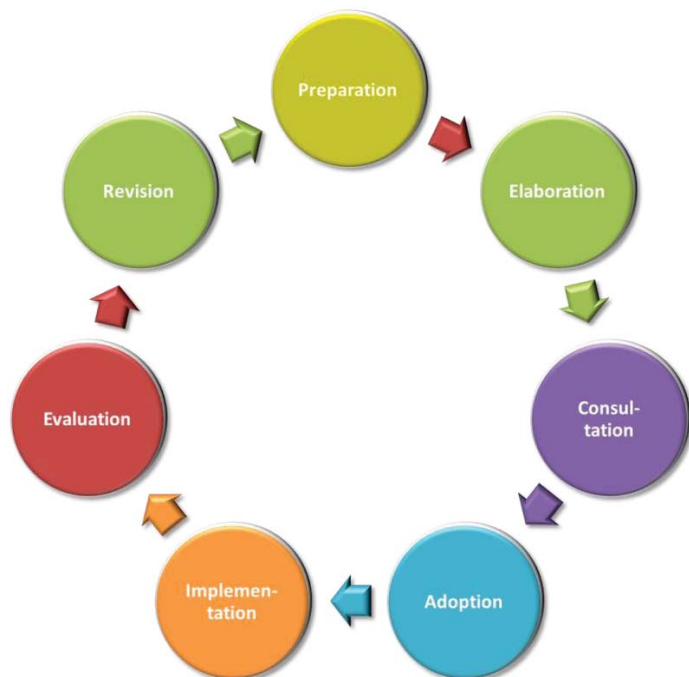


Figure v - Policy making process

For all policies, such a model should exist, ensuring that relevant stakeholders are consulted at the relevant stages, and participate in the definition, implementation, evaluation and revision of the policies.

⁸ See Communication of the European Commission : “European Governance – A White Paper” COM(2001) 428

Key questions

For each maritime policy, is there a clear governance model of the decision-making and implementation processes, with participation and consultation of the relevant stakeholders? Does the process cover all stages of the policy, from the initial elaboration to possible revisions?

8.2. “Maritime governance”

A fully integrated approach for policies encompasses all actions related to these policies: development of the vision, development of the policy components, of the laws and regulations, implementation of effective measures and enforcement, including all private actions contributing to the implementation of the policies, and all actions withstanding constraints related to the policies.

In such an approach, all the following organisations or individuals should be associated to the so-called “**maritime governance**” and allowed to participate in the definition and implementation of the policy:

- Public authorities (national, sub-national),
- Industry (all stakeholders from national trade associations to individuals workers),
- Individual stakeholders,
- All organisations legitimately representing citizens (NGOs, associations...),
- Experts, in their role of advisors.

8.3. National maritime governance

The setting-up of common visions or common policies at the national level should involve all public and private stakeholders potentially concerned, through a transparent and open process. They should participate in the definition of the objectives and in the evaluation of the results.

A classic way of organising the governance at national level is to create by law a **National Council** (or equivalent) in charge of maritime and coastal affairs, with legitimate representations of all stakeholders (parliament, national government, local governments, socio-economic stakeholders, citizens...), consulted on all maritime policies in preparation and associated in their evaluation.

Key questions

Is there a National Council (or equivalent organisation) attended by all maritime stakeholders and consulted at the main stages of the preparation, implementation and evaluation of national maritime policies?

8.4. Governance in specific maritime policies

8.4.1. Governance in sectoral policies

Sectoral policies are usually elaborated with very little consultation beyond the concerned sector. This often 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...);
- Only the stakeholders who will get positive benefits from the policy outcomes (e.g. fish, energy, raw materials...) are consulted, and those stakeholders who will be negatively impacted by the policy are not consulted.

Good sectoral governance can typically be based on:

- Either specific *sectoral governance structures* (e.g. National Council for Merchant Marine),
- Or *sectoral structures of a more general nature* (such as specialised commissions within a National Council as described above in 8.3)

In all cases, the structure should be open to all legitimate representations of the maritime governance (see above), and be consulted at all stages of the policy elaboration, implementation and evaluation.

Key questions

For each maritime sectoral policy, is there at the national level a dedicated council (or equivalent organisation such as a sectoral formation of a national maritime council) attended by all the concerned maritime stakeholders and consulted at the main stages of the preparation, implementation and evaluation of the concerned national maritime policies?

8.4.2. Governance in cross-cutting policies

The aim of this study is not to provide a general evaluation of the governance of such policies (e.g. involvement or consultations of citizens...), but to provide a specific evaluation from a maritime and integrated point of view.

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

For instance, the national research and innovation policy may not include any specific marine or maritime element; the maritime objectives of the research policy may even be defined without associating the maritime stakeholders, and without taking into account their specific needs and priorities (e.g. specific issues, phenomena and areas).

When such policies extend to the maritime zones (which should be the general rule, see above), the decision and implementation processes should associate:

- The users of the sea (professional or not): maritime transport, fishing industry, leisure yachtsmen...,
- The users and consumers of marine resources potentially concerned by the consequences of the policies (e.g. some biologically productive maritime areas can be “frozen” for military reasons),
- All people directly or indirectly concerned by the cross-cutting policy under consideration.

Key questions

For each cross-sectoral policy related to maritime issues, are maritime stakeholders associated and specifically consulted in the elaboration, implementation, evaluation and eventual revision of the policy?

8.4.3. Governance in spatial/regional policies

In countries where some competencies have been devolved to local powers (e.g. regions of federate states), or where specific rules or principles are needed to manage different maritime zones (based on ecosystemic or management reasons; e. g. seafronts), 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.

Key questions

When sub-national levels have been defined for the implementation of the national maritime policies, do specific governance structures exist at these scales/levels (e.g. regional maritime councils or equivalent) that are attended by all maritime stakeholders, be they public (state representations, local powers, agencies) or private (industry, citizens, NGOs) ?

9. Institutional and organisational issues related to IMP design and implementation

9.1. Reference model of an IMP

No general model seems to have yet been developed for integrated maritime policies. The application of institutional and organisational analysis is easier when referring to a model; furthermore, as benchmarking of the situation in the Mediterranean coastal countries is an objective of this study, it is useful to use the same reference model. *The conceptual model of the IMP presented below is based on the analysis of the various experiences at national or international levels and scales. It only serves as a reference for benchmarking and analysis for the present study, and is in no way intended to be defined as a standard.*

This model includes:

- Strategic, holistic overarching **vision** encompassing all maritime issues, associated with clear **objectives**;
- Fundamental **governance** principles applicable to all components of the IMP and all stages of the design and implementation of such a policy;

- Consistent and complete **policy components** (sectoral, cross-cutting, spatially-based), covering all maritime issues and all maritime spaces;
 - **Completeness**: each policy component should define clear objectives associated to schedules and milestones, be based on clear institutional and organisational principles, cover all the implementation issues (including monitoring and surveillance when relevant), and
 - **Consistency**: all policy components should be **consistent** at all levels and stages (design, implementation, evaluation).
- Specific **integrated or cross-policy tools** (planning tools, operational tools, dedicated structures and organisations...)
- **Evaluation** and **revision** mechanisms

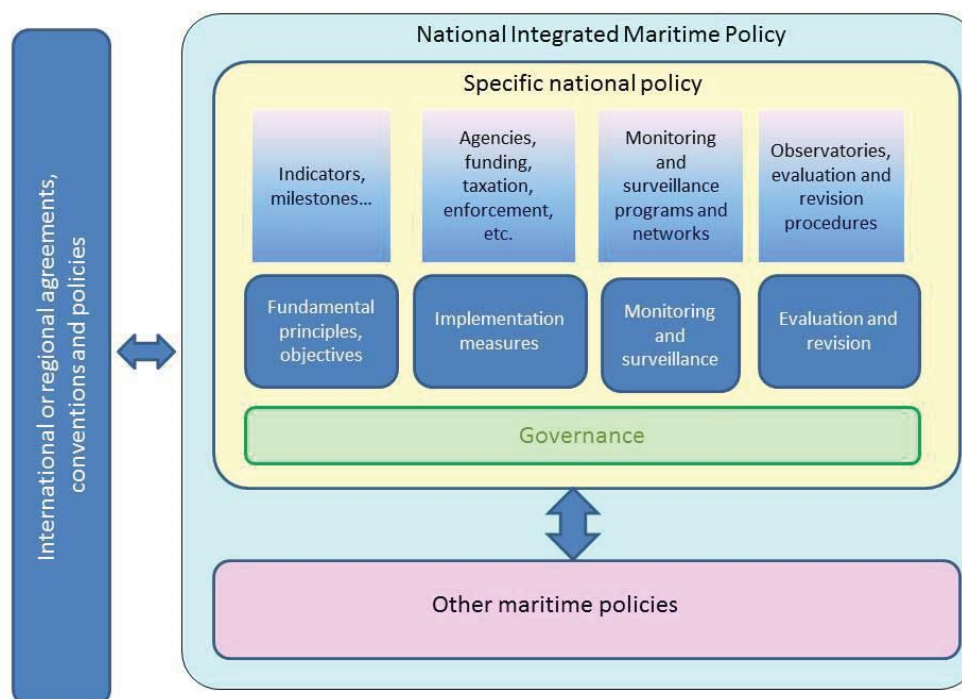


Figure vi - General view of the IMP

9.2. Vision

An integrated maritime policy is based on an integrated vision, expressing in the long-term a consistent set of fundamental principles, the objectives to be reached and guidelines for implementation, in all fields and concerning all “pillars” of sustainable development.

Governance principles should define the way organisations should cooperate based on institutions and through consistent policies. Guidelines should be given for implementing common instruments, in order to reach the objectives defined in the vision.

The vision can be more or less complete (i.e. address only some sectoral objectives or some parts of the maritime zones...).

An integrated national vision should address:

- All *maritime areas* under national jurisdiction, and even all the Ocean when appropriate,
- All *marine resources* (biological, mineral, energy),
- All *marine environmental issues*,
- All *maritime activities*, be they conducted in the national jurisdiction zones or by nationals beyond national jurisdiction,
- All relevant maritime *cross-cutting issues* (research, external relations...)

The vision can comprise a set of objectives and guidelines for evaluation and future revisions.

The vision should be consistent with all international conventions and agreements, and be developed through a national consultation, ensuring that all maritime stakeholders participate. A draft vision should be submitted for cross-border and regional consultation to take into account the need for consistency at these scales.

The vision underlying the integrated maritime policy should be supported by a relevant instrument, which can be a *legally binding instrument* (the objectives and orientations are included in the law) or a *non-legally binding instrument* (often used to prepare or modify the relevant sectoral or cross-cutting laws). Mechanisms should be provided to ensure that the vision is implemented through all sectoral or cross-cutting policies.

Key questions

Is there a national vision of maritime policy issues?

Does the vision extend to all maritime zones, or only to some of them (territorial sea and internal waters, EEZ, continental shelf)?

Was it developed through a national consultation? After international consultation, regional and cross-border consultation?

Is it defined in a legally-binding instrument?

Is there a mechanism to ensure that the vision is implemented in all the maritime policies?

Is there a specific mechanism for the evaluation and revision of the vision?

9.3. Evaluation

9.3.1. Objectives of evaluation

The evaluation of a policy aims to compare the actual outcomes of the policy with the expected results.

A common way of evaluating a policy is to interpret the assessment of a set of indicators related to the expected results. This can be done at several time points:

- *Ex ante* evaluation, done before the policy is implemented, to check that the planned measures will produce the expected results;
- *In itinere* evaluation, done (usually periodically) during the implementation phase, to ensure that progress is made towards the expected results, and to adapt the policy measures if necessary (resources, methods, regulations, etc.), or revise the objectives if needed;
- *Ex post* evaluation, done at the end of a planning period, to check that the expected results have been reached, and to learn from the whole process before a policy revision.

The evaluation can be done at several levels: *policy, programmes and plans* (designed to implement a policy) or *projects*. A complete policy should provide procedures and mechanisms for the evaluation at all levels.

9.3.2. National framework for the evaluation of policies

All policies should be evaluated; each policy should define its evaluation and revision procedures.

Legislative provisions frequently impose the evaluation of all policies against a limited set of objectives: usually, an environmental evaluation is required for all policies and at all levels (policy, plans and programmes, projects).

The evaluation of integrated policies is a new field. An integrated maritime policy is associated to a complex set of objectives, some of them antagonistic (e.g. protection of natural environment vs. exploitation of natural resources). The evaluation of such of a policy should not only combine sectoral indicators into a unique scoreboard, but should allow understanding of the relations between relevant indicators.

Key questions

Is there a general national framework for the evaluation of policies? Programmes? Projects?

Is each policy associated with specific indicators and with clearly defined evaluation procedures? At which stage? (*ex ante*, *in itinere*, *ex post*)?

Does the evaluation process cover all the field of policies (e.g. environmental, social, economic...), or only some of them (e.g. environment)?

9.3.3. Evaluation of maritime policies

An integrated maritime policy is associated with a wide spectrum of objectives; all maritime policies should be evaluated against all objectives.

An integrated evaluation is not just the sum of independent evaluations; it should take into account all cross-sectoral effects (competition, cumulated effects...)

Key questions

Is each maritime policy associated to clearly defined evaluation procedures? At which stage? (*ex ante*, *in itinere*, *ex post*)

Are the maritime policies submitted to a coordinated/consistent evaluation?

9.3.4. Indicators

Policy objectives are generally associated with indicators, designed to allow evaluation of the outcomes of the policy against the expected results. Such indicators must be understandable, meaningful and measurable. Many information sources may be used to assess indicators (in situ measurements, models, expert evaluation...). Generally, indicators are not simple parameters (e.g.: concentration, number...), but a combination of several parameters and objectives: when the objectives change, the indicator may change. The main indicators for a policy are often presented together in a scoreboard.

The marine and maritime indicators are not mere measurements: they are closely related to maritime policies, and hence are related to institutions and organisations.

Governance: the indicators associated to a national integrated maritime policy should be defined in association with all the maritime stakeholders : authorities in charge of designing and implementing the policy and stakeholders (industry, NGOs, citizens).

Assessment of the integrated maritime indicators: many of the indicators to be used to evaluate a national maritime policy are directly related to national sectoral policies, and should be produced under these policies. On the other hand, national indicators are often derived from sub-national (e.g. regional) indicators, and must often be aggregated at the right scale. Finally, some indicators are very specific to an integrated policy (e.g. conflicts indicators, cumulated impact...), and should be specifically produced for the IMP evaluation.

Key questions

Are the maritime sectoral sets of indicators consistent? Are they complete (i.e. do they cover all the policy objectives: economic, environmental, social...)?

Have they been designed and chosen in association with all the maritime stakeholders?

Can they be assessed in an integrated approach in an integrated evaluation?

Are there specific indicators for integration issues (conflicts, competition for resources and space...)?

9.3.5. Observatories

Very often, the task of preparing the evaluation is entrusted to **observatories**, specific bodies in charge of collecting the relevant information and of producing the overall indicators associated with the objectives of the policy to be evaluated.

As many policies are sectoral, many observatories are sectoral. In order to evaluate integrated policies, it should be necessary to produce an **integrated scoreboard** for the integrated maritime policy, combining existing sectoral indicators and producing specific ones when needed.

This can be done for example by setting up a specific **maritime integrated observatory at the national level**, in charge of the collection of sectoral indicators elaborated by the relevant sectoral observatories and of the assessment of the specific integrated indicators when needed. The governance of such a national maritime observatory should include all the maritime stakeholders (for instance by placing the maritime observatory under control of the National Council).

Another way of integrating the evaluation is to structure all sectoral observatories in a **network of maritime observatories**.

Key questions

Are there sectoral observatories in charge of sectoral evaluations for all the maritime policies? Do they provide indicators in all the relevant fields (e.g. economic, environmental, social, governance...)?

Do they interact through relevant networks?

Is there an integrated observatory in charge of producing specific integrated indicators in support of the evaluation? Is this observatory under the control of all the maritime stakeholders (through a dedicated governance structure, or under control of an existing one) or only some of them? (ministry, national agency...)

10. Specific institutional and organisational issues related to operational integration and IMP tools

“Operational” is related here to all mechanisms and actions related to *in situ* implementation of policy measures. Operational measures, instruments and tools are part of the implementation process, but are not by themselves in the scope of institutional and organisational analysis.

Nevertheless, maritime operations often raise difficult coordination problems usually related to institutional and organisational questions:

- As the resources needed for maritime operations are usually scarce and their use is very expensive, cooperation (between organisations) and coordination (of institutions) are important for information collection, surveillance and monitoring, enforcement of regulations, interventions...
- Separate uncoordinated systems and mechanisms are very often not only more expensive to operate, but also less efficient than coordinated ones.

Therefore, it is interesting to study which institutional and organisational mechanisms can be implemented to make operational integration more effective.

10.1. Knowledge

Efficient management of maritime space and of marine resources requires a high level of knowledge of the marine physical and biological characteristics and processes, of the marine natural resources (biological, mineral and energy resources) and of the maritime activities. Shared knowledge is often the key to common visions, strategies and policies⁹.

⁹ *Building a European marine knowledge infrastructure: Roadmap for a European Marine Observation and Data Network*

Relevant marine and maritime information can be collected through many means and many policies:

- *Research* programmes or projects,
- *Monitoring* systems and networks,
- *Systematic mapping* programmes (e.g. ocean topography),
- *Systematic exploration* programmes (e.g. oil and gas exploration),
- *Impact assessment* at plans and programmes level,
- *Impact assessment* studies at projects level...

Very often, the policies and programmes in this field are insufficiently or not coordinated; this result in gaps, double counting, separate, incomplete and heterogeneous databases or knowledge bases managed by distinct organisations¹⁰. Yet there are many reasons to adopt a more integrated approach to knowledge production and management:

- Better use of costly means and instruments,
- Better coverage of the needs,
- Sharing of the core information needed by all agencies, operators and managers.

Such an integrated approach can be reached by several ways, at several levels:

- Coordination of knowledge strands which are part of all policies,
- Dedicated knowledge strand in cross-cutting policies (research, environment, management of natural resources,
- Coordination of knowledge programmes at the design level,
- Coordination of equipment procurement policies,
- Coordination of operational projects and surveys,
- Compulsory transmission to national databases of all relevant information,
- Definition of standards (data collection, procedures, metadata, interoperability...),
- Common portals allowing access to dispersed databases and knowledge bases...

Key questions

Is there a general national strategy for collecting marine and maritime knowledge?

If any, is the strategy defined with consultation of all the maritime stakeholders? Is this strategy implemented in all relevant policies and legislations?

Does the strategy include effective multisectoral and multi-agency mechanisms to coordinate the knowledge strands in the various concerned policies (objectives, priorities, schedules, programmes, equipment acquisition and operation, databases and knowledge bases networks, dissemination towards all potential users)?

http://ec.europa.eu/maritimeaffairs/pdf/roadmap_emodnet_en.pdf

Communication "Marine Knowledge 2020 - Marine data and observation for smart and sustainable growth
8.9.2010 COM(2010) 461 final

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2010:0461:FIN:EN:PDF>

¹⁰ *European Marine Observation and Data NETWORK*

<http://ec.europa.eu/maritimeaffairs/emodnet/preparatory/home.html>

10.2. Monitoring and surveillance

Monitoring and surveillance aim to detect changes or to check that the actions have resulted in the anticipated results.

“Maritime surveillance” refers to general monitoring of human activities, legal or illegal¹¹.

The main objective of monitoring and surveillance is to prepare decisions or actions; collecting general knowledge is a secondary but important objective, and should be taken into account when setting up monitoring and surveillance systems. While “observation”, only aims to gather information (observation is usually neither continuous nor permanent, and observations strategies are usually based on the characteristics of the observation system: space-borne, airborne or *in situ*), monitoring and surveillance systems, networks and strategies are based on policies, and are very important components of any integrated maritime policy.

10.2.1. Monitoring and surveillance systems for maritime integrated policies

Ideally an integrated maritime policy should be supported by an integrated monitoring and surveillance system, designed in association with all direct actors and stakeholders, developed and operated on common specifications (conceptual models, interoperability...) with common funding and multi-agencies resources, producing information made available to all authorised users (including all stakeholders for non-sensitive information) and contributing to the production of the policies indicators.

Monitoring of marine environment and resources

Key questions	
Is there a national network, system or programme dedicated to monitoring of the marine environment and resources?	<u>Ma</u> <u>riti</u> <u>me</u> <u>sur</u> <u>veil</u> <u>lan</u> <u>ce</u>
Is it operated in an integrated way (i.e. in association with all relevant stakeholders, in connection with all relevant policies)?	
Is monitoring information available to all national administrations and agencies?	
Is monitoring information available to non-public users (industry, citizens, stakeholders?) or to other users (research...)?	
Key questions	
Is there a national network, system or programme dedicated to the surveillance of maritime activities?	
Is it operated in an integrated way (i.e. in association with all relevant stakeholders, in connection with all relevant policies)?	

¹¹ *Towards the integration of maritime surveillance: A common information sharing environment for the EU maritime domain* - 15.10.2009 COM(2009)538
<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2009:0538:FIN:EN:PDF>

Is surveillance information available to all administrations?

10.2.2. Coverage

An integrated monitoring and surveillance system should ideally:

- Monitor all important *environmental parameters*;
- Provide *forecasting* and *scenarios testing* capabilities;
- Monitor all *human activities* (maritime activities, coastal and land-based activities with marine or maritime consequences or impact), legal or illegal;
- Collect *all the information* needed to produce the policy *indicators*.

It should cover all the maritime zones potentially concerned by the maritime policies.

Key questions

Do the national monitoring and surveillance networks, systems and programmes cover all the maritime zones under the country's jurisdiction?

Do they cover all maritime activities?

Do they cover all environmental issues?

10.2.3. Coordination of monitoring and surveillance

Usually, independent monitoring or surveillance systems and strategies are developed for each activity, sector or legislation, or by each administration. This is not an efficient or cost-effective approach:

- Dissemination of information: monitoring and surveillance information even if collected for one goal could usually be useful for other objectives, but is rarely distributed to other potential users (e.g. quality of coastal water is useful for bathing and for marine culture or research; maritime traffic information is useful for safety objectives, for security objectives, and for sectoral activities regulation: fishing, aggregates exploitation....). Some complex information (intelligence) can be very sensitive.
- Quality of collected information: monitoring systems established for one application are often able to collect more information, or information of a better quality, with marginal additional cost; the additional information or quality could be very useful to other applications;
- Common use of costly systems: collecting information at sea is very costly; systems dedicated to one application are optimised for this application only, and can difficultly be further optimised, while cooperative systems can be far more efficient (more information) and less expensive (costs shared between several users/policies).

Very often, *monitoring* (marine environment) and maritime surveillance (maritime activities) programmes and networks are not coordinated: some agencies, usually close to the science, are in charge of monitoring whereas other agencies, usually close to operations, are in charge of surveillance. This is not a favourable situation either for assessing the consequence of activities on the environment, or for assessing the consequences of environmental change on the activities; but both are needed to integrate the maritime policies.

Key questions

Are there efficient mechanisms at the national level to coordinate the existing *monitoring* and *surveillance* networks?

Do they allow only separate coordination of monitoring mechanisms and of surveillance mechanisms, or is there a joint implementation of monitoring and surveillance programmes and networks?

If coordination mechanisms exist, do they cover procurement, operation, information management and dissemination?

10.2.4. Governance for monitoring and surveillance

Common views and coordinated decisions are primarily based on shared and complete information; information sharing should not be limited to authorities and operational agencies, but extended to all potentially concerned stakeholders. Beyond having access to the information produced or collected, these should also participate in the conception of the monitoring and surveillance systems.

In addition, many organisations collect marine and maritime monitoring and surveillance information: national and local authorities, national agencies (hydrographic, oceanographic and meteorological agencies, research institutes and universities, industry through impact assessment or monitoring of projects, local associations and groups...). This information could be a valuable complement to the information collected through systems and agencies officially in charge of monitoring and surveillance..

Key questions

Is there a national instance where monitoring and surveillance issues are discussed, that is attended by representatives of all organisations potentially involved in monitoring or surveillance activities, and by all potential users of monitoring and surveillance information?

If it exists, how is this instance linked to the national governance structure (e.g. national Maritime Council) for the national maritime policy?

10.3. Maritime operations

Effective public policies must be supported by efficient mechanisms to enforce regulations: control of legal activities at sea (fishing, maritime transport, oil and gas or aggregates exploitation, leisure yachting...) and combat illegal activities (illegal fishing, smuggling, piracy, criminal pollution...).

For maritime policies, this is an important issue: interventions at sea are usually both technically difficult and expensive, and often risky. Beyond surveillance and intelligence systems, police operations at sea involve the use of boats and ships, airplanes or helicopters, which are very costly and must be operated by very specialised people. The implementation of an IMP is based on efficient coordination of the interventions at sea, and requires:

- Consistent systems (no redundancy, no gaps, interoperability, etc.),
- Coordinated implementation.

10.3.1. Procurement

Usually, several administrations and services have specific missions and dedicated means (human resources, ships, airplanes, helicopters...). When different maritime policies are associated with different uncoordinated procurement policies, this can result in inconsistencies at the national or local level (lack of interoperability, double counting and gaps...) leading to higher costs and lower efficiency.

Key questions

Are there cross-sectoral and interagency mechanisms to coordinate procurement policies?

10.3.2. Integrated operational mechanisms

The maritime operations in support of maritime policies are frequently conducted solely with sectoral approaches: even when the resources used during an operation could be used for other purposes, there are often no coordination mechanisms to make multi-missions and multi-department operations possible.

Rather than programming separately the maritime operations related to each maritime policy, using specialised human and technical resources, it is possible to develop a certain level of flexibility, allowing coordinated operations using resources from different administrations or agencies.

This can be done in several ways, the most usual are:

- Single “coast guard” agency,
- Operational coordination of systems operated by several administrations or agencies.

Key questions

Is there a unique organisation in charge of enforcement of all maritime legislations, whichever the regulatory administration?

If not, is there an efficient mechanism (at national and if relevant at sub-national scale or level) to coordinate the maritime operations?

10.4. Funding

Coordination of funding instruments is a strong driver for integrating the decisions; conversely, decisions implemented through uncoordinated funding processes tend to diverge and result in inconsistent actions.

Usually, specific funding is allocated through legislative provisions to each specific policy to reach specific objectives. Such funding can often be used only for actions directly related to the corresponding policies and objectives, and audit procedures are usually aimed to control this. Such an approach complies with budgetary orthodoxy rules but is generally ill suited to the design and implementation of integrated policies.

10.4.1. Budgetary resources

Shared and common programmes, tools and instruments should be funded by pooled budgetary resources administrated by common decision mechanisms.

Such programmes can be designed and implemented at national level (cooperation between several ministries), and in some cases (national programmes implemented at local levels) can require cooperation between national and local authorities.

Key questions

Are there mechanisms (including governance mechanisms) allowing pooling of resources to fund maritime programmes or operations by budgetary resources:

- At national level (coordinated funding by several ministries)?
- Between national and local authorities?

10.4.2. Other resources

Some maritime programmes and operations could benefit from coordinated funding by budgetary resources and private (e.g. industry) resources: exploration programmes, mapping, impact assessment... Many mechanisms can be used to allow such coordination.

Key questions

Are there mechanisms allowing coordinated funding of maritime programmes or operations by public and private resources?

Are they based on specific governance mechanisms allowing all stakeholders (funding organisations and other stakeholders) to participate in the funding decisions?

10.5. Maritime spatial planning

The Maritime spatial planning (MSP) is potentially a powerful tool for integrating maritime policies. It is based on a close cooperation between all public and private organisations involved in maritime activities. This can be achieved through dedicated governance structures at the relevant scale, from planning to enforcement.

Key questions

Is Maritime Spatial Planning (MSP) to some extent implemented in the country ?

If MSP is implemented (fully or on a range of activities), is it based on appropriate

coordination/governance mechanisms at the various decision/operation levels concerned?

Are these mechanisms consistent with other maritime governance mechanisms (national, sectoral, cross-cutting)?