

ROADMAP	
TITLE OF THE INITIATIVE	<b>Communication from the European Commission to the European Parliament, the Council, the Committee of the Regions and the Economic and Social Committee on Integrated Maritime Policy for the Atlantic Ocean</b>
TYPE OF INITIATIVE	× CWP                      • Non-CWP                      • Implementing act/Delegated act
LEAD DG – RESPONSIBLE UNIT	DG MARE D1
EXPECTED DATE OF ADOPTION	Month/Year: May 2011
VERSION OF ROADMAP	No: 2                                      Last modification:    Month/Year: August 2010

## A. Context, problem definition

- (i) What is the political context of the initiative?  
 (ii) How does it relate to past and possible future initiatives, and to other EU policies?  
 (iii) What ex-post analysis of the existing policy has been carried out and what results are relevant for this initiative?

(i) One of the objectives of the Integrated Maritime Policy (IMP) is to develop and contribute to the development of integrated maritime governance mechanisms across the EU. This should be seen in conjunction with the regional aspect of the implementation of IMP: the need to manage seas and oceans must be seen in an ecosystem context, and should take into account the very specific needs and characteristics of the various sea basins around the EU.

The Atlantic Ocean is a well established geographical entity and is also governed by various specific international arrangements and stakeholder organisations. At the same time it is for certain aspects too big for undertaking tailor-made action. Hence while it is appropriate to present a view of the Atlantic as a whole, specific action, for example in the area of coastal zone management can only be usefully taken in sub-sections of the Atlantic Ocean.

(ii) The ['Europe 2020' strategy](#) for smart, sustainable and inclusive growth<sup>1</sup> refers to:

- Europe's strong maritime tradition;
- Targets set for action cannot be "one size fits all";
- The need to prioritise cross-border sections in strategic projects;
- Maritime policy as one of the policies to address climate change;
- Social, economic and territorial cohesion at the heart of Europe 2020.

The [Marine Strategy Framework Directive](#)<sup>2</sup> works on the basis of a regionalised, i.e. sea-basin approach.

The Commission successfully presented a Baltic Sea strategy<sup>3</sup> in 2009 and a Communication on the Mediterranean<sup>4</sup> in 2009.

The Commission's Progress Report on IMP<sup>5</sup> of 15 October 2009 proposes the development of a sea-basin approach as one of the six pillars of IMP development. The Conclusions of the General Affairs and External Relations Council of 16-17 November<sup>6</sup> 2009 call for further development of the strategic approaches to regional sea basins where there is a demand and a perspective of clear added value.

The General Affairs Council conclusions<sup>7</sup> of June 2010 specifically "*Invites the Commission, in close cooperation with the Member States concerned, to present an EU strategy for the Atlantic region in the context of an EU IMP, based on a perspective of clear added value, by June 2011, which is intended to address common challenges*

<sup>1</sup> [COM\(2010\) 2020 final](#) Communication from the Commission: EUROPE 2020 A strategy for smart, sustainable and inclusive growth

<sup>2</sup> [Directive 2008/56/EC](#) of the European Parliament and of the Council of 17 June 2008 establishing a framework for community action in the field of marine environmental policy

<sup>3</sup> [COM\(2009\) 248 final](#) Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions concerning the European Union Strategy for the Baltic Sea Region

<sup>4</sup> [COM\(2009\) 466 final](#) Communication from the Commission to the Council and the European Parliament - Towards an Integrated Maritime Policy for better governance in the Mediterranean

<sup>5</sup> [COM\(2009\) 540 final](#) Report from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions - Progress report on the EU's integrated maritime policy

<sup>6</sup> Council conclusions of 16 November 2009 on Integrated Maritime Policy (Doc. [15175/1/09 REV 1.](#))

<sup>7</sup> Council conclusions of 2 June 2010 on Integrated Maritime Policy (Doc. [10300/10](#))

faced by the countries of the region, including marine research, maritime surveillance, environmental and economic challenges."<sup>8</sup>

The proposed Communication aims at being complementary to lines of action and achievements in many maritime sectors, with a sustainable development perspective (economic - environmental - social). It will take into account the objectives of different policies dealing with maritime affairs, and includes main IMP policy objectives and instruments. The Commission has already presented a Communication on IMP in the Mediterranean Sea<sup>4</sup>, and a macro-regional strategy for the Baltic Sea<sup>3</sup> with a strong maritime component.

(iii) The proposed Communication is a new proposal since it does not supersede or change any existing global EU policy for the Atlantic sea basin – therefore a proper ex-post analysis of existing guidelines was not possible.

On the other hand, a guiding principle for this proposal is that it would not be put forward if EU value-added is not demonstrated. To assess such EU value-added, the existing regulatory framework (at EU, national and regional levels) has been analysed.

In parallel, relevant (Atlantic) EU Member States administrations (i.e. Spain, France, Ireland, United Kingdom and Portugal) and regional authorities, together with the Conference of Peripheral Maritime Regions (CPMR) and its Atlantic Arc Commission, have all been consulted.

A specific inter-service group has also been set up, where the proposal has been discussed and approved. The opinion of DG REGIO has been prominent and always been very closely taken into account – this DG having agreed that DG MARE take the lead on this proposal.

The result of such analysis and round of contacts is that there is room for EU action in this domain and there is clear support by stakeholders for this to happen. The (transnational) nature of the issues, problems and challenges faced by EU Atlantic maritime communities and areas make national and regional/local action insufficiently effective. Issues such as maritime governance, maritime international dimension, maritime safety and security, maritime environmental problems, clustering and transnational/trans-regional economic development (to mention but a few), would need action at EU level.

A public consultation of the proposal will be on-line from August 16 through October 15<sup>9</sup>. The result of such consultation will feed up into the proposal's adoption process.

What are the main problems which this initiative will address?

The Atlantic covers a vast area (of about 106.4 million square kilometres, approximately 22% of the Earth's surface) and its waters show great variations. There are shallow coastal areas and the centre of the ocean can reach 8,605 metres deep (average depth: 3,339 metres). The Atlantic Ocean connects Europe to North and South America and to West Africa. Its gulf streams affect the climate change effects in the Arctic.

Sub-sea basins faces specific environmental issues and challenges as regards to maritime spatial planning, coastal management and climate change adaptation, many of which are not limited to one specific area, such as the management of an environment under pressure from extractive uses (oil, gas, sand and gravel) and fisheries, as well as the protection of specific nature habitats (birds, shallow sand habitats etc.) These issues lead to the following needs:

- The need to develop possibilities and proposals for closer cooperation and a more integrated approach to governance of, and human activities management;
- The need to strengthen the balance between economic growth and environmental requirements;
- Need to develop further the coherence of individual maritime policies and instruments amongst themselves and between Member States, and to reflect on the most appropriate governance mechanisms;
- The need for international cooperation between the EU and Atlantic States on all these issues.

Who will be affected by it?

Are affected:

- Five Member States (Spain, France, Ireland, United Kingdom and Portugal) and their continental coastal regions;
- The Canary Islands, Azores and Madeira (Macaronesia).

The Communication will also be relevant for Norway and Iceland and has an external dimension (US, Canada).

<sup>8</sup> Ibid., paragraph 6.

<sup>9</sup> [http://ec.europa.eu/fisheries/partners/consultations/atlantic\\_ocean/index\\_en.htm](http://ec.europa.eu/fisheries/partners/consultations/atlantic_ocean/index_en.htm)

<p>(i) Is EU action justified on grounds of subsidiarity?</p> <p>(ii) Why can Member States not achieve the objectives of the proposed action sufficiently by themselves? (Necessity Test)</p> <p>(iii) Can the EU achieve the objectives better? (Test of EU Value Added)</p>
<p>(i) Yes. The Treaty of Lisbon provides for EU action on a number of issues which are relevant to maritime policy for the Atlantic (e.g. territorial and social cohesion, action against climate change; greening the economy; development of energy resources; maritime &amp; coastal tourism, etc.).</p> <p>(ii) Due to the trans-national nature of many maritime issues, the concerned Member States/regions do not have the capability to set the basis for maritime policy development for such a wide ranging number of stakeholders and territories as the Atlantic has.</p> <p>(iii) Yes. Only the Commission is in a position to streamline the common cross-border maritime issues and risks they share, without neglecting their specificities. The concerned Member States (i.e. Spain, France, Ireland, Portugal and the United Kingdom) together with the relevant regions (notably through the Conference of Peripheral Maritime Regions and its Atlantic Arc Commission) have all shown a preliminary interest in this initiative. They believe that the Commission is the appropriate instance to take it forward.</p>

## B. Objectives of the initiative

What are the main policy objectives?

The main policy objectives are the following:

- Contribute synergy to existing national and regional strategies and plans by aggregating these at sea-basin level and making use of cross-border advantages;
- Identify maritime commonalities and specificities to Atlantic stakeholders;
- Set the basis for further development for IMP policy in the Atlantic Ocean and its sub sea-basins, in conjunction with Member States and stakeholders.
- Raise awareness on common risks and potential for development, including on overlapping maritime activities and common grounds for cooperation on maritime affairs.

Do the objectives imply developing EU policy in new areas?

The Communication only aims at streamlining IMP general objectives, and sectoral maritime policies pursued at EU level, to the particular needs of Atlantic stakeholders. However, during its adoption phase new niches for development of maritime activities could be signalled for which an individual impact assessment will be carried out, if necessary.

## C. Options

(i) What are the policy options being considered?

(ii) What legislative or 'soft law' instruments could be considered?

(iii) How do the options respect the proportionality principle?

(i) We are now only in a final inventory stage of all the issues that need attention in the Atlantic basin as already mentioned, as further discussions and consultation with stakeholders on specific options and actions are carried out.

(ii) At the moment, no legislation is considered for this action, but the document may contain suggestions to Member States, such as:

- 1) Encourage Member States to cooperate and jointly undertake actions, and to further develop integrated maritime governance of the Atlantic Ocean and its sub sea-basins, at all levels.
- 2) Propose innovative strategies that may contribute to sustainable economic growth in an eco-efficient way.

(iii) As the options are still more concretely to be defined, the proportionality of the content of each option will be addressed at a later stage.

## D. Initial assessment of impacts

What are the benefits and costs of each of the policy options?

The Communication will lead to more understanding of IMP and stock-taking by Atlantic decision-makers and economic operators. Specific economic, social and environmental impacts cannot be known at this time for the reasons explained above.

Could any or all of the options have significant impacts on (i) simplification, (ii) administrative burden and (iii) on relations with other countries, (iv) implementation arrangements? And (v) could any be difficult to transpose for certain Member States?

(i) The Communication could have an impact on simplification since policy streamlining may lead to less and better maritime policy development by Member States and/or regions.

(ii) The Communication is likely to have a positive impact on administrative burden, since it is likely to lead to policy streamlining and prioritisation of maritime issues through out the Atlantic sea basin –thus avoiding regulation duplicity and increasing administrative cooperation in this field between the concerned local authorities, their national governments and the Commission.

(iii) The impact of the Communication on international relations will only be known once the mapping and consultation phases are concluded. However, this issue will be assessed with some depth as the Atlantic has an obvious external dimension.

(iv) A Communication cannot establish obligations by its very nature. However, the proposed Communication intends to put forward policy that can have a direct effect on Atlantic communities and their maritime potential.

In light of the results of the public consultation, the proposed Communication could eventually provide for orientations as to how could public authorities and private operators profit from the policy to the largest extent – eventually including its implementation.

(v) The proposed Communication intends to put forward a number of issues of interest for all Atlantic Member States (though some issues may be more pertinent, or more easily applicable, to certain Member States or regions and not to others in view of the specific characteristics of their Atlantic sea basin).

As regards non-Atlantic Member States, the proposed Communication will contain elements which are specifically geared towards maritime problems and issues faced by Member States in their Atlantic sea basin. Non-Atlantic Member States may therefore find some issues or orientations not fully relevant to them.

However, the proposed Communication may address issues of general concern for other (non-Atlantic) EU maritime communities, and may therefore be of interest for non-Atlantic Member States as well.

(i) Will an IA be carried out for this initiative and/or possible follow-up initiatives? (ii) When will the IA work start? (iii) When will you set up the IA Steering Group and how often will it meet? (iv) What DGs will be invited?

(i) As regards the scope and the objectives (see part B) of the initiative there is no added-value to carry out an impact assessment.

(ii) N/A

(iii) N/A

(iv) N/A

(i) Is any of options likely to have impacts on the EU budget above €5m?

(ii) If so, will this IA serve also as an ex-ante evaluation, as required by the Financial regulation? If not, provide information about the timing of the ex-ante evaluation.

(i) - (ii) This proposal does not have an impact on the EU budget.

## E. Evidence base, planning of further work and consultation

- (i) What information and data are already available? Will existing impact assessment and evaluation work be used?
- (ii) What further information needs to be gathered, how will this be done (*e.g. internally or by an external contractor*), and by when?
- (iii) What is the timing for the procurement process & the contract for any external contracts that you are planning (*e.g. for analytical studies, information gathering, etc.*)?
- (iv) Is any particular communication or information activity foreseen? If so, what, and by when?

- (i) Many relevant data already exist (i.e. of a regulatory and non regulatory nature, in economic, social, environmental terms; and at Member State and regional level).
- (ii) Available studies on maritime issues leading to the adoption of the Blue Book<sup>10</sup> will be taken into consideration.
- (iii) The mapping of relevant information will be gathered internally by DG MARE staff, with the help of a trainee. It is due to be finished by May 2010.
- (iv) Analysis will be carried out at different degrees of detail, according to the relevance and use of the information provided in the context of the Communication's objectives.

Which stakeholders & experts have been or will be consulted, how, and at what stage?

- The Commission initiative is inspired by demands from Atlantic stakeholder organisations and by signals given by Member States (in particular Spain).
- A formal stakeholder consultation is foreseen. It is tentatively foreseen to take place during the summer of 2010.
- The Commission will closely associate the Spain, France, Ireland, United Kingdom and Portugal relevant national administrations.
- Several concerned regions from United Kingdom, France, Spain and Ireland, and from the English Channel have been consulted on an informal manner on this initiative.
- The Commission participated, at Maritime Day 2010<sup>11</sup>, in a stakeholder organised seminar on the Atlantic Ocean.
- A seminar on maritime policy for the Atlantic is foreseen to take place in the context of the 8<sup>th</sup> European Week of Regions and Cities (Open Days, Brussels, 6 October)

<sup>10</sup> [COM \(2007\) 575 final](#) Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions - An Integrated Maritime Policy for the European Union ("The Blue Book")

<sup>11</sup> 18-21 May 2010