



EUROPEAN PARLIAMENT

2009 - 2014

Committee on Transport and Tourism

2010/2040(INI)

2.6.2010

DRAFT REPORT

on Integrated Maritime Policy (IMP) - Evaluation of progress made and new challenges
(2010/2040(INI))

Committee on Transport and Tourism

Rapporteur: Gesine Meissner

Rapporteur for the opinion (*): Antonello Antinoro, Committee on Fisheries

(*) Associated committee - Rule 50 of the Rules of Procedure

CONTENTS

	Page
MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION	3
EXPLANATORY STATEMENT	10

MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

on Integrated Maritime Policy (IMP) - Evaluation of progress made and new challenges (2010/2040(INI))

The European Parliament,

- having regard to 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 policy¹,
- having regard to the European Commission Communication entitled ‘An Integrated Maritime Policy for the European Union’ (COM(2007)0575),
- having regard to the European Commission Communication entitled ‘Progress Report on the EU’s Integrated Maritime Policy’ (COM(2009)0540),
- having regard to the European Commission staff working document accompanying the Progress Report on the EU’s Integrated Maritime Policy (SEC(2009)1343),
- having regard to the European Commission Communication entitled ‘Towards an Integrated Maritime Policy for better governance in the Mediterranean’ (COM(2009)0466),
- having regard to the European Commission Communication entitled ‘Developing the international dimension of the Integrated Maritime Policy of the European Union’ (COM(2009)0536),
- having regard to the European Commission Communication entitled ‘Towards the integration of maritime surveillance: A common information sharing environment for the EU maritime domain’ (COM(2009)0538),
- having regard to the European Commission Communication entitled ‘Examining the creation of a European Border Surveillance System (EUROSUR)’ (COM(2008)0068),
- having regard to the European Commission Communication entitled ‘Europe 2020 - A strategy for smart, sustainable and inclusive growth’ (COM(2010)2020),
- having regard to the European Commission Communication entitled ‘Commission Work Programme 2010 - Time to act’ (COM(2010)0135),
- having regard to the European Commission White Paper: ‘Adapting to climate change: Towards a European framework for action’ (COM(2009)0147),
- having regard to the European Commission Communication entitled ‘Roadmap for Maritime Spatial Planning: Achieving Common Principles in the EU’ (COM(2008)0791),

¹ OJ L 164, 25.6.2008, p. 19.

- having regard to the European Commission Communication entitled ‘Guidelines for an Integrated Approach to Maritime Policy: Towards best practice in integrated maritime governance and stakeholder consultation’ (COM(2008)0395),
- having regard to European Commission Communication entitled ‘The European Union Strategy for the Baltic Sea Region’ (COM(2009)0248),
- having regard to European Commission Communication entitled ‘The European Union and the Arctic region’ (COM(2008)0763)
- having regard to the European Commission Staff Working paper entitled ‘Building a European marine knowledge infrastructure: Roadmap for a European Marine Observation and Data Network’ (SEC(2009)0499),
- having regard to the European Commission Staff Working Paper entitled ‘Marine data infrastructure, outcome of public consultation’ (SEC(2010)0073),
- having regard to the European Commission Staff Working Paper entitled ‘Non-paper on Maritime surveillance’ (SEC(2008)2737),
- having regard to the European Commission Communication entitled ‘A European Strategy for Marine and Maritime Research: A coherent European Research Area framework in support of a sustainable use of oceans and seas’ (COM(2008)0534),
- having regard to the European Commission Communication entitled ‘Strategic goals and recommendations for the EU’s maritime transport policy until 2018 (COM(2009)0008),
- having regard to the Council Conclusions on integrated maritime policy of 16 November 2009,
- having regard to the Council Conclusions on integrated maritime surveillance of 17 November 2009,
- having regard to the Council Conclusions on Arctic issues of 8 December 2009²;
- having regard to the Opinion of the Committee of the Regions on the Maritime and Coastal Package of 17-18 June 2009,
- having regard to its resolution of 12 July 2007 on a future maritime policy for the Union: a European vision for the oceans and seas³,
- having regard to its resolution of 20 May 2008 on an integrated maritime policy for the European Union⁴,
- having regard to its resolution of 5 May 2010 on strategic goals and recommendations for

² Council document 16826/08.

³ Texts adopted, P6_TA(2007)0343.

⁴ Texts adopted, P6_TA(2008)0213.

the EU's maritime transport policy until 2018⁵,

- having regard to Rules 48 and 50 of its Rules of Procedure,
 - having regard to the report of the Committee on Transport and Tourism and the opinions of the Committee on Industry, Research and Energy, the Committee on Regional Development and the Committee on Fisheries (A7-0000/2010),
- A. whereas the oceans and seas are extremely complex and are influenced by many activities, interests and policies; whereas the expertise to deal with the multiple challenges of maritime affairs and also the power to tackle them are spread among numerous public and private players at different levels of governance,
- B. whereas the world's oceans and seas are interlinked and interdependent and whereas, moreover, the ever more intense use of the oceans and seas by sectors such as shipping, energy, tourism, research and fisheries, combined with climate change, have added to the pressure on the marine environment,
- C. whereas the IMP approach represents a clear response to the question of how to achieve greater coherence between the ecosystem approach within the Marine Strategy Framework Directive and the different sectoral policy areas,
- D. whereas a successful IMP should be based on excellence in marine research, technology and innovation and should lead to a one-stop-shop approach in decision-making and therefore to a reduction of duplication of regulatory powers, while taking into consideration regional and local specificities,
- E. whereas these integrated maritime governance structures should enhance the coordinated planning of competing maritime activities, the strategic management of maritime areas, the quality of surveillance activities and the enforcement of laws,

General

1. Welcomes the European Commission's October 2009 package on the integrated maritime policy as a timely and encouraging stocktake of the implementation of the 2007 Blue Paper action plan, and at the same time acknowledges that the new initiatives already taken and envisaged are fully coherent with, and a logic consequence of, the goals of the Blue Paper; confirms overall the validity of the integrated approach to maritime affairs;
2. Agrees with the Commission that our 'strong maritime tradition' is one of the strengths of Europe; calls therefore on the European Commission and the Member States to further develop the potential offered by the different maritime sectors and to put a renewed focus on sustainable and inclusive economic growth, employment and innovation;
3. Asks the Commission, therefore, to come up with an overarching, cross-sectoral strategy for sustainable growth in coastal regions and maritime sectors by 2013, based on a broad investigation of potentials and policy options and on broad stakeholder consultation;

⁵ Texts adopted, P7_TA(2010)0128.

considers that one element of this strategy should be a new, integrated approach to strengthening Europe's world leadership in maritime engineering across sectors such as shipbuilding, off-shore energy development and technologies;

4. Calls on the Commission to learn the lessons of the oil spill catastrophe in the Gulf of Mexico, to identify all possible legislative loopholes at EU and Member State level and to adjust as quickly as possible all relevant EU legislation accordingly;
5. Welcomes the Commission study entitled 'Database on EU-funded projects in maritime regions'⁶ and calls on the Commission in its next progress report on IMP to provide a full and systematic overview of all funding made available across all budget lines for activities related to maritime sectors, coastal regions and the seas;
6. Asks the Commission to ensure that the new IMP will receive appropriate funding in the next financial perspective, and to study, as one option, the Committee of the Regions' proposal of a coastal fund;

Maritime governance

7. Congratulates those Member States and regions which have already established integrated maritime governance policies and structures;
8. Agrees with the Commission's guidelines on maritime governance and its analysis of the promising but still not satisfactory progress made in the last years;
9. Calls on the Commission, Member States and coastal regions to intensify their efforts in defining integrated maritime policies and in building adequate maritime governance structures, which make it possible to take decisions on the basis of the best information available, involving all interested parties and therefore better respecting the different policy objectives;
10. Calls on the Commission to evaluate in more detail, and based on performance, the quality of maritime governance structures at Member State and regional level and to make best practices more visible;
11. Agrees with the Commission that stakeholder involvement in maritime policy-making should also be enshrined more permanently in governance structures; invites to this end all coastal Member States which have not as yet done so to answer positively the Commission's request to designate national contact points for IMP, and stresses the necessity to activate this operational network as soon as possible; supports the formation of a cross-sectoral platform for stakeholder dialogue on maritime affairs and reiterates its support for European Maritime Day;
12. Welcomes the European network of Maritime Clusters and asks the Commission, Member States and Regions to support these emerging organisations on all levels;

⁶ Final report. Framework contract FISH/2007/04, Specific contract No 4. December 2009

13. Calls on the Member States and the Commission to intensify their dialogue at international level on IMP and other maritime issues in the competent fora, including on the ratification and implementation of UNCLOS; suggests the establishment, of a meeting on IMP, at ministerial level of the Member States of the Union for the Mediterranean (UfM), to be held at least once a year;

Sea basin initiatives and strategies

14. Welcomes the regional sea-basin initiatives and strategies proposed so far by the Commission; recognises that the implementation of the IMP principles requires that they be translated into targeted strategies and specific measures tailored to the specificities of each sea basin, and in the case of the Mediterranean, the various sub-regions present therein; calls for further dialogue and co-operation in order to improve the governance of the marine space and coastal areas in the different maritime sea basins, including the North Sea, the Atlantic, the Black Sea and the Mediterranean area, and asks the Commission to implement the proposed actions;
15. Deplores the fact that a large part of the waters of the Mediterranean Sea is outside the areas under the jurisdiction or sovereign rights of coastal States, and that consequently these States do not have prescriptive and enforcement powers to regulate human activities beyond such areas in an integrated manner;
16. Asks therefore the Member States concerned to resolve delimitation issues on the basis of UNCLOS and agree on their maritime zones;

Maritime spatial planning

17. Understands that stability, predictability and transparency of the management of marine spaces is key to securing optimal and sustainable development of economic activities and new growth and jobs on the sea, including the further development of renewables such as wind and wave energy, without prejudice to more traditional activities;
18. Is of the view that the management of intensifying and increasingly competing sea uses on an eco-system basis requires coordinated, streamlined and cross-border Maritime Spatial Planning as a neutral tool, which has the potential to contribute significantly to the implementation of the Marine Strategy Framework Directive;
19. Welcomes the road map on Maritime Spatial Planning (MSP), based on an ecosystem approach and the development of the ten planning principles, considers this cross-sectoral policy tool essential for the implementation of IMP; asks the Commission to submit in 2011 a draft directive on MSP;

Maritime Surveillance

20. Expects that a well coordinated and integrated cross-pillar, cross-sectoral, and cross-border approach towards maritime surveillance will improve protection of the interests of Member States and the European Union by making available, to authorities operating at sea, monitoring and surveillance information across various sectors of activity, thereby generating more efficiency;

21. Calls therefore on the Commission, Member States, EU agencies and relevant organisations to speed up their efforts in terms of cooperation and coordination and with regard to the necessary legislative adaptations;
22. Calls the Commission to identify obstacles to the exchange of data in EU and national legislation and in the mandates of the agencies, to learn from the experience gained in regional and national initiatives, research projects and in pilot projects and from CSDP operations, to present in 2010 a roadmap on integrated maritime surveillance and to explore areas for cooperation with third countries, especially from the Mediterranean as well as with relevant organisations;
23. Asks the Commission to identify the additional financial needs for creating a common Information Sharing Environment in good time before the next Financial Perspective;
24. Calls on the Commission to propose a legal framework for the integration of maritime surveillance with a view to a Common Information Sharing Environment;
25. Reiterates its call for improved cooperation between Member States' national inspectorates, coastguards and navies and reminds the Commission to carry out – as requested earlier by the European Parliament – a feasibility study on further collaboration or integration between the different coastguard services.

Miscellaneous

26. Reiterates the position and requests expressed in its resolution on strategic goals and recommendations for the EU's maritime transport policy until 2018;
27. Asks the Commission to come up with a strategy to mitigate the specific impacts of climate change on coastal regions, as a follow-up to the White Paper on Climate Change;
28. Asks the Commission to develop a fleet renewal programme for the very old coastal shipping fleet, thus increasing the safety, environmental performance and competitiveness of shipping in the common maritime space without borders, while making full use of the competitive shipbuilding capacity of Europe for this purpose;
29. Asks the Commission to come up with a strategy for sustainable coastal and marine tourism, making full use of the new provisions on tourism in the Lisbon Treaty;
30. Welcomes the European Marine and Maritime Research Strategy as well as the joint calls under the Research Framework Programme on 'Oceans of Tomorrow' as concrete signs of an integrated approach to implementing of the IMP;
31. Agrees that building an interdisciplinary scientific and technological knowledge base on Europe's seas and coasts is essential; asks the Commission and the Member States to assess the existing databases and observation programmes and to accelerate their efforts to make the European Marine Observation and Data Network (EMODNET) operational as soon as possible;

32. Welcomes the Atlas of the Seas and the Maritime Forum⁷ as tangible outputs for stakeholders and the general public of the IMP;
33. Instructs its President to forward this resolution to the Council and the European Commission.

⁷ <https://webgate.ec.europa.eu/fpfis/iwt/index.php?q=frontpage>

EXPLANATORY STATEMENT

We need a new 'awareness of the sea'

The EU has 320 000 km of sea coast; a third of our citizens - and the trend is rising - live on the coast. Our economic activities at sea and on the coast produce 40% of EU GDP and all forecasts suggest that there is still a great deal of potential for growth. Some 40% of trade in goods within Europe and 95% of exports outside Europe are carried out by sea. The development of environmentally-friendly and safe ships is of key importance and offers a great opportunity for European shipbuilding. Our seas should continue to be a driving force behind growth, and many visions and great expectations exist of even more intensive exploration of the sea. At the same time, the seas are a fragile ecosystem, as the oil catastrophe in the Gulf of Mexico demonstrates. They offer quality of life and diversity of species, which it is essential to preserve or in some places improve.

To date our policies in the areas of maritime transport, the maritime economy, new technologies, coastal areas, offshore energy, fisheries, surveillance and policing of the seas, tourism, protection of the marine environment and marine research have developed separately from each other. This fragmented approach repeatedly leads to conflicting measures being taken, which have a negative impact on the marine environment, to disproportionate pressure being put on competing maritime activities or to inefficiency, inconsistencies and conflicts occurring in terms of use. Purely sector-based decision-making processes also make it more difficult to understand mutual interactions and to explore previously unexploited synergies between the different maritime sectors.

Increasing competition for marine space, the importance of the sea and the maritime sector for our future and the cumulative impact of human activities on marine ecosystems render this fragmented decision-making in maritime affairs inadequate.

This recognition led to the development of the concept of an Integrated Maritime Policy, which, on the one hand, identifies the governance framework, extending to all levels, and, on the other hand, aims to develop cross-sectoral policy tools.

An Integrated Maritime Policy should:

- create greater coherence between the different policy areas;
- develop better regulatory and cross-sectoral tools (integrated maritime surveillance, Maritime Spatial Planning (MSP), Integrated Coastal Zone Management (ICZM), building an integrated marine knowledge and data base, sea-basin strategies);
- use the potential of the sea and the maritime sector in a sustainable and efficient way, from an ecological and economic point of view;
- avoid duplication in the various national or regional authorities of the Member States in relation to regulatory powers;

- facilitate the necessary coordinated planning of competing activities at sea and strategic management of maritime areas;
- ensure the implementation of the ecosystem approach, which is laid down in the EU Marine Strategy Framework Directive;
- collect reliable information and comparable statistics for maritime policy-making at all levels.

Rapporteur's position

The European Parliament has already twice given an opinion on the subject of Integrated Maritime Policy (Piecyk I and II reports). Your rapporteur wishes to confirm the fundamentally positive assessment of the IMP in Parliament's previous resolutions and at the same time give an assessment of the measures announced in the action plan in the Blue Paper and identify new challenges.

Your rapporteur has concentrated on the administrative and governance structures needed for the IMP and on cross-sectoral tools such as Maritime Spatial Planning, integrated maritime surveillance or marine research. Their successful implementation is the precondition for ensuring that sector-specific EU policies and measures which are geared towards our seas and coasts, such as fisheries, transport, environment, energy, company and research policy, are formulated more coherently and effectively in relation to one another.

The European Parliament could additionally here assess, or call for, many sector-specific measures. Your rapporteur is familiar with the challenges⁸ with regard to tackling emissions of sulphur and nitrogen oxides and particulates from ships, the significant part played by land in the pollution of seas, the problematic living and working conditions of seamen, piracy, fishermen affected by the socio-economic consequences of measures to replenish fish stocks or protect ecosystems. She is familiar with, and also welcomes, the growth forecasts for maritime transport, marine research, the maritime economy and coastal tourism, the importance of fisheries for world food supplies in the face of a growing population and the opportunities on the labour market associated with all these areas.

However, in the rapporteur's view, the European Parliament should above all adopt a position on the following questions:

1. Does the EP continue to welcome the concept of an Integrated Maritime Policy?
2. Does the EP consider that the Integrated Maritime Policy is being implemented and applied quickly enough in the EU?
3. Are the Commission, the Council and the Member States satisfactorily implementing the action plan (largely welcomed by the EP)?
4. What progress has been made with the implementation of cross-sectoral policy tools (integrated maritime surveillance, Maritime Spatial Planning (MSP), Integrated Coastal Zone Management (ICZM), development of integrated marine research, knowledge and data base, sea-basin strategies)?

⁸ see European Parliament resolution of 5 May 2010 on Strategic goals and recommendations for the EU's maritime transport policy until 2018

5. What other measures need to be called for?