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DG MARE

# Ex post evaluation of the transitional financial programme of the Integrated Maritime Policy (IMP) and of two preparatory actions for maritime spatial planning

FINAL REPORT (VOLUME I)

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# CONTENTS

# APPENDICES

# List of abbreviations and acronyms

| | |
|---|---|
| AAR | Annual Activity Report |
| ADRIPLAN | ADRiatic Ionian maritime spatial PLANning |
| Aquapol | A network of law-enforcement authorities dealing with maritime and inland navigation |
| BG | Blue Growth |
| BluemassMed | Initiative covering six EU Member States located around the Mediterranean Sea basin and its Atlantic approaches |
| BSR | Baltic Sea Region |
| Bucharest | The Convention for the Protection of the Black Sea of 1992 – the Bucharest Convention |
| CCA | Climate change adaptation |
| CFP | Common Fisheries Policy (CFP) |
| CIS | Common Implementation Strategy |
| CISE | Common Information Sharing Environment |
| CoopP | Cooperation Project |
| DCF | Data Collection Framework for Fisheries |
| DG MARE | Directorate General for Maritime Affairs and Fisheries |
| DG ENV | Directorate General for Environment |
| DG MOVE | Directorate General for Mobility and Transport |
| EASA | European Aviation Safety Agency |
| ECP | European Climate Platform |
| ECGF | European Coast Guard Forum |
| EEA | European Environment Agency |
| ENV | Environment |
| EMFF | European Maritime and Fisheries Fund |
| EMODNet | European Marine Observation and Data Network |
| EMSA | European Maritime Safety Agency |
| EQ | Evaluation question |
| ERDF | European Regional Development Fund |
| ETC | European Territorial Cooperation |
| EU | European Union |
| EUMSS | European Union Maritime Security Strategy |
| EUROSUR | An information-exchange system hosted by Frontex, used by Schengen Member States |
| EUSAIR | European Union Strategy for the Adriatic and Ionian Region |
| EUSBSR | European Union Strategy for the Baltic Sea Region |
| FEMIP | Facility for Euro-Mediterranean Investment and Partnership |
| FP7 | Framework Programme 7 |
| FWCs | Framework contracts |
| GES | Good Environmental Status |
| GHG | Greenhouse gas |

| | |
|---|---|
| GMES | Global Monitoring for Environment and Security initiative |
| HELCOM | The Convention on the Protection of the Marine Environment in the Baltic Sea Area of 1992 – the Helsinki Convention |
| ICZM | Integrated Coastal Zone Management |
| INSPIRE | Infrastructure for Spatial Information in the European Community |
| INTERREG | European Union fund to support interregional cooperation |
| IMP | Integrated Maritime Policy |
| IMS | Integrated Maritime Surveillance |
| JRC | Joint Research Centre |
| MASPNOSE | MAritime Spatial Planning in the North-East Atlantic / North Sea / Channel area |
| MARATLAS | European Atlas of the Seas |
| MARSUNO | Initiative covering nine northern EU Member States, together with Norway and the Russian Federation, under Swedish leadership |
| MARSUR | A network of 17 Member States and Norway using existing naval and maritime information-exchange systems |
| MCGF | Mediterranean Coast Guard Forum |
| MFF | Multiannual Financial Framework |
| MS | Member States |
| MSFD | Marine Strategy Framework Directive |
| MSEsG | Member States' Expert Group on Maritime Surveillance |
| MSP | Maritime spatial planning |
| NGO | Non-governmental organisation |
| OSPAR | Convention for the Protection of the Marine Environment in the North-East Atlantic of 1992 – the OSPAR Convention |
| Plan Bothnia | Preparatory action on maritime spatial planning in the Baltic Sea |
| PSI | Public sector information |
| RSCs | Regional Sea Conventions |
| SEIS | Shared Environmental Information System |
| SeaDataNet | Pan-European infrastructure for ocean and marine data management |
| SSN | SafeSeaNet (A vessel traffic monitoring and information system managed by EMSA) |
| SWD | Solid Waste Directive |
| TAG | Technical Advisory Group |
| TFP | Transitional financial programme for the Integrated Maritime Policy |
| TPEA | Trans-boundary Planning Europe Atlantic |
| ToR | Terms of reference |
| UNEP-MAP | The Convention for the Protection of Marine Environment and the Coastal Region of the Mediterranean of 1995 – the Barcelona Convention |
| VASAB | Vision and Strategy around the Baltic Sea |
| WFD | Water Framework Directive |
| WISE | Water Information System for Europe |

# Abstract

In August 2014, DG MARE commissioned an evaluation of the transitional financial programme (TFP) of the Integrated Maritime Policy (IMP). The programme was established to provide financing for the further development and implementation of the IMP. The funding (EUR 40 million) aimed at supporting actions not covered under existing EU funding initiatives and sought coherence with other relevant EU policies. The programme was in operation from 2011 to 2014.

The evaluation classified the 70-odd projects funded under the TFP into five clusters representing the key intervention areas of the IMP. Data were collected through interviews with around 80 stakeholders, desk research of project and policy documentation and case studies of 12 individual projects.

The overall assessment of the five clusters Marine Knowledge, IMS, Environment, Blue Growth and sea basins and maritime spatial planning is that the TFP has, or will, achieve most of its objectives and will do so relatively efficiently. The policy framework is coherent and the actions have contributed to achieving this. The projects were relevant and have overall generated EU added value. The future programme would benefit from a review of implementation methods and focus areas, enhanced coordination between programme actions and additional efforts to increase programme awareness and stakeholder involvement.

# Executive summary

In August 2014, the Directorate General for Maritime Affairs and Fisheries (DG MARE) commissioned an ex post evaluation of the "transitional financial programme of the Integrated Maritime Policy" as required by the Regulation[1]. The transitional financial programme (hereafter the TFP) of the Integrated Maritime Policy was established to support the development of the Integrated Maritime Policy (hereafter IMP). The programme was approved in 2011 and expired on 31 December 2014.

Transitional financial programme

The overall aim was to provide financing for the further development and implementation of the IMP. The funding was targeted at actions not covered under existing EU funding initiatives and it should be coherent with other relevant EU policies[2]. The TFP lists a number of general objectives: a) integrated governance of maritime and coastal affairs; b) development of cross-sectorial tools; c) protection of the marine environment; d) development and implementation of sea basin strategies; e) external cooperation and coordination in relation to the objectives of the IMP; and f) supporting "Blue Growth". These were then further broken down into operational objectives.

The TFP sets out the type of eligible actions and the type of financial interventions (grants, public procurement contracts and administrative arrangements). The overall amount of funds made available by the TFP was EUR 40 million over the period from 1 January 2011 to 31 December 2013.

## Evaluation purpose and process

Purpose of the evaluation

The purpose of the evaluation is to provide DG MARE with conclusions (accountability) on actions implemented under the operational objectives of the TFP. An important aspect was to assess the effect of these actions on the implementation of IMP in the Member States, and on other EU policy areas. Furthermore, the evaluation provided recommendations for future actions and suggestions on how to design and implement these.

[1] Regulation 1255/2011 establishing a programme to support the further development of an Integrated Maritime Policy

[2] The Programme must be implemented in line with the requirements of Regulation 1605/2002 (the Financial Regulation).

Two tasks of the evaluation

The evaluation of the TFP is divided into two parts: Task 1 is the ex post evaluation of the TFP, while Task 2 covers the ex post evaluation of two preparatory actions for the TFP IMP. Task 2 is covered in a separate report (Volume II) but it is also part of the overall evaluation and provides important inputs to Task 1.

Evaluation process

The evaluation is based on a set of evaluation questions set out in the Terms of Reference, which were structured according to the standard evaluation criteria. Indicators and questionnaires were then developed on this basis. Data were collected through interviews with around 80 stakeholders, desk research of project and policy documentation and case studies of 12 individual projects. The evaluation classified the 70 projects funded under the TFP into five clusters representing the key intervention areas of the IMP. The evaluation was carried out between October and December 2014.

## Assessment of the five clusters

Marine knowledge

The **Marine Knowledge** cluster seeks to create a common marine and maritime data and information infrastructure built around publicly accessible online portals, which bring together the data already collected and stored by various public and private actors. In this cluster, two overall key activities were supported, namely EMODnet and MARATLAS.

EMODnet is still in the development phase, but its progress has been in line with expectations and in some instances, it is already delivering concrete outputs (data sets and data products). Stakeholders reported less than satisfactory progress in the areas of identification and creation of generic data products, which will play an important role for the ultimate outputs and, in the long term, the effectiveness of the projects. MARATLAS has continued to develop and refine its target audience. User statistics and use of the outputs show that the action is delivering the intended results and achieving its objectives to a certain extent. Nonetheless, it is assessed that the potential to further leverage this tool for both communication and data provision purposes is much higher. Concrete steps in this direction are already underway.

Marine Knowledge actions represent a coherent suite of projects that has, to the extent that the projects are finished or fully matured, produced the desired outputs, delivered results and contributed to the achievement of the relevant objectives. Moreover, the projects of the cluster have also supported the achievement of the horizontal objectives to varying degrees (particularly Integrated Maritime Governance and external cooperation), although none of the actions explicitly support these objectives.

*Table 0-1 Summary of implementation - Marine knowledge cluster*

| | Budget EUR million | Nr. of projects | Stage of implementation | Summary of activities | Summary of achievements (key) |
|---|---|---|---|---|---|
| Marine knowledge | 20.8 | 13 | 2 finalised<br>11 on-going | 8 portals<br>1 secretariat<br>2 checkpoints<br>1 study | Development of on-line data portals<br>Production of data and data products<br>Provision of communication tools supporting legislative development<br>Stakeholder mobilisation |

Integrated Maritime Surveillance

**Integrated Maritime Surveillance** (IMS) focuses on enhancing fragmented and inefficient maritime surveillance efforts by promoting closer cooperation between Member States' Coast Guards and other competent authorities active in the field of maritime surveillance, and works towards establishing an EU-wide interoperable surveillance system. The aim is to bring together existing monitoring and tracking systems used for maritime safety and security (marine environment, fisheries control, control of external borders and other law enforcement activities).

IMS cluster activities supported between 2011 and 2014 made indispensable contributions to the implementation of the CISE Roadmap by financing a number of critical studies and support services (e.g. communications, secretarial and technical support…). Two editions of the European and Mediterranean Coast Guard Forums were also funded in this cluster. The forums brought together Coast Guard authorities from across EU Member States and third countries (in the case of the Mediterranean Forum) to exchange best practices and experiences, and it led to concrete cooperation (action plans, exchange of cadets…).

By assisting the development of CISE, the actions contributed to the three horizontal objectives (Integrated Maritime Governance, sea basin Strategy and external cooperation). In a more direct manner, the forums are also considered by evaluators to have contributed to these horizontal objectives. However, as both CISE and the forums are themselves part of longer term processes, the evaluators can only estimate the extent to which these actions will eventually contribute to medium-term and long-term results.

*Table 0-2 Summary of implementation – Integrated Maritime Surveillance cluster*

| | Budget EUR million | Nr. of projects | Stage of implementation | Summary of activities | Summary of achievements (key) |
|---|---|---|---|---|---|
| Integrated Maritime Surveillance | 3.7 | 9 | 9 finalised | 5 fora<br>1 study<br>Technical and secretarial support<br>Consultancy service | Support to the CISE Roadmap<br>Facilitating Coast Guard cooperation<br>Contribution to enhanced situation awareness |

Environment

Protection of the **marine ecosystem** is important for the preservation of biodiversity and sustainable maritime growth. It is an overarching theme, touching upon the health of marine ecosystems (e.g. the Marine Strategy Framework Directive – MSFD and the Birds and Habitats Directives), climate change (e.g. the European Climate Adaptation Platform) and air pollution from ships (e.g. GHG emissions). The Marine Strategy Framework Directive (MSFD)[3] of 2008 and the Water Framework Directive (WFD)[4] of 2000 are explicitly mentioned as the environmental pillars of the IMP.

The focus of the cluster has been on developing methodological standards, enhancing knowledge on issues affecting the marine environment and improving cooperation between the different marine regions. As the aim of all actions is to support the MSFD, their effectiveness can only be confirmed when this Directive evaluated in 2021. However, the first indications of how the actions and outputs have been used and of the results attained are positive. In terms of effectiveness, the finalised projects did deliver in accordance with their project-specific objectives. Though only four out of the thirteen projects have been finalised, the stakeholders interviewed assessed that the projects, in general, are likely to deliver on their objectives.

The projects funded are assessed to contribute to the attainment of all six cluster operational objectives and the overall cluster objective. The analysis showed that the actions in this cluster partly contribute to the achievement of horizontal objectives. The cluster also contributes to the horizontal objective on integrated maritime governance through the Hope Conference and to external cooperation, in particular with the projects on the RSCs. The sea basin approach has been applied widely in the projects.

*Table 0-3 Summary of implementation - Environment cluster*

| | Budget EUR million | Nr. of projects | Stage of implementation | Summary of activities | Summary of achievements (key) |
|---|---|---|---|---|---|
| Environment | 3.75 | 14 | 4 finalised<br>10 on-going (2015) | 9 studies<br>3 technical assistance projects<br>1 arrangement with JRC<br>1 conference | Support to Member States<br>Enhanced coordination<br>Knowledge development<br>Best (good) practices |

Blue Growth and sea basins

Blue Growth covers fields ranging from the environment, energy, maritime transport and safety to employment, industry, tourism, competition and fisheries. Sea basin strategies are an efficient way of addressing specific problems and promoting the development of the maritime economy in sea basins and of ensuring

[3] 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 (Marine Strategy Framework Directive)

[4] Directive 2000/60/EC of the European Parliament and of the Council of 23 October 2000 establishing a framework for Community action in the field of water policy

environmental protection. Projects funded under these two objectives have been clustered together due to the synergy between the two.

The studies financed in this cluster have increased the level of knowledge about the topics examined and supported further EU action (including impact assessments). The conferences and workshops have provided platforms for dissemination of best practices and exchange of information. The efficiency of the financed projects is demonstrated in that they are assessed as providing value for money and that no evidence of underperformance was found. The potential for 'added value' by coordinating activities in these (sometimes competing) sectors is therefore evident.

Overall, the projects funded under this cluster are contributing fully to the objectives of the sea basin strategies and 'Blue Growth', as well as integrated maritime governance (awareness). Only one of the 25 projects in this cluster has not yet been completed.

*Table 0-4 Summary of implementation – Blue Growth and sea basins*

| | Budget EUR million | Nr. of projects | Stage of implementation | Summary of activities | Summary of achievements (key) |
|---|---|---|---|---|---|
| Blue Growth and sea basins | 10 | 25 | 24 finalised<br>1 on-going (2015) | 12 studies<br>1 forum (3 projects)<br>2 projects targeting employment<br>8 conferences | Support to policy work<br>Raised awareness<br>Increased level of knowledge development<br>Promotion of best (good) practices |

Maritime spatial planning (MSP)

**Maritime spatial planning** (MSP) is one of the important cross-sectorial tools for the implementation of the IMP. Responding to the competitive needs of sectorial interests in the seas, MSP sets out to promote efficient use of maritime space as a means to mitigate climate change impacts. MSP is a tool to improve decision-making and coordination amongst Member States.

The focus has been to support cooperation between Member States on specific cases of transboundary maritime spatial planning. The MSP planning projects have been useful in terms of development of stakeholder processes and good practice tools, such as MSP plans and data gathering. Three workshops addressed MSP in a sectorial context, bringing together widely differing stakeholders to discuss key issues. Outputs from these workshops are being used by DG MARE to develop guidelines for MSP.

Overall, the projects funded in this cluster have either already achieved the overall cluster objective in support of 'maritime spatial planning and integrated coastal zone management', or are likely to do so. Most projects are closed, with only one project in the cluster ending in 2015. This cluster projects primarily support the horizontal objectives for sea basin strategies and integrated maritime governance.

*Table 0-5 Summary of implementation – Maritime spatial planning*

| | Budget EUR million | Nr. of projects | Stage of implementation | Summary of activities | Summary of achievements (key) |
|---|---|---|---|---|---|
| Maritime spatial planning | 2.5 | 6 | 5 finalised<br>1 on-going (2015) | 3 workshops<br>2 MSP planning projects<br>1 ICM and climate project | MSP tools<br>Stakeholder mobilisation and methods<br>Sectorial workshops<br>Promotion of best (good) practices |

Preparatory actions

Volume II of this report evaluates two MSP preparatory actions (MASPNOSE and Plan Bothnia). The assessment found that both preparatory actions achieved their objectives and generated EU added value by developing methods and cooperation models. A key finding was that stakeholder involvement is essential to starting cross-border/transboundary MSP processes.

*Table 0-6 Summary of preparatory action for MSP: Plan Bothnia*

| | Budget EUR | Period | Geography | Summary of activities | Summary of achievements (key) |
|---|---|---|---|---|---|
| Plan Bothnia | 400,000 (500,000) | 2010-2013 | Baltic Sea Region – Bothnian Sea (southern part of the Gulf of Bothnia) | Facilitation<br>Collate and assess data<br>Plan of Bothnian Sea<br>Dissemination<br>External evaluation of MSP | Facilitation of MSP processes, including the generation of maps and a maritime spatial plan |

*Table 0-7 Summary of preparatory action for MSP: MASPNOSE*

| | Budget EUR | Period | Geography | Summary of activities | Summary of achievements (key) |
|---|---|---|---|---|---|
| MASPNOSE | 449,678 (562,097) | 2009-2012 | Southern North Sea:<br>- Dogger Bank<br>- Thornton Bank | Data on human activity<br>Stakeholder analysis<br>Facilitation<br>MSP methodology/model MSP | Assessment of issues in the North Sea<br>Two MSP plans (two case studies)<br>Evaluating and monitoring MSP practices |

## Conclusion on achieving the objectives

Overall, the analysis shows that the actions under the TFP contribute to an impressive number of the objectives in support of the IMP. The overview below summarises the attainment of the objectives.

*Table 0-8 TFP objectives and the number of projects in the clusters supporting each objective*

| Overall objective | Operational objectives | MK | IMS | ENV | BG/SB | MSP |
|---|---|---|---|---|---|---|
| (a) to foster the development and implementation of integrated governance of maritime and coastal affairs; | (a) develop, introduce or implement integrated maritime governance; | 12 | 9 | | | 6 |
| | (b) promote **cooperation platforms and networks;** | 12 | 9 | | | |
| | (c) enhance the **visibility** of, and **raise the awareness of,** public authorities, the private sector and the general public, to an integrated approach to maritime affairs. | 2 | 4 | 1 | 8 | 6 |
| (b) to contribute to the development of cross-sectoral tools, | (a) the **Common Information Sharing Environment;** | | 5 | | | |
| | (b) **maritime spatial planning and integrated coastal zone management;** | | | | | 6 |
| | (c) a **marine data and knowledge base.** | 12 | | | | |
| (c) to promote the protection of the marine environment, in particular its biodiversity, and the sustainable use of marine and coastal resources | (a) **protection and preservation of the marine and coastal environment;** | | | 14 | | |
| | (b) contribute to the **health, biological diversity and resilience of marine and coastal ecosystems;** | | | 6 | | |
| | (c) facilitate **coordination** between Member States; | | | 4 | | |
| | (d) facilitate the development of **methods and standards**; | | | 10 | | |
| | (e) promote **actions for the mitigation** of the effects of, and adaptation to, climate change; | | | 14 | | |
| | (f) support the development of **strategic approaches** to research for the purpose of assessing the current state of ecosystems. | | | 4 | | |
| (d) to support the development and implementation of sea-basin strategies; | (a) support the development and implementation of **integrated sea basin strategies**, | 7 | | | 6 | 3 |
| | (b) promote and facilitate the exploitation of **synergies** and the **exchange of best practices.** | | | 5 | 12 | 1 |
| (e) to improve and enhance external cooperation and coordination in relation to the objectives of the IMP, | (a) encourage an **integrated approach with third countries,** including on the ratification and implementation of UNCLOS; | | | | | |
| | (b) encourage **dialogue with third countries**, taking into account UNCLOS; | 7 | | 3 | | |
| | (c) encourage the exchange of **best practices, taking into account** regional strategies at the sub-regional level. | | | 3 | 1 | |
| (f) to support sustainable economic growth, employment, innovation and new technologies in maritime sectors and in coastal, insular and outermost regions in the Union. | (a) promote **initiatives for growth and employment** in the maritime sectors and in coastal and insular regions; | | | | 17 | |
| | (b) promote **training, education and career opportunities** in maritime professions; | | | | 2 | |
| | (c) promote the development of **green technologies, marine renewable energy sources, green shipping and short sea shipping**; | | | | 14 | |
| | d) promote the development of coastal, maritime and island **tourism**. | | | | 14 | |
| Total number of projects in each of the five clusters | | 12 | 9 | 14 | 25 | 6 |

As the preceding conclusion illustrates, individual cluster objectives are generally achieved or on their way towards attaining the immediate objectives. It is important

to remember that a number of actions of the TFP are still under implementation, are being finalised or have very recently been finalised. This means that the full effect may not be evident for a while to come.

## Key findings and recommendations

The final part of the evaluation concerns cross-cutting key findings, some overall lessons learnt and recommendations gathered by the evaluators through the evaluation and analysis. Overall, the analysis shows that the actions carried out under the TFP have supported a large and wide number of activities in support of the IMP.

A number of issues or key findings emerged during the analysis. In particular, cross-cutting and horizontal themes, sectors and topics have been gathered under the headings below. The key findings and lessons learnt target ways of strengthening the actions under any future programme.

Seven key issue areas were identified:

- **Implementation efficiency** - The procurement methods were effective and delivered the services required. Streamlining of timetables to avoid long implementation delay could improve implementation speed.

- **Type of actions and support** - In many areas of the IMP, such as IMS and Environment, there is a need for supporting Member State administrations. There is a need to focus more on capacity-building, rather than on technical assistance, in future projects/actions.

- **Coordination between clusters and actions** - Policies within the IMP framework are well-integrated, however, actions and projects are not sufficiently coordinated with other activities in spite of obvious and direct links.

- **Awareness and cooperation** – Stakeholders who have not been directly targeted have little insight. There is a need to ensure that all relevant industries (industry organisations), NGOs, Member State representatives, and other stakeholders become aware of the actions.

- **Sustainability and replicability** - Efforts have been made to render the results sustainable, for example in marine knowledge. In other clusters, there is a need to look at how projects are to be made sustainable or replicable.

- **Stakeholder involvement** - The TFP revolves around involving stakeholders and focuses on stakeholders' needs for participation in different processes. There is a need to enhance the involvement of the Member States and to maintain it for other stakeholders.

- **EU added value and the future** - A key added value is the cooperation between Member States, as many of the activities would not take place without the EU funding. Development and sharing of good practices need to be further supported in the future.

# 1 Introduction

The Directorate General for Maritime Affairs and Fisheries has commissioned an "Ex post evaluation of the transitional financial programme of the Integrated Maritime Policy". This evaluation study was launched under the framework contract for impact assessments and evaluations, reference MARE/2011/01 Lot 1 Maritime Policy. The assignment was awarded to a team of evaluation consultants from COWI A/S and E&Y.

The transitional financial programme (hereafter the TFP) of the Integrated Maritime Policy was established by Regulation 1255/2011[5] as a programme to support the development of the Integrated Maritime Policy (hereafter IMP). The general objective of this programme is to provide financing for the further development and implementation of the IMP. The Programme was implemented in line with the requirements of Regulation 1605/2002 (the Financial Regulation)[6].

Purpose of the evaluation

The purpose of the evaluation is to provide DG MARE with conclusions (accountability) on actions implemented to date to attain the operational objectives of the TFP. An important aspect is to assess the impact of the actions on the implementation of the IMP in the Member States and on other EU policy areas. Furthermore, based on its findings, the evaluation will provide recommendations for future actions and suggestions on how to design and implement these.

The evaluation will focus on providing information that can feed into the debate on the future IMP, into the annual activity reports (AARs) of DG MARE[7] and into the Commission's annual evaluation report on the Union's finances based on the results achieved according to Article 318 of the Treaty on the Functioning of the European Union (TFEU)[8].

[5] Regulation 1255/2011 establishing a programme to support the further development of an Integrated Maritime Policy

[6] FR repealed by Regulation (EU, EURATOM) No 966/2012

[7] Every Directorate-general and Service of the European Commission publishes an annual activity report by the end of the year, which details the achievements and initiatives taken during the year, and the resources used.

[8] http://ec.europa.eu/smart-regulation/evaluation/documents_en.htm

**Two tasks of the evaluation**

The evaluation is divided into two parts. Task 1 is the ex post evaluation of the TFP, while Task 2 covers the ex post evaluation of two preparatory actions to the IMP. Task 2 is covered in a separate report (Volume II) but it is also seen as part of the overall evaluation as it provides important inputs to Task 1.

**Evaluation timeframe**

The ex post evaluation study started on 17 October and ended on 19 November 2014. Prior to this, a series of kick-off meetings was held with DG MARE in September 2014, and the inception report was submitted on 17 October 2014.

During the period 17 October to 19 November 2014, interviews with stakeholders were conducted, the desk study and analysis were completed and the report was drafted.

An interim report was submitted to DG MARE on 3 November 2014, providing an overview of the progress of the evaluation.

The draft final report was submitted on 19 November 2014. The first comments were received from 19 November to 17 December 2014. Based on these, a second draft was submitted on 12 January 2015. A second round of comments resulted in the final report, which was submitted on 10 February 2015.

**Structure of this report**

Volume I of the Report is structured as follows:

Chapter 2 This chapter describes scope and purpose, the analytical framework, as well as the data collection and analytical methods.

Chapter 3 This chapter provides an overview of the development of the IMP and the Regulation for the TFP.

Chapter 4 This chapter analyses the actions of the TFP structure per cluster:

- Marine knowledge
- IMS/CISE
- Environment
- Blue Growth and sea basins
- MSP

Chapter 5 This chapter presents the conclusions derived from the findings, structured according to the six objectives. The chapter also includes the key findings across clusters, objectives and lessons learnt.

Appendices The appendices contain the analytical framework, lists of documents available per project, case studies and list of interviews per cluster, as well as an overview of the policy documents used.

The structure of Volume II is described in Volume II, which has been prepared as a stand-alone report with its own methodology.

# 2 Evaluation scope, analytical framework and methodology

This chapter details the scope of the evaluation, its purpose, the analytical framework, the data collection process and analytical methods. While the Inception Report[9] presented the full methodology, an overview of the methods used and analyses is presented in this report. The Evaluation Framework Matrix is included in Appendix A and the Intervention Logic is presented in Appendix B.

## Scope

The scope of this assignment is to assess the results and effects of the actions supported by the TFP. The evaluation also includes maritime spatial planning-related preparatory actions undertaken in the Baltic Sea and the North Sea (evaluated in Volume II).

Task 1 – transitional financial facility

Task 1 concerns the "Ex post evaluation of the transitional financial programme for the IMP" (Task 1). The aim is to assess the results, and effects, of the actions supported under the TFP and the fulfilment of identified needs. There is specific focus on objective (b) regarding the cross-sectorial tools, as this represents the largest financial allocation, although the evaluation framework ensures that all objectives are covered.

Task 1 of the evaluation is not a project evaluation as such, and, therefore, conclusions are made at cluster objective and programme objective level and not at project level except for the case studies. The results of Task 1 are presented in Volume I of the report (the present report).

Task 2 – preparatory action

Task 2 of the ToR is to carry out an "Ex post evaluation of two IMP preparatory actions". The aim is to evaluate the results and effects of the two preparatory actions and whether the objectives of the calls were achieved:

[9] Ex post evaluation of the transitional financial programme of the Integrated Maritime Policy (IMP) and the two preparatory actions for maritime spatial planning. Inception Report. COWI A/S. 17 October 2014.

- "Preparatory action on maritime spatial planning in the Baltic Sea" (Plan Bothnia)
- "Preparatory action on maritime spatial planning in the North East Atlantic / North Sea / Channel area" (MASPNOSE).

The evaluation of the preparatory actions was carried out parallel with Task 1 to ensure that the evaluation results could be used to assess, in particular, Objective (d). This part of the evaluation is included in Vol. II of the evaluation report.

## Evaluation framework

The evaluation framework consists of the evaluation criteria set out in the Terms of Reference and the detailed evaluation questions. The evaluation questions were reviewed both as part of the proposal submitted to the EC and of the inception report. Detailed judgement criteria and indicators were added in the inception phase.

For the purpose of this evaluation, the SMART evaluation criteria were used[10], as presented in Table 2-1. The table in Appendix A includes the criteria, the evaluation questions, the judgement criteria and the indicators.

*Table 2-1 SMART Evaluation criteria*

| Criteria | Description | Evaluation Questions |
|---|---|---|
| Effectiveness | Have the objectives been met? | 1, 2, 3, 4, 5, |
| Efficiency | Were the costs involved justified, given the changes achieved? | 6, 7 |
| Coherence | Does the action complement other actions or are there contradictions? | 8, 9 |
| Relevance | Is the EU action still necessary? | 11, 12 |
| EU added value | Can or could similar changes have been achieved without EU action, or did EU action make a difference? | 10 |

Evaluation framework

The evaluation framework for Task 1 and Task 2 is similar in approach and follows the SMART evaluation criteria. The evaluation framework is included below. The analytical framework in Table 2-1 is used to structure the evaluation and the data collection.

Evaluation questions

No fundamental changes have been made to the evaluation questions (EQ) in Table 2-1 when comparing these with the questions proposed in the ToR and the

[10] Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. Strengthening the foundations of Smart Regulation – improving evaluation. COM(2013) 686

proposal. The number of questions are the same but one evaluation question was rephrased to ensure its clarity.

Judgement criteria and indicators

For each evaluation question, one or more judgement criteria were developed. Each judgement criterion has one or more indicators. These were used to assess the data collected and formulate the interview questions included in the interview guides.

## Objectives of the TFP and clusters

Identification of objectives – horizontal and specific

An important part of the design of the evaluation scope and framework was to review the types of objectives included in the TFP. The regulation includes six general objectives (also referred to as strategic objectives) – an overview is given in Appendix T. In addition to the six general objectives of the TFP, a subset of specific objectives detailing each general objective is included in it. These specific objectives are used to assess whether actions and projects have achieved their objectives.

The general objectives were divided into two groups by the evaluators: horizontal objectives and cluster-specific objectives. Objectives B, C and F belong to "cluster-specific objectives" - each of which is specific to a certain sector or area of the IMP - while Objectives A, D and E are general or horizontal in character and, therefore, relate to all sectors or clusters – they are referred to as "horizontal objectives". See Table 2-2.

Table 2-2 provides an overview of the horizontal cluster objectives and indicates which objectives apply to a particular sector or area. All sectors/clusters were reviewed against the three horizontal objectives.

Cluster approach

A clustering approach to the projects/actions, according to theme or sector, was used in order to provide a coherent basis for the analysis. In consultation with DG MARE, it was decided to use the five main clusters of the IMP, which integrate five maritime sector policies.

In the project overviews received from DG MARE and the database, the projects were already 'allocated' under the objectives of the regulation and the actions of the work programme. Actions supporting the same general objective are often placed under different objectives of the Regulation.

The rationale for clustering the projects in the manner chosen for this study was therefore to:

- group actions of different kinds (workshops, studies, technical support, etc.) but supporting the same objective, for example marine knowledge, in one cluster to assess the actions/projects together, thereby providing an overview of the full support provided, for example to marine knowledge (sectorial or cluster focus)

- ensure that actions/projects across the IMP sectors, funded under the different (sectorial) objectives, were also assessed under the horizontal objectives, such as the sea basins objective.

- ensure that Objective B received the required attention and focus. Objective B was therefore divided into three clusters.

Table 2-2 shows how the projects were classified in the database (according to objective), as well as the cluster into which they were regrouped.

*Table 2-2 Overview of cluster-specific and horizontal objectives and clusters*

| | Project according to data base/ to cluster | Horizontal objective | Cluster specific objectives | Cluster specific objectives | Horizontal objective | Horizontal objective | Cluster specific objectives |
|---|---|---|---|---|---|---|---|
| | | A – integrated governance | B – cross-sectorial tools | C - environment | D – Sea basins | E – external cooperation | F - Growth |
| 1 | Marine knowledge | X | X | | X | X | X |
| 2 | IMS | X | X | | X | X | |
| 3 | Environment | X | | X | X | X | |
| 4 | Blue Growth | X | | | X | X | X |
| 5 | MSP | X | X | | X | X | |

## Data collection

Data at cluster level

As explained above, data were collected at cluster level. This approach was used because many projects form part of a more comprehensive action and cannot be viewed in isolation. This also ensured that the data collected were relevant to the evaluation by virtue of being a programme evaluation. Data were collected in three ways: by case studies of individual projects, document review and analysis and interviews.

Case studies

A very important part of the data collection was the case studies. With a very large number of projects of different character and size, in-depth analysis of a selection of these projects was required. Two cases studies were selected in each of the five clusters (the rationale for the selection of the cases is explained in section 4.1). Each case study is presented in a fiche format and included in Appendices H to L (per cluster). Case studies include detailed document reviews of the project documentation (terms of reference (calls or similar), project reports (progress, interim and final), project webpages and other project outputs (publicity materials, etc.). Documents are listed in Appendices C-G (one for each cluster). Furthermore, interviews were conducted for the case studies as listed in Appendices M-Q. See also the description of the interviews below.

Document review

Another very important part of the data collection was the document review of project documentation. As the majority of the projects is still under implementation, a key part of the data was the project documentation (terms of reference (calls or similar), project reports (progress, interim and final). For a number of project outputs (final and interim), sources such as websites or portals were also reviewed and analysed. Document reviews were carried out at project level (see also above under case studies) and the findings summarised at cluster level.

In addition to the review and an analysis of project documentation, a substantial number of policy and programme documents (official documents (regulations, communications)); implementation and progress reports were analysed. These documents are listed in Appendix S. The policy documents were used to establish the 'baselines' (background for the actions of the TFP) for each cluster and to analyse how actions may have affected the policy. Overall project and policy document reviews were used for desk research and to validate and triangulate data from interviews and other sources.

The documents were organised and structured using the database (https://webgate.ec.europa.eu/maritimeforum/en/community/articles/3611), where DG MARE stores the project documents. Furthermore, a substantial number, especially of project documents, was received directly from project implementers (contractors).

Interviews

As indicated in the inception report, an important part of the assessment will be the views and perceptions of stakeholders. Due to the nature of the programme and the fact that many activities have recently been completed or are still under implementation, this approach is considered the most appropriate way to obtain information that can answer the evaluation questions presented in the terms of reference.

Stakeholder opinions and assessment are used to learn about and examine views (of beneficiaries and other stakeholders) on a project or programme. An analysis of the assessment will inform the evaluator about the degree to which the project meets the expected needs. This can provide insight into the mechanisms of implementation and the causal links of a programme. Also, recommendations and suggestions for improvement can be formulated using this knowledge.

The interview technique is used to gather qualitative information and the opinions of stakeholders about a project. It can provide a summative evaluation of any programme that plans to change the behaviour or perceptions of various players (such as technology transfer or training programmes)[11].

During the inception phase, a number of exploratory interviews were conducted. The information obtained during these interviews was used to select cases and organise the actions/project clusters for analysis.

[11] Evalsed Sourcebook: Methodologies and techniques. European Commission. 2014.

During the evaluation, around 75 interviews were conducted (on average 10 per cluster), and used as a key data source for the evaluation. The interview guide for the interviews was semi-structured and is included in Appendix S. Table 2-3 provides an overview of the categories of stakeholders that were interviewed for each cluster.

Anonymity

All interviews were conducted on the principle of anonymity, guaranteeing that stakeholders cannot be identified by their responses. This was an important condition for participation for many interviewees. For each cluster, 'stakeholders interviewed' refers only to the stakeholders interviewed for the particular cluster (not to the stakeholders in general). Stakeholders are not broken down into smaller groups as one would then be able to identify a particular stakeholder[12]. The types of stakeholders interviewed are listed in Table 2-3.

*Table 2-3 List and description of stakeholders interviewed*

| Name of stakeholder | Profile | Role in programme |
|---|---|---|
| European Commission | DG MARE, DG REGIO, DG ENV, DG MOVE, DG RTD | Programme manager; participation in Steering Committee. |
| Representatives of Member States | National authorities involved in the IMP | Implementing IMP; participation in working groups; (at times involved in implementation of projects). |
| Other external stakeholders | Scientific community, business community, NGOs | Lobbying; users of outcomes, implementation of projects, advocacy. |
| Project implementers | Consulting companies, universities, NGOs | Implementation of projects |

Important note on references to interviews

References made to 'stakeholders interviewed' refer to the majority of the stakeholders interviewed for the cluster in question (who could answer the question). 'Some interviewed stakeholders or several' refer to around half of the stakeholders; 'a few' refers to around a quarter or less of the interviewed stakeholders. This also applies to the case studies where the 'stakeholders interviewed' refers to the stakeholders interviewed for that particular case study (but listed in the cluster to make it indistinct). Information pertaining from interviews with Commission stakeholders is referenced as 'Commission officials'.

Other stakeholders or singular stakeholders

In the cases where other stakeholder groups have been interviewed (not the stakeholders for that cluster) and the finding is used in another cluster, the cluster for which these stakeholders were interviewed is indicated. In some cases, very few stakeholders were able to respond to a particular question/group of questions or topic – typically issues related to project commitments and similar. In these cases, this has been indicated. Where this concerns information from Commission services, it may directly be referenced as such.

[12] Field notes are kept by the evaluator but not shared beyond the team as these often contain too much confidential information for wider circulation.

*Table 2-4 Reference to stakeholder interviews*

| Reference | Description | Estimate percentage |
|---|---|---|
| 'stakeholders interviewed' | the majority of the stakeholders interviewed for that cluster (who could answer the question) | ≥ 75% |
| 'some interviewed stakeholders or several' | around half of the interviewed stakeholders | ≥ 50% |
| 'a few interviewed stakeholders or several ' | around a quarter of less of the interviewed stakeholders | ≥ 25% |

The lists of interviewees are included in Appendices M-Q (per cluster) and an overview of the number of interviews per cluster requested, and conducted, is provided in Table 2-5. 107 interview requests were submitted and 68 were completed. Around 37 interview requests did not result in an interview (interviewees declined, were not available or could not be reached)[13]. The very short timeframe for the evaluation had an impact on the number of interviews possible.

*Table 2-5 Interviews – requested, completed and declined/no response*

| Cluster | Interviews requested | Interviews completed | No response /declined |
|---|---|---|---|
| 1. Marine Knowledge | 21 | 10 | 11 |
| 2. IMS | 14 | 9 | 3 |
| 3. Environment | 12 | 8 | 4 |
| 4. Blue Growth and sea basins | 15 | 11 | 4 |
| 5. MSP* | 24 | 16 | 8 |
| Preparatory actions MSP (Task 2) | 21 | 14 | 7 |
| Total | 107 | 68 | 37 |

* Note – possible overlap between MSP and Preparatory actions

## Analytical methods

### Intervention logic analysis

Using the intervention logic analysis, the programme was analysed to identify the changes which have occurred. The intervention logic analysis consists of the baseline assumption of outputs, results and effects. The intervention logic is thus comparable to the theoretically best performance situation, or the expected performance situation of the programme, and each of the preparatory actions.

The intervention logic included in Appendix B assumes the following: If actions/project clusters meet their objectives, they also contribute to the operational objectives of the programme. For each of the five clusters, a cluster-specific intervention logic is included in Chapter 4, which deals with clusters. The template

[13] These requested interviews are not listed in the appendix; only the conducted interviews.

for intervention logic illustrates how each evaluation question answers parts of the intervention logic.

Contribution assessment

A 'contribution assessment' seeks to provide plausible evidence of the contribution (strength of relationships) and attributions (direction of effects). The key issue is to determine if the programme made a noticeable contribution, as expected, or if other attributions, which were not foreseen, materialised. To assess the contribution of the programme to the overall objective, one must first assess whether the projects achieved their objectives and if they contributed to the overall objective through the operational and general objectives.

Attribution

It is important to bear in mind that other actions and activities in support of the IMP have taken place, both prior to, and parallel with, this programme, and which have been funded outside the TFP. Where possible, also concerning interviews, efforts were made to avoid the inclusion of results from actions funded outside this framework. However, it is apparent that this cannot be completely avoided, as many stakeholders find it difficult to distinguish between the various actions/initiatives and are not always aware of which budgets provide the funding.

Conflict of interest

COWI ensured that staff involved in the implementation of specific TFP projects were not involved in the assessment of these same projects. In general, staff involved in the implementation of a TFP project were excluded from assessing the entire cluster.

In the proposal for this evaluation study[14], the section on risk management included a discussion on the potential issue of conflict of interest. COWI A/S and E&Y have implemented several projects under the TFP. In order to avoid conflicts of interest during the assessment of the TFP, it was ensured that staff involved in the implementation of these projects were not directly involved in their assessment. This was not considered a major issue as this study is not a project evaluation (except for the two MSP preparatory actions, in which COWI/E&Y were not involved).

Therefore, it was agreed that no expert who had been involved in a project under one of the clusters could evaluate any of the projects relating to that whole cluster[15]. COWI & E&Y therefore replaced three experts and shifted cluster responsibility of the remaining experts in order to optimise resources and reduce the risk of a conflict of interest. COWI confirms that the above agreement with DG MARE was respected throughout the evaluation period.

The projects in which COWI and E&Y were involved are A16, B2, B5, D4 (as project leaders), and C2 and C11 (as partners). For further details about these projects, please refer to the tables and information in Section 4.

[14] Submitted 19 August 2014

[15] This was included in the inception report submitted on 14 October 2014 and approved by DG MARE on 28 October 2014.

# 3 The transitional financial programme of the IMP

This section provides an overview of the development of the IMP and the regulation for the IMP programme. The aim is to provide the necessary background that will allow the reader to follow the history, objectives and development of the initiatives and actions under evaluation. Figure 3-1 describes the development of the financial regulation subject to this evaluation.

Origins of IMP

The origin of the Integrated Maritime Policy (IMP) goes back to 2006, when the Commission, in its Green Paper[16], pointed to the strategic importance of the seas and oceans for Europe. There was a vital need to find a balance between their economic and competitive development, which addressed sustainability, environmental protection and the livelihood of the maritime regions' inhabitants. In the deliberations that followed, it became apparent that coastal and maritime issues were traditionally addressed within well-defined sectorial policies. At EU level, these issues included:

- Maritime transport and maritime safety and security policy
- Border control and law enforcement activities
- Industrial policies (shipbuilding, tourism etc.)
- Protection of marine environment and climate change;
- The Common Fisheries Policy
- Research policies
- Defence aspects as part of the European Security and Defence Policy.

For all these areas, policies had been or were being developed at regional, national and EU level with varying levels of coordination and understanding of a common vision.

[16] "A Maritime Policy for the Union: Towards a future vision for the oceans and seas" - COM(2006) 275

Introduction of IMP – 2007 Blue Book

The IMP was formally introduced, by the Commission in 2007[17], as a means to support sustainability and growth within sectors relevant to the seas of Europe and their conceivable challenges. A comprehensive and cross-sectorial approach should enable Europe to reach the desired results. The objective of the IMP is to develop and implement this integrated approach. In particular, the IMP aims to:

- promote integration of governance structures
- support the implementation of integrated policies by providing the required knowledge base and cross-cutting tools
- improve synergies and coherence across sectors
- take into account specificities of the regional seas around Europe.

The Action Plan - 2007

An Action Plan[18] set out a number of actions and steps for the Commission to take during the following years. This document identified five cross-cutting policies needed to create the necessary links between the existing sectorial policies:

- Marine data and knowledge
- Integrated maritime surveillance
- Maritime spatial planning
- Blue Growth
- Sea basin strategies.

Apart from specific actions of a legislative nature on sectorial aspects, such as transport, environment and fisheries, the majority of specific actions in the Action Plan relate to stocktaking (reports, studies) and preparing the ground for future actions.

Review of the IMP - 2009

In 2009 the Commission undertook a review of steps taken[19], and found that 56 of the 65 actions covered by the plan had been launched, with some minor delays. Based on this review, cooperation structures were set up at EU, Member State and regional levels to ensure the coordination of sea-related policies. At the same time, the Commission reported the positive reaction of the stakeholders to the initiative. This document also took into account the difficult economic situation which began in 2008, and set out areas where further action would be needed. Overall, the Commission found *"The last two years have confirmed the IMP as a highly*

[17] 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 ('Blue Book'), COM(2007) 575

[18] Commission Staff Working Document. Accompanying document to the 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 SEC(2007) 1278

[19] Progress Report on the EU's Integrated Maritime Policy of 15 October 2009 (SEC(2009) 1343)

*promising policy providing a significant contribution to growth, jobs and environmental sustainability for Europe's coastal areas and beyond"*.

In 2009 and 2010, the Council and the European Parliament expressed their support for a programme financing further activities, which was to enter into force in 2011.

Ex ante evaluation of financial programme - 2010

Following the review of the IMP, in 2010 the Commission presented an ex ante evaluation of a proposed financial programme designed to support the further development of the IMP[20]. The main finding was that the IMP had made progress between 2008 and 2010, but not at the same rate for all actions. For example, while progress was reported in areas of governance, further work was needed for other, more complex and technical fields (such as surveillance and maritime spatial planning).

The ex ante evaluation mentioned that some EUR 20 million was spent during this period on pilot projects and preparatory actions. Given the status of the actions and the need for these to continue in the near future, the ex ante evaluation estimated that the available funding would not be sufficient. Even though other EU financial instruments (like the Cohesion Fund, the ERDF, the European Fisheries Fund, the FP7 and the Instrument for Pre-Accession Assistance) play a role in supporting IMP actions, they were not considered comprehensive enough to cover all the priorities and goals of the IMP. Failure to provide the required funding would jeopardize the targets of the 2007 Blue Book.

The support programme regulation

The ex ante evaluation led to a proposal and the eventual adoption of Regulation 1255/2011[21], which established a programme to support the further development of an Integrated Maritime Policy (TFP). The general objective is to provide adequate financing for the further development and implementation of the IMP. This funding aimed at actions not covered under other existing EU funding initiatives and should be coherent with other relevant EU policies[22]. In order to ensure coherence, the TFP had a list of general objectives, which were then further detailed in operational objectives. The general objectives were:

a) Foster the development and implementation of integrated governance of maritime and coastal affairs
b) Contribute to the development of cross-sectorial tools
c) Promote the protection of the marine environment
d) Support the development and implementation of sea basin strategies

[20] Ex-ante evaluation for the proposal of 29 September 2010 by the Commission for a Regulation establishing a programme to support the further development of an Integrated Maritime Policy (SEC(2010) 1097)
[21] Regulation 1255/2011 establishing a programme to support the further development of an Integrated Maritime Policy
[22] The Programme must be implemented in line with the requirements of Regulation 1605/2002 (the Financial Regulation).

e) Improve and enhance external cooperation and coordination in relation to the objectives of the IMP

f) Support "Blue Growth".

The Regulation sets out the type of eligible actions[23] and the type of financial intervention (grants, public procurement contracts and administrative arrangements with the JRC). The overall funds made available by the Programme amounted to EUR 40 million from 1 January 2011 to 31 December 2013. Finally, the Regulation required that an ex-post evaluation report be submitted to the European Parliament by 31 December 2014, which is the basis for this evaluation.

Implementing Decision 2012

Based on the Regulation, the Commission adopted an Implementing Decision in 2012, concerning the work programme of actions to be funded under the Regulation[24]. The work programme contains a detailed description of actions to be undertaken during the years 2011 and 2012 and the funding to be allocated to each, as well as a clear link between actions and IMP objectives. The work programme is managed through a cooperation between different Commission Directorates General (DG MARE, DG ENV, and DG MOVE) and complements IMP activities funded under FP7 and INTERREG programmes.

The 2012 progress report

In 2012, the introduction of the Regulation was followed by a progress report on the IMP[25] itself with the state of play of the IMP activities. The main finding is that "*By avoiding duplication of spending and efforts, and encouraging the sustainable development of maritime activities, the IMP has brought concrete benefits to the European economy and maritime sectors in Member States*".

The EMFF 2014

In 2014, the Commission adopted Regulation 508/2014, which established the European Maritime and Fisheries Fund (EMFF)[26]. This Regulation combines and streamlines funding for Commission initiatives relating to the sea, including the Common Fisheries Policy (CFP) and the IMP. IMP-related actions are now funded under the EMFF, however without affecting the continuation of existing actions. For 2014, the Commission Implementing Decision allocated EUR 29.3 million for IMP[27] under direct management. As the EMFF programme actions are not included in the scope of the ToR, they are not included in the scope of the analysis of this report.

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[23] Amongst other actions: research projects, sharing best practice, conferences, public access to information, etc.

[24] Commission Implementing Decision of 12.3.2012 concerning the adoption of the Integrated Maritime Policy work programme for 2011 and 2012, C(2012) 1447

[25] Progress of the EU's Integrated Maritime Policy (COM(2012)491)

[26] Regulation (EU) No 508/2014 of the European Parliament and of the Council of 15 May 2014 on the European Maritime and Fisheries Fund and repealing Council Regulations (EC) No 2328/2003, (EC) No 861/2006, (EC) No 1198/2006 and (EC) No 791/2007 and Regulation (EU) No 1255/2011 of the European Parliament and of the Council.

[27] Commission Implementing Decision of 4.7.2014 concerning the adoption of the work programme for 2014 and the financing for the implementation of the European Maritime and Fisheries Fund, C(2014) 4488

*Figure 3-1 Development of the IMP*

# 4 Findings at cluster level

This chapter presents the main analysis of the actions of the IMP facility structured in five clusters as described in Chapter 2. Each of the five cluster sections is structured as follows:

1 **Background to the actions** describes the situation of the thematic or sectorial issues at the time of the start of the Regulation and funding programme in order to give the reader an insight into the issues targeted by the actions.

2 **Implementation state of play** provides an overview of the projects funded under the actions and the current state of play with regard to their implementation

3 **Answers to the evaluation questions** presents the analysis of the cluster of projects according to the criteria (effectiveness, efficiency, coherence, relevance and EU added value) and answers the evaluation questions (please see Appendix A for a full overview of the evaluation questions, judgement criteria and indicators).

4 **Summary of findings -** summarises the main findings in the cluster according to the five evaluation criteria.

5 **Summary assessment of the evaluation questions** (Table) – for easy reference, each cluster chapter ends by summing up in table format the findings for each evaluation question.

As described in Chapter 2, the 67 projects[28] funded under the TFP (structured according to objectives) have been organised in five thematic/sectorial clusters by

[28] As identified from the information provided by DG MARE through the ToR and updates and as confirmed during the inception meeting. This also corresponds with the information presented in the Maritime Forum https://webgate.ec.europa.eu/maritimeforum/en/community/articles/3611

the evaluators. The x's in Table 4-1 indicate the link between the funding and the objectives of the TFP.

*Table 4-1 Projects according to objectives and cluster*

| IMP objective project according to cluster | A – integrated governance | B – cross-sectorial tools | C – environment | D – Sea basins | E – external cooperation | F - Growth |
|---|---|---|---|---|---|---|
| 1. Marine knowledge | X | X | | | | X |
| 2. Environment | | | X | | | |
| 3. IMS | X | X | | | X | |
| 4. Blue Growth and sea basins | X | | | X | | X |
| 5. MSP | X | X | X | | | |

Case studies: the analysis of the clusters is based on an overall assessment of all the projects in the cluster as well as on case studies. These cases are used for in-depth analysis of the projects and actions of the cluster. Examples and illustrations from the cases are used and included in the cluster analysis.

Two cases were selected from each of the five project clusters, as listed in Table 4-1. The case studies are presented in fiche format and are included in Appendices H-L. Please note that the two preparatory actions on MSP, assessed as part of this evaluation and included in Volume II of this report, are also listed as case studies. The preparatory actions on MSP are considered additional cases for the assessment of the MSP cluster (cases 11 and 12 in Table 4-2).

*Table 4-2 List of cases*

| Case | Cluster | Project ID | Project title | Amount, EUR |
|---|---|---|---|---|
| 1 | 1 MK | B9 | EMODnet Secretariat | 520,000 |
| 2 | 1 MK | A5 | Maratlas | 800,000 |
| 3 | 2 IMS | B2 | CISE impact assessment | 1,520,588* |
| 4 | 2 IMS | B16 | Evolution of SafeSeaNet | 700,000 |
| 5 | 3 ENV | C.5 | Marine litter study | 194,390 |
| 6 | 3 ENV | C.2 | Joint implementation of MSFD in Romania and Bulgaria | 382,250 |
| 7 | 4 BG | D.2 | Blue Growth Baltic | 338,467 |
| 8 | 4 BG | F.1 | Mediterranean and Black Sea clusters | 349,782 |
| 9 | 5 MSP | B11 | Trans-boundary planning in the European Atlantic | 999,996 |
| 10 | 5 MSP | A19 | Maritime spatial planning conference on energy | 65,749 |
| 11 | 5 MSP | PA | Plan Bothnia | 400,000[29] |
| 12 | 5 MSP | PA | MASPNOSE | 449,678[30] |

Note: Situation regarding payments as of 19/11/2014. Column 'Amount' shows initial, committed amount. In case of de-commitments, initial amount is indicated by an *

[29] Grant to THE BALTIC MARINE ENVIRONMENT PROTECTION COMMISSION*HELCOM (Coordinator) (80% co-financing)

[30] Grant to WAGENINGEN UNIVERSITEIT*WAGENINGENUNIVERSITY (Coordinator) (80% co-financing)

Selection of cases

The selection of the cases took a mixed approach. The projects selected as case studies should be representative of the projects in the cluster, be significant and important to the cluster and, ideally, be of a certain size. The last important criterion was the status of the projects. To allow assessment of the effects or, in many cases, the likely effects, projects either had to be under implementation for a given period already, or completed.

## 4.1 Cluster 1 - Marine knowledge

### 4.1.1 Background to the actions of the TFP

When the TFP was initiated in 2011, the collective opportunity cost of the fragmented marine data across Europe had already been recognised as an important issue[31]. In Europe, the bulk of marine and maritime data is collected with a specific purpose (e.g. monitoring fisheries, specific scientific research…). When the immediate users are done with the data**,** these are often inaccessible for further use and, if they are shared, difficult to find by relevant potential users. The first EMODnet Roadmap published in 2009 fully investigates the extent and causes of this problem. It underlines seven principal difficulties, including the access to and discovery, use, cost, coherence, quality and quantity of marine and maritime data.

IMP Blue Book

As a central component of the IMP, the Marine Knowledge pillar seeks to address this situation by unlocking the potential of marine data. The overarching objective is to both **'***improve the understanding of Europe's maritime environments, and to provide industry, public authorities, scientific researchers and civil society with tools to more effectively leverage existing data to create new products and services'*[32]*.*

To achieve these objectives, Marine Knowledge seeks to create a common marine data and information infrastructure, which brings together the data already collected and stored by various public and private players. Specifically, the Blue Book calls for marine data to be compiled in a comprehensive and compatible system, and made accessible as a tool for better governance, expansion of value-added services and sustainable maritime development. It engages the Commission to take action towards this end.[33] The Blue Book also includes steps to be taken towards a European Atlas of the Seas, an initiative aimed at the non-scientific general public.

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[31] Commission Staff Working Paper: European Marine Observation and Data Network Impact Assessment (SEC(2010) 999 final)

[32] 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 ('Blue Book'), COM(2007) 575

[33] *Idem*

Marine Knowledge 2020

The objectives of Marine Knowledge are further spelled out and developed in the Commission's nascent Marine 2020 Strategy[34]. In particular, it refines the strategic objectives of Marine Knowledge by placing more emphasis on economic growth and articulation with the Europe 2020 goals, and it defines the scope of Marine Knowledge more clearly by setting out a unifying framework that seeks to incorporate all on-going activities on marine observation. It also aims to set common principles, rules and standards to ensure that European initiatives and Member State research programmes contribute to greater data compatibility and accessibility, and plans greater coherence between existing initiatives (EMODnet, GMES, WISE…).

European Marine Observation and Data Network

At an operational level, the key tool for the implementation of the Marine Knowledge pillar is the development of a European Marine Observation and Data Network (EMODnet). The Network aims to increase the interoperability of, and access to, marine data and make it easily available to users through thematic online portals.

EMODnet has been supported as a key initiative by the Commission since IMP was initially formulated in 2006[35]. The public consultation following the IMP Green Paper[36] demonstrated the widespread public support for such an initiative. The EMODnet idea was subsequently included in the IMP Blue Book and a number of preparatory actions were undertaken from 2008 to 2010 to test the feasibility and initial technical approaches and provide prototype components (ur-EMODnet). The prototype portals were financed through maritime policy preparatory actions, with EUR 6.45 million committed[37].

These initial actions were implemented by six consortia of organisations from across Europe, each charged with assembling marine data, data products and metadata from a diverse array of sources, using a uniform approach. 53 different organisations participated in the efforts to set up the prototype portals providing access to marine data, metadata and data products for six themes (hydrography, geology, physics, chemistry, biology and physical habitats) covering whole sea basins[38].

EMODnet Phase II

A second phase of EMODnet began with financing provided within the framework of the IMP facility. The overall objective of this second phase is to build on the accomplishments of the preparatory actions (e.g. creation of a central portal,

[34] Communication from the Commission to the European Parliament and the Council on Marine 2020: marine data and observation for smart and sustainable growth (COM(2010) 461)
[35] Commission background Paper on the European Marine Observation and Data Network SEC(2006) 689
[36] Conclusions from the Consultation on a European Maritime Policy COM(2007) 574 final
[37] Interim Evaluation of the European Marine Observation and Data Network (SWD(2012) 250)
[38] *Idem*

expansion of data coverage…) and it includes the development of two sea basin checkpoints (in the Mediterranean and the North Sea). The aim of these checkpoints is to evaluate the quality of existing monitoring systems.

### 4.1.2 State of play of action implementation

Marine Knowledge 2020

At the policy level, the principal evolution in the domain of Marine Knowledge during the period covered by the evaluation has been the finalisation and release of the Marine 2020 Green Paper[39]. This document took stock of progress made since the Commission's 2010 communication, which introduced the concept and opened debate on future evolution. The accompanying public consultation gathered input from industry, academia, public authorities and civil society on a number of issues, including the future of EMODnet.

Following the release of the Green Paper, the Commission ordered a consultancy study to support the Impact Assessment of Marine Knowledge 2020. The results of the study were published in July 2013 and included assessments of marine data in the licensing process, the costs of data for the Marine Strategy Framework Directive and for offshore wind farms, the legal basis of a future Regulation or Directive and governance options for the EMODnet projects. While the Commission ultimately did not complete an impact assessment, the study supported the Marine Knowledge 2020 Roadmap[40] and helped guide decisions on future policy options.

EMODnet Phase II

Actions undertaken within the Marine Knowledge thematic cluster include, first and foremost, the implementation of Phase II of the EMODnet projects, which was initiated in May 2012 with a call for tender (MARE/2012/10). The call concerned the further development of six prototype portals developed as part of Phase I (see Marine Knowledge Baseline) and a new human activity portal, bringing the total number of portals to seven. A second call (MARE/2012/11) launched two sea - basin checkpoint projects in the North Sea and the Mediterranean (tenders for sea basin checkpoints for the Arctic, Atlantic, Baltic and Black Sea were released under the EMFF in August 2014). Finally, the Commission launched a tender for an EMODnet secretariat (MARE/2012/15), which has been operational since September 2013.

The overall objective of the thematic portals during the second phase of EMODnet, which will run through to the end of 2016, is to increase the resolution of data and extend EMODnet coverage to all EU waters. The sea basin checkpoints aim to assess the data availability and adequacy from the perspective of pre-defined user functions or 'challenges', at a regional scale in the North Sea and the Mediterranean. As for the secretariat, the specific tasks listed in the call for tender

[39] Green Paper Marine Knowledge 2020 from seabed mapping to ocean forecasting (COM(2012) 473 final)

[40] Commission Staff Working Document: Marine Knowledge 2020: roadmap (SWD(2014) 149 final)

include monitoring the progress of EMODNet, disseminating results and collecting feedback from EMODnet users.

Status

The first-year progress reports, which were submitted in the summer and autumn of 2014, provide an overall assessment of the project achievements during the initial year of Phase II. The creation of the Secretariat, and its role in monitoring progress and harmonising reporting from the projects, has ensured a high quality and quantity of reporting data.

The major milestones of the first year include:

- Launch of EMODnet Phase II projects (thematic lots + sea basin checkpoints) (July – December 2013);
- Establishment of the EMODNet secretariat in September 2013;
- Creation of a central portal in October 2013 hosted by the Flanders Government;
- Establishment of a coordination framework ("Steering Committee"). The first meeting of the Steering Committee was held in December 2013;
- EMODnet Communication Plan and Strategy in December 2013. In 2014, marketing materials (e.g. EMODnet leaflet) and other activities (creation of accounts on social media websites) were launched in line with the strategy.

The different thematic portals progressed in their work packages to varying extents. Due to administrative issues, the contracts for certain portals were signed late, which delayed work. In general, however, the portals have made progress towards their objectives and all of them have operational portals that are already providing some data and data products[41]. While it is difficult to generalise across the highly heterogeneous assembly groups, progress during the first phase overall consisted of stocktaking and data identification efforts, as well as some preliminary data collection and integration.

The sea basin checkpoints have begun to contribute to discussions on harmonisation of the thematic and regional websites and data portals, and have released their first services and deliverables. In 2014, both checkpoints began their 'oil platform leak' service and kicked off their online presence. In August 2014, the North Sea checkpoint in addition released a progress report with literature review, providing an overview and assessment of the existing information and data

[41] Each of the seven thematic assembly groups prepared first-year progress reports taking stock of work undertaken and challenges faced. These reports were finalized in the summer and autumn of 2014 and synthesized in the secretariat's first-year report. The progress reports are available to the public through the DG MARE Maritime Forum website: www.webgate.ec.europa.eu/maritimeforum

resources[42]. The Data Adequacy Report is expected to be delivered in 2015. This work package is also under way for the Mediterranean checkpoint[43].

MARATLAS

The European Atlas of the Seas (MARATLAS) project has been developed for the non-scientific public. The first two versions were developed by the Commission through contracts with independent contractors financed by the IMP budget. Since 2013, the Joint Research Centre (JRC) has ensured management and development of the portal through an Administrative Arrangement, with financing provided through the IMP.[44] Under the management of the JRC, the technical functionalities of the portal have been strengthened (notably through the creation of an automatic update function) and it has undergone a strategic reorientation. The portal now aims to cater to both the general public and non-scientific experts (managers, policy makers). The third version (V3.0) of the MARATLAS released in the summer of 2014 includes new functionalities such as simple and advanced modes, layer combination, data and map download functionality and an Arctic projection. According to statistics transmitted by the JRC, the portal recorded over 70,000 unique visitors in 2013. On average, the atlas was visited by 225 persons per day in 2014 (average on the first six months). This number has increased by 13% compared with 2012.[45]

[42] Growth and Innovation in the Ocean Economy: North Sea Checkpoint Progress Report 1 (May 2014)

[43] Growth and Innovation in Ocean Economy, Gaps and Priorities in sea basin Observation and Data: Mediterranean Sea basin Checkpoint Six-monthly progress report (June 2014)

[44] The MARATLAS portal can be found at: http://ec.europa.eu/maritimeaffairs/atlas/maritime_atlas

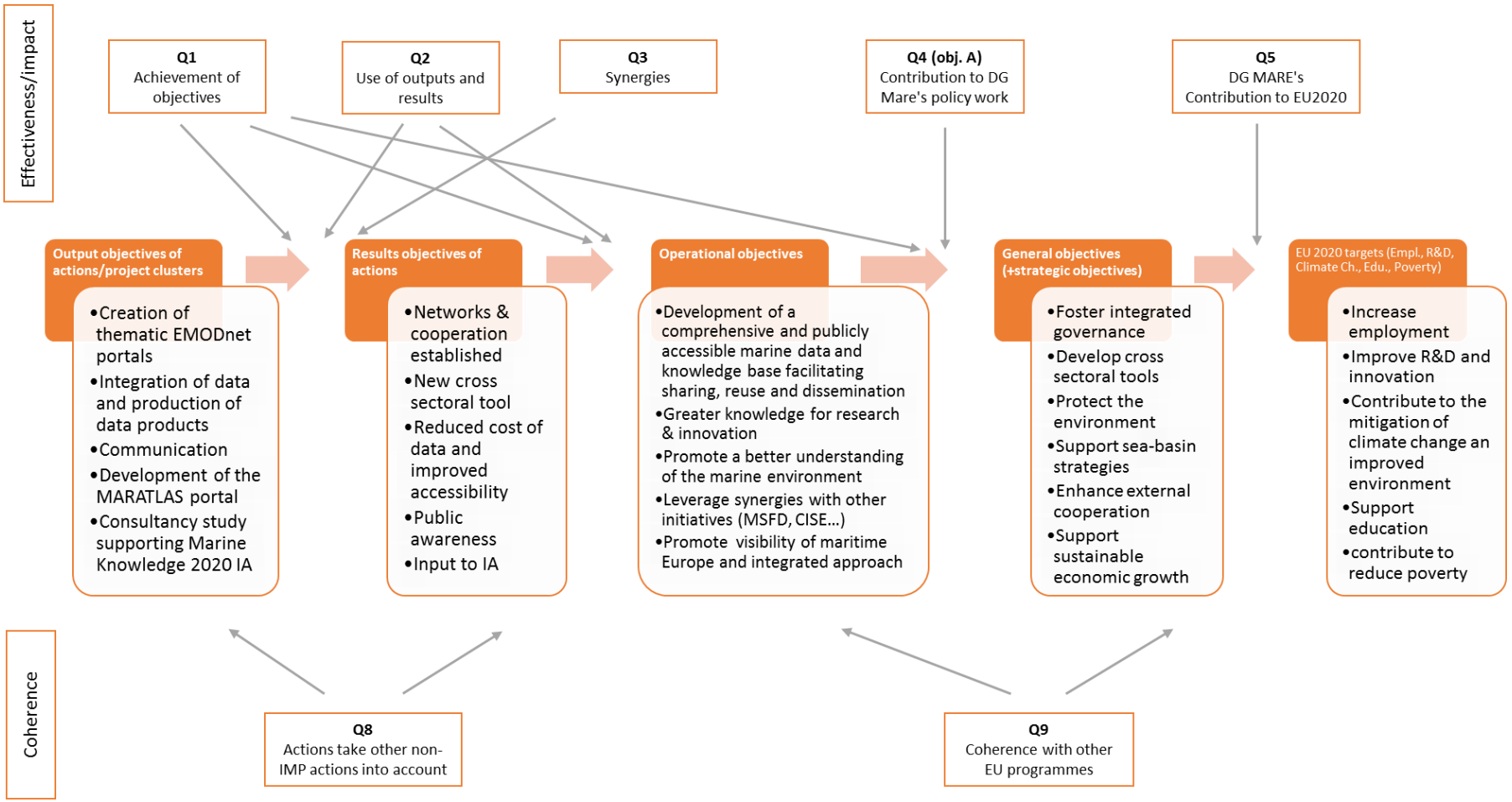
[45] DG MARE - Monthly Analytics Report – Update September 2014

*Table 4-3 Actions and projects financed under the Marine knowledge cluster*[46]

| Cluster: | 1 MK | Duration | Amount – EUR | Type of action | Implementation stage |
|---|---|---|---|---|---|
| Number | Title | | Committed (paid) | | |
| 2.1.1 | Development and implementation of integrated governance of maritime and coastal affairs and visibility of the IMP | | 1900000 (2012) | | |
| A1 | MARATLAS - Atkins | 2012-2013 | 148 640 (148 640) | Portal | Finished |
| A5 | MARATLAS - JRC | 01/01/2013-31/12/2014 | 800 000 (200 000) | Portal | Ongoing |
| 2.2.3 | Evaluations of cross-sectorial tools | | 550000 (2011) | | |
| B5 | Impact assessment – Marine Knowledge | 2012-2013 | 449 814 (449 814) | Study | Finished |
| 2.2.4 | Knowledge base for growth and innovation – Assembly and dissemination of the marine data and seabed mapping through internet portals | | 7 590 000 (2011) | | |
| B6 | EMODnet habitats | 2013-2016 | 1 380 000 | Portal | Ongoing |
| B7 | EMODnet bathymetry | 2013-2016 | 1 999 999* | Portal | Ongoing |
| B8 | EMODnet geology | 2013-2016 | 4 200 000 (1 260 000) | Portal | Ongoing |
| 2.2.5 | Knowledge base for growth and innovation – Convergence and monitoring of thematic portals | | 250000 (2011) | | |
| B9 | EMODnet Secretariat | 2013-2015 | 520 000 (104 000) | Secretariat | Ongoing |
| 2.2.2 | Knowledge base for growth and innovation – Assembly and dissemination of marine data and seabed mapping through internet portals | | 8 760 000 (2012) | | |
| B12 | EMODnet human activity | 2013-2016 | 1 997 000 (600 000) | Portal | Ongoing |
| B13 | EMODnet physics | 2013-2016 | 1 000 000 (450 210) | Portal | Ongoing |
| B14 | EMODnet chemistry | 2013-2016 | 3 999 999 (1 200 000) | Portal | Ongoing |
| B15 | EMODnet biology | 2013-2016 | 1 700 000 (510 000) | Portal | Ongoing |
| 2.6.2 | Growth and innovation in ocean economy – Gaps and priorities in sea basin observation and data | | 1 800 000 (2011) | | |
| F9 | Sea basin check point – North Sea | 2013-2016 | 599 900 | Study/ Assessment | Ongoing |
| F10 | Sea basin check point – Mediterranean | 2013-2016 | 1 095 000 | Study/ Assessment | Ongoing |

[46] Note: Situation regarding payments as of 19/11/2014. Column 'Amount' shows initial, committed amount. In case of de-commitments, initial amount is indicated by an *

*Figure 4-1 Marine Knowledge cluster intervention logic*




*Source: EY/COWI analysis based on documentary review and stakeholder interviews*

### 4.1.3 Answers to evaluation questions

The following chapter includes the assessment of the marine knowledge cluster in relation to the evaluation criteria. The evaluation questions are given in the margin for easy reference. The analysis is based on the judgment criteria and indicators set out in the evaluation framework in Appendix A.

The analysis is structured according to the overall intervention logic approach. A presentation of the intervention logic for the cluster has been included in Figure 4-1.

The case studies carried out for the marine knowledge cluster are included in Appendix H. These cases are:

- Case study 3 – EMODnet Secretariat
- Case study 4 - European Atlas of the Seas (MARATLAS).

#### Effectiveness

EQ1 To what extent were the 6 general objectives (set out in Article 2 of the Regulation), and the corresponding operational objectives (set out in Article 3), achieved by the actions and their results?

Article 3(2)(c) contains the TPF operational objective, which guides the work of the cluster and concerns the development of a comprehensive and publicly accessible high-quality marine data and knowledge base facilitating sharing, re-use and dissemination. To a large extent, this objective is embodied by the data-sharing infrastructure being developed by the EMODnet projects (B6, B7, B8, B9, B12, B13, B14, B15, F9 and F10), which remains in a developmental stage, but has already begun to make some data and data products available through the thematic portals.

EMODnet is also complemented by the MARATLAS (A1 and A5), which contributes to enhancing the marine and maritime knowledge base for the non-scientific public by making a wide range of marine and maritime data available through an online portal, and the consultancy study (B5), which contributed to the development of legislative tools for opening up marine and maritime data. While it cannot be said that this objective has been fully achieved (projects are still ongoing), stakeholders interviewed unanimously consider that the projects are generally on the right track to meet this ambitious goal, if not by 2016 (end of EMODnet Phase II), then certainly during the next phase of projects financed through the EMFF.

*Box 4-1 Cluster objective*

| |
|---|
| Development of a comprehensive and publicly accessible high-quality marine data and knowledge base, which facilitates sharing, re-use and dissemination of these data and knowledge among various user groups using existing data, while also making use of existing Union and Member State programmes. |

| | |
|---|---|
| Objective A (a) promote actions which encourage Member States and EU regions to develop, introduce or implement integrated maritime governance; | Through EMODnet, the Marine Knowledge cluster indirectly contributes to the attainment of integrated maritime governance by reinforcing the European scope of national data collection efforts, promoting data availability and accessibility and contributing to the creation of a high-quality marine knowledge base that will provide the basis for sounder decision-making and a more holistic approach to maritime policy.<br><br>By creating a central portal bringing together marine and maritime data from across a wide variety of EU policy areas, MARATLAS has promoted a more coherent and comprehensive approach to maritime policy, both by providing the Commission and other IMP stakeholders with a communication and pedagogical tool, as by providing a useful service to non-scientific professionals (e.g. policy makers). |
| Objective E) (a) encourage continuing working in close cooperation with Member States on an integrated approach with third countries and actors in third countries sharing a sea basin; | By virtue of the geographical scope of the projects, this cluster contributes directly to the external cooperation objective of the IMP. For instance, the EMODnet projects include organisations from many non-EU Member States (e.g. Norway, Iceland, Russia, Ukraine…) and engagement with Regional Sea Conventions including third states. Cooperation with organisations in third countries through EMODnet is particularly important for achieving full data coverage of European seas sharing shorelines with non-EU countries. In this way, external cooperation can also be seen as promoting the adoption of the sea basin approach. For example, by including organisations from Iceland, Norway and Russia, the EMODnet geology portal has been able to expand the data coverage into the North Atlantic Ocean and to the margins of the Arctic (Barents Sea and White Sea)[47]. The chemistry portal brings together 46 partners, including organisations in Ukraine, Georgia, Turkey, Russia and Montenegro among others[48]. |
| Objective D) (b) promote and facilitate the exploitation of synergies between the national, regional and Union levels, governance and sectoral policies that have an impact on regional seas and coastal regions. | Although not a stated project-level objective of any of the actions in this cluster, it is judged by evaluators that these actions did contribute indirectly to achieving the objectives of the IMP concerning sea basin strategies. Data are inherently unique to each sea basin, because of the particular physical, chemical, biological and socio-economic characteristics particular to each. In this sense, data collection requires a tailor-made approach for each sea basin to take into account the challenges and phenomena specific to that basin. This dimension is reflected, for instance, in the EMODnet sea basin checkpoints[49]. |

[47] EMODnet Thematic Lot n°2 - Annual (Interim) Report (October 2014)

[48] EMODnet Thematic Lot n°4 – Chemistry Annual Report (August 2014)

[49] Checkpoint websites can be found at: www.emodnet.eu/northsea and www.emodnet-mediterranean.eu

EQ 2 To what extent and how (and by whom) have the results and deliverables obtained so far from the actions been used, and for what?

All actions within the Marine Knowledge cluster have delivered or are beginning to deliver their expected outputs. To the extent that it is possible to discern at this early stage, the outputs are achieving the intended results (e.g. providing services that are being used by target user groups).

EMODnet remains in a developmental phase and will not deliver the full extent of its expected outputs until Phase III of the project (post-2016). Nonetheless, most of the thematic portals are operational and, to varying extents, provide data, data products and metadata. Download statistics attest to some use of this data already and in at least one instance data was used in a scientific publication[50]. Traffic to the newly created central portal has also increased three-fold in the span of eight months, growing from 482 unique visitors in January 2014 to over 1,200 in August[51]. However, quantitative indicators can only provide a small part of the picture of EMODnet's progress during this first year. Much of the work completed is better reflected in the number of new data identified and relationships built with potential data providers and user groups.

All stakeholders interviewed for this cluster believe that these developments and early outputs point to a promising start for the EMODNet project. However, evaluators assess that there is also a need to better define and engage with potential user communities (MSFD, MSP, scientific community, industry…) in order to more efficiently and effectively develop products that respond to their needs and thus achieve expected impacts. The development of these data products is the area in which most stakeholders interviewed (in both the Commission and other stakeholder groups) agree that EMODnet may be behind where it should be at this point in the project.

Interviews with stakeholders suggest that this need is understood and that already some investment is being made in working with feedback groups and communicating about EMODnet (e.g. MSFD). It is in some respects justifiable that a certain level of caution should be exercised in communicating on and promoting use of the site. By overselling the service early on, potential users may not return to the portals once they are fully functional. However, interviews with a few stakeholders interviewed as part of other pertinent thematic clusters (e.g. MSP) show that there is little if any knowledge of EMODnet among these. More general communication tools ("branding") or feedback solicitation efforts could be employed in cases where EMODnet feels it is too early to "sell" specific products and services in order to achieve greater awareness without running the risk of "overselling" the potential of the projects.

The sea basin checkpoints have also begun to deliver their first outputs, notably the 'oil platform leak' service, and have either begun or delivered the literature reviews assessing existing information and data resources. According to

[50] Dornelas et al. (2014) Assemblage Time Series Reveal Biodiversity Change but Not Systematic Loss. Science 344, 296-299. DOI: 10.1126/science.1248484

[51] EMODnet Secretariat Annual Progress Report (September 2014)

Commission officials interviewed, this is already delivering useful information on the state of data coverage in these sea basins and it is expected to play an important role in helping to identify and define useful data products that might be developed in the future.

Concerning the European Atlas of the Seas (MARATLAS) project, the service has been live since May 2010, allowing non-technical users to geo-visualise maritime data, information, projects and policies. Within the scope of the present evaluation, the second (V2) and third (V3) versions introduced new data and functionalities, and the next prototype, vision four (V4), is currently under development by the JRC. Basic web traffic statistics provide a general idea of the use of the tool. With over 70,000 unique visitors in 2013, the site appears to be providing a value-added service in response to a real, albeit small, demand for this type of information. The evaluators have identified at least one book[52], academic papers[53] and a number of blogs and other websites[54] that used MARATLAS outputs, and MARATLAS maps have been employed as illustrative tools on the Commission's (DG MARE and JRC) website. MARATLAS has also become the most visited page of the Commission's Maritime Affairs website, the second best-known entry page (cf. report website statistics DG MARE.F2).

Nonetheless, it is not evident that the project is effectively reaching the full extent of potential users. Non-expert assessment of the site conducted by evaluators[55] over a period of time and using multiple web browsers found that the site lacked somewhat in user-friendliness and detailed instructions about the different functionalities, and the overall experience was hampered by minor technical glitches (e.g. maps were slow to load or sometimes did not load correctly). However, as discussed in more depth in the MARATLAS case study (Appendix H), steps are actively being taken to realize the potential of this tool in the coming years.

Finally, the study on Marine Knowledge (B5) provided valuable information for the future impact assessment of Marine Knowledge 2020 by taking stock of the marine licensing process across Europe, quantifying the costs of MSFD and offshore wind farms and exploring different options for the legal basis of a future Directive or Regulation. It also provided anecdotal evidence of the potential for spurring innovation and reducing uncertainty through greater access to marine data. Commission officials interviewed agreed that the study provided useful input for the

[52] Joseph F. DiMento, Alexis Jaclyn Hickman. "Environmental Governance of the Great Seas: Law and Effect"

[53] For example: Hannelore Maelfait & Kathy Belpaeme. "The Belgian Coastal Atlas: moving from the classic static atlas to an interactive data-driven atlas". *Journal of Coastal Conservation*, March 2010, Volume 14, Issue 1, pp 13-19

[54] For example: www.lt.umn.edu/earthducation/expedition3/resources

[55] Website visited during the weeks of 31 October and 7 November 2014 using Internet Explorer, Safari and Google Chrome web browsers

impact assessment, thus indirectly supporting the development of future legislative proposals in this domain.

EQ 3 For which topics have synergies been achieved by the actions supported? Who was involved?

When questioned about the extent to which the projects created 'positive externalities', stakeholders interviewed felt that the projects did to some extent have positive effects beyond the specific objectives of the action, although it was difficult to give very concrete examples. This was perhaps most tangible with the EMODNet project. As it stands, EMODnet Phase II brings together over 100 organisations from across Europe. Any undertaking of this size will inherently generate a number of positive externalities (e.g. informal networking and relationship building, exchange of best practices during EMODnet Steering Committee meetings…), arising from the contact between representatives of the different organisations involved directly and indirectly in the project. Other potential positive externalities include increasing support for data openness and promoting standardisation and harmonisation; however, it was difficult for stakeholders interviewed to attribute these solely to EMODnet. Finally, a potential future benefit mentioned by one stakeholder interviewed is the creation of a model to be emulated at the national level or internationally (e.g. Norway is currently creating a portal bringing together 18 different data repositories).

One stakeholder interviewed emphasised that the EMODnet project has a high potential to deliver greater synergies by more effectively leveraging the network of over 130 participating organisations which it has created. For example, the Commission has recently fielded the idea of organising some sort of event bringing together EMODnet participants ('EMODnet Jamboree'). This is considered to have a greater potential for building on the human relationships that underlie the project and promoting the possibility of achieving greater synergies.

EQ 4 To what extent and how did the actions supported contribute to DG MARE's policy work?

Both, stakeholders interviewed and the evaluators assess the Marine Knowledge actions to be highly complementary to DG MARE's policy work in terms of i) supporting the development of a new regulatory framework that will benefit multiple policy areas; ii) providing a communication and learning platform and iii) contributing to the development of a marine and maritime knowledge base that will directly support other maritime policies.

The study on Marine Knowledge (B5) contributed directly to the impact assessment of one of DG MARE's flagship policies (Marine Knowledge 2020), which seeks to create a new framework for marine and maritime data in Europe, and which can be expected to benefit other areas, such as research and innovation and maritime surveillance, by facilitating the sharing of data.

The MARATLAS project is a useful pedagogical and communication tool for raising awareness of the breadth and diversity of the EU's maritime policy (e.g. fisheries policy, and other pillars of the IMP). Geo-visualisation products have been integrated into DG MARE webpages for other components of the IMP, and MARATLAS has been presented and used as a communication tool at fora and other events, such as European Maritime Day.

The evaluators judge that EMODnet perhaps offers the greatest potential to add to, and complement, DG MARE's wider policy work in terms of contributing to the creation of a stronger knowledge base for policy-making across a wide range of fields, and supporting the achievement of other policy initiatives such as Blue Growth (as laid out in the Marine 2020 Strategy and the Limassol Declaration), CISE or MSP. Easy and low-cost access to quality marine and maritime data is considered an important enabler for other policy areas.

EQ 5 How did the actions help DG MARE contribute (even if only potentially at this stage) towards achieving the targets in EU 2020?

Marine Knowledge actions are relevant to a number of EU 2020 targets, notably by contributing to smart and sustainable growth. With many projects still at a developmental stage and a large variety of EU and Member State policies all working towards these objectives, it is difficult, if not impossible, to determine with any accuracy the precise contribution to the EU 2020 targets. Nonetheless, it is feasible to logically map out how the outputs concretely support these objectives.

Marine Knowledge actions contribute in a relatively direct manner to opening up marine and maritime data for multiple uses (e.g. through potential legislation) and providing easy and cheap access (e.g. through EMODNet and MARATLAS). As the consultancy study itself shows, this has the potential to contribute directly to reduced data costs and uncertainty for researchers, businesses and public authorities, helping to spur economic growth and innovation, create a better understanding of the environment and sounder and more proactive public management in maritime areas and of marine resources. Considering this, it can be assumed that these actions contribute meaningfully to, and to a greater extent will continue to contribute to, sustainable and smart growth in the future by, respectively, better equipping Europe to understand and respond to the effects of climate change in maritime areas, and spurring growth and innovation through faster and more affordable access to data.

## Efficiency

EQ 6 To what extent do outputs represent value for money?

With many of the projects still in a developmental stage and the future quality and quantity of outputs unknown, it is not yet feasible to determine definitively whether the resources mobilised by the IMP facility were used in an efficient manner at the project level. However, it is entirely possible to assess the overall efficiency of using EU funds for the types of actions financed.

Overall, the investments made within the Marine Knowledge cluster are judged by evaluators and stakeholders interviewed to represent an extremely high value for money in terms of the potential value that can be unlocked for every euro invested (as highlighted in the consultancy study, among others). This is essentially because EU resources are not being used to finance expensive data collection, but rather to integrate and offer access, in one central place, to data which are already collected and stored by public and private entities across Europe for a number of purposes. Furthermore, as more openness and sharing is achieved, this has the potential to result in more efficient data collection at the Member State level by eliminating duplication and identifying existing synergies.

For the actions that are fully operational or completed, a more detailed appreciation of the efficiency is possible. As discussed in the case study, the MARATLAS project is considered to be providing relatively less value for money at present, but nonetheless still has the potential to become much more cost-effective by more efficiently exploiting the strengths of the tool as a communications tool and data provision and analysis service[56]. It is difficult to judge the efficiency of a study; however, as discussed in the CISE Impact Assessment case study (see 5.2Appendix I), to the extent that the contractor for the impact assessment study was chosen in line with EU procurement rules, it can be considered that the winning bid represented the most advantageous proposal. An analysis of the methodological approach also reveals no major anomalies that would call into question the efficiency of the approach adopted.

EQ 7 Are costs reasonable given the changes/effects that have been achieved? Which factors influenced the cost-efficiency of the achievements observed?

Overall, the investments made are deemed reasonable compared to the potential impact, which they can achieve. For instance, the EUR 18.4 million committed to EMODnet represents a paltry sum compared to the over EUR 1,000 million that is estimated to be spent on marine and maritime data collection across Europe on an annual basis[57]. In terms of value for money for the results actually delivered, it is inherently more difficult to make an assessment, as many actions in this cluster are still ongoing. Nonetheless, as discussed below and in the EMODnet Secretariat and MARATLAS case studies, some initial findings can be mentioned.

While it is not possible to provide a definitive judgement on cost-efficiency at this stage for EMODnet, some potential levers for increasing the efficiency of on-going projects have been identified through documentary review and interviews with stakeholders. Concern has been raised by a few stakeholders interviewed about the size of the consortiums brought together for the thematic assembly groups, the decentralisation of certain support tasks to the consortiums (i.e. rather than handling at the level of the secretariat) and the overall coordination of the projects. While smaller consortiums may indeed lead to some cost-efficiencies, it is judged that this is a reasonable trade-off in terms of achieving greater data coverage. Concerning the latter two points, however, there may be some reasonable potential to identify efficiency gains by reinforcing the role of the secretariat (as discussed in the case study on the EMODnet secretariat). These points do not appear to evaluators to be posing any concrete problems as of present, but as was underlined by a few stakeholders interviewed, the increasing complexity of the EMODnet projects as they develop could lead to more tangible efficiency concerns. While tackling this may indeed provide efficiency gains, a few stakeholders interviewed have raised concern about such an evolution undermining the more organic approach that has so far been pursued successfully by the projects.

With MARATLAS as well, it is judged that there is a significant margin for increasing the overall cost-efficiency of the project by further leveraging its

[56] Cf. case study on the MARATLAS project for a more detailed discussion of this point.
[57] Green Paper Marine Knowledge 2020 from seabed mapping to ocean forecasting (COM(2012) 473 final)

strengths to achieve greater effects. Work is already underway in this respect, with the rolling out and further development of new functionalities to better tailor the tools of the target user communities. In terms of its use of the portal as a communication tool, some quick wins have been identified in the case study. For example, no Commission websites outside of DG MARE and the JRC have used MARATLAS outputs as illustrative elements for pages concerning policies with clear maritime dimensions. Commission officials interviewed have noted that an inter-DG user group will soon be set up concerning MARATLAS, with the objective of increasing cooperation with the various DGs and strengthening the cross-sectoral dimension of the atlas.

## Coherence

EQ 8 How did the TFP's actions take due account of other EU policies and instruments which are relevant for IMP?

From its inception, Marine Knowledge has aimed to build cooperation with and leverage other EU policies and instruments. For instance, the 2012 EMODnet roadmap envisaged cooperation and interaction with the 2012 climate change adaptation strategy, MSFD, WISE, Blue Growth, the DCF, EU Strategy for Marine and Maritime Research, GMES and the INSPIRE Directive, amongst others. Some work has been undertaken so far in this regard, but it is judged by evaluators that more effort is needed, particularly in cases where these instruments and policies could potentially constitute users of data or provide support to Marine Knowledge actions.

In the case of the MSFD, close cooperation has been developed with EMODnet ever since the project was at a conceptual design phase. Besides the MSFD however, relatively little planning has been done at the strategic level to define how EMODnet will meet the data needs of other pertinent EU policies and instruments, beyond the vague objective of providing more data in a more accessible manner. For instance, stakeholders interviewed from the MSP cluster, who ostensibly should represent one of the major user communities for EMODnet, have very little if any knowledge of the project or how it might fulfil their data needs. Stakeholders interviewed also consider that support from other EU policies and instruments is essential for the ultimate sustainability of Marine Knowledge. EU reporting requirements and support for research and data collection infrastructure are crucial for developing capacities at the Member State level, and further support should take into account the specific needs of Marine Knowledge to the greatest extent possible. For instance, research funding under FP7 (and from 2014 onwards, Horizon 2020) is essential for the continued functioning of the SeaDataNet project, which is itself a major cornerstone of the data infrastructure upon which EMODnet relies.

With the scope and objectives of MARATLAS less far-reaching than those of EMODnet, there are inherently fewer links with other EU policies and instruments. The portal has effectively taken into account the full spectrum of EU maritime policy, covering a large and growing amount of marine and maritime data. However, one stakeholder interviewed suggested that the platform could include data from a wider variety of sources (e.g. integrate pertinent data from research projects financed by the EU that may be relevant to a non-scientific public). This

particular idea has also been mentioned in the recently published MARATLAS vision statement.

EQ 9. To what extent were the various actions taken by MARE under the TFP and the actions under this instrument taken by other DGs with a maritime dimension mutually coherent? To what extent do they together exhibit an Integrated Maritime Policy?

The Marine Knowledge cluster is considered to be highly coherent with instruments and policies with a maritime aspect which are led by other DGs. Marine Knowledge actions both rely on support from other policies and instruments, as described in the previous question, and actively support other EU policies with a maritime dimension, particularly environmental and research policies. In future, the actions may also become more relevant to economic and social policies (Blue Growth).

However, as mentioned previously, more effort needs to be made to identify potential user communities for EMODNet, both directly and indirectly relevant to the IMP, and elaborate 'use cases' [58] for the various groups of potential EMODnet users (policymakers, researchers, experts …). The ultimate success of the project will depend on its ability to deliver pertinent products. MARATLAS as well has some latitude to make itself more relevant to the needs of potential users across a number of different policy domains with a maritime dimension, by providing more data and pertinent functionalities.

## Relevance

EQ 11 To what extent have the activities supported (between 2011 and 2014) by the TFP been relevant for the further development of IMP?

Stakeholders interviewed assess that actions are financially secure for the period covered by the 2014-2020 multiannual financial framework and will continue to play a role in supporting the IMP beyond the duration of the present contracts. For EMODnet in particular, the evaluators judge that there is a solid political commitment for continuing to develop the projects beyond 2016. This is considered a highly important factor by stakeholders interviewed, who report that one of the biggest challenges with European research funding has been its ad hoc nature. It thus seems likely that EMODnet (in addition to MARATLAS) will continue to support the IMP by providing, once it is fully operational, a comprehensive, publicly accessible and high-quality marine data and knowledge base that will underpin further development of the IMP. This knowledge base is considered an important enabler for virtually all the IMP objectives.

EQ 12 Which new emerging areas relevant to maritime policy (such as ocean energy, blue biotechnology) were taken on board in the TFP as it was implemented?

The actions financed within the Marine Knowledge cluster indirectly support emerging areas in maritime policy, although they do not directly take on these aspects as such. Many of the most innovative and promising dimensions of maritime policy, notably marine energy, are large consumers of marine data. Facilitating access to, and increasing the amount and robustness of marine data available in the public sphere, can thus play an important role in spurring the development of these emerging areas. The consultancy study financed as part of this cluster provided insight into this potential, illustrating the importance of data within the marine licensing process and the potential of data to spur innovation and reduce costs and uncertainty.

[58] The term 'use cases' means clear scenarios of how EMODnet data and data products will be used by specific groups of users to accomplish a task or solve a problem

### EU added value

EQ 10 To what extent did the TFP represent EU added value?

Actions in the Marine Knowledge cluster represent a logical response to sub-optimal outcomes arising from the lack of coordination and cooperation at the EU level. Stakeholders interviewed agree that there is a fundamental need for coordination at the European level in order to gain the necessary critical mass needed to make Marine Knowledge actions effective. It also seemed clear to stakeholders interviewed that the actions financed within this cluster would have not taken place were it not for coordinated action at the EU level. Moreover, the use of legislative instruments at the EU level is seen as necessary by stakeholders interviewed to address the regulatory and legal obstacles to the sharing of marine and maritime data. However, it should be noted that Member State authorities were not consulted within the framework of this evaluation. It is thus only possible to reflect the opinion of the interviewed cluster stakeholders, which may differ from that of the Member States.

## 4.1.4 Summary of findings

Effectiveness

Marine Knowledge actions represent a coherent ensemble of projects that, to the extent that the projects are finished or fully mature, produced the desired outputs, delivered results and contributed to the achievement of the relevant objectives. Moreover, the cluster has also contributed to varying extents towards achieving the horizontal objectives, although none of the actions explicitly support those objectives.

EMODnet remains in a development phase, but its progress has been in line with expectations and in some instances it is already delivering concrete outputs. One area in which a few stakeholders interviewed have reported less than satisfactory progress is the identification and creation of generic data products, which will play an important role in the ultimate outputs and, in the long run, effectiveness of the projects.

Other actions within this cluster have been completed or are more mature, and thus provide a clearer picture of their effectiveness. MARATLAS has continued to develop and refine its target audience. User statistics and use of the outputs shows that this action is delivering the intended results and achieving its objectives to a certain extent. Nonetheless, evaluators judge that there is a greater potential to leverage this tool for both communication and data provision and analysis purposes. Finally, the consultancy study, by providing input into the Commission's impact assessment of Marine Knowledge 2020, played an important role in supporting the development of the legislative framework for the Marine Knowledge pillar.

Efficiency

Some potential for efficiency gains has been identified within the EMODnet project and is developed in more detail in the EMODnet secretariat case study. As mentioned, the MARATLAS project is also considered to have a high potential for delivering better value for money in future by better leveraging its strengths to achieve greater impact. The case study on MARATLAS also provides a number of potential avenues for enhancing the project’s impact.

On a more general level, investment of EU funds in Marine Knowledge is judged to be inherently cost-efficient. Instead of being used to finance expensive data collection, EU resources are concentrated on integrating and offering access, in one central place, to data which are already collected and stored by public and private entities across Europe for a number of purposes. Furthermore, greater data-sharing has the potential to result in more efficient data collection at the Member State level by helping to identify and eliminate duplication and more efficiently leverage synergies.

Coherence with other policies

The Marine Knowledge cluster is considered highly coherent with other relevant EU policies and instruments. As a whole, the actions support a wide range of EU research, environmental and even economic and social policies in an indirect manner by increasing the availability and accessibility of marine and maritime data. For the EMODnet project, which takes up a large portion of the actions financed, the highest degree of coherence and potential for collaboration is achieved with the MSFD. However, the 'use case' for EMODnet (i.e. in which manner precisely it will be used to support the MSFD process) has proven to be much more complex than initially expected and important efforts will need to be made if EMODnet support for MSFD is to materialise.

Coherence with various potential support mechanisms is considered highly important for the ultimate sustainability of the Marine Knowledge actions. For instance, the EU support for research and research and data collection infrastructure is important from both a supply (e.g. Inspire Directive, SafeSeaNet…) and demand (MSFD, research projects) perspective.

Coherence within the IMP facility

Within the IMP, Marine Knowledge is considered to be highly coherent with other pillars of the IMP (MSP, Blue Growth, IMS…). For example, EMODnet is expected to serve as an important source of environmental data within the framework of CISE. More diffuse, but equally important, linkages can also be drawn with IMP policies such as Blue Growth and MSP. As the consultancy study financed within this cluster illustrated, increased availability of, and access to, marine and maritime data can potentially play an important role in spurring innovation and economic activity (e.g. offshore energy – MSP).

Relevance (continued)

The actions financed by Marine Knowledge will likely continue to play a role in supporting the development of the IMP in the coming years. Stakeholders interviewed feel that there is sufficient political and financial support at the European level, and that the project has gained a critical mass at the Member State level, to continue to develop and deliver data and data products beyond the current Phase II. MARATLAS is also expected to continue operating in the coming years with support from DG MARE; the JRC has recently launched a new version as part of the work under the current Administrative Arrangement. The further development of Marine Knowledge 2020 and its potential translation into legislative action can also be expected to strengthen the sustainability of these actions. Stakeholders and evaluators consider that by providing a comprehensive marine and maritime data knowledge base, the actions financed within this cluster will

| | |
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| | continue to actively support the objectives of the IMP. This knowledge base is considered an important enabler for virtually all the IMP objectives. |
| Value added | The European added value of the Marine Knowledge cluster is considered quite high by stakeholders interviewed. Interviews with stakeholders for this cluster suggest that these actions would not have taken place were it not for coordinated action at the EU level. By addressing the current sub-optimal data-sharing situation at the European level, the cluster provides a number of useful tools, and most likely generates significant cost savings in terms of the coordination of complex multi-national projects (see efficiency). However, one limitation that should be noted is that Member State authorities were not interviewed within this cluster. It should therefore be kept in mind that the opinion of this equally important stakeholder group may not necessarily reflect that of the stakeholders interviewed. |

*Table 4-4 Summary of evaluation questions for Marine Knowledge*

| | **Nr. of project in cluster: 7 Nr. of finished project in 2014: 2** | | **Amount: EURO 20.8 million** |
|---|---|---|---|
| | Evaluation question | Sub-questions | Summary of assessment |
| **Effectiveness** | EQ1 To what extent were the 6 general objectives (set out in Article 2 of the Regulation), and the corresponding operational objectives (set out in Article 3), achieved by the actions and their results? | Cluster objective | All projects |
| | | Objective A | Indirect support (all projects) |
| | | Objective D | Indirect support (10 EMODnet projects) |
| | | Objective E | Supported (7 EMODnet thematic clusters) |
| | EQ 2 To what extent and how (and by whom) have the results and deliverables obtained so far from the actions been used, and for what? | Actions have delivered or begun delivering their expected outputs: creation of portals giving access to data and data products, study… | |
| | EQ 3 For which topics have synergies been achieved by the actions supported? Who was involved? | Some synergies reported, but by more effectively leveraging network, Marine Knowledge cluster has a high potential to deliver more synergies. | |
| | EQ 4 To what extent and how did the actions supported contribute to DG MARE's policy work? | One project directly contributed to DG MARE's flagship policies while others act in a more indirect manner on DG MARE's policy work. | |
| | EQ 5 How did the actions help DG MARE contribute (even if only potentially at this stage) towards achieving the targets in EU 2020? | Marine Knowledge actions are relevant to a number of EU 2020 targets, notably by contributing to smart and sustainable growth. | |
| **Efficiency** | EQ 6 To what extent do outputs represent value for money? | Stakeholders generally judged Marine Knowledge to represent a potentially high value for money. One project (MARATLAS) is considered to be providing relatively poor value for money at present, but has the potential to become much more cost-effective. | |
| | EQ 7 Are costs reasonable given the changes/effects that have been achieved? Which factors influenced the cost-efficiency of the achievements observed? | Investments made are deemed to be reasonable with regard to the potential impact which they can achieve. | |
| **Coherence** | EQ 8 How did the Programme's actions take due account of other EU policies and instruments, which are relevant for IMP? | From its inception, Marine Knowledge has aimed to build cooperation with and leverage other EU policies and instruments. In some cases, clearer use cases are needed. | |
| | EQ 9 To what extent were the various actions taken by MARE under the transitional financial instrument and the actions under this instrument taken by other DGs with a maritime dimension (such as MOVE, ENV…) mutually coherent? | The Marine Knowledge cluster is considered to be highly coherent with instruments and policies with a maritime aspect led by other DGs. | |
| **Relevance** | EQ 11 To what extent have the activities supported (between 2011 and 2014) by the Programme been relevant for the further development of IMP? | As assessed by stakeholders, the actions financed will likely continue to play a role in supporting the development of the IMP in the coming years. | |
| | EQ 12 Which new emerging areas relevant to maritime policy (such as ocean energy, blue biotechnology) were taken on board in the Programme as it was implemented? | The financed actions indirectly support emerging areas in maritime policy (through availability of data), although they do not directly take on these aspects as such. | |
| **Value added** | EQ 10 To what extent did the TFP represent EU added value? | Stakeholders agreed that there is a need for coordination at the EU level in order to gain the necessary critical mass needed to make actions in Marine Knowledge effective and sustainable. | |

## 4.2 Cluster 2 - Integrated Maritime Surveillance

### 4.2.1 Background to the actions of the TFP

Status 2011

As underlined in the IMP Blue Book[59], competent national authorities (e.g. transport, border control, fisheries control, customs, environment, general law enforcement and defence…) collect data separately and rarely share them with their colleagues, which means data collection efforts are dispersed and often duplicated. Cooperation is further hindered by the diversity of user and operator communities and the legal complexity of sharing certain types of information.[60]

IMP Blue Book

In the 2007 IMP Blue Book, the Commission elaborated the concept of Integrated Maritime Surveillance (IMS) as one of the IMP's horizontal and cross-cutting policy tools in order to enhance the fragmented and inefficient maritime surveillance efforts. Specifically, the Commission committed to taking concrete steps to:

- Promote closer cooperation between Member States' Coast Guards and other appropriate agencies active in the domain of maritime surveillance;
- Work towards establishing an interoperable surveillance environment to bring together existing monitoring and tracking systems used for maritime safety and security, protection of the marine environment, fisheries control, control of external borders and other law enforcement activities.

CISE

To achieve these objectives, the Commission has, through Structural Funds and Research and Innovation Programmes, financed, since 2008, cooperation platforms and events for various Member State authorities engaged in maritime surveillance, as well as the development of various tools to facilitate information exchange and sharing. Most important among these actions has been the further development of the Common Information Sharing Environment (CISE).

Purpose

This initiative is a voluntary collaborative process designed to enhance and promote information and data sharing between competent Member State authorities – i.e. across Member States and across authorities – by building on existing information exchange and sharing platforms, instead of replacing or duplicating them. The ultimate aim is to increase the efficiency and effectiveness of maritime surveillance activities and create greater maritime situational awareness.

Baseline needs

CISE intervenes in a complex context of existing cooperation networks and information exchange platforms used by different maritime surveillance

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[59] 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 ('Blue Book'), COM(2007) 575

[60] *The development of the CISE for the surveillance of the EU maritime domain and the related Impact Assessment*. COWI, 2012

communities (transport, environmental protection, fisheries control, border control, general law enforcement, customs and defence). Some of the pertinent, existing networks and information exchange systems are (non-exhaustively): EUROSUR (an information exchange system hosted by Frontex and used by Schengen MS to improve management of the EU external borders), MARSUR (a network of 17 MS and Norway using existing naval and maritime information exchange systems), and SafeSeaNet (a vessel traffic monitoring and information system managed by the European Maritime Safety Agency (EMSA)). One of the key challenges of CISE thus is to "*create an interoperable common environment that builds on these existing systems and accommodates the integration of future systems without creating duplication or new burdens".*

Preparatory actions

Funded by a budget approved by the European Parliament for IMP preparatory actions. Two pilot projects were undertaken to test the capacity of Member States in two maritime regions to facilitate the exchange of surveillance information: MARSUNO (Nine northern EU MS together with Norway and the Russian Federation, under Swedish leadership) and BluemassMed (Six EU Member States around the Mediterranean Sea basin and its Atlantic approaches).

These pilot projects have provided relevant insights on how to develop CISE, which have been the subject of discussion in both the Member States' Expert Group on Maritime Surveillance (MSEsG) and the CISE Technical Advisory Group (TAG). The MSEsG is a political guidance group composed of three representatives per MS: one from defence and two from relevant civilian sectors. The TAG however is a technical expert group, composed of relevant EU agencies, and of sectorial experts from competent Member States who however do not represent their MS but instead represent their respective sector for all MS together. Both groups provide the Commission with political and technical guidance respectively for the coherent development of CISE, given that they represent the relevant stakeholders.

Communication

A 2009 Commission Communication: 'Towards an integrated maritime surveillance'[61], on the future development of IMS, identified the first steps towards CISE by spelling out the guiding principles for its development:

- An approach linking all communities, offering a flexible and comprehensive information environment
- An interoperable technical framework interconnecting existing systems while also offering regional approaches and sectorial systems (notably for classified material)
- Information exchange between civilian and military authorities

[61] Commission Communication 'Towards the integration of maritime surveillance: A common information sharing environment for the EU maritime domain', COM(2009) 538 final

› Legal provisions to address obstacles to the exchange of monitoring and surveillance data (confidentiality and processing of personal information).

With input from an expert panel, the Commission published a draft roadmap[62] for the implementation of the CISE ("CISE Roadmap") in 2010, which sets out the following as next steps:

1. Identifying user communities
2. Mapping of data sets and gap analysis for data exchange
3. Identifying common data classification levels
4. Developing the supporting framework for the CISE
5. Defining access rights
6. Providing a coherent legal framework.

Council Conclusions

Since 2009, the Council provided a series of supportive Council conclusions. In 2012, the European Ministers responsible for maritime policy called on the Commission, by means of the "Limassol declaration"[63], to have the CISE project operational by 2020. This was adopted in 2013 by the European Ministers and endorsed by the Council of Ministers through the Council conclusions on maritime surveillance 2009-2013.

IMS objectives in the TFP

The Regulation n°1255/2011 establishing TFP includes IMS as one of its general objectives under the development of cross-sectorial tools, including further developing an IMS platform, and defines the operational objective (Article 2(a)).

### 4.2.2 State of play of action implementation

The implementation of the IMS has entailed extensive actions at both EU and national level. At the national level, mechanisms involving all relevant authorities (both civilian and military), have already been established by several Member States in view of improving coordination[64].

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[62] Draft Roadmap towards establishing the Common Information Sharing Environment for the surveillance of the EU maritime domain COM(2010) 584 final

[63] Limassol Declaration – 07.10.2012, para 21: "*We reaffirm that growth can be boosted by coherent and effective public policy that sets out the conditions necessary for the full development of the blue economy. It should reduce administrative and regulatory burdens and remove bottlenecks for innovation and investment. We therefore call for involved parties to:(…) Support the integration of maritime surveillance towards an active operational Common Information Sharing Environment for the EU maritime domain by 2020, as an effective and cost-efficient way of safeguarding EU interests"*

[64] Communication from the Commission to the EP and the Council: "Better situational awareness by enhanced cooperation across maritime surveillance authorities: next steps within the CISE for the EU maritime domain – COM(2014) 451 final

MS actions improving coordination

In the same line as MARSUNO and BluemassMed, 11 EU Member States[65] were closely working on a pilot project named the "Cooperation Project"[66] (CoopP). This project aims to calculate the potential EU economic added value in real-life maritime surveillance scenarios. EU Member States involved in the project also worked to remove the barriers to the exchange of information by ensuring the interoperability of surveillance information systems. The 'CoopP' results are serving as inputs to the follow-up 'EU CISE2020' project that started in November 2014 and that will design and test CISE at a large scale (14 MS and up to 50 authorities from all sectors involved).

At the EU level, significant progress has been made towards both the voluntary part (CISE and European and Mediterranean Coast Guard Fora) as the part enshrined in European law (SafeSeaNet).

Progress on CISE, in particular through the aforementioned MS-driven project, triggered a far-reaching understanding of the benefits of cross-sectorial cooperation between maritime functions. This understanding paved the way for the Commission to adopt "For an open and secure global maritime domain: elements for a European Union maritime security strategy". It was followed by the Council adopting the European Union Maritime Security Strategy (EUMSS)[67]. An action plan for this EUMSS was adopted under the 2014 Italian presidency. The EUMSS strategy identified five areas of the strategy, among which was "Maritime awareness, surveillance and information sharing". This strategic area identified the development of CISE as one of the four focus areas.

CISE roadmap implementation

During the period under evaluation, the CISE roadmap has been implemented with inputs from the TAG (Technical Advisory Group) and under the guidance of the MS expert advisory group on maritime surveillance.[68] Supporting the implementation of the CISE Roadmap were a number of actions financed through the IMP facility.

To support the TAG group with their responsibilities stemming from the implementation of the CISE Roadmap, an Administrative Arrangement was concluded with the JRC for the provision of "Research and institutional support activities towards the CISE for the EU maritime domain" (B10).[69] This notably included the provision of secretarial services. The contract amounted to EUR 950,000.

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[65] Finland, Bulgaria, Estonia, France, Germany, Ireland, Norway, Portugal, Romania, Sweden and Spain

[66] For more information: www.coopp.eu

[67] European Union Maritime Security Strategy (11205/14) (June 2014)

[68] It is important to note that CISE remains in a developmental stage. The project is currently in a Proof of Value stage, during which a "mini-CISE" is planned to be developed and tested with EU research funding alongside other actions.

[69] Administrative arrangement between DG MARE and DG JRC – JRC Contract n°31830-2010-07 NFP ISP

| | |
|---|---|
| Communication | The Commission also solicited the services of an external communications consultancy (B4) for the provision of communication services for the implementation of CISE. The intervention notably resulted in the creation of a modern visual identity, which has been used to enhance Commission communication, and the development of a clear strategy concerning key messages. |
| CISE impact assessment | As part of the implementation of the CISE Roadmap and in preparation of the Commission Communication to the EP/Council, an impact assessment study (B2) was carried out in 2013[70]. This study concerned in particular the conceptual development of CISE, covering technical, legal, financial, environmental and social aspects necessary for assessing its impact. The study considered three options: i) no further EU action, ii) voluntary measures and iii) legally binding measures.<br><br>It concluded that the preferred option is a mix of sub-options including "the adoption of a Commission Communication, a handbook with best practices adopted through a Recommendation as well as revisions of sector legislation to remove unjustified legal limitations."[71] |
| Sustainability and efficiency of Visions for CISE | As a number of different visions began to emerge from the work in the framework of the implementation of the CISE Roadmap, another study (B3) was commissioned[72] to assess the cost-efficiency and sustainability of five different architectural visions of the future CISE. The study estimated that the implementation of CISE, depending on the vision adopted, would likely cost between EUR 83 million and EUR142 million over a period of ten years.[73] |
| SafeSeaNet ecosystem assessment | As improvements to existing information-sharing systems will need to be envisaged for the implementation of CISE, a study was commissioned (B16)[74] to assess the extent to which the SafeSeaNet (SSN) 'ecosystem', one of the most developed maritime information-sharing platforms already in existence, fulfilled the principles and requirements of CISE and which evolutions would need to take place to render the system compatible with CISE.[75] The study also included the development of a |

[70] Commission staff working document – Impact assessment: in support of a Communication on CISE for the EU maritime domain – COM (2014) 451 final
[71] *Idem*
[72] Study on sustainability and efficiency of visions for CISE: Estimation of the costs and feasibility of the possible CISE IT architecture.
[73] *Sustainability and efficiency of Visions for CISE*. Gartner, 2013: pg. 7
[74] EMSA – Study to assess the future evolution of SSN to support CISE and other communities
[75] *Idem*

prototype Single National Window to support the implementation of the 2010 Reporting Formalities Directive.[76]

Coast Guard Forums

Furthermore, both European Coast Guard Forums (ECGF) (A3 and A9) and Mediterranean Coast Guard Forums (MCGF) (E2 and E3) were financed by the TPF in 2012 and 2013. These meetings were the opportunity to gather Coast Guard authorities from EU MS and neighbouring countries to discuss on-going issues and find productive solutions. For instance, the 2012 ECGF tackled 13 specific issues, such as maritime safety and security as a driver for innovation and employment, and best practices in reinforcing areas of cooperation and information exchange.

IMS next steps

This work has culminated in the publication of a Commission Communication[77] in 2014 on the progress made towards the implementation of the CISE and next steps. It is planned in particular to launch a test of maritime CISE on a large scale (December 2014), to publish a handbook (2016) and to assess the CISE implementation (2018).

[76] Directive 2010/65/EU of the European Parliament and of the Council of 20 October 2010 on reporting formalities for ships arriving in and/or departing from ports of the Member States and repealing Directive 2002/6/EC Text with EEA relevance

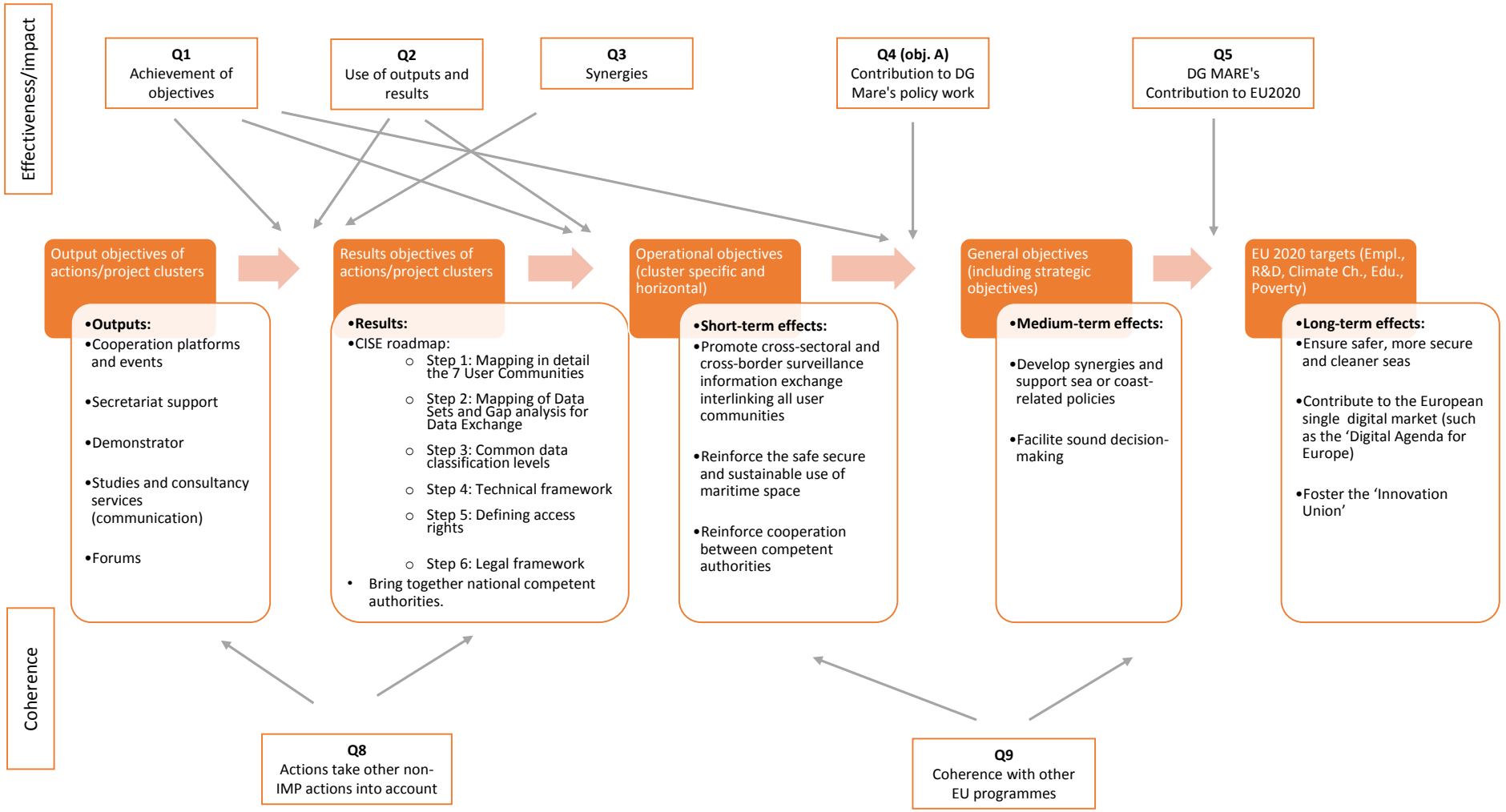
[77] Commission communication: Better situational awareness by enhanced cooperation across maritime surveillance authorities: next steps within the CISE for the EU maritime domain

*Table 4-5 Actions and projects financed under the IMS cluster*[78]

| Cluster: | 2 IMS | Duration | Amount – EUR | Type of action | Implementation status |
|---|---|---|---|---|---|
| Number | Title | | Committed (paid) | | |
| 2.1.1 | Development and implementation of integrated governance of maritime and coastal affairs and visibility of the IMP | | 1 400 000 (2011) | | |
| A3 | European Coast Guard Forum 2013 (Greece) and 2014 (Italy) – Forum of the Heads of the Coast Guard Functions of the EU and associated Schengen countries | 2013 | 102 039 (78 235) | Forum | Finished |
| 2.1.1 | Development and implementation of integrated governance of maritime and coastal affairs and visibility of the IMP | | 1 900 000 (2012) | | |
| A9 | European Coast Guard Forum 2012 – Conference of the Heads of Coast Guard functions of the EU and associated Schengen countries | 2012 | 81 646* (67 566) | Forum | Finished |
| 2.2.1 | Impact Assessment Studies as part of the implementation of the Roadmap on the Common Information Sharing Environment (CISE) and preparation of the Communication to EP/Council in 2013 | | 1 450 000 (2011) | | |
| B2 | Impact assessment – Common Information Sharing system (CISE) | 2012- 2013 | 1 520 588* (910 249) | Study | Finished |
| 2.2.1 | Implementation of the Roadmap on the Common Information Sharing Environment (CISE) and preparation of Communication to EP/Council in 2013 | | 1 500 000 (2012) | | |
| B3 | IT – Common Information Sharing Environment (CISE) | 2013 | 573 176 (347 581) | Study | Finished |
| B4 | Communication Tools on CISE for Maritime Surveillance | 2014 | 125 044 (75 027) | Consultancy services | Finished |
| 3.1 | Continuity of Administrative arrangement with the Joint Research Centre in relation to Common Information Sharing Environment (CISE) | | 950 000 (2011) | | |
| B10 | Support to Common Information Sharing Environment | 2012-2014 | 950 000 (175 000) | Secretarial support | Finished |
| 3.1 | Evolution of SafeSeaNet (SSN) | | 1 800 000 (2011) | | |
| B16 | Evolution of SafeSeaNet (SSN) | Ongoing | 700 000 (700 000) | Study | Finished |
| 1.3.1 | | | | | |
| E1 | Mediterranean Coast Guard Forum 2013 (Spain) and 2014 (Portugal) | 2013 | 149 986* (68 032) | Forum | Finished |
| E2 | Mediterranean Coast Guard Forum 2012 France | 2012 | 150 000* (135 987) | Forum | Finished |

[78] Note: Situation regarding payments as of 19/11/2014. Column 'Amount' shows initial, committed amount. In case of de-commitments, initial amount is indicated by an *

*Figure 4-2 The Integrated Maritime Surveillance intervention logic*




*Source: Analysis EY/COWI on the basis of the Commission communication 'towards the integration of maritime surveillance: A common information sharing environment for the EU maritime domain' (COM (2009) 538 final), the CISE roadmap and Regulation n°1255/2011*

### 4.2.3 Answers to evaluation questions

The following chapter includes the assessment of the IMS cluster in relation to the evaluation criteria. The evaluation questions are given in the margin for easy reference. The analysis is based on the judgment criteria and indicators set out in the evaluation framework in Appendix B.

The analysis is structured according the overall intervention logic approach. A presentation of the intervention logic for the cluster has been included in Figure 4.2.

The case studies carried out for the IMS cluster are included in Appendix I. These cases are:

- Case study 3 - CISE Impact Assessment
- Case study 4 - Evolution of SafeSeaNet.

#### Effectiveness

The projects financed by the IMP facility within the Integrated Maritime Surveillance (IMS) thematic cluster are generally considered to be coherent with and to support the relevant general and operational objectives set out in the TPF. However, it should be noted that determining the ultimate contribution of the actions financed within the IMS cluster to the attainment of these objectives is considered difficult, because a number of other actions falling outside the scope of the evaluation also had, and continue to have, a substantial impact on the results. Secondly, because the eventual effects of the implementation of CISE are so diffuse, stakeholders interviewed had difficulties concretely linking actions to horizontal objectives, but tended to agree that the actions do support them.

EQ1 To what extent were the 6 general objectives (set out in Article 2 of the Regulation), and the corresponding operational objectives (set out in Article 3), achieved by the actions and their results?

The principal result of the actions financed under the IMS cluster during the period under evaluation has been the implementation of the CISE Roadmap. Once fully developed, this process aims to interconnect existing maritime surveillance information systems and, when necessary, develop an appropriate environment enabling the sharing of information in order to avoid duplication and generate efficiencies.

Actions financed under the IMS cluster are considered by evaluators to be coherent with the needs for the implementation of the CISE roadmap, and stakeholders interviewed consider that concrete outputs of these actions directly supported their work. Some of the actions, such as the JRC secretariat support, provided general support to the entire process, while other actions provided support to specific “step(s)” along the CISE roadmap.

*Box 4-2 Cluster objective a*

a) "development of the Common Information Sharing Environment (CISE) for the Union maritime domain, which promotes cross-sectoral and cross-border surveillance information exchange interlinking all user communities, in line with the principles of IMS and taking into account the relevant developments of sectoral policies".

| | |
|---|---|
| Objective A (a) promote actions which encourage Member States and EU regions to develop, introduce or implement integrated maritime governance; | The actions supported the implementation of the CISE roadmap, which aims to generate situational awareness of activities at sea across a number of relevant sectors. It can be considered that enhanced maritime surveillance would facilitate sound decision-making. In this way, the IMS cluster can be said to indirectly support the objective of integrated maritime governance. Furthermore, actions within this cluster also financed the European and Mediterranean Coast Guard Fora in 2012 and 2013, which, on a more general level, supported the development of strengthened coordination and cooperation between competent Member State authorities, according to Commission officials. |
| Objective D (b) promote and facilitate the exploitation of synergies between the national, regional and Union levels, governance and sectoral policies that have an impact on regional seas and coastal regions. | The IMS cluster does not explicitly aim to promote the development of the sea basin approach as it is understood within the IMP framework. However, evaluators believe that it indirectly supports the implementation of sea basin approaches as it contributes to the development of CISE, which aims to interconnect user communities within (as well as across) sea basins. For obvious operational reasons, this information-sharing will particularly benefit geographically proximate authorities cooperating closely within a given sea basin. Furthermore, the actions financing the 2012 and 2013 Mediterranean Coast Guard Forum (MCGF) directly reinforce cooperation between relevant authorities within the Mediterranean basin. More precisely, as underlined in the 2012 MCGF final report, working groups organised during the forums enabled discussions on specific issues that could lead to concrete cooperation within the region. |
| Objective E (a) encourage continuing working in close cooperation with Member States on an integrated approach with third countries and actors in third countries sharing a sea basin; | Promoting external cooperation is not directly expressed in the IMS cluster objectives. Nevertheless, the Mediterranean Coast Guard Forum does include neighbouring third countries from the Mediterranean basin. In 2012, for instance, ten third states were present at the forum (Albania, Algeria, Djibouti, Egypt, Lebanon, Libya, Montenegro, Morocco, Tunisia and Turkey)[79]. In this way, third countries are included in a concrete manner in discussions between authorities within the Mediterranean basin. |

[79] Mediterranean Coast Guard Forum 2012, final report

EQ 2 To what extent and how (and by whom) have the results and deliverables obtained so far from the actions been used, and for what?

Over the evaluated period, actions financed under the IMS cluster actively contributed to a number of results. The most important result achieved was the implementation of the CISE Roadmap. According to documentary review and stakeholder interviews, the following steps have been taken to implement the CISE Roadmap:

- Step 1: Identifying user communities involved in CISE and the distribution of tasks by authority in Member States;
- Step 2: On the basis of the mapping, the TAG assessed the gap between existing maritime surveillance information and its cross-sectoral availability. The gap turned out to be 70% on average.
- Step 3: A common approach to classification levels was developed in order to allow data to be exchanged more easily through CISE (e.g. the same information can be considered as restricted by one user community and confidential for another one);
- Step 4: CISE is an environment that will interconnect existing systems. Therefore, there was a need to develop the supporting technical framework to interlink existing and planned systems in order to enable cross-sectoral data exchange;
- Step 5: On the basis of the mapping established in step 1, TAG developed a comprehensive proposal establishing, for each user community, its access rights to each type of data.

The actions financed within the IMS cluster supported all of the above steps to varying extents. For example, the JRC provided secretariat support to the TAG throughout the entire process (B10). Concretely, it consisted of coordination of the TAG meetings and the elaboration of various tools for the participants. The other actions financed under the IMS cluster supported specific steps of the roadmap such as:

- Communication tools for CISE (B4): this action provided support (visual identity, key messages …) to the Commission for its communication activities on CISE;
- Study to assess future evolution of SafeSeaNet SSN (B16): Assessment of the extent to which the SSN 'ecosystem' fulfilled the principles and requirements of CISE. In so doing, it provided a case study of the technical hurdles to CISE implementation for one of the most important existing systems;
- Study on sustainability and efficiency of visions for CISE (B3): Estimation of the costs and feasibility of the possible CISE IT architectures;

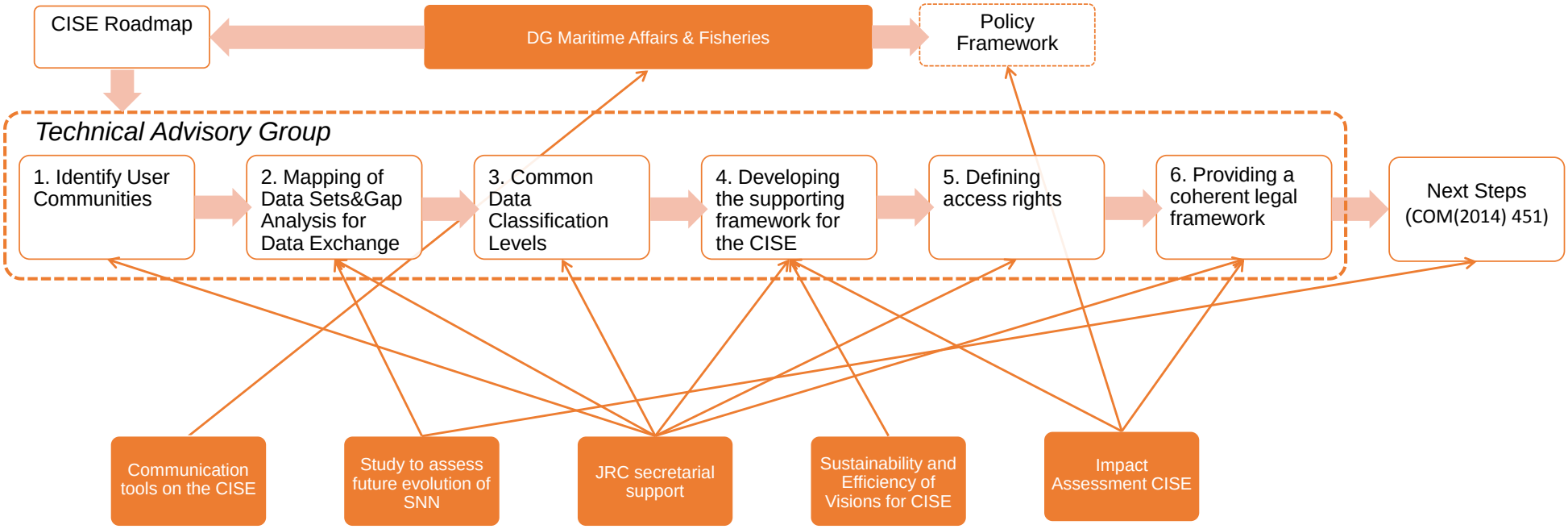
› Impact assessment of CISE (B2): Necessary step to be fulfilled in the legislative process. It provided useful outputs such as different policy options and the estimation of costs and benefits in both economic and non-economic terms.

Stakeholders interviewed generally were able to identify the different actions financed in support of their work and found the outputs (findings, recommendations, estimations…) relevant and directly useful for the implementation of the CISE Roadmap. Some actions, such as the JRC support and the impact assessment, were well known to the stakeholders interviewed and they were able to cite concrete examples of how the actions supported their work (e.g. concrete services provided such as secretarial support, or estimations and analysis from reports). However, the purpose and objectives of other actions, notably the SSN study and accompanying Single National Window (SNW) demonstrator, were less understood by some of the interviewed stakeholders[80]. The figure on the following page maps the links between the actions financed under the IMS cluster and the manner in which they supported the implementation of the Roadmap.

Besides the actions financed for the implementation of the CISE process, the IMS cluster also includes financing for a different sub-group: the Mediterranean Coast Guard Forum and the European Coast Guard Forum (A3 and A9 and E1 and E2 respectively). During those fora, working groups were conducted on specific issues. For instance, in 2012 a working group tackled the issue of refugees in the Mediterranean Sea. In addition to the classic benefits, such as promoting networking, the fora resulted in subsequent coordination and cooperation between competent authorities, such as the promotion of bilateral approaches on specific issues and the production of a risk cartography.

[80] Cf. SSN case study (Appendix I) for a more detailed discussion

*Figure 4-3 Implementation of the CISE roadmap through projects*




*Source: Analysis EY/COWI on the basis of the documentary review and stakeholder inputs.*

| | |
|---|---|
| EQ 3 For which topics have synergies been achieved by the actions supported? Who was involved? | Because of the nature of the actions financed under the IMS cluster supporting CISE (e.g. many were reports and services), it is difficult to determine to what extent synergies were achieved. However, analysing the development and future benefits offered by CISE, it is possible to identify some indirect synergies created by these actions. When questioned on the extent to which the CISE would create 'positive externalities", stakeholders interviewed pointed out that maritime surveillance is the basis for other maritime activities. For instance, CISE would help to reduce goods being smuggled into the EU, oil polluting the sea, illegal unregulated and unreported fisheries, accidents at sea, irregular immigration and piracy among others.<br><br>With the Coast Guard fora, however, it is possible for the evaluators, on the basis of interviews conducted with Commission officials, to identify some concrete positive externalities. The fora are an important mechanism for building and maintaining networks within the Coast Guard community. However, as emphasized in the 2012 MCGF final report, they also foster the development of several new modes of cooperation, such as the development of common operational procedures and standards and the promotion of the exchange of information and expertise. |
| EQ 4 To what extent and how did the actions supported contribute to DG MARE's policy work? | The IMS cluster actions are judged by the evaluators to be highly consistent with DG MARE's policy work. Firstly, the implementation of CISE would create a framework into which other IMP clusters can feed useful information. For instance, EMODnet is expected to provide marine data to other user communities through the CISE framework.<br><br>Secondly, in a more diffuse manner, better maritime surveillance will act in favour of cleaner, safer and more secure seas. These factors are important enablers for Blue Growth (see Blue Growth cluster), sustainable development and the security of the EU maritime domain. While it is difficult to identify specific concrete links with other IMP pillars, the evaluators judge that indirect support is nevertheless very important. However, it should be noted that there is low awareness of CISE in the other clusters and of how CISE may support their respective work. |
| EQ 5 How did the actions help DG MARE contribute (even if only potential at this stage) towards achieving the targets in EU 2020? | The objectives of the actions financed in support of the development and implementation of CISE under the IMS cluster are generally aligned with broader European objectives set out in the Europe 2020 Strategy for smart, sustainable and inclusive growth. CISE is still at a developmental stage and this evaluation can only speculate as to the potential contribution to EU 2020 targets. However, it is feasible to logically map out how the implementation of CISE could concretely support these objectives. In this way, actions financed under the IMS cluster would in the opinion of the evaluators contribute to the following objectives:<br><br>› Facilitating information exchange helps to ensure safe, secure and clean seas, one of the fundamental conditions for sustainable (blue) growth; |

› CISE also contributes to the 'Digital Agenda for Europe' by promoting cross-border and cross-sector interoperability of existing information-sharing platforms;

› CISE implies the development of new technologies and new ways of cooperation between seven user communities from 28 EU Member States. Therefore, it also fosters the 'Innovation Union'.

With regard to the fora financed under the IMS cluster, given their nature it is difficult to determine the extent to which they contributed to achieve EU 2020 targets.

## Efficiency

EQ 6 To what extent do outputs represent value for money?

The question of efficiency can be approached from the perspective of the efficiency of the individual actions financed under the IMS cluster and the manner in which they were implemented, or from the overall efficiency of the investments.

On the level of the individual actions, according to IMS stakeholders interviewed, the outputs are generally considered to represent a reasonable value for money. Dissecting the manner in which each action was implemented, minor efficiency concerns can be raised in some cases, such as the use of external expertise for the impact assessment. Yet overall, the DG MARE approach of strategically supporting the CISE Roadmap Process is considered efficient by the evaluators and by the stakeholders interviewed.[81]

Looking at efficiency on the second analytical level (overall efficiency), the investment made in the context of the development of CISE can be considered a high value for money. While CISE was still in a developmental phase, an impact assessment[82] was carried out to evaluate the potential impacts. Looking at the CISE impact assessment's preferred option for its implementation:

› The overall potential impact of CISE is estimated to range between EUR 1,600 million (consultancy estimate, which supposes an elimination of all barriers hampering information-sharing) and EUR 4,200 million (Cooperation Project estimate) over a 10-year period;

› For the Commission's preferred option, the potential total cost is estimated at EUR 133 million during the first 10 years of CISE implementation.[83] More precisely, the direct cost to the EU would amount to EUR 26 million and Member State investments are estimated at EUR 107 million.

CISE can thus be said to represent a return on investment ranging between 12 and more than 30 times the initial investment. Whilst based on extensive research and analysis, these figures should only be understood as rough estimates based on a

[81] Cf. CISE Impact Assessment case study (Appendix I) for a more detailed discussion

[82] Commission staff working document: impact assessment in support of a Communication on CISE for the EU maritime domain (SWD (2014) 224 final)

[83] *Idem*

number of assumptions. For example, the consultancy study's estimate of EUR 1,600 to 4,200 million assumes that CISE manages to eliminate all barriers to information sharing during the initial 10-year period. In reality, it is unlikely that any large-scale programme such as CISE will be able to realise all of its potential within an initial 10-year period.

IMS actions also supported the organisation of the European and Mediterranean Coast Guard forums. Considering the nature of this activity (results potentially achieved by the forums are not systematically measured), it is not possible to assess the efficiency of the organisation of the fora themselves, given the scope of the evaluation. However, as the rationale behind them is to promote cooperation between European Coast Guard authorities, it could be considered that they promote the more efficient use of resources.

EQ 7 Are costs reasonable given the changes/effects that have been achieved? Which factors influenced the cost-efficiency of the achievements observed?

In terms of the implementation of IMS actions supporting CISE and the costs of DG MARE's support through studies for the Roadmap process, the evaluators and the stakeholders interviewed assess secretarial support and the contracting of consultancy services to be reasonable given the achievements. This light-footprint approach provided strategic investment only where it was needed to advance the process, which was driven by Member States and EU experts in the TAG.

The potential cost-efficiency of investments in CISE can also be appreciated on the basis of estimates made in various studies (impact assessment of CISE and study on sustainability and efficiency of visions for CISE) supported under the IMS cluster. Assuming that the benefit is EUR 1,600 million would mean that the potential benefits of CISE represent a twelve-fold increase over the initial investment. As already mentioned, however, these figures only provide a general idea of the potential, and they rely on theoretical assumptions that are not likely to be entirely met in reality during the initial period of CISE. The main drivers of these cost savings are both internal and external: the savings realised through a rationalisation of Europe's maritime surveillance infrastructure (e.g. elimination of duplication) and the potential benefits of enhanced surveillance.

Because systematic data is not reported on the outcomes of the European and Mediterranean Coast Guard forums, it is difficult to say concretely the extent to which they represent a good value for money. Commission officials interviewed did not cite any specific efficiency problems relating to the organisation or handling of the conferences and rated the overall value for money of the resources invested in these forums as good.

## Coherence

EQ 8 How did the TFP's actions take due account of other EU policies and instruments which are relevant for IMP?

Through the development of CISE, the actions financed under the IMS cluster touch upon a wide diversity of policies and instruments relevant to the IMP by providing a common framework for the exchange of information between various user communities. In this context, IMS stakeholders interviewed pointed out that a better maritime surveillance implies considering user communities' features and needs. For instance, data protection requirements must be respected. Furthermore, as CISE is considered an interoperability process, existing information sharing tools and regulatory framework must have been taken into account.

In terms of the implementation of CISE, a number of existing EU instruments are leveraged, notably funding for research projects (e.g. Horizon 2020 demonstrator project).

EQ 9 To what extent were the various actions taken by MARE under the transitional financial instrument and the actions under this instrument taken by other DGs with a maritime dimension (such as MOVE, ENV…) mutually coherent? To what extent do they together exhibit an Integrated Maritime Policy?

Enhanced maritime surveillance is considered to promote cleaner, safer and more secure seas by Commission officials and other stakeholders interviewed. In so doing, according to the review of documents (such as the impact assessment of CISE), it would be mutually coherent with policies of e.g. DG HOME (better management of irregular immigration), DG ENV (better access to information related to sea pollution in particular), DG MOVE (safer and more secure EU territory including ports and ships flying a Member State flag), DG ENTR (better business environment), DG ECHO (anticipation and reactions to civil protection matters), DG OLAF and DG TAXUD (avoidance of fraud and smuggling) and EEAS (external actions). In the judgement of the evaluators, the perception of stakeholders interviewed is supported by the policy documents consulted (as mentioned above). Nonetheless it is important to note that this support is extremely diffuse, and examples provided by stakeholders interviewed were anecdotal and sometimes theoretical (CISE is still in development).

CISE also builds on a number of existing information-sharing platforms at the EU level, helping to increase the coherence amongst them by providing a common conceptual framework for the sharing of information. These include the SafeSeaNet ecosystem (EMSA), the Common Emergency Communication and Information System (DG ECHO), the Data Exchange Highway and the Fisheries Language for Universal eXchange (DG MARE), the Maritime Surveillance network (EDA), the European Border Surveillance System - EUROSUR (FRONTEX) , the Secure Information Exchange Network Application (EUROPOL), the Shared Environmental Information System ‘SEIS’ (DG ENV) and EMODnet (DG MARE) as well as the systems already in place at the national level.

For example, in relation to the SSN, the 2014 study to "Assess the Future Evolution of SSN to support CISE and the Other Communities"[84] establishes a link stating that: "The overarching conclusion of the assessments performed is that the SSN ecosystem has the appropriate technical capabilities to exchange the data [more likely to be shared] with other user communities which are supporting the development of a Common Information and Sharing Environment (CISE) for the maritime domain". In particular SSN is aligned with CISE as it: i) fulfils 8 out 9 CISE principles; ii) fulfils 29 (out of 41) CISE requirements, partly fulfils 7 and does not fulfil 5; and iii) around 72% of the CISE "data groups more likely to be shared" are already available in or through the SSN ecosystem". These conclusions, resulting from a study commissioned by EMSA and carried out by a private company, however only represent the views of its authors.

[84] GMV (2014), Study to assess the future evolution of SSN to support CISE and other communities (study prepared for EMSA)

## Relevance

EQ 11 To what extent have the activities supported (between 2011 and 2014) by the TFP been relevant for the further development of IMP?

Between 2011 and 2014, activities funded under the IMS cluster contributed in particular to the implementation of the CISE roadmap. During this period, through the fulfilment of the roadmap, the TAG worked on building the CISE conceptual foundation. This ushers in the next step of testing maritime CISE on a large scale between civilian and military authorities.

As stated in the 2014 Commission Communication[85] and as underlined by some stakeholders interviewed, several other next steps are planned, such as the testing of CISE on a large scale (through a research project funded under FP7 Horizon 2020), the development of a non-binding maritime CISE handbook by 2016, the review of existing sectorial legislation at the EU level and a review process to assess the implementation of CISE and the need for further action by 2018.

Furthermore, the relevance of CISE has already been demonstrated by the Council adopting the EUMSS, which includes CISE as an element of the "Maritime awareness, surveillance and information-sharing" component.[86] An action plan for this EUMSS was adopted under the 2014 Italian presidency in which integrated maritime surveillance (CISE information sharing) is the second work strand.

In parallel, the Coast Guard forums financed within the IMS cluster were the opportunity to promote cooperation between European and Mediterranean Coast Guards. The forums have developed into well-established arenas for discussions with the general aim of improving "the development of Coast Guard functions across borders and sectors". This can be attested by the perceptions of Commission's officials interviewed and the number of countries participating in the forums each year (forums achieve full coverage of relevant actors). The forums are expected to continue in the coming years and support IMP and IMS objectives.

EQ 12 Which new emerging areas relevant to maritime policy (such as ocean energy, blue biotechnology) were taken on board in the TFP as it was implemented?

Actions supported under the IMS cluster work towards creating and enhancing maritime surveillance capacity. They do not directly take into account emerging areas that could be relevant to maritime policy. However, as actions of the IMS cluster are interlocked with other IMP pillars, it could be considered that they indirectly support emerging areas.

## EU added value

EQ 10 To what extent did the TFP represent EU added value?

Maritime surveillance supposes a cross-border activity; therefore, it implies cooperation not only at Member State level. Consequently, competent authorities have to cooperate in order to share information and enhance overall maritime surveillance capacities. Therefore, there is a need to supervise and coordinate this cooperation. Furthermore, many of the regulations framing the sharing and exchange of maritime surveillance data are already regulated at EU level, such as

[85] *Idem*

[86] European Union Maritime Security Strategy (11205/14) (June 2014)

Directive 2010/65/EU on reporting formalities for ships arriving in and/or departing from ports of the Member States. CISE and the forums financed are thus the logical continuity of this context.

Stakeholders interviewed have pointed out that the coordination of the CISE process at the EU level has already allowed different authorities to overcome cultural difficulties linked to information sharing. During many years, because of the fear of losing power, many Member States' ministries were reluctant to share information, according to Commission officials interviewed. In this way, the implementation of IMS activities enabled the move from a status quo position to a constructive and dynamic process.

The EU added value of CISE has been measured through the Cooperation pilot project. According to testimony from Commission officials, the average estimate amounted to EUR 400 million per year. Therefore, it can be judged that approaching this problem at the EU level allows authorities to overcome not only political and technical hurdles, but may also lead to significant financial added value (as evidenced in the consultancy impact assessment).

### 4.2.4 Summary of findings

Effectiveness

IMS activities supported between 2011 and 2014 contributed to the implementation of the CISE Roadmap and the European and Mediterranean Coast Guard forums. This contributed to the three horizontal objectives (integrated governance, sea basin strategy and external cooperation) and the two first steps of the intervention logic (namely outputs and results). As both the CISE Roadmap and the forums are themselves part of longer term processes, evaluators can only estimate the extent to which these actions will eventually lead to medium-term and long-term results. However, by following the logical causal links, it is possible to conclude that IMS actions have contributed to the fulfilment of Europe 2020 targets.

Efficiency

The cost-efficiency of the individual activities funded under IMS is difficult to gauge. However, it is possible to conclude that the investments themselves are highly cost-efficient, in terms of their potential long-term impact.

- As currently designed, the potential benefit of CISE is estimated between EUR 1,600 million and 4,200 million, meaning that the potential benefits range between 12 and more than 30 times the initial investment foreseen (EUR 133 million). Therefore, the implementation of CISE would not only allow authorities to gain a better picture of what is happening in Europe’s seas, but also to use their resources more efficiently. Nonetheless, these figures only present a rough estimate of the total potential benefits and do not necessarily accurately reflect what might be expected over the next decade;

- Regarding the European and Mediterranean Coast Guard Forums, given the nature of the activity, it is not feasible to assess the ultimate value for money. However, considering the rationale behind them (promotion of Coast Guards' cooperation), it can be considered that they promote better use of resources.

| | |
|---|---|
| Coherence | Through the contribution of the IMS cluster actions, CISE is expected to promote cleaner, safer and more secure seas. It thus creates the fundamental conditions necessary to foster Blue Growth, sustainable development and the security of the EU maritime domain. In this way, CISE is considered as coherent with other IMP crosscutting policies and other DG MARE policies (such as the Common Fisheries Policy), as well as other EU policies and instruments with a maritime dimension. |
| Relevance | Actions funded under the IMS cluster are part of long-term processes that are expected to continue to support IMP objectives in the coming years. Through the implementation of the CISE Roadmap, important steps were made towards building the conceptual foundation of CISE. This allows for the launching of the next steps, such as the testing of CISE on a large scale. With the help of financial support provided through the TFP, the European and Mediterranean Coast Guard forums have become well-established arenas for discussion, with the general aim of improving the development of Coast Guard cooperation across borders and sectors. This mission is by definition relevant for the IMP's future development.<br><br>The relevance of CISE has already been demonstrated by the adoption by the Council of the European Union Maritime Security Strategy (EUMSS), which includes CISE as an element of the "Maritime awareness, surveillance and information-sharing" component. An action plan for this EUMSS has been adopted under the 2014 Italian presidency in which integrated maritime surveillance (CISE information sharing) is the second work strand.<br><br>Nevertheless, as opposed to other IMP clusters, the nature of CISE does not lend itself to direct support for emerging areas. |
| Added value | As maritime surveillance is by nature a cross-border activity, the implementation of this initiative at the EU level provides added value. The EU added value has been measured by the Cooperation pilot project at more than EUR 400 million per annum. |

*Table 4-6 Summary of evaluation questions for IMS*

| | **No of project in cluster: 7 No of finished project in 2014: 6** | | **Amount: EURO 8,6 million** |
|---|---|---|---|
| | Evaluation question | Sub-questions | Summary of assessment |
| **Effectiveness** | EQ1 To what extent were the 6 general objectives (set out in Article 2 of the Regulation), and the corresponding operational objectives (set out in Article 3), achieved by the actions and their results? | Cluster objective | All projects |
| | | Objective A | All projects |
| | | Objective D | Indirect support (all projects) |
| | | Objective E | Indirect support (Coast Guard Forums) |
| | EQ 2 To what extent and how (and by whom) have the results and deliverables obtained so far from the actions been used, and for what? | Cluster actions have delivered their outputs (studies, services, forums). Those outputs are part of a longer process aiming to enhance maritime surveillance, so ultimate effect is not yet known. | |
| | EQ 3 For which topics have synergies been achieved by the actions supported? Who was involved? | Synergies have been identified with other maritime activities, notably with the Coast Guard Forums. | |
| | EQ 4 To what extent and how did the actions supported contribute to DG MARE's policy work? | Results of projects are consistent with DG MARE's policy work as they have been used a) for other IMP clusters and b) for further development in the maritime area. | |
| | EQ 5 How did the actions help DG MARE contribute (even if only potential at this stage) towards achieving the targets in EU 2020? | IMS projects potentially contribute to support the implementation of Blue Growth and the 'Digital Agenda for Europe', and foster the 'Innovation Union'. | |
| **Efficiency** | EQ 6 To what extent do outputs represent value for money? | Stakeholders generally perceive the projects as a good value for money. Outputs and potential results are assessed as good quality and valuable to stakeholders. | |
| | EQ 7 Are costs reasonable given the changes/effects that have been achieved? Which factors influenced the cost-efficiency of the achievements observed? | According to document review and stakeholders, projects are expected to provide a significant return on investment through the long-term effects of CISE. | |
| **Coherence** | EQ 8 How did the Programme's actions take due account of other EU policies and instruments, which are relevant for IMP? | According to stakeholders and our documentary review, projects have taken due account of a) several EU instruments and b) other EU policies. | |
| | EQ 9 To what extent were the various actions taken by MARE under the transitional financial instrument and the actions under this instrument taken by other DGs with a maritime dimension (such as MOVE, ENV…) mutually coherent? | IMS projects are considered to be mutually coherent with other EU policies (DG HOME, DG MOVE, DG ENTR, DG ECHO, DG OLAF and DG TAXUD and EEAS).<br>By providing a common technical framework, CISE helps to increase coherence among existing maritime surveillance 'ecosystems'. | |
| **Relevance** | EQ 11 To what extent have the activities supported (between 2011 and 2014) by the Programme been relevant for the further development of IMP? | Assessed as very relevant – new projects are planned as a follow-up to the steps taken during the period under evaluation with the support of the IMS actions. | |
| | EQ 12 Which new emerging areas relevant to maritime policy (such as ocean energy, blue biotechnology) were taken on board in the programme as it was implemented? | Given its nature, IMS does not directly consider emerging areas. However, as it is interlocked with other IMP pillars, it could be considered that IMS provides an indirect support. | |
| **Value added** | EQ 10 To what extent did the TFP represent EU added value? | Stakeholders assess that given the context and nature of the project, the EU level provides a framework enabling the development of IMS activities. | |

## 4.3 Cluster 3 – Environment

### 4.3.1 Background to the actions of the TFP

Overview

Protection of the marine ecosystem is important if one is to preserve biodiversity and to ensure sustainable maritime growth. It is an overarching theme, touching upon the health of marine ecosystems (e.g. the Marine Strategy Framework Directive – MSFD and the Birds and Habitats Directives), climate change (e.g. the European Climate Adaptation Platform) and air pollution from ships (e.g. GHG emissions). The Marine Strategy Framework Directive (MSFD)[87] of 2008 and the Water Framework Directive (WFD)[88] of 2000 are explicitly mentioned as the environmental pillars of the IMP.

Marine Strategy Framework Directive

In line with the WFD, the aim of the MSFD is to establish a framework within which Member States are able to take the measures necessary to achieve, or maintain, good environmental status (GES) in the marine environment by 2020. Member States must define action plans (with clear targets and monitoring programmes) on how they aim to attain the goals of the MSFD, and are explicitly required to launch initiatives supporting cooperation between Member States sharing a sea region. Cooperation and coordination include the use of existing structures and programmes to the extent possible. For the envisaged implementation period of the MSFD, an informal Common Implementation Strategy (CIS) has been developed to assist coordination and facilitate the implementation of the MSFD[89].

International cooperation

The MSFD requires coordination with third countries (Article 6) in case of shared maritime basins. Cooperation with third countries in this respect takes place through four Regional Sea Conventions (RSCs) namely OSPAR, HELCOM, UNEP-MAP and the Bucharest Convention.

Good Environmental Status

A 2011 Commission SWD, examining the relationship between the initial assessment of marine waters and good environmental status (GES)[90], states that the focus of GES should be on anticipating upcoming challenges. The SWD recognises the need for improved scientific research and highlights the need for cooperation between Member States at regional level, as required by the MSFD. The paper also found that RSCs had responded positively to the MSFD.

[87] 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 (Marine Strategy Framework Directive)

[88] Directive 2000/60/EC of the European Parliament and of the Council of 23 October 2000 establishing a framework for Community action in the field of water policy

[89] Report from the Commission to the European Parliament and the Council on the Implementation of the Water Framework Directive (2000/60/EC) River Basin Management Plans, COM(2012) 670

[90] Commission Staff Working Paper Relationship between the initial assessment of marine waters and the criteria for good environmental status SEC(2011) 1255

Water Framework Directive

The WFD was introduced in 2000 and aims at achieving "good status" for all EU waters (including fresh, transitional (river mouths) and coastal waters) by 2015. The WFD is complemented by a number of other specific directives. It states "*Member States should aim to achieve the objective of at least good water status by defining and implementing the necessary measures within integrated programmes of measures, taking into account existing Community requirements*". Implementation of the WFD requires cooperation between Member States, stakeholders and NGOs in order to meet and/or overcome technical challenges (timetable/deadlines, complexity and capacity-building). The Common Implementation Strategy (CIS) was set up in 2001 in order to "*allow, as far as possible, a coherent and harmonious implementation of the framework directive*". A number of guidance and policy documents have been developed from 2000 until now, and events, such as workshops, meetings have been held in order to exchange knowledge and support the Member States in implementing the WFD.

Monitoring efforts

A 2009 report made by the Commission[91] found that monitoring efforts by Member States were good, and that the use of an electronic reporting system (the Water Information System for Europe – WISE) was successful. However, the report noted "*despite international coordination mechanisms being in place in many international river basin districts, only a few Member State have reported using them in establishing their monitoring programmes*". That same year, the second European Water Conference[92] took place. It was well received by participants and highlighted the fact that public discussion can be a valuable asset in balancing *"the interests between different sectors, authorities and other stakeholders*".

LIFE programme

The LIFE programmes have cross-thematic features relevant for the IMP, particularly LIFE+, which supported the 6th Environmental Action Plan and provided funding for nature and biodiversity projects related to marine sectors[93]. The objective of the LIFE+ programme 2007-2013[94] was to support implementation and development of environmental policy and legislation, and complement other EU funding programmes like the European Regional Development Fund, the European Social Fund, the Cohesion Fund, etc.

### 4.3.2 State of play of action implementation

The Commission Implementation Decision setting out the TFP work programme for 2011 and 2012[95] planned four actions to support the general objective "protection of the marine environment".

[91] Report from the Commission to the European Parliament and the Council in accordance with article 18.3 of the Water Framework Directive 2000/60/EC on programmes for monitoring of water status, COM(2009) 156

[92] 2nd European Conference 2009 Report

[93] The new LIFE 2014-2020 Regulation (1293/2013) is outside the scope of this study.

[94] EC Regulation (EC) No 614/2007 concerning the Financial Instrument for the Environment (LIFE+)

[95] Commission Implementing Decision of 12.3.2012 concerning the adoption of the Integrated Maritime Policy work programme for 2011 and 2012, C(2012)1447

Four environmental actions

A total of 14 projects was launched under the four environmental actions:

- The first action focused on *"Development of methodological standards in relation to good environmental status"*. Two projects were funded under this action; one ongoing, expected to end in 2014, and one completed project (April 2014).

- Six projects were funded under the action "*Marine litter and other emerging pressures on the marine environment*". Of these, two projects addressed marine litter, a project provided technical assistance to marine litter and noise, another project addressed the impact of noise, one project facilitated the exchange of best practices, and the last project was a study providing background information on sustainable aquaculture. One of the marine litter studies has been completed, the other five projects are ongoing, with expected completion dates in 2014 or at the beginning of 2015.

- The third action was the *"Coordination between the different marine regions in implementing the ecosystem approach"*. Five projects received funding under this action. Two projects provided technical assistance to the implementation of MSFD in the Black Sea and the Mediterranean (both ongoing) and three projects supported the Regional Sea Conventions (RSCs), of which two are completed and one is ongoing.

- One action concerns an *"administrative arrangement with the Joint Research Centre (JRC) on coordination and development of methodological standards in relation to GES under the MSFD"*. JRC provides DG ENV with technical expertise, which takes the guise of acting as a competence centre and providing scientific advice for the implementation of MSFD.

Project implementation

All projects were launched as framework contracts (FWCs) by DG ENV, apart from the administrative arrangement between JRC and DG ENV. DG ENV established three framework contracts to cover tenders for projects, reflecting the various skills needed for each specific action. All FWCs were initiated in 2012 and had a duration of two years.

The projects were part of the work plan for 2011-2012, but first commenced two years later. The internal procedures for preparing and launching framework contracts, and the necessary preparations, meant that the first projects were initiated in 2013. This is also reflected in the use of allocated funding, in that only some 23% of the funds have been spent and only a few projects have been completed. The current overall status is that, of the EUR 3.75 million allocated for environmental actions in the Implementing Decision for 2011-2012, EUR 3.73 million have been committed, EUR 0.88 million have been paid to date[96]. Four projects are at an end, three of which have been formally completed at the time of writing of this report. Documentation pertaining to final or intermediate results has been identified for ten of the projects.

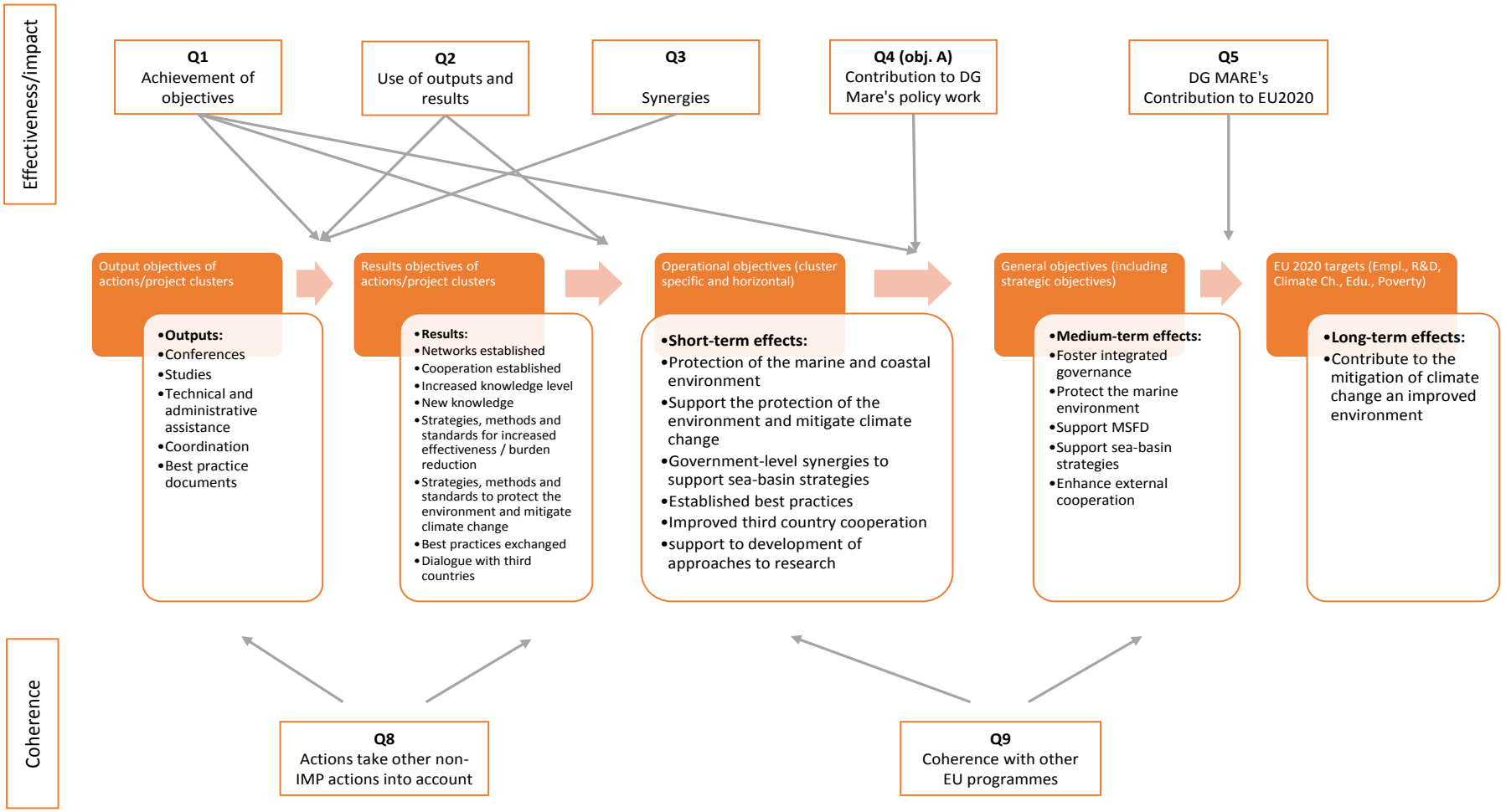
[96] Based on information available at https://webgate.ec.europa.eu/maritimeforum/node/3608

*Table 4-7 Actions and projects financed under the environment cluster*[97]

| Cluster | 3 – Environment | | Amount – EUR | Type of action | Documents available |
|---|---|---|---|---|---|
| No. | Title | Duration | Committed (paid) | | |
| 2.3.1 | Development of methodological standards in relation to good environmental status | | | 900000 (2011) | |
| C.3 | Development of an assessment methodology for coherent and representative MPA network in support of GES | 06/12/2013-06/12/2014 | 188010 (0) | Study | On-going |
| C.4 | Coherent geographic scales and aggregation rules in assessment and monitoring of GES | 10/4/2013-10/4/2014 | 77441 (23232) | Study | Finished |
| 2.3.2 | Marine litter and other emerging pressures on the marine environment | | | 1250000 (2011) | |
| C.5 | Marine Litter Study to support the establishment of an initial quantitative headline reduction target | 29/10/2013-29/08/2014 | 194390 (58317) | Study | Finished |
| C.6 | Administrative, organisational and technical support for the TSG on Marine Litter and Underwater noise | 11/02/2013-10/02/2015 | 106500 (31950) | Study | Ongoing |
| C.7 | Exchange of best practices for cost-effective "marine" measures including guide for financing opps MFF 2014-2020 | 06/12/2013-06/12/2014 | 268500 (80550) | Study | Ongoing |
| C.8 | Impacts of noise and use of propagation models to predict the recipient side of noise | 03/09/2013-28/11/2014 | 186046 (55814) | Study | Ongoing |
| C.9 | Identification and assessment of riverine input of (marine) litter | 31/10/2013-31/08/2014 | 192450 (0) | Study | Ongoing |
| C.10 | Background information for sustainable aquaculture development addressing in particular environmental protection | 30/10/2013-30/11/2014 | 296907 (89070) | Study | Ongoing |
| 2.3.1 | Coordination between the different marine regions in implementing the ecosystem approach | | | 1000000 (2012) | |
| C.2 | Technical and administrative support for the joint implementation of the Marine Strategy Framework Directive (MSFD) in Bulgaria and Romania | 29/10/2013-29/01/2015 | 382250 (114675) | Technical and administrative support | Ongoing |
| C.11 | Technical and administrative support for the joint implementation of the Marine Strategy Framework Directive (MSFD) by the Mediterranean EU Member States | 19/12/2013-19/03/2015 | 449204 (134761) | Technical and administrative support | Ongoing |
| C.12a | Analysis of needs of Regional Sea Conventions | 11/02/2013-11/11/2013 | 49935 (49935) | Study | Finished |
| C.12b | Organisation European Marine Conference in 2013 | 11/02/2013-11/04/2014 | 95452 (95452) | Conference | Finished |
| C.13 | Development of a shared data and information system between the EU and the Regional Sea Conventions | 09/12/2013-09/03/2015 | 593240(0) | Development of data and info portal | Ongoing |
| 3.2 | Administrative arrangement with the JRC on coordination and development of methodological standards in relation to good environmental status of the sea under the MSFD | | | 600000 (2012) | |
| C.14 | Scientific advice on the implementation of Good Environmental Status of the seas and other aspects of the Marine Strategy Framework Directive | 02/04/2013-31/03/2015 | 600000 (150000) | Technical support | Ongoing |

[97] Note: Situation regarding payments as of 19/11/2014. Column 'Amount' shows initial, committed amount. In case of de-commitments, initial amount is indicated by an *

*Figure 4-4 Environment intervention logic*



### 4.3.3 Answers to evaluation questions

The following chapter assesses the environment cluster against the evaluation criteria. The evaluation questions are based on the judgement criteria and indicators set out in the evaluation framework in Appendix B.

The analysis is structured according to the overall intervention logic approach. A presentation of the intervention logic for the cluster has been included in Figure 4-4.

The case studies carried out for the environment cluster feature in Appendix J. They are:

- Case study 5 - Technical and administrative support for the joint implementation of the Marine Strategy Framework Directive (MSFD) in Bulgaria and Romania
- Case study 6 – Marine Litter Study to support the establishment of an initial quantitative headline reduction target.

#### Effectiveness

Overall the projects and actions were designed to support the environmental objectives (objective c), i.e. to promote the protection of the marine environment. Furthermore, the actions have secondary links with other IMP objectives, as evidenced by the projects undertaken. More specifically, the purpose of the actions of this cluster is to assist Member States in achieving the MSFD goals by 2020. An intensive process in the Member States is planned, including the initiation of a monitoring programme by 2015, a review of progress so far and the preparation of a second cycle for 2018-2021.

*Box 4-3 Cluster objective c*

> c) To promote the protection of the marine environment, in particular its biodiversity and the sustainable use of marine and coastal resources, and to further define the boundaries of the sustainability of human activities that have an impact on the marine environment, in particular in the framework of Directive 2008/56 (MSFD).

EQ1 To what extent were the six general objectives (set out in Article 2 of the Regulation), and the corresponding operational objectives (set out in Article 3), achieved by the actions and their results?

The following operational objectives are found under cluster objective c:

a) support the protection and preservation of the marine and coastal environment
b) contribute to the health, biological diversity and resilience of marine and coastal ecosystems
c) facilitate coordination between Member States and other players in implementing the ecosystem-based approach
d) facilitate the development of methods and standards
e) promote actions to adapt to climate change and mitigate its effects on the marine, coastal and insular environment

f) support the development of strategic approaches for research to assess the current state of ecosystems.

All the projects have been formulated and designed to contribute towards the operational environmental objectives of the TFP (listed above), and the respective project objectives which are aligned to these. This is depicted in the intervention logic (Figure 4-4), which has been based on desk studies analysing project documentation. While the MSFD (as indeed mentioned in Regulation 1255/2011) provides the main focus for protecting and improving the marine environment, the individual actions address specific needs to prepare and assist its implementation. Stakeholders interviewed confirmed that these actions do address specific needs and provide the support required and that they have "*provided the Member States with the encouragement needed to implement the MSFD*". The following description of the projects grouped by activity, with the actions included in each, confirms this observation:

The **projects covering assistance to Member State** address particular needs linked to the practical and technical aspects of implementation, such as:

› The action "Coordination between different marine regions in implementing the ecosystem approach" includes two projects (C2, which is also examined by a case study in Appendix J, and C11) which provided technical assistance to Member States in preparing their reports for the MSFD[98]. Stakeholders interviewed viewed this as instrumental in helping the two Member States (Romania and Bulgaria) coordinate their approach, methodology and monitoring, and in contributing to timely reporting on the MSFD.

› Furthermore, Project C5 (administrative support for TSG on marine litter) provides assistance to all Member States on specific topics, such as the recommendation which GES targets to apply, while Project C7 provides assistance on the exchange of best practices.

A series of projects concern **studies aiming to improve assessment and monitoring** by adding specific GES descriptors of marine litter and noise in particular, as well as of aquaculture. For example, project C5 (case study in Appendix J) defined a baseline to allow the Member States to establish their marine litter reduction targets, while projects C3 and C4 focused on the development of an assessment methodology to be applied by all Member States.

The MSFD had also recognised the **need for coordination within and across regions**. Thus, the five projects that fall under this activity category focus on coordination between different marine regions in implementing the ecosystem approach (Action 2.3.1) and therefore seek to address this need. As mentioned in the first activity group above, the two technical assistance projects look at ways and means to improve cooperation (by encouraging common approaches and workshops) between Member States adjoining a specific sea basin. Stakeholders

[98] Following a need that was already identified in the first results of the MSFD reports.

interviewed confirmed that a process has been defined for reporting and coordination between Romania and Bulgaria at the monitoring level.

Finally, the fourth activity area, which concerns the **monitoring of the implementation of the MSFD,** is demanding, both technically and in terms of resources, due to the complex technical nature of the reporting activities and the number of relevant indicators. This was confirmed by Commission officials interviewed.

Only four projects in this cluster have been completed so far, and one is close to completion. It is therefore too early to draw any conclusions on the concrete results of the actions. However, it is assessed that actions carried out under this cluster will, most likely, attain their main objective (objective c), given the standard of the completed projects.

Objective d) promote and facilitate exploration of synergies between national, regional and Union levels.

This cluster also, indirectly, supports the sea basin approach in general objective d). Notably, the two technical assistance projects related to the MSFD implementation focus explicitly on sea basins, referring to the Mediterranean Sea basin and the Black Sea basin. The same is the case for the three projects on Regional Sea Conventions.

The first evaluation of the MSFD, presented by the Commission in 2014[99], concluded "*there is no shared EU understanding of GES, even at a (sub) regional level*". However, concerning regional cooperation, the report stated that this was well-developed through the Regional Sea Conventions (RSCs)[100], but adding, nevertheless, that the use of RSC results varied between Member States. The aforementioned actions were designed to address this issue. In addition, sea basin characteristics have been taken into account by the various studies undertaken.

Objective a) (c) enhance visibility and raise awareness

Concerning awareness (horizontal objective a), the Hope Conference (project C12b) was the main activity contributing to this objective. The aim of the conference was to increase visibility for the protection of the marine environment at various levels (EU, regional, national). The conference also looked into the activities of RSCs in this area[101]. The conference brought together over 450 participants, including representatives from Member States, the Regional Sea Conventions, academia, industry, NGOs and other stakeholders whose focus was on MSFD. The conference gave a status report on progress in achieving GES. Commission officials interviewed considered this conference a success, as also

[99] Report from the Commission to the Council and the European Parliament The first phase of implementation of the Marine Strategy Framework Directive (2008/56/EC), COM(2014)97

[100] RSCs are cooperation structures of countries with their own governing bodies. EU Member States are members of RSCs in their respective sea basins, and collaborate with the RSC governing bodies and third countries in particular in the area of marine environment protection. Enhanced cooperation is required by Article 6 of the MSFD. The four European Regional Sea Conventions are: HELCOM (Baltic), OSPAR (Atlantic), UNEP-MAP (Med) and the Bucharest Convention (Black sea).

[101] http://ec.europa.eu/environment/archives/marine/hope-conference/index.htm

evidenced by the number of participants and the publication of the final conference declaration (see EQ2 below).

Objective e) to improve and enhance external cooperation

Overarching objective e to improve external coordination is supported by actions undertaken under this cluster. In particular, the RSCs support the implementation of the MSFD by improving regional and cross-regional coherence on implementation, by contributing their experience and knowledge and by assisting third countries in mobilizing efforts.

Commission officials interviewed confirmed that the Commission is in a continuous dialogue with the RSCs regarding EU actions and activities[102]. The Commission has also undertaken specific actions to support harmonisation, coordination and exchange of information with RSCs (Project C13). The sharing of data and a common information system between the EU and the RSCs support the RSCs' work on information management and contributes towards implementation of the Shared Environment Information Systems (SEIS)[103]. In addition, project C12a,'Analysis of needs of RSCs', aimed at identifying the key requirements of the RSCs for support, outlining support options and developing a work plan for their implementation. Furthermore, project C14 includes collaboration with RSCs in which the JRC participates in RSC meetings[104].

EQ 2 To what extent and how (and by whom) have the results and deliverables obtained so far from the actions been used, and for what?

As mentioned above, the majority of actions aim to assist the Member States in implementing the MSFD and it is likely that, as a whole, they will have a positive effect on its implementation. When completed:

- the first action (2.3.1) is expected to provide a **common methodology** for the reporting of GES descriptors, thus addressing the finding of the first MSFD report that "*there is no shared EU understanding of GES, even at a (sub) regional level*"[105].
- the specific studies on **marine litter and other emerging pressures** will be used to assist the reporting process of the Member State by providing the Member States with technical knowledge, recommendations and best practices.
- the technical assistance projects make technical expertise available to the Member States and help them **build up the capacity** required to meet the MSFD obligations.

With regard to the latter, the stakeholders interviewed stated that without technical assistance the improvement between Romania and Bulgaria in coordinated

[102] For example HELCOM GEAR 6-2014, Document 1-2 Provisional Annotated Agenda, Agenda Item 3

[103] http://ec.europa.eu/environment/seis/

[104] According to the mid-term report, the JRC had attended two RSC meetings and seven further workshops and meetings in 2013.

[105] Report from the Commission to the Council and the European Parliament The first phase of implementation of the Marine Strategy Framework Directive (2008/56/EC), COM(2014)97

monitoring and reporting on MSFD would not have been possible. The assistance provided by the JRC is continuous and contributes to the Commission's assessment of the MSFD reports from the Member States by providing technical advice as and when required.

In the area of EU waste policy, the marine litter study project (C5) provided technical input to the impact assessment that led to the 2014 Communication on Waste[106].

The Hope conference concluded with the "Declaration of Hope"[107] where participants called for further action to protect the European marine environment. The results of the conference were also published through a web page[108]. Commission officials interviewed expressed their satisfaction with the number of key participants and the outcome of the project.

Furthermore, a number of workshops were held (under different actions or as part of individual projects, e.g. projects C3, C8, C2 and C11) to present progress made and discuss thematic issues, such as developing definitions and criteria for GES methodology, defining a roadmap and guidance for the GES noise indicator, or improving coordination through technical assistance.

These workshops create a forum for expert knowledge and provide a platform for stakeholders to exchange ideas, approaches and best (or good) practices. They appeal to a wider group of participants, i.e. Member State authorities, industry and environmental NGOs, representatives from RSCs and Commission services.

Through project C13, DG ENV is receiving assistance from the JRC to carry out the GES workshops, which support the development of monitoring requirements and the assessment of the input and the information provided by the Member States

In conclusion, the completed and almost completed projects and actions undertaken have:

- contributed to EU policy work (in particular the marine litter study mentioned above).
- enhanced the level of knowledge in particular areas (through the technical aspects of the studies)
- assisted the Member States in the implementation of the MSFD Directive (either directly through the technical and administrative support projects or

[106] Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Towards a circular economy: A zero waste programme for Europe COM(2014) 398
[107] http://ec.europa.eu/environment/marine/hope-conference/pdf/HOPE%20Conference%20Declaration.pdf
[108] http://ec.europa.eu/environment/archives/marine/hope-conference/index.htm

indirectly through action 2.3.1 on the development of methodological standards)

- enhanced international coordination and collaboration (indirectly through cooperation with the RSCs as described above in EQ1).

EQ 3 For which topics have synergies been achieved by the actions supported? Who was involved?

The environment cluster has developed strong synergies, particularly with the sea basin approach. This is evident from the two projects on technical assistance for the Mediterranean and Black Sea basins, which explore synergies through design. One of their objectives is to increase cooperation and coordination within the sea basin. Member States are heavily involved in the two technical assistance projects (C2 and C11) and, as Commission officials confirmed, have "*delivered particularly in relation to coordination*". Synergies are also evident in relation to cooperation with RSCs, as shown by project C12a (analysis of needs of RSCs) and C5 (marine litter study).

The two examples illustrate the interlinked nature of the policies, and how actions and projects developed for one policy can be used in the implementation of another policy. Marine litter is one of the 11 descriptors of GES required by the MSFD (a pillar of the IMP). Waste policy is not part of the IMP, but of the environmental policy, and is wider in scope, but it can directly affect the situation regarding marine litter. The case study on marine litter (C5) helped define this link and examined how the general waste policy can affect the maritime environment. Furthermore, the aquaculture study (C10) contributes to the Common Fisheries Policy, in that it aims to combine aquaculture development with environmental protection.

Environmental aspects can also be found in other clusters. In the Blue Growth and sea basin cluster, for example, environmental aspects are an inherent part of the sea basin strategies (particularly in relation to enhancing coordination and improving environmental monitoring and the Good Environmental Status - e.g. Baltic Sea Strategy[109]). Blue Growth promotes the concept that "*meeting environmental targets can also be a source of innovation and growth*"[110]. The same can be said for MSP.

EQ 4 To what extent and how did the actions supported contribute to DG ENV's policy work?

The environmental cluster (defined in objective c) is implemented by DG ENV and it forms an integral part of DG ENV policy work, as well as being an IMP policy area. DG MARE takes an active part in monitoring and implementing the actions initiated by DG ENV, according to interviewed Commission officials interviewed.

Few results stemming from actions under the marine environment cluster will have a direct impact on DG MARE's policy work. An exception is a project (project C10) on aquaculture, which is linked with the CFP and the EMFF. Indirectly, however, many actions contribute to the implementation of MSFD and can affect DG MARE's

[109] Communication from the Commission concerning the European Union Strategy for the Baltic Sea Region, COM (2012)128

[110] Communication from the Commission Blue Growth opportunities for marine and maritime sustainable growth, COM (2012) 494

policy work, particularly with regard to the sea basin strategies, the Blue Growth strategy and MSP.

EQ 5 How did the actions help DG ENV contribute (even if only potential at this stage) towards achieving the targets in EU 2020?

The EU2020 environmental targets are quite broad in nature and scope. The actions all focus on ensuring the implementation of the MSFD, which is only one among the DG ENV initiatives targeting EU2020. Therefore, the actions support part of the activities, which will contribute to the EU2020 objectives, but this will probably not be directly measurable.

However, the environmental actions in the field of the MSFD, marine litter and standards for good environmental practice will contribute indirectly. Stakeholders assessed that the improvement attained by achieving the MSFD objectives within the marine environment can have a positive effect on growth and sustainability targets, and thereby on other EU 2020 targets.

## Efficiency

EQ 6 To what extent do outputs represent value for money?

DG ENV launched a framework contract (FWC) for each of the three actions in 2012, each FWC with a two-year duration. The FWCs covered the various fields of expertise needed for each action. The projects were launched as service contracts, tendered using the FWC, or grants financed under TFP, in line with procurement rules.

The majority of projects tendered relate to studies (10 projects), with three projects concerning secretariat/administrative support and one for a conference. In so far as all contractors were selected through framework contracts, it is assessed that they represented the best quality/price ratio on offer. The stakeholders interviewed confirmed that all projects under the environment actions are on track and in line with the objectives of their respective ToR. The Commission officials interviewed expressed no concern about the quality of the work undertaken in this cluster.

The JRC project (C13) is funded under an administrative arrangement. Its purpose is to assist the Commission with the evaluation of the MSFD reports submitted by Member States. Commission officials interviewed made it clear that, due to the technical nature of this task, it could not be undertaken by DG ENV internally. While such a project could be tendered to an external contractor, this task (assisting the evaluation of Member States) is considered too sensitive to be outsourced. Given the technical capacity of the JRC, and the fact that it is part of the Commission's services, assigning this task to the JRC is considered appropriate. Similar arrangements using the assistance of agencies for technical support work have been used by other sections of the Commission services, for example in the case of EMSA and EASA.

The interviewed stakeholders assess that the projects will represent value for money once completed, although this may not be easy to quantify. The case study on marine litter (C5) is an example of an output, which has been used as input to another policy area. This illustrates additional benefits and value for money. The Hope conference (C12b) can be considered as value for money when one measures its impact. The number of participants was far higher than at other,

similar, projects under the TFP (for example projects A10 and A12 under the Blue Growth cluster).

EQ 7 Are costs reasonable given the changes/effects that have been achieved? Which factors influenced the cost-efficiency of the achievements observed?

As mentioned above, one action was launched as an administrative arrangement between DG ENV and the JRC to provide scientific advice. This is an arrangement that, in terms of efficiency, would be assessed as similar in cost structures to that of the Commission service. The same staff regulations and financial regulations apply to both JRC and EC. The actual efficiency cannot be assessed at this stage as the action is only midway and covers a two-year period.

The costs of the specific projects do not appear to be out of scope compared to the required services, taking into account that only four projects had been completed at the time of writing. Stakeholders interviewed considered the costs of the projects as reasonable. Stakeholders underlined the importance of the EUR 3.75 million (10% of the TFP budget) as a catalyst supporting the implementation of the MSFD. The budget is small in comparison with the much larger LIFE budget, which since 1992 has contributed EUR 3,400 million to environmental projects[111].

## Coherence

EQ 8 How did the Programme's actions take due account of other EU policies and instruments which are relevant for IMP?

DG ENV had already developed a strategy for the marine environment (2005 – MSFD proposed) while the IMP was still taking shape (2005-2010). Thus the objective c of the TFP, and its respective funding, contributes to the environmental policies and funding available in DG ENV. The MSFD is a wide-ranging instrument, which according to information from the Commission[112] interacts with the Water Framework Directive, the Habitats and Birds Directives, the Common Fisheries Policy, the REACH Legislation (Registration, Evaluation, Authorisation and Restriction of Chemical substances).

Within IMP, IMS and particularly the CISE actions, the environmental dimension is included through environmental surveillance (one of the stakeholder communities of CISE). As for marine knowledge, there would be a link to the environment, although there is little evidence of specific coordination between the activities of the two clusters during the period reviewed. MSP also has a strong environmental element in Integrated Coastal Management (ICM) and Integrated Coastal Zone Management (ICZM).

Data for MSFD, MSP and EMODnet

Stakeholders involved in MSFD implementation, but interviewed in connection with other clusters, were able to confirm that they had been informed about the EMODnet activities and were looking forward to seeing further development. Apparently, marine data gathered for the MSFD and forwarded to the Commission are not necessarily comparable across borders. This is an issue for the trans-boundary MSPs. It must be noted that one project (C13) aims to develop a shared data and information system between the EU and the RSCs, which may not be relevant to CISE (due to the external dimension) but could be relevant to the marine knowledge cluster. Indeed, the project assesses a number of data

[111] http://ec.europa.eu/environment/life/

[112] http://ec.europa.eu/environment/marine/interaction-with-other-policies/index_en.htm

exchange options, including EMODnet. However, this analysis is not yet complete and no conclusions have been drawn at this stage.

In spite of the close links between the environmental actions and the other actions under the TFP, Commission officials interviewed underlined the fact that better coordination between Commission services would be beneficial. Verifying existing initiatives, and disseminating results, is an area where greater coordination would ensure that the results of all actions flow into the policy-making process of DG MARE.

The cluster took into account policies in two other areas. As explained in EQ2, the marine litter study established a link with the EU waste policy. In addition, project C10 aims to provide guidance on the implementation of environmental legislation in the context of developing sustainable aquaculture and, thus, of the Common Fisheries policy. The final deliverable of the study would provide recommendations for policy makers, at different levels, on how to ensure environmental sustainability, and would make recommendations on future research to be undertaken.

EQ 9 To what extent were the various actions taken by MARE under the transitional financial instrument and the actions under this instrument taken by other DGs with a maritime dimension (such as MOVE, ENV…) mutually coherent? To what extent do they together exhibit an Integrated Maritime Policy?

Other instruments are available for maritime and environmental objectives; the following funding sources are judged complementary to the TFP funding, but do not overlap in terms of funding and focus, as explained under each funding type:

- Funds under the ERDF and ETC programmes can also be used for environmental priorities. Member States or groups of Member States programme the use of structural funds. These can be complementary but often focus on a single Member State or a specific cross-border area, such as e.g. the Baltic Sea Region
- FP7 (and in future Horizon 2020) funds support research and innovation, mainly through calls for proposals. Again, the research carried out will be complementary to the TFP but would generally not finance the type of projects assessed in this call (the JRC administrative arrangement to provide scientific advice is perhaps an exception).
- The LIFE programme does have a facility to finance individual studies. However, the type of activities covered by the TFP is not a main priority, even if the nature protection part of LIFE does have a marine environment sub-objective mainly focusing on biodiversity.

In this respect, actions under Regulation 1255/2011 should not duplicate other initiatives but support and complement the existing initiatives. While still at an early stage, consideration should be given to what extent project C13 could be implemented in close collaboration with other marine knowledge projects.

## Relevance

EQ 10 To what extent have the activities supported (between 2011 and 2014) by the Programme been relevant for the further development of IMP?

Overall, the EMFF 2014-2020 Regulation[113] retains the environment objective, including availability of funding. Article 82 (d) of the regulation reads: "(*d) promote the protection of the marine environment, in particular its biodiversity and marine protected areas such as Natura 2000 sites, and the sustainable use of marine and coastal resources and to further define the boundaries of the sustainability of human activities that have an impact on the marine environment, in accordance with the objectives of achieving and maintaining a good environmental status as required by Directive 2008/56/EC"*.

There is a definite continuity in TFP environment actions at programme level, as Article 82, in effect, is the continuation of cluster objective c. Commission officials confirmed that the main focus is on MSFD and this is covered under the EMFF. The two case studies show that the current actions are already feeding into new actions under the EMFF 2014-2020, taking the issues examined to the next step.

In the case of marine litter, the case study project (C5) has led to a Communication[114] and the preparation of an impact assessment for a legislative proposal[115] (even though it relates to Waste Policy and not directly to IMP). Actions and follow-up are planned, in particular on marine litter and on the technical assistance to Member States (for example the case study on technical support to Bulgaria and Romania C2), and will be funded under the EMFF 2014-2020 programme. These follow-up actions are in line with Article 82 (d) in that they focus on the MSFD.

EQ 11 Which new emerging areas relevant to maritime policy (such as ocean energy, blue biotechnology) were taken on board in the programme as it was implemented?

The environmental cluster does not directly relate to the new emerging areas, or objectives of emerging areas. However, the activities financed relate, indirectly, to new emerging areas through the establishment of GES and the support towards the implementation of MSFD. GES of seas and coastal areas is expected to have a positive impact on the development of aquaculture and coastal tourism. The project (s) cover background information for sustainable aquaculture development (C.10), focus on environmental protection and aquaculture and provide guidance on the implementation of environmental legislation (especially WFD and MSFD). This is

[113] Regulation (EU) No 508/2014 of the European Parliament and of the Council of 15 May 2014 on the European Maritime and Fisheries Fund and repealing Council Regulations (EC) No 2328/2003, (EC) No 861/2006, (EC) No 1198/2006 and (EC) No 791/2007 and Regulation (EU) No 1255/2011 of the European Parliament and of the Council.

[114] Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions Towards a circular economy: A zero waste programme for Europe, COM/2014/0398

[115] Proposal for a Directive of the European Parliament and of the Council amending Directives 2008/98/EC on waste, 94/62/EC on packaging and packaging waste, 1999/31/EC on the landfill of waste, 2000/53/EC on end-of-life vehicles, 2006/66/EC on batteries and accumulators and waste batteries and accumulators, and 2012/19/EU on waste electrical and electronic equipment, COM/2014/0397 final

done in the context of the development of sustainable aquaculture thereby addressing an emerging area[116].

## EU added value

EQ 12 To what extent did the programme represent EU added value?

The implementation of the MSFD is the responsibility of the Member States and must be attained by 2020. However, given the differences among Member States in approach and capacity, the technical nature and effort needed, it is assessed that some problems and issues will arise during the process, before consistent and coherent results can be attained by 2020.

Taking into account the results of the first MSFD reports, which highlighted the level and extent of differences identified in the approaches of the Member States, the stakeholders considered that the EU-funded initiatives provide added value to the process. The value added is the expertise, methodological assistance and tools that can only be provided through a coordinated approach that only a few EU Member States would have been able to accomplish on their own. Actions aimed at improving coherence and coordination make it more likely that the final result of the MSFD would be more consistent among Member States and sea regions. This is a proactive approach, which has the potential of saving time and resources, versus a reactive approach, which, following a simple evaluation of implementation in 2020, would aim at correcting identified deficiencies.

Overall, it is concluded that the cluster actions add value by supporting the implementation of the MSFD. Looking at specific actions and projects undertaken, the stakeholders interviewed confirmed that projects financed under the TFP are unlikely to have been funded by other programmes.

Some results might have been attained by other means. Examples of these are:

- The marine litter studies could have been launched under certain parts of the LIFE programme. However, it is unlikely that the studies would have achieved the same attention and level of funding.
- Stakeholders confirmed that the technical assistance to Romania and Bulgaria, and the improved coordination, would it not have taken place without EU funds and EU initiatives. It is unlikely that other budget lines managed by DG ENV would have financed these initiatives
- Individual actions by Member States or regional initiatives could have led to a more consistent or harmonised regional approach. However, this would have been limited in its application.

[116] Relating to Offshore aquaculture, Submersible net-pens, closed freshwater and marine pens, Bio fuels, algae and seaweed culture, Integrated multi-trophic aquaculture, Aquaponics and Co-location with renewable energy and offshore platforms.

### 4.3.4 Summary of findings

Effectiveness

The main focus is on the MSFD and the specific actions and projects which aim to support its implementation from different angles (in particular following the needs uncovered through the preliminary results of the first MSFD reporting exercise). In terms of effectiveness, the completed projects did deliver in accordance with their project-specific objectives. Though only four out of the thirteen projects have been completed, the interviewed stakeholders assessed that the projects, in general, are likely to deliver their objectives. The projects funded are assessed as contributing to cluster (general) objective c (contributing to the protection of the marine environment) and to all six cluster-operational objectives.

The analysis showed that the actions under this cluster partly contribute to the achievement of the horizontal objectives. Horizontal objective a (visibility and awareness) was covered through one conference carried out in connection with the project studies, while for horizontal objective e (external cooperation), a dialogue with third countries and an exchange of best practices were promoted, mostly through the actions supporting the RSCs. The sea basin approach is also supported, thus contributing to objective d.

As the aim of all actions is to support the MSFD, their effectiveness can only be confirmed when the Directive is evaluated in 2021. However, the first indications of how the actions and outputs have been used and the results attained, are positive.

Efficiency

Given the status of majority of the projects and their nature, it is difficult to quantify their efficiency. The financed projects were procured through framework contracts (designed to select the best quality-price ratio), and there is no evidence of unreasonable costs or cost overruns of specific projects. This is also the view expressed by stakeholders. The implementation delays were not attributed to project implementation but to the programming process of the TFP, and no concerns about, or impacts on, the final results were reported.

Coherence

The TFP is relevant to EU environmental policy, being an integral part of the programme design (e.g. objective c on environment). The funding available (less than 10% of the TFP budget) does contribute to the environmental objective, even if it is of limited size. The actions in this cluster focus by design on the MSFD and have little direct effect on other EU policy areas, apart from MSP and ICM.

Nevertheless, minor coordination issues between DGs were reported, which could substantiate putting into place improved coordination procedures. No overlaps with other funding mechanisms were identified. Furthermore, while still at an early stage, it should be considered to what extent project C13 could be implemented in collaboration with other marine knowledge projects.

Relevance (continued)

The IMP part of the EMFF has the same objectives as the TFP. As the duration of the EMFF is the same as the implementation period of the MSFD (until 2020), it is expected that the MSFD will continue to be supported throughout the lifetime of the EMFF. The positive assessment of the actions by the stakeholders and the fact that follow-up actions are already planned, support this conclusion.

EU added value

Even though MSFD implementation is to be achieved by 2020, the actions funded under this cluster are regarded as EU added value in that they proactively assist Member States in achieving goals instead of, retroactively, attempting to correct possible deficiencies. Some results may have been attained by other means (for example individual Member States might have taken measures to examine the impacts of marine litter or to improve cooperation with their neighbouring Member States), however, the stakeholders consider it unlikely that the same level, extent or results would have been achieved without EU funding.

*Table 4-8 Summary of evaluation questions for ENV*

| | **No of project in cluster: 14 No of finished project in 2014: 4** | | **Amount: EURO 3,75 million** |
|---|---|---|---|
| | Evaluation question | Sub-questions | Summary of assessment |
| **Effectiveness** | EQ1 To what extent were the 6 general objectives (set out in Article 2 of the Regulation), and the corresponding operational objectives (set out in Article 3), achieved by the actions and their results? | Cluster objective | All projects – main focus on MSFD |
| | | Objective A | 1 project (sub-obj. C) |
| | | Objective D | 5 projects (sub-obj. b) |
| | | Objective E | 3 projects |
| | EQ 2 To what extent and how (and by whom) have the results and deliverables obtained so far from the actions been used, and for what? | Once all outputs are available they will enhance level of knowledge and be used to support MS implementation of MSFD. 1 project supported an Impact Assessment and Communication on Waste Policy | |
| | EQ 3 For which topics have synergies been achieved by the actions supported? Who was involved? | Synergies have been identified with: other polices areas (waste) | |
| | EQ 4 To what extent and how did the actions supported contribute to DG MARE's policy work? | Mainly DG ENV, but all projects indirectly through the MSFD. 1 project directly on aquaculture | |
| | EQ 5 How did the actions help DG MARE contribute (even if only potential at this stage) towards achieving the targets in EU 2020? | All projects in support of MSFD will indirectly support environmental target in the long run. | |
| **Efficiency** | EQ 6 To what extent do outputs represent value for money? | Stakeholders generally perceive project as value for money<br>1 project is a particular example as it feeds two policy areas simultaneously | |
| | EQ 7 Are costs reasonable given the changes/effects that have been achieved? Which factors influenced the cost-efficiency of the achievements observed? | Costs are considered reasonable taking into account the duration and content. | |
| **Coherence** | EQ 8 How did the Programme's actions take due account of other EU policies and instruments which are relevant for IMP? | Strong focus on MSFD with secondary links to other EU policies. Further operational coordination between EU services would be beneficial.<br>There is no perceived overlap in funding | |
| | EQ 9 To what extent were the various actions taken by MARE under the transitional financial instrument and the actions under this instrument taken by other DGs with a maritime dimension (such as MOVE, ENV…) mutually coherent? | At action level there seem to be little interaction with instruments of other DGs. Actions support and complement existing initiatives. | |
| **Relevance** | EQ 11 To what extent have the activities supported (between 2011 and 2014) by the Programme been relevant for the further development of IMP? | Clear link between environment objectives of TFP and EMFF – new projects are planned as follow-up of two projects, | |
| | EQ 12 Which new emerging areas relevant to maritime policy (such as ocean energy, blue biotechnology) were taken on board in the programme as it was implemented? | Emerging areas – not a particular focus (except 1 project) | |
| **Value added** | EQ 10 To what extent did the TFP represent EU added value? | Proactive assistance to MS for MSFD requirements (including coordination and provision of technical expertise), which MS would not have attained without this support. | |

## 4.4 Cluster 4 - Blue Growth and sea basins

### 4.4.1 Background to the actions of the TFP

Definition of the cluster

This cluster combines the Blue Growth and sea basin objectives examined in this report. Due to the similarity and synergy between these two objectives, a common approach places them in the same cluster. Thus this section addresses both objectives.

Blue Growth

Blue Growth is a comprehensive initiative of the Commission, which aims at supporting sustainable growth, employment and innovation in the European maritime sector and is, in effect, a fundamental dimension of the Europe 2020 Strategy. The initiative "Blue Economy" represents an important part of European economic activity[117]. The sustainability of oceans and seas around Europe should form the basis for initiatives promoting growth in its maritime sectors and coastal regions.

Activities of 2009 report

Blue Growth touches on economic activities and sectorial policies, as mentioned by the 2009 report on IMP[118]. 29 activities, carried out under this "umbrella", are listed, covering topics ranging from the environment, energy, maritime transport and safety to employment, industry, tourism, competition and fisheries. The potential for "added value", by coordinating activities in these (sometimes competing) sectors is, therefore, substantial.

2012 Communication

With its 2012 communication "Blue Growth, opportunities for marine and maritime sustainable growth"[119], the Commission launched an initiative to promote the blue economy. The communication focuses on initiatives at Member State level and outlines links with other EU policies in other clusters. These include policies for MSP and ICZM, Marine Knowledge, CISE, MSFD as well as Maritime Transport Space without Barriers, an action plan to improve access to finance for SMEs, actions in education and training, a European Strategy for Marine and Maritime Research and the LeaderSHIP 2015 initiative. It defines five specific areas for targeted action by Member States and the EU:

- Blue energy
- Aquaculture
- Maritime, coastal and cruise tourism
- Marine mineral resources
- Blue biotechnology.

[117] http://ec.europa.eu/maritimeaffairs/policy/blue_growth/

[118] Progress report on the EU's Integrated Maritime Policy COM (2009) 540

[119] Communication from the Commission Blue Growth opportunities for marine and maritime sustainable growth, COM (2012) 494

Sea basins

The need for cooperation between Member States that share the same sea basin also became apparent in the 2012 Communication[120]:

*"Sea basin strategies, such as those for the Baltic, the Atlantic and the Adriatic-Ionian, complement preparations for the new financial framework by identifying common issues, solutions and actions. They offer a platform for Member States to engage at an early stage in defining priorities."*

This led to the further development of sea basin strategies to address the specific issues to promote the maritime economy within the sea basins. Aiming at reinforcing cooperation, the sea basin strategies may relate to one or more clusters, besides Blue Growth. The sea basin approach is thus visible in the other clusters included in this evaluation (which is why this objective is also applied horizontally). Taking MSP as an example, the 2008[121] Communication states that MSP should be used to plan/organise initiatives according to a specific sea basin. Marine Knowledge projects also apply a sea basin approach, which is important to consider when coordinating and assessing the benefits of actions at Regional Sea Convention (RSC) level.

By 2011, strategies had been developed for a number of sea basins, not funded by the TFP, including the European Union Strategy for the Baltic Sea Region[122], the Integrated Maritime Policy for better governance in the Mediterranean[123] and the Maritime Strategy for the Atlantic Ocean Area[124].

EUSBSR

Furthermore, the Commission has gradually fine-tuned and built on the sea basin strategies developed up to 2011. In 2012, the Commission updated the European Union Strategy for the Baltic Sea Region (EUSBSR)[125] (initially adopted in 2009) to better reflect the objectives of Europe 2020. The EUSBSR specified three additional overall objectives:

- To save the sea
- To connect the region
- To increase prosperity.

[120] Communication from the Commission Blue Growth opportunities for marine and maritime sustainable growth, COM (2012) 494

[121] Communication from the Commission, Roadmap for Maritime Spatial Planning: Achieving Common Principles in the EU COM(2008)791

[122] 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 COM (2009) 248

[123] Communication from the Commission to the European Parliament and the Council, Towards an Integrated Maritime Policy for better governance in the Mediterranean COM (2009) 466

[124] Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Developing a Maritime Strategy for the Atlantic Ocean Area COM (2011) 782

[125] Commission Communication concerning the European Union Strategy for the Baltic Sea Region, COM(2012) 128

The EUSBSR highlights the need for coherence and synergy between initiatives, as well as a need to coordinate funding. In defining better governance, the 2012 Communication[126] sets out the key roles and tasks for each of the four main players[127], while highlighting the need for involvement of stakeholders and regional and international players. It also highlights the need to improve awareness and presents the basis for a monitoring system.

### 4.4.2 State of play of action implementation

A total of 25 projects were launched under the seven actions as shown in Table 4-9. The Commission Implementation Decision, setting out the TFP work programme for 2011 and 2012, foresaw seven actions to support the general objectives on Blue Growth and sea basins.

1 The first action focused on "*development and implementation of integrated governance and maritime and coastal affairs and visibility of the IMP*". The action includes eight projects: on activities related to the maritime forum (in three contracts), three conference events and a workshop on Blue Growth, as well as one project for organising five workshops related to sea basins-. All awareness actions were completed in 2013 and 2014.

2 The second action "*Test projects on cooperation in execution of various maritime functionalities at sub-regional or sea basin level*" includes one research project, finalised, but not closed at the time of writing.

3 The third action "*Expert support for the development of maritime governance and cooperation at sea basin level, including to ensure the success of sea basin Strategies*" is appearing in two consecutive years. Three projects were included in the 2011 work programme (concerning the Baltic, the Arctic and the Atlantic) and one in 2012 (concerning the Mediterranean, the Black Sea and the Adriatic and Ionian Seas). All projects have been finished.

4 The fourth action "*Conference with Black Sea stakeholders*" provided funding for a conference of the same name, which took place in 2014, aiming at promoting and facilitating sharing of information and exchange of best practices and dialogue with stakeholders in the Black Sea.

5 The fifth action *"Identifying and supporting Blue Growth projects in emerging sectors"* included eight studies, with five studies addressing maritime sectors, one cluster study and two studies addressing Blue Growth in sea basins. All studies were finished in 2013 or 2014[128].

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[126] Commission Communication concerning the European Union Strategy for the Baltic Sea Region, COM(2012) 128

[127] National Contact Points (NCPs), Priority Area Coordinators (PACs), Horizontal Action Leaders (HALs), Flagship Project Leaders (FPLs).

[128] Not all final payments have been processed at the time of writing of this report, as one project (F7) has only recently been completed.

6 The action "*Investors Conference to support maritime development and cooperation with Mediterranean partner countries, in conjunction with the EIB*" funded the FEMIP conference held in 2013, aiming to bring together private and public actors and financing institutions.

7 The final action "*Maritime employment and education*" included three projects: a conference held on maritime employment and competitiveness (in two contracts), as well as the ongoing Vasco da Gama training project. The conference took place in 2012. The Vasco da Gama project was initiated in December 2013 and is expected to go on until the end of 2015. As such, the project is currently in its initial stages, without any formal deliverables submitted[129] yet.

Project implementation

All projects were launched under DG MARE FWCs, with the exception of the Vasco da Gama project, which was a grant and is managed by DG MOVE. Of the 25 projects in this cluster, 24 were finished at the time of this evaluation. Thus the majority of final reports have been submitted and are publicly available on the Maritime Forum website[130]. The exception is the Vasco da Gama project due for completion in December 2015.

To date, DG MARE has paid EUR 5.9 million, which amounts to 68.6% of the total budget of EUR 8.6 million.

Table 4-9 presents the actions and projects financed in this cluster and their implementation status.

*Table 4-9 Actions and projects financed under the Blue Growth and sea basin cluster[131]*

| Cluster: | 4 Blue Growth and sea basins | Dates | Amount – EUR | Type of support | Implementation stage |
|---|---|---|---|---|---|
| Number [132] | Title | Duration | Committed (paid) | | |
| 2.1.1 | Development and implementation of integrated governance of maritime and coastal affairs and visibility of the IMP | | | 1400000 (2011)<br>1900000 (2012) | |
| A2 | Maritime forum | Completed | 145,500 (145,500) | Website forum | Finished |
| A6 | Maritime forum | Completed | 41,500 (41,500) | Website forum | Finished |
| A7 | Maritime forum | Completed | 112,750 (112,750) | Website forum | Finished |

[129] The project web-site is online at http://www.vasco-da-gama.eu/

[130] https://webgate.ec.europa.eu/maritimeforum/node/3611

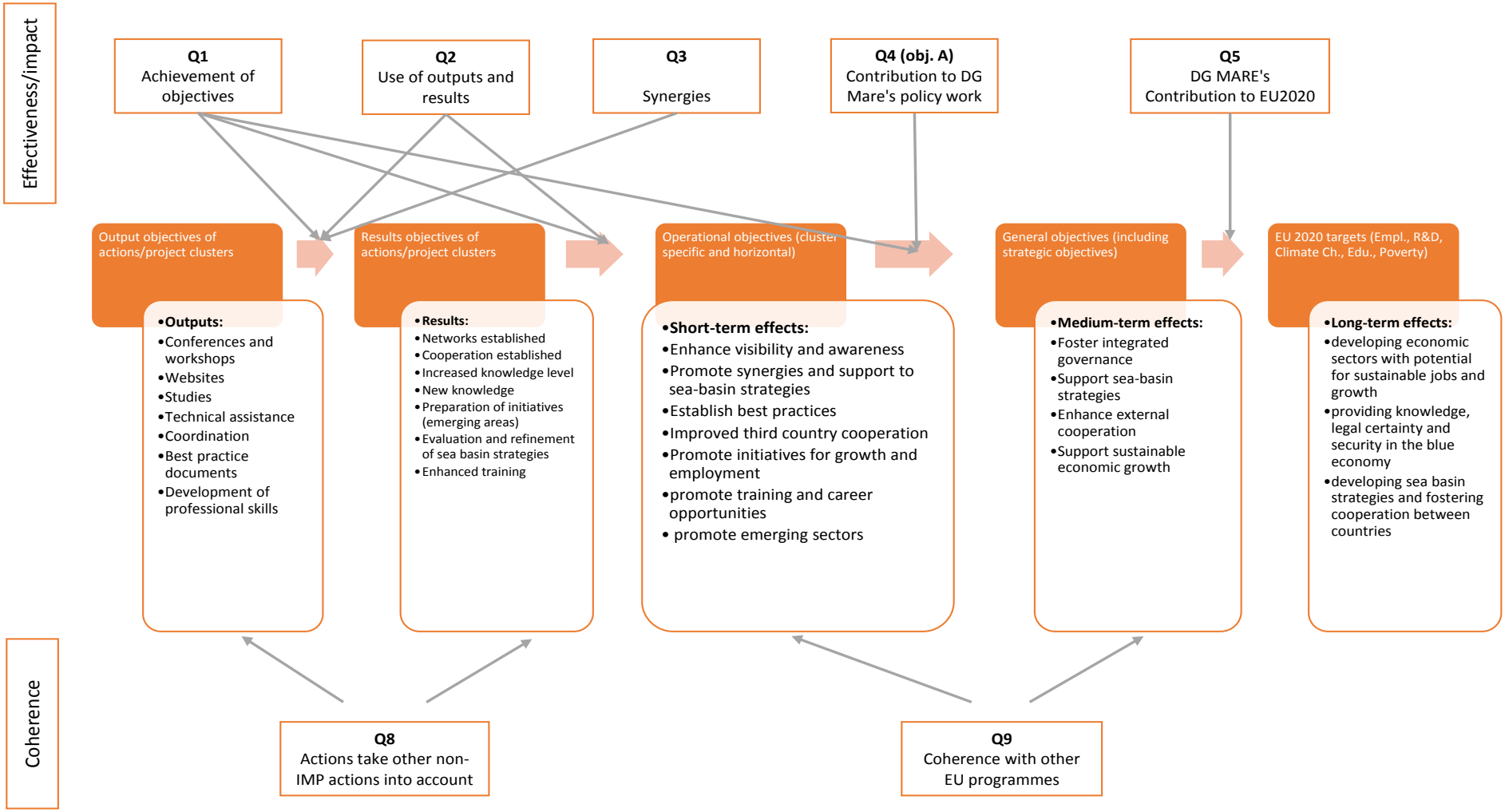
[131] Note: Situation regarding payments as of 19/11/2014. Column 'Amount' shows initial, committed amount. In case of de-commitments, initial amount is indicated by an *

[132] A number of projects appear more than once (for example the Maritime Forum) as this reflects the counting provided by DG MARE based on contracts signed (i.e. a number of different contracts may have been launched relating to the same project). All contracts relating to one project are treated as one for the analysis.

| Cluster: | 4 Blue Growth and sea basins | Dates | Amount – EUR | Type of support | Implementation stage |
|---|---|---|---|---|---|
| Number [132] | Title | Duration | Committed (paid) | | |
| A8 | Adriatic-Ionian Launching Event – Croatia - Setting an Agenda for Smart, Sustainable and Inclusive Growth from the Adriatic and Ionian Seas - aim to support strategy development for Adriatic and Ionian Seas | 05/11/12-18/07/13 | 260,254* (125,902) | Conference / workshop | Finished |
| A10 | Conference – Blue Growth Sustainability and Water Industries – Copenhagen | 2013 | 116,121 (80,885) | Conference / workshop | Finished |
| A12 | Conference – Blue Growth in Adriatic-Ionian | 10/10/13-11/04/14 | 112,655 (87,516) | Conference / workshop | Finished |
| A16 | Conference – Atlantic Forum 5 events | 13/12/13-31/07/14 | 624,825 (187,448 ) | Conference / workshop | Finished |
| A17 | Workshop – Blue Growth in Mediterranean Spain | 03/04/13-02/12/13 | 110,327 (110,327) | Conference / workshop | Finished |
| 2.2.1 | Test projects on cooperation in execution of various maritime functionalities at sub-regional or sea basin level | | | 2100000 (2011) | |
| D1 | Test projects on cooperation in execution of various maritime functionalities at sub-regional level or sea basin level | 10/12/12-10/03/14 | 2,100,000 (1,478,537) | Research project | Finished |
| 2.4.1 | Expert support for the development of maritime governance and cooperation at sea basin level, including to ensure the success of sea basin strategies | | | 700000 (2011)<br>700000 (2012) | |
| D2 | Study – Blue Growth Baltic | 2013 | 338,467 (317,610) | Study | Finished |
| D3 | Study – traditional knowledge in the Arctic | 2014 | 99,930 (99,930) | Study | Finished |
| D4 | Atlantic Plan | 03/08/2012-15.07.2014 | 391,040 (391,040) | Study | Finished |
| D5 | Study – Blue Growth, Mediterranean, Black Sea, Adriatic, Ionian | 2014 | 647,971 (520,315) | Study | Finished |
| 2.5.1 | Conference with Black Sea stakeholders | | | 100000 (2011) | |
| E3 | Black Sea Conference 2014 | 18/10/13-02/05/14 | 117,472 (86,769) | Conference / workshop | Finalised |
| 2.6.1 | Identifying and supporting Blue Growth projects in emerging sectors | | | 2600000 (2011) | |
| F1 | Mediterranean and Black Sea Clusters | 15/10/13-16/07/14 | 349,782 (148,050) | Study | Finished |
| F2 | Study - Coastal and maritime tourism | 14/03/13-16/09/13 | 199,750 (199,750) | Study | Finished |
| F3 | Study - Knowledge Innovation Communities | 20/12/2013-27/06/2014 | 149,325 (149,325) | Study | Finished |
| F4 | Study - Blue Growth – Atlantic | 09/07/2013-11.04.2014 | 249,925 (249,925) | Study | Finished |
| F5 | Study - Blue Growth - North Sea | 09/07/2013-11.04.2014 | 249,400 (249,400) | Study | Finished |
| F6 | Study - ocean energy | 07/12/2012-1.08.2013 | 150,466 (150,466) | Study | Finished |
| F7 | Study – seabed mining | 28/11/2013-15.09.2014 | 889,875 (302,390) | Study | Draft final report |
| F8 | Study – blue technology | 23/10/2013-15.07.2014 | 349,500 (349,500) | Study | Finished |

| Cluster: | 4 Blue Growth and sea basins | Dates | Amount – EUR | Type of support | Implementation stage |
|---|---|---|---|---|---|
| Number [132] | Title | Duration | Committed (paid) | | |
| 2.6.3 | Investors conference to support maritime development and cooperation with Mediterranean partner countries, in conjunction with the EIB | | | 200000 (2011) | |
| F11 | FEMIP conference 2013 | 21/12/12-29/10/13 | 374,799* (176,368) | Conference / workshop | Finished |
| 1.2.1 | Maritime employment and education | | | | |
| F12<br><br>F14 | Conference on maritime employment and competitiveness 27 June 2012 | 2012 | 2,137 (2,137)<br><br>19,232 (19,232) | Conference / workshop | Finished |
| F13 | Vasco da Gama : Training for greener and safer maritime transport | Dec. 2013- Dec. 2015 | 388,752 (163,290) | Workshop | Ongoing |

*Figure 4-5 Blue Growth intervention logic*



### 4.4.3 Answers to evaluation questions

The following section presents the assessment of the Blue Growth and sea basin cluster against the evaluation criteria. The evaluation questions are given in the margin for easy reference. The analysis is based on the judgement criteria and indicators set out in the evaluation framework in Appendix B. A summary of the answers to the evaluation questions is presented in Table 4-13.

The analysis is structured according the overall intervention logic approach. A presentation of the intervention logic for the cluster is included in Figure 4-5.

The case studies carried out for the Blue Growth and sea basin cluster are included in Appendix K. These case studies are:

- Case study 7 - Study on Blue Growth, Maritime Policy and the EU Strategy for the Baltic Sea Region (EUSBSR)
- Case study 8 - Support activities for the development of maritime clusters in the Mediterranean and Black Sea areas

#### Effectiveness

Blue Growth and sea basin objectives in the TFP

As mentioned above, the TFP[133] included Blue Growth and sea basins as overall objectives. Projects funded under these two objectives have been clustered together due to the synergy between the two. The general and operational objectives are listed below:

*Box 4-4 Blue Growth objectives*

For Blue Growth, general objective (f) to support sustainable economic growth, employment, innovation and new technologies in maritime sectors and in coastal, insular and outermost regions in the Union.

The operational objectives for Blue Growth are:

i. promote initiatives for growth and employment in the maritime sectors and in coastal and insular regions;
ii. promote training, education and career opportunities in maritime professions
iii. promote the development of green technologies, marine renewable energy sources, green shipping and short sea shipping
iv. promote the development of coastal, maritime and island tourism

[133] Regulation 1255/2011 establishing a programme to support the further development of an Integrated Maritime Policy

*Box 4-5 Sea basin objectives*

For sea basins, the general objective is (d) "to support the development and implementation of sea basin strategies";

The operational objectives for sea basins are:

i. support the development and implementation of integrated sea basin strategies, taking into account a balanced approach in all sea basins as well as the specificities of a particular sea basins and/or sub-sea basins. This also applies to relevant macro-regional strategies, where applicable, and especially those in which an exchange of information and experience between various countries is already established and an operational multinational structure exists

ii. promote and facilitate the exploitation of synergies between the national, regional and Union levels, the sharing of information, including information on methods and standards, and the exchange of best practices on maritime policy, including its governance and sectorial policies which have an impact on regional seas and coastal regions.

EQ1 To what extent were the 6 general objectives (set out in Article 2 of the Regulation), and the corresponding operational objectives (set out in Article 3), achieved by the actions and their results?

In the cluster covering Blue Growth and sea basin activities, the bulk of the 25 projects have been finished. Of these, fourteen projects have only recently been completed (within 2014). While this does allow the evaluators to assess the outputs of these activities, it is too early to evaluate the wide-ranging effects.

In order to provide an overview of the many projects in this cluster, the projects have been categorised into three groups according to three 'types': 1) studies and strategies, 2) workshops and conferences and 3) other awareness raising activities. The first two groups are presented in Table 4-10 and Table 4-11. The last group is presented separately afterwards. The two tables also include information about the outputs and links between the projects, which will be used for other evaluation questions.

The following is an assessment of the outputs of the projects and their contribution to the objectives.

Blue Growth and sea -basin studies

12 studies were funded as shown in Table 4-10. Almost all studies supported both of the overall objectives – only the study on emerging areas supported Blue Growth alone. The studies fall into the following groups:

- The first group of projects (D3, F1, F4, F5), focused on **Blue Growth** aspects in relation to specific sea basins. These studies aimed to examine in detail the individual development patterns of the maritime industries in the Mediterranean Sea, the Black Sea, the Atlantic, the North Sea and the Arctic Sea.
- The second group analysed **emerging areas (within Blue Growth),** and the studies (F2, F3, F6, F7, F8) aimed at supporting future Commission initiatives in a specific emerging area. The studies had a sectorial focus and cut across sea basins. These projects were technical studies informing DG MARE on issues related to the development of IMP.
- The third group of studies comprised projects in the Baltic, Adriatic and Ionian regions (D2 and D5). These provided input for the relevant **sea basin strategies** published by the Commission in 2014. In addition, project D4

(Atlantic Plan) took stock of the existing situation (baseline), as well as defining monitoring indicators for the Atlantic Action Plan adopted in 2013.

*Table 4-10 Studies and strategies supported under Blue Growth and sea basins*

| No | ID | Title | Year | Geography | Description and outputs | Objectives |
|---|---|---|---|---|---|---|
| 1 | D3 | Study – traditional knowledge in the Arctic | 2014 | Arctic | To identify community-based monitoring and observing programmes in the European Arctic and collect basic information on these. | Sea basin (d, i, ii)<br>Blue Growth (f, i) |
| 2 | D4 | Assistance in elaboration and prospective evaluation of the Atlantic Action Plan | 2014 | Atlantic | To provide input for the DG MARE work on the Atlantic Strategy (In 2013, DG MARE set out an Atlantic Action Plan focused on driving the 'blue economy').<br>Five workshops (A16) supported the development of the Atlantic Action plan. | Sea basin (d, , ii)<br>Blue Growth (f, i, iii, iv) |
| 3 | D2 | Study on Blue Growth, Maritime Policy and the EU Strategy for the Baltic Sea Region (EUSBSR) | 2013 | Baltic | The studies examined the economic and employment impacts of Blue Growth activities in each Member State.<br>The EUSBSR study (D2) was introduced at the Baltic Sea Conference (D10). The DG MARE working paper[134] referenced the study (D2). | Sea basin (d, , ii)<br>Blue Growth (f, i, iii, iv) |
| 4 | F4 | Study on Deepening Understanding of Potential Blue Growth in the EU Member States on Europe's Atlantic Arc | 2013-2014 | Atlantic | | |
| 5 | F5 | Study on Blue Growth and Maritime Policy within the EU North Sea Region and the English Channel | 2013-2014 | North sea | | |
| 6 | D5 | Study – Blue Growth (European Union strategy on the Adriatic and Ionian Region (EUSAIR)) | 2014 | Adriatic Ionian | The study (D5) and the conference A8 supported the 2014 European Union strategy on the Adriatic and Ionian Region (EUSAIR). | |
| 7 | F1 | Study on maritime clusters in the Mediterranean and the Black Sea | 2013-2014 | Mediterranean and Black Sea | To provide policy makers at EU and sea basin levels with an updated **analysis of** the **status** and **potential development** of maritime clusters in the **Mediterranean** and **Black Sea** areas. | Sea basin (d, , ii)<br>Blue Growth (f, i, iii, iv) |
| 8 | F2 | Study in support of policy measures for maritime and coastal tourism at EU level | 2013 | General | 5 studies on emerging sectors, their focus is across sea basins. The aim was to support future Commission initiatives in these specific sectors. With regard to follow-up actions:<br>F2 was followed up by a conference[135] (not funded under the TFP). A new study on coastal and maritime tourism is to be tendered[136].<br>F8 supported an impact assessment study of the Commission for a future initiative | Blue Growth (f, i ,iii, iv) |
| 9 | F3 | Knowledge Innovation Communities | 2013-2014 | General | | |
| 10 | F6 | Study in Support of Impact Assessment Work for Ocean Energy | 2012-2013 | General | | |
| 11 | F7 | Seabed mining | 2013-2014 | General | | |

[134] Commission Staff Working Document, A Sustainable Blue Growth Agenda for the Baltic Sea Region, SWD(2014) 167

[135] High Level Conference on Coastal and Maritime Tourism - Coastal and Maritime Tourism and Blue Growth Strategies for the EU, Promoting Business Partnership in Greece (Athens, Monday 10 March 2014)
http://ec.europa.eu/maritimeaffairs/events/2014/03/events_20140310_01_en.htm

[136] Title of the upcoming study as provided by DG MARE: Study on specific challenges for a sustainable development of coastal and maritime tourism in Europe: island connectivity, tourism diversification strategies and innovative strategies for nautical tourism

| No | ID | Title | Year | Geography | Description and outputs | Objectives |
|---|---|---|---|---|---|---|
| 12 | F8 | Study in support of Impact Assessment work on Blue Biotechnology | 23/10/2013-15.07.2014 | General | on Blue Biotechnology | |

Awareness raising and communication events objective a)

Eight conferences/workshops were funded. The aim of the workshops and conferences presented in Table 4-11 was to improve governance through increased visibility and awareness, thus in general supporting both the Blue Growth and sea basin objectives. All eight projects also contributed to TFP objective (a).

*Table 4-11 Conferences and workshops (awareness)*

| No | ID | Name | Year | Topic of event | Sea basin | Number and type of participants | Link | Objectives |
|---|---|---|---|---|---|---|---|---|
| 1 | A8 | "Setting an Agenda for Smart, Sustainable and Inclusive Growth from the Adriatic and Ionian Seas" | 2012 | Launching event for the Adriatic and Ionian strategy (adopted the same year) | Adriatic and Ionian | › 212 participants (300 planned)<br>› academia and stakeholders from MS administrations | D5 | Sea basin (d, i, ii)<br>Blue Growth (f, I, iii, iv) |
| 2 | A12 | Stakeholder Seminar on Boosting Blue Growth in the Adriatic and Ionian Region: towards an Action Plan for EUSAIR | 2013 | The seminar provided input to EUSAIR published in 2014 | Adriatic and Ionian | › 157 participants (120 planned)<br>› academia and stakeholders from MS administrations | D5 | Sea basin (d, i, ii) |
| 3 | A10 | Stakeholder Workshop "Baltic Sea Conference 2013 – Blue Growth, Sustainability and Water Industries" | 2013 | Focused on IMP and EUSBSR and the **Study on Blue Growth** | Baltic Sea | › 196 participants (300 planned)[137]<br>› European Commission and sea basin stakeholders | D2 | Blue Growth (f, I, iii, iv) |
| 4 | A17 | Workshop Blue Growth in the Mediterranean | 2013 | Aimed at defining national priorities and perspectives for **blue economy in Spain and the Mediterranean**. | Mediterranean | › 151 participants (250 planned)<br>› Spanish regions, NGOs, industry, academics, research institutes and other stakeholders from Mediterranean countries | N/A | Sea basin (d, i, ii) |
| 5 | A16 | The Atlantic Forum Conferences<br>Five separate workshops | 2012-2013 | Five thematic workshops[138] provided input to the **Atlantic Action Plan** of 2013. | Atlantic | › No information on kind or number of participants. | D4 | Sea basin (d, i, ii)<br>Blue Growth (f, I, iii, iv) |
| 6 | E3 | The Black Sea conference - Black Sea Stakeholders Conference - Sustainable development of the blue economy of the Black Sea | 2014 | Forum on the challenges and opportunities offered by the **Blue Economy** in the region. | Black Sea | › 187 participants (250 planned)<br>› MS authorities, private sector players, regional and international organisations | N/A | Sea basin (d, i, ii) |

[137] Due to external reasons, some participants were held up in a HELCOM meeting

[138] Coastal and deep-sea natural resources, low-carbon economy, planning and climate change, tourism and employment, research and Atlantic ports.

| No | ID | Name | Year | Topic of event | Sea basin | Number and type of participants | Link | Objectives |
|---|---|---|---|---|---|---|---|---|
| 7 | F11 | The FEMIP conference - Mediterranean blue economy: enhancing marine and maritime cooperation | 2013 | Identified an action plan for the development of the **maritime sector** in the Mediterranean.[139] | Mediterranean | › 279 participants ( 380 planned) MS and third country administrations (including media) | F11 | Blue Growth (f, I, iii, iv) |
| 8 | F12 | Conference on maritime employment and competitiveness | 2012 | Presentation and follow-up action of the 2011 report of the task force on maritime employment and competitiveness | All sea basins | › No information on kind or number of participants. | F13 | Blue Growth (f, i, ii) |

Blue Growth Employment

Also included in Table 4-11 is a conference on employment and competitiveness held in 2012 (project F12). Organised by DG MOVE, this conference addressed the employment aspects of Blue Growth. The aim of the conference was to present the outputs and the follow-up of the 2011 report on the task force on maritime employment and competitiveness[140]. In addition, project F13 (Vasco da Gama) [141] sought to promote the development of advanced professional skills and of education and training within the EU[142].

Other awareness activities - Maritime Forum

A specific activity under 'other awareness' is the **Maritime Forum** (projects A2, A6 and A7), which is an online platform[143] allowing EU maritime policy stakeholders to share information. The Commission uses the site to distribute the reports on the IMP actions and to provide information on relevant articles, events and meetings. In this respect, this project is supporting TFP objective (a).

Contribution to the objectives

In general, the evaluators assess that the project portfolio for the Blue Growth and sea basins cluster did address the respective general objectives (d and f) and operational objectives of the cluster. They also assess that the projects contributed to the achievement of the aforementioned objectives, as explained below. In addition, the projects contribute to horizontal objective a) (iii awareness) through the large number of conferences and workshops as well as the Maritime Forum website.

[139] 12th FEMIP closing session http://www.amiando.com/eventResources/g/w/ZUGajynYJdqKwm/FEMIP_Athens_2013_Closing_Session.pdf

[140] Conference on Maritime employment and competitiveness, 27 June 2012, Brussels, summary outcome of meeting https://webgate.ec.europa.eu/maritimeforum/sites/maritimeforum/files/outcome%20conf%20maritime%20employ%2027%20June%202012.pdf

[141] http://www.vasco-da-gama.eu/

[142] http://www.medregions.com/pub/doc_travail/ag/229_en.pdf

[143] https://webgate.ec.europa.eu/maritimeforum/

Commission officials interviewed confirmed that the projects funded support the objectives set out in the respective ToR and contributed towards the objectives (d) sea basin strategies and (f) Blue Growth.

EQ 2 To what extent and how (and by whom) have the results and deliverables obtained so far from the actions been used, and for what?

The deliverables from the projects financed under this cluster can be characterised as conferences and workshops, technical studies and technical support for the development of sea basin strategies. This section will look at how these are used by stakeholders and for which purposes.

As shown in Table 4-10 and Table 4-11 several of the projects are linked to other projects in the cluster, as indicated in the column 'project link' in the tables. Workshops or conferences are used either to provide input to a study or to present the results of the studies. It is important to understand the interlinkages between projects, as a study may primarily be 'used' at the point in time when it is presented at a conference, i.e. as an input to the conference.

The two case studies illustrate the use of the projects. According to Commission officials interviewed, the information from Case study 7 (Blue Growth in the Baltic) supports DG MARE's policy and programming work on IMP in general and particularly with regard to sea basins and Blue Growth under the EMFF. More specifically, the study provided input to the 2014 Commission SWD on the Blue Growth Agenda for the Baltic Sea Region[144] and as such, it contributed to the development of EU policy. Concerning Case study 8 (Study on maritime clusters), a stakeholder interviewed for the case study explained that the project was a result of the deliberations during the FEMIP conference (project F11) following a gap assessment and consultation with relevant DGs within the Commission. According to Commission officials interviewed, Case study 8 fed into DG MARE's work programme for 2015 and a specific call for proposals on maritime clusters[145].

Studies 'use'

As shown in Table 4-10, and based on the review of the project documentation, all studies have aimed at increasing the level of knowledge (e.g. to define the state of play, development potential, basic information on the Arctic, etc.) in their respective topics (whether an emerging area, or the growth potential in sea basins). The following uses have been identified either through document review of the studies (or the conferences) or has been conveyed by interviewed stakeholders:

- *Studies to promote best practices and exchange experience*: The studies on Blue Growth provided an overview of the state of play in each sea basin, and examined the potential for development of Blue Growth. Case study 8 on maritime clusters (F1) demonstrates that this information is made available to stakeholders to inform their decision-making. The studies present best practices and lessons learnt that can be shared with other sea basins (source information in the Maritime Forum). An example is the study on the Baltic Sea

[144] Commission Staff Working Document A Sustainable Blue Growth Agenda for the Baltic Sea Region, SWD(2014) 167

[145] Commission Implementing Decision of 18.12.2014 concerning the adoption of the work programme for 2015 and the financing for the implementation of the European Maritime and Fisheries Fund, C(2014) 9794

(D2), which assessed the contribution and effectiveness of maritime actions as set out in the current EU Strategy for the Baltic Sea Region (EUSBSR). Recommendations were made about how to support Blue Growth within each Baltic Member State, taking into account opportunities arising in the next programming period.

- *Studies supporting future policy work:* These studies were found to support the future policy work of DG MARE. Good examples are the studies in **emerging areas** (maritime and coastal tourism, knowledge innovation communities, ocean energy, seabed mining and blue biotechnology), which gave DG MARE information on which future policy work may be based. For example, Case study 7 on Blue Growth in the Baltic (D2) provided input to the 2014 Commission SWD on the Blue Growth Agenda for the Baltic Sea Region, as explained in Appendix K. Furthermore, the studies elaborated possible policy options to stimulate growth and examined their impacts (as shown by its final report, the study on coastal and maritime tourism (F2) elaborated three policy packages and examined their economic, social and environmental impacts).

- *Supporting impact assessments:* the studies on emerging areas also aimed (according to their documentation) at supporting Impact Assessments for future Commission initiatives. An example is the study on ocean energy, which according to information provided in the Maritime Forum, "*served as a key input into the formal Impact Assessment and, indirectly, as a basis for the on-going initiative on ocean energy*"[146]. Overall, the stakeholders interviewed agree that these studies have strengthened the knowledge base of the IMP, specifically that of Blue Growth.

Some studies have not been used yet and are awaiting follow-up. These studies have recently been completed, and some follow-up actions have been identified. In particular, according to a Commission official interviewed, the study on coastal and maritime tourism (F2) is going to be followed up by a "Study on specific challenges for a sustainable development of coastal and maritime tourism in Europe: island connectivity, tourism diversification strategies and innovative strategies for nautical tourism", to be launched under the EMFF.

As shown Table 4-10 and Table 4-11, there is a clear indication that the studies and strategies are underpinned by communication activities, either in the form of presentations at conferences or workshops, a communication from DG MARE or publications on the website. For example, all the studies are published in the Maritime Forum and on DG MARE's website, while the participants of the conference Blue Growth in the Baltic (A10) were informed about the (at the time still ongoing) study on the same topic (D2)[147].

[146] https://webgate.ec.europa.eu/maritimeforum/en/node/3614

[147] Information found in the conclusions from the conference http://www.bdforum.org/cmsystem/wp-content/uploads/Conference_report.pdf .

*Supporting communication activities*: Conferences and workshops – 'use'

**Conferences and workshops** provided an opportunity for the stakeholders to discuss Blue Growth and the sea basin approach. The conferences furthermore aimed at raising awareness of stakeholders at all levels (including from third countries, as the FEMIP conference demonstrates), in first place on the IMP as a whole, and secondly on the specific aspects of Blue Growth and sea basin issues. The stakeholders participating were authorities, private sector players, regional and international organisations, NGOs, industry and research institutes. The following observations in support of this assessment were made:

- *Conferences to disseminate best practices*: DG MARE used the conferences as an opportunity to present, discuss and disseminate best practices among the participants. For example, the case study (7) concluded that a coordinated EU approach would benefit the blue economy, that sea basin studies contribute to lessons learnt and finally that best practices can be extracted and applied across sea basins (thus also contributing to the horizontal objective (d) sea basins) .

- *Stakeholder platforms for discussing thematic issues:* Workshops such as the Atlantic Forum (comprising five workshops) provided stakeholders with a platform for discussing the thematic issues of coastal and deep-sea natural resources, low-carbon economy, planning and climate change, tourism and employment, research and Atlantic ports. As shown in Table 4-11, these workshops provided input for the Atlantic Study (D4), which presented a baseline situation for the Atlantic area in terms of priorities and objectives defined in the Atlantic Action Plan[148].

Other awareness events 'use'

The Maritime Forum is an example of an overall awareness project**.** During the period under evaluation, the evaluators observed that the website[149] is regularly updated. In effect, along with the official DG MARE website, this is one of the main channels used by DG MARE to distribute IMP-related information and updates. However, the evaluators do not have any data on the use of the website.

Employment activity 'use'

According to the information on its website, the employment project (Vasco da Gama), is, once it is completed, expected to have elaborated improved training programmes for seafarers, focusing on safety and environmental aspects, and to have drawn up a plan for an exchange programme between European maritime education and training institutes. The evaluators assess that these actions have the potential for improving the skill level and employability of European seafarers, once completed. This is conditional to the project being completed and taken up by the European maritime education and training institutes and the industry.

[148] https://webgate.ec.europa.eu/maritimeforum/node/3609

[149] https://webgate.ec.europa.eu/maritimeforum/en/

EQ 3 For which topics have synergies been achieved by the actions supported? Who was involved?

Concerning synergies with other areas of the IMP, the review of documentation found that sea basins are horizontal by nature, facilitating other parts of the IMP, notably Blue Growth, MSP, environment and Marine Knowledge. An example is the project on the Atlantic Strategy (D2), which addressed all four of the above areas, as illustrated by the project documentation. The Baltic Sea conference (A10) is another example of a project that addressed more than one IMP area, in particular Blue Growth, environment and MSP. This approach is used by other areas of the IMP in their projects (for example in the environment cluster, as explained in the section above).

Review of project documents shows (to different extents) that most of the projects funded in this cluster create synergies. For example, the workshop Blue Growth in the Mediterranean (A17) touched on areas such as maritime security, marine research, ecosystems approach (including maritime spatial planning, aquaculture and fisheries). In addition, Case study 8 on maritime clusters examined, amongst other things, the potential of such economic sectors as shipping (short-sea, deep-sea and ferries), shipbuilding, fishing, offshore energy sources (oil and gas, wind) and environmental monitoring, thus demonstrating the synergies of Blue Growth with transport, industry, fisheries, energy and environment policy areas.

The two projects that dealt with maritime employment (the 2012 conference and Vasco da Gama) demonstrate synergies with the employment aspects of maritime transport policy[150] , as competent seafarers are important for the safety and competitiveness of European maritime transport. According to some Commission officials interviewed, there is close cooperation with DG MOVE, which is also the DG responsible for these two projects.

EQ 4 To what extent and how did the actions supported contribute to DG MARE's policy work?

The actions of this cluster have contributed to DG MARE policy work in two ways. As highlighted under EQ2, projects' output has been used or can be used in different ways and by different groups.

The first way aims to assist DG MARE and the Commission in general in preparing policy as well as future actions. The studies (F1 to F8) that analysed the emerging areas in Blue Growth, providing the knowledge base for upcoming initiatives (under the action "*Identifying and supporting Blue Growth projects in emerging sectors*"), are examples of this.

This type of studies has provided DG MARE with a basis for developing the future policy on Blue Growth by looking at the potentials in both the different emerging sectors (aquaculture. coastal tourism, blue biotechnology, ocean energy, seabed mining) and the geographical areas (sea basins). Commission officials interviewed confirmed the view that DG MARE today has a stronger basis for IMP in the field of Blue Growth and the understanding of the different sea basins.

A concrete example is the study on ocean energy (F6), which reviewed the status of the industry and assessed the possible impacts of EU-level intervention. This

[150] http://ec.europa.eu/transport/modes/maritime/seafarers/index_en.htm

study provided input to the Commission impact assessment[151] that led to the 2014 Communication on Blue Energy [152]

Another group of studies gathered under the action "*expert support for development of maritime governance and cooperation at sea basin level*" has supported the development of sea basin strategies for the Baltic, Atlantic, etc. This group of studies was not directly aimed at supporting DG MARE policy development, but at providing support to stakeholders in sea basins to assist them in cooperating on and developing the strategies. As explained above in EQ2, an example of a concrete policy document from this range of studies is Case study 7 (Blue Growth in the Baltic), which provided input to the 2014 Commission SWD on the Blue Growth Agenda for the Baltic Sea Region[153].

This approach was underpinned by awareness events, carried out to either plan the strategy (for example the discussions that took place at the stakeholder seminar on the Adriatic and Ionian Seas (A12) were taken into consideration – along with other sources of input - in the new EUSAIR launched in June 2014), or to present/discuss the strategy with stakeholders (for example the workshop on Blue Growth in the Mediterranean (A17), which aimed at providing assistance to stakeholders in defining national priorities). Participation in these events can be confirmed by the document review as well as through references on websites. The effect these will have on sea basin policy cannot be assessed yet.

EQ 5 How did the actions help DG MARE contribute (even if only potentially at this stage) towards achieving the targets in EU 2020?

According to some stakeholders interviewed, the actions of the Blue Growth and sea basins cluster all indirectly support the growth objectives. Stakeholders interviewed support the work on Blue Growth and sea basins as approaches to sustainable economic development.

Commission officials interviewed confirmed that the actions undertaken contribute to the targets of smart and inclusive growth and sustainability, by organising marine resources and synergies. The assumption is that the organisation of activities in the sea basins targets a more coherent use of resources. Still, according to these interviewed Commission officials, the real effects of the Blue Growth actions can only be viewed as part of a process. Cooperation requires continuous efforts.

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[151] Commission Staff Working Document Impact Assessment Accompanying the document Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions Ocean Energy Action needed to deliver on the potential of ocean energy by 2020 and beyond, SWD(2014) 13

[152] Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions Blue Energy Action needed to deliver on the potential of ocean energy in European seas and oceans by 2020 and beyond, COM(2014) 08

[153] Commission Staff Working Document A Sustainable Blue Growth Agenda for the Baltic Sea Region, SWD(2014) 167

Therefore, the evaluators assess that, overall, the actions undertaken in this cluster have made a positive contribution to the EU 2020 goals. This contribution cannot, however, be quantified at this stage, and the successful achievement will depend on further developments between now and 2020.

Blue Growth and sea basin actions contribute to the specific EU 2020 targets in the following ways:

- the support to emerging sectors, etc. helps in 'developing economic sectors with potential for **sustainable jobs and growth**'.
- by the focus on developing the **knowledge** of the stakeholders in the blue economy
- developing sea basin strategies and **fostering cooperation** between countries are key activities of the cluster, and supported by all other clusters.

## Efficiency

EQ 6 To what extent do outputs represent value for money?

A budget of EUR 10 million was allocated to the cluster Blue Growth and sea basins. This budget has been used to increase the knowledge base of a relatively new policy area at EU level and subsequently at national level. The funds have been allocated to studies (12), stakeholder events: workshops and conferences (10) and communication (Maritime Forum).

Commission officials interviewed stated that the budget was very limited compared to the magnitude of topics addressed in the studies. The nature of the supported projects and their prioritisation were perceived as value for money. Commission officials interviewed found that the financed projects delivered according their respective ToR, and there has been no mention of underperformance by individual projects.

There are indications that participation in organised conferences or workshops has been lower than originally planned (see EQ 1). As the information in Table 4-11 shows, participation in the awareness events and in particular the conferences, varies. With the exception of one event (project A12 - EUSAIR stakeholder seminar), actual participation in most of the events is less than expected (between 60% and 75%). Some stakeholders interviewed believe that this was partly due to location, timing and (lack of) travel budgets for potential participants. There is, however, no single factor influencing participation, and a few stakeholders conveyed that using participation as an indicator of value for money is too imprecise.

To the knowledge of the evaluators, no evaluations (participant surveys) of the conferences/workshops have been made and the value for money to the participants can therefore not be assessed. Commission officials interviewed did not mention any specific efficiency problems associated with the organisation of the conferences and rated the overall value for money of the resources invested in these fora as good.

Table 4-9 shows that the final amounts paid in these cases are lower than those committed, reflecting the reduced participation. However, in the opinion of the evaluators this raises no concerns about the overall efficiency.

Concerning quality and costs, the evaluators consider that the financed projects were in line with similar projects financed by the Commission. This is supported by the findings of the two case studies (7 and 8).

EQ 7 Are costs reasonable given the changes/effects that have been achieved? Which factors influenced the cost-efficiency of the achievements observed?

All actions have been procured according to the EU procurement rules[154]. Overall, in the view of the evaluators, this procurement process allowed the Commission to undertake a large number of technical and specialised activities and events, for which in-house resources were not available.

The overview of the costs of the projects given in Table 4-9 in Chapter **Error! eference source not found.** reveals that in the experience of the evaluators and as confirmed by Commission officials interviewed, they are generally in line with similar projects undertaken by Commission services in terms of content (studies, conferences, technical assistance) and duration.

## Coherence

EQ 8 How did the Programme's actions take due account of other EU policies and instruments which are relevant for IMP?

Blue Growth includes a number of economic activities that relate to different EU policy areas, such as transport, employment, enterprise and industry and research. The Blue Growth activities in offshore wind and ocean energy also link to the EU energy policy with its 20% renewable energy by 2020 target. Seabed mining, including the recycling and reuse of resources, links to the DG Enterprise and Industry policy on raw materials as well as to DG Environment, protection of the marine environment and waste management. Blue biotechnology has links to Enterprise and Industry biotechnology policy.

The sea basin actions (whether conferences or studies) are coherent with the EU's external and neighbourhood policy as they deal with third countries and international organisations (for example the FEMIP conference looked into EU and EIB funding possibilities for third countries in the Mediterranean and Black Sea also).

Furthermore, the action on maritime employment complements the existing initiatives under the transport and employment policy areas, while the environment is also addressed in the sea basin studies; see project D2 for an example of this.

Some stakeholders mentioned that the environmental dimension of Blue Growth is covered by the MSFD. Even so, there is concern that emerging areas such as seabed mining and blue technology might not be fully covered and that their development could pose a risk to the environment. Case study 8 on maritime clusters in the Black Sea and Mediterranean (F1) demonstrates the geographic and thematic links by reviewing a number of maritime clusters in different

[154] Framework contract and grants. The use of framework contracts for the tendering of the projects was preferred, according to the Commission officials interviewed, as it allowed the Commission to obtain the technical expertise needed through a competitive procedure.

geographic areas (both for EU and non-EU countries) and by covering a total of 23 maritime economic activities, including (amongst other sectors) transport (short-sea and deep-sea), energy (renewables and oil), fisheries, the environment and emerging areas. According to Commission officials interviewed about Case study 8 on maritime clusters, there is room for improvement in the coordination between the DGs in defining the requirements and outputs/recommendations of projects.

In addition, Case study 7 on the Baltic Sea clearly relates to other EU policy areas such as transport, industry, research and environment. The case illustrates the extent of Blue Growth and complements the Blue Growth sea basin studies, in which 29 maritime economic activities (MEA) were assessed.

Commission officials interviewed confirmed that coordination and exchange of information between DGs takes place and that other DGs are systematically invited or informed of projects.

Based on document review and stakeholders' opinions, the evaluators assess that the actions undertaken under the cluster aim to complement existing policies and instruments and compensate for areas not covered by other EU policies.

EQ 9 To what extent were the various actions taken by MARE under the transitional financial instrument and the actions under this instrument taken by other DGs with a maritime dimension (such as MOVE, ENV…) mutually coherent? To what extent do they together exhibit an Integrated Maritime Policy?

There are a number of **EU funding possibilities and programmes available for** cooperation in the sea basins. These programmes (policy areas) interact with maritime policy to varying degrees.

Commission officials interviewed maintained that the approach adopted in the TFP does not aim to overlap or replace existing funding. Furthermore, the total amount of funding (EUR 39 million) is not sufficient as a substitute for other EU funding programmes whose budgets are in the thousands of millions. Instead, the TFP aims to fund actions that complement the existing policy set-up and facilitate the efforts of Member States in making the best use of existing funding.

An area of coherence with policies of other DGs relating to the projects funded under the TFP is the environment policy. The environment-related actions and projects were run by DG ENV. They are discussed in the previous cluster. However, in the framework of sea basins, environmental issues were addressed as explained in EQ8 above (for example, the conference on Blue Growth in the Baltic and the Atlantic had the environment among its focus areas).

In addition, actions were also coherent with transport policy and in particular the employment of seafarers. The two projects funded by the TFP in this regard (F12 and F13) were run by DG MOVE and are integrated in the transport policy (for example the conference on maritime employment and competitiveness F12 presented, as explained earlier, the work of the Task Force on Maritime Employment).

*Table 4-12 Coherence of Blue Growth and sea basin actions with other EU funding*

| | Enterprises/ SME | Environment | Transport | RDT and innovation | Fisheries/ Aquaculture | Energy/ resource efficiency |
|---|---|---|---|---|---|---|
| EMFF | X | X | | X | X | |
| LIFE | | X | | | | |
| TEN-T | | | X | | | |
| FP7/Horizon | | | | X | | X |
| CIP/COSME | X | | | | | |
| ERDF/ESF | X | X | X | X | | X |
| ETC | X | X | X | X | | X |
| EIB | | X | X | | | X |
| CEF | | | | | | X |

## Relevance

EQ 11 To what extent have the activities supported (between 2011 and 2014) by the Programme been relevant for the further development of IMP?

For both Blue Growth and sea basins, the evaluators identified possibilities for follow-up actions and projects in the EMFF (also mentioned under EQ2). Specific objective indicators are defined for the two areas and continuity of actions is expected:

- Blue Growth (objective f) has been retained as a general objective in the EMFF, with the addition that it should *"complement established sectorial and national activities"* so as to stress the subsidiarity principle.
- sea basins (objective d) have been merged in the EMFF with objective a) "*foster the development and implementation of integrated governance of maritime and coastal affairs*".

An example of the TFP-funded activities feeding into the further development of the IMP is found in the study on coastal and maritime tourism, which according to one Commission official is followed by a new study under the EMFF[155].

In order to strengthen the rationale of the Blue Growth strategy on creation of jobs, one of the stakeholders interviewed suggested that the policy be underpinned by economic assessment in the form of economic modelling of the potential growth of the maritime economy.

[155] The title as provided by DG MARE is: *Study on specific challenges for a sustainable development of coastal and maritime tourism in Europe: island connectivity, tourism diversification strategies and innovative strategies for nautical tourism*.

EQ 12 Which new emerging areas relevant to maritime policy (such as ocean energy, blue biotechnology) were taken on board in the programme as it was implemented?

Development of sectors with a high potential for sustainable jobs and growth is part of the Blue Growth strategy and defined as 'emerging areas'. The action aiming at promoting these high-potential sectors is "*Identifying and supporting Blue Growth projects in emerging sectors*". The projects which can be funded under this action included ocean energy; seabed mining, blue technology, coastal tourism and aquaculture.

Even though aquaculture was identified as an emerging area, no specific project which included this subject was funded in this cluster[156]. Aquaculture is a DG MARE activity, and was covered by the EFF, for example the 2013 guidelines for the sustainable development of EU aquaculture[157].

Additional information on emerging areas comes from Case study 8 on marine clusters[158]. The study examined the 23 maritime economic activities (MEAs), including the five emerging areas, and found them to have little current economic activity compared with the established sectors (such as transport). Tourism was considered to have a high potential, while blue biotechnology or seabed mining might have more local impacts (i.e. where the main industries are located).

A few stakeholders interviewed mentioned that the growth and employment impact of 'new' emerging areas, such as sea bed mining and blue technology, may only appear in the longer term (even beyond 2020). The more mature sectors (coastal energy and tourism) are expected to have a larger growth potential and greater EU impact in the near future.

A few stakeholders interviewed in other clusters, particularly MSP, expressed their concern over the emerging areas approach. Established sectors have more growth potential, but this may not be utilised unless more attention and focus are directed towards these.

## EU added value

EQ 10 To what extent did the programme represent EU added value?

The IMP is a new policy area, and the participation of stakeholders is partly ensured through the TFP budget and activities undertaken by DG MARE. According to stakeholders interviewed, this participation is one of the main EU added value components of this cluster. These stakeholders also reported that, overall, the activities undertaken would not have been financed with national funding. Sea basin strategies are unlikely to have developed at the same pace without the EU funding and bringing together stakeholders. The Blue Growth studies, and the Blue Growth concept itself, are unlikely to have developed solely through national funding. Some Member States might have developed national or regional studies, but not at the EU level.

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[156] A project on aquaculture (C10) was identified in the environment cluster and is discussed there.

[157] Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Strategic Guidelines for the sustainable development of EU aquaculture COM/2013/229

[158] In this context, tourism is an established sector with growth potential.

### 4.4.4 Summary of findings

Effectiveness

In summary, the project portfolio supported by the Blue Growth and sea basins cluster did address the respective objectives and contributed to their achievement. The projects fulfilled the obligations set out in the ToR and contributed fully to the objectives d) sea basin and f) Blue Growth, and covered objective a) integrated maritime governance. As the objective is mainly to support and promote these initiatives, it is possible to infer that the actions have a positive effect; however, at this stage it is not possible to quantify it.

All studies aimed at increasing the level of knowledge in their respective topic. Stakeholders at different levels (EU, Member State, regional) can use this information. At Commission level, there is evidence that the studies are helping to inform policy developments on emerging areas and on sea basin strategies. Conferences and workshops provided an opportunity for stakeholders to discuss Blue Growth and the sea basin approach and to raise awareness in first place on the IMP as a whole, and secondly on the specific aspects of Blue Growth and sea basin issues.

Efficiency

An overview of the costs reveals that they are in line with similar projects undertaken by Commission services given the content (studies and awareness raising) and duration of the projects. All actions have been undertaken through procurement procedures with the exception of the action on maritime employment and education, which was implemented through a grant procedure. The use of framework contracts allowed the Commission to undertake a large number of technical and specialised activities and events, for which in-house resources were not available. The efficiency of the financed projects is present in terms of generating value for money. Further, no evidence of underperformance was found, which was confirmed by stakeholders.

Coherence

Summing up, it can be said that the actions undertaken in this cluster aim to complement existing instruments and policies not covered by other EU policies. At the same time, the outcome provides DG MARE with a knowledge base that can support the future development of Blue Growth and sea basin initiatives and policies.

Relevance

There is continuity in the IMP, as Blue Growth is retained as a general objective in the EMFF 2014-2020, and sea basins have been merged into other objectives. For both Blue Growth and sea basins, follow-up actions and projects are to be financed in the EMFF 2014-2020.

Development of sectors with a high potential for sustainable jobs and growth is part of the Blue Growth strategy and defined as 'emerging areas', with a number of specific studies (F1 to F8) having taken place. According to stakeholder input discussed in EQ12, growth and employment in the new emerging areas, such as seabed mining and blue biotechnology, may have a longer time horizon than 2020, while more mature sectors (coastal energy and tourism) are expected to have a larger growth potential and greater EU impact in the near future.

EU added value

Sea basin strategies are unlikely to have developed at the same pace without the EU funding and bringing together stakeholders. The Blue Growth studies and the Blue Growth concept itself are unlikely to have developed solely through national funding, at least beyond the national level.

*Table 4-13 Summary of evaluation questions for Blue Growth and sea basins*

| | **Nr. of projects in cluster: 25 Nr. of finished projects by 2014: 24** | | **Amount: EURO 10 million** |
|---|---|---|---|
| | Evaluation question | Sub-questions | Summary of assessment |
| **Effectiveness** | EQ1 To what extent were the 6 general objectives (set out in Article 2 of the Regulation), and the corresponding operational objectives (set out in Article 3), achieved by the actions and their results? | Cluster objective | 25 (11 Blue Growth, 2 sea basin and 12 combined projects) |
| | | Objective A | 8 projects (sub-obj. iii) |
| | | Objective E | 1 project (sub-obj. iii) |
| | EQ 2 To what extent and how (and by whom) have the results and deliverables obtained so far from the actions been used, and for what? | The deliverables feed into the EU policy and strategy development by DG MARE. The studies increase the level of knowledge among EU maritime stakeholders. Conferences increase the awareness level of EU maritime stakeholders. | |
| | EQ 3 For which topics have synergies been achieved by the actions supported? Who was involved? | The combined effect of the actions enhanced dialogue and awareness amongst authorities and the broader maritime community. | |
| | EQ 4 To what extent and how did the actions supported contribute to DG MARE's policy work? | Results have been used for a) cooperation and awareness actions, b) assistance to DG MARE in evaluating and preparing next actions. | |
| | EQ 5 How did the actions help DG MARE contribute (even if only potential at this stage) towards achieving the targets in EU 2020? | All projects contribute to the EU 2020 goals on blue economy (obj a and b) and sea basin strategies (obj c). Contribution difficult to quantify at this stage due to individual action MS | |
| **Efficiency** | EQ 6 To what extent do outputs represent value for money? | Stakeholders generally assess projects as value for money. Outputs and result assessed as quality and valuable to stakeholders. | |
| | EQ 7 Are costs reasonable given the changes/effects that have been achieved? Which factors influenced the cost-efficiency of the achievements observed? | Costs and differences in costs are reasonable taking into account similar projects | |
| **Coherence** | EQ 8 How did the Programme's actions take due account of other EU policies and instruments, which are relevant for IMP? | The actions complement existing policies (transport, employment, enterprise and industry and research) and aim to compensate for areas not covered by other EU policies. | |
| | EQ 9 To what extent were the various actions taken by MARE under the transitional financial instrument and the actions under this instrument taken by other DGs with a maritime dimension (such as MOVE, ENV…) mutually coherent? | Actions aim to avoid overlaps of programming and ensure the best use of existing EU funding instruments.<br>There is no perceived overlap in funding | |
| **Relevance** | EQ 11 To what extent have the activities supported (between 2011 and 2014) by the Programme been relevant for the further development of IMP? | Most actions have already had direct and indirect effects on the Blue Growth and Ssea basin Strategies of EMFF2020 through the improved knowledge base. | |
| | EQ 12 Which new emerging areas relevant to maritime policy (such as ocean energy, blue biotechnology) were taken on board in the programme as it was implemented? | There is a strong focus on emerging areas through dedicated studies and awareness raising | |
| **Value added** | EQ 10 To what extent did the TFP represent EU added value? | Stakeholders assess that projects would not have happened without EU funding.<br>Given the funding level, awareness raising and knowledge creation are perceived by stakeholders as the main EU added value | |

## 4.5 Cluster 5 - Maritime spatial planning

### 4.5.1 Background to the actions of the TFP

Overview of MSP

Maritime spatial planning (MSP) is one of the important cross-sectorial tools for the implementation of the IMP. Introduced in 2008 by a Commission Communication[159] following a call to respond to the competitive needs of sectorial interests in the seas, MSP sets out to promote efficient use of maritime space. MSP has been defined as "*a process of public authorities of analysing and allocating the spatial and temporal distribution of human activities in marine areas to achieve ecological, economic and social objectives*"[160]. MSP is a tool to improve decision-making and coordination among Member States.

First evaluation of MSP

In 2010, the Commission reviewed the first achievements of MSP[161]. The reaction to MSP was broadly positive, and there was general agreement on the principles set out in the 2008 Communication. MSP activities of the Member States showed a generally increasing trend. It was, however, recognised that Member States "*are proceeding at different speeds and the resulting MSP processes are likely to be quite different from each other*". The report also highlighted the importance of cross-border cooperation in MSP and the fact that MSP is attracting attention also at international level (e.g. UNESCO/IOC or the Regional Sea Conventions).

MSFD

MSP is closely linked to a number of other sectors and policy areas. One of the areas closely related to MSP is the Marine Strategy Framework Directive (MSFD) and its provisions. The MSFD aims to achieve Good Environmental Status (GES) of the EU's marine waters by 2020 and to protect the resource base on which marine-related economic and social activities depend. The Directive enshrines, in a legislative framework, the ecosystem approach to the management of human activities having an impact on the marine environment, integrating the concepts of environmental protection and sustainable use[162].

Natura 2000

Natura 2000 is a network of nature protection areas linked to the Habitats[163] and the Birds Directives[164], which are the cornerstone of the EU's nature conservation

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[159] Communication from the Commission of Nov. 25 2008: "Roadmap for Maritime Spatial Planning: Achieving common principles in the EU", COM (2008) 791

[160] Maritime spatial planning in the EU - achievements and future development: Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. COM (2010) 771

[161] *Idem*

[162] 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 (Marine Strategy Framework Directive)

[163] Council Directive 92/43/EEC of 21 May 1992 on the conservation of natural habitats and of wild fauna and flora

policy seeking to ensure that future management is sustainable, both ecologically and economically. Nature conservation policy under Natura 2000 has a maritime aspect, which is linked to the MSFD through their common aim to conserve biodiversity. In 2007, the Commission published guidelines on the establishment of the Natura 2000 network in the marine environment[165], in order to promote a common understanding of the requirements of the Directives.

ICZM

Integrated Coastal Zone Management (ICZM) is another of the EU policies that is closely linked to MSP (along with the MSFD and maritime activities such as transport, fishing, renewable energy and oil and offshore activities). It provides the link between maritime and terrestrial development and, in practice, it focuses on coastal and near-shore areas, while MSP focuses on marine areas.

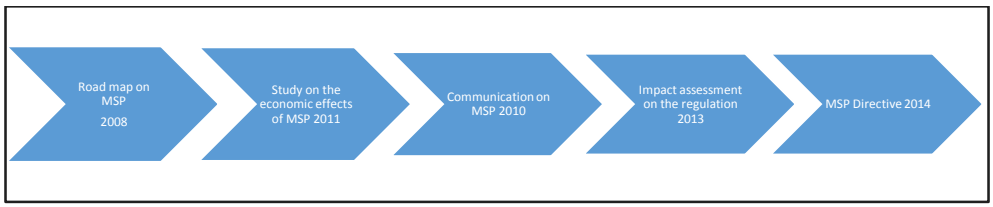
Impact assessment

While the TFP was ongoing in the period from 2011 to 2014, the Commission prepared and proposed a directive for MSP and launched an impact assessment of MSP. The impact assessment concluded that the optimal solution would be an EU Framework Directive on MSP and ICZM, since a voluntary approach would not give the same results, and neither would a very prescriptive harmonisation. The ICZM did not become part of the Directive due to opposition from Member States.

Directive in 2014

The Directive on MSP was approved in July 2014. It stipulates that Member States must transpose the Directive into national legislation by 2016 and have maritime spatial plans in place by 2021. The Member States are responsible for the implementation of the Directive, with the Commission acting as a facilitator and assisting in the development of common approaches and understandings. While each Member State will be free to plan its own maritime activities, local, regional and national planning in shared seas will be made more compatible through a set of minimum common requirements.

*Figure 4-6 Timeline for MSP Directive development*




## 4.5.2 State of play of action implementation

The TFP has funded six projects in support of the development of maritime spatial planning under different actions. The funding amounts to EUR 6.5 million. Three activities or projects have been completed, two are being completed and the final

[164] Directive 2009/147/EC of the European Parliament and of the Council of 30 November 2009 on the conservation of wild birds

[165] http://ec.europa.eu/environment/nature/natura2000/marine/docs/marine_guidelines.pdf

reports have been drafted. The last project will be concluded in June 2015. Except for one, all projects are managed by DG MARE.

Preparatory actions

Prior to the IMP Facility, the European Parliament financed two preparatory actions (Plan Bothnia in the Baltic Sea and MASPNOSE in the North Sea). The assessments of these two actions are presented in Volume II of this report, but they provide input to the overall assessment of funding for MSP development and relevant findings from these assessments are included below. The preparatory actions are thus included in Table 4-14 although they only indirectly form part of the evaluation in Volume I.

Workshops

The projects on MSP are grouped under four actions. The first action focuses on '*development and implementation of integrated governance of maritime and coastal affairs and visibility of IMP'*. Under this action, three thematic (energy, shipping, and fisheries) workshops on MSP were organised, targeting Member States and regional representatives, NGOs, industry and other relevant stakeholders. The three workshops were held in Dublin (Ireland), Vilnius (Lithuania) and Athens (Greece) respectively. The same framework contractor carried out these three projects.

Trans-boundary planning projects

Under the action headings '*projects on MSP in the Mediterranean Sea and the Black Sea*' and '*projects on MSP in the Atlantic, including the Celtic Sea/bay of Biscay*', two trans-boundary planning projects were funded. The first project is the Trans-boundary Planning in the European Atlantic (TPEA), due for completion in December 2014, and for which the draft final report has already been submitted. The project is led by the University of Liverpool, and it includes partners from the Member State administrations of Ireland, UK, Portugal and Spain, as well as academia.

The second project takes place in the Adriatic – ADRIPLAN - and is led by Consiglio Nazionale delle Ricerche – Istituto di Scienze Marine (CNR). The partnership includes regional and other scientific and academic partners from Italy, Slovenia, Croatia, and Greece. Albania and Montenegro participate as observers, together with international organisations. The project started in December 2013 and it will be completed in June 2015 (unless it is prolonged).

MSP linkages with ICZM

The last project in the cluster on MSP, '*Sharing of best practices on Integrated Coastal Zone Management (ICM)*[166]*, in a context of adaptation to climate change in coastal areas,*' is managed by DG ENV and is funded under the action heading '*MSP linkages with Integrated Coastal Zone Management (ICZM): Sharing of best practices on Integrated Coastal Zone Management (ICZM), in a context of adaptation to climate change in coastal areas*'. This project mainly concerns taking stock of how Member States have included and integrated climate change adaptation measures in integrated coastal management. The project is implemented under a framework contract with DG ENV. The project was completed in December 2014.

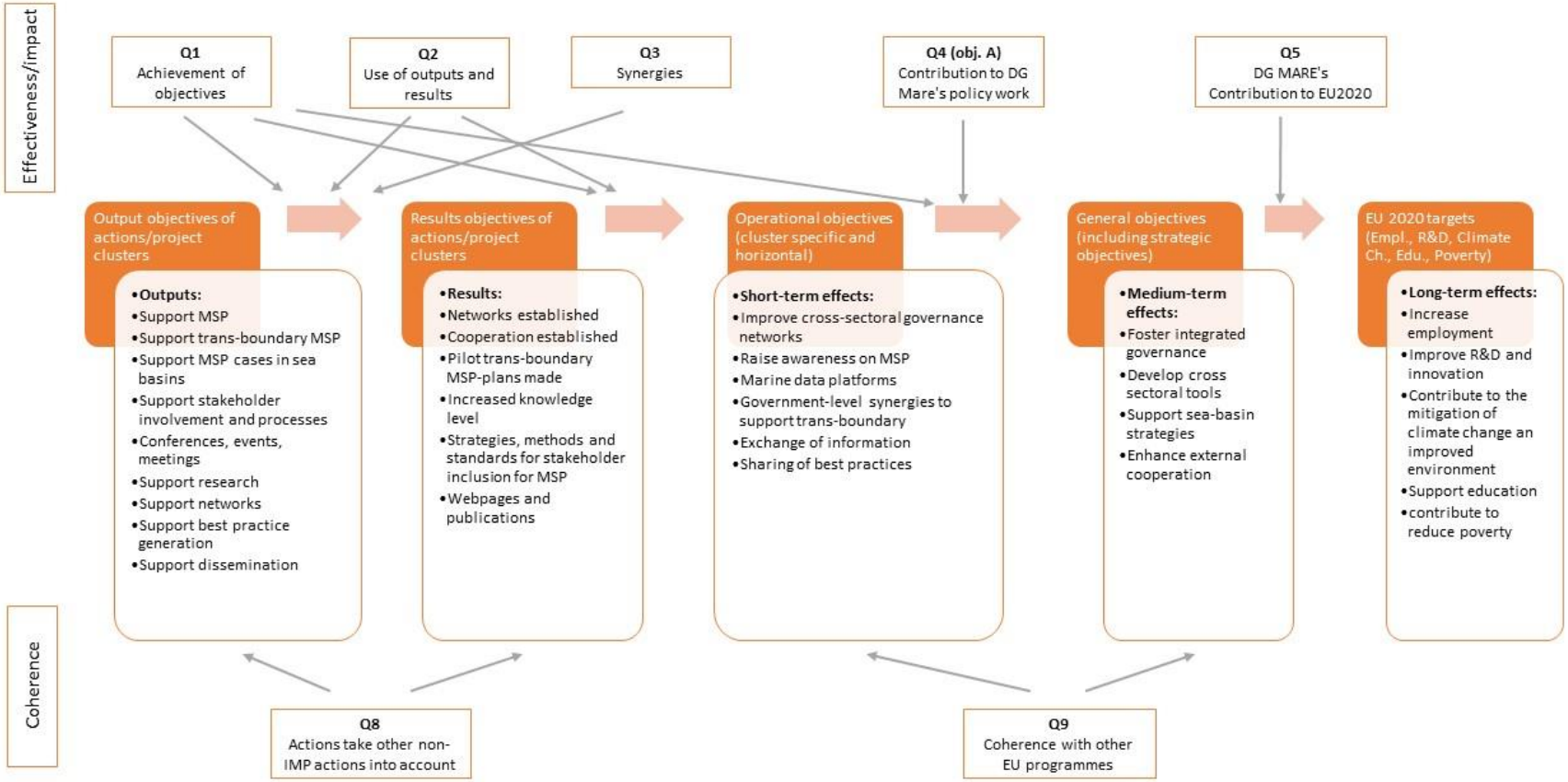
[166] Note that the Work Programme used the abbreviation ICZM and the project ICM – a discussion on the difference is not going to be included here.

*Table 4-14 Actions and projects financed under the MSP Cluster*[167]

| Action and project nR. | Action and project title | Period | Amount – EUR | Type of support | Implementation stage |
|---|---|---|---|---|---|
| Number | Title | Duration | Committed (paid) | | |
| 2.1.1 | Development and implementation of integrated governance of maritime and coastal affairs and visibility of the IMP | | 1,900,000 (2012) | | |
| A13 | Conference – Fisheries and aquaculture – Lithuania<br>Stakeholder workshop on fisheries and aquaculture and maritime spatial planning | 25/7/2013-1/3/2014 | 122,003<br>(71,031) | Workshop | Finished |
| A14 | Conference shipping and maritime spatial planning – Greece | 4/12/2013-1/8/2014 | 93,060<br>(77,550) | Workshop | Finished |
| A18 | Workshop – maritime spatial planning | 1/3/2013-15/11/2013 | 65,749<br>(65,749) | Workshop | Finished |
| 1.1.1 | Project on maritime spatial planning in the Mediterranean Sea and Black Sea | | 1,000,000 (2011) | | |
| B1 | Maritime spatial planning in the Mediterranean and the Adriatic Sea: ADRIPLAN | 12/2013 - 05/2015 | 1,000,000<br>(300,000) | Strategic studies, workshops, stakeholder processes | Ongoing |
| 1.1.1 | Project on maritime spatial planning in the Atlantic, including the Celtic Sea/Bay of Biscay | | 1,000,000 (2012) | | |
| B11 | Maritime spatial planning in the Atlantic: TPEA | 1/11/2012-31/5/2014 | 999,996<br>(519,199) | Strategic studies, workshops, stakeholder processes | Ongoing |
| 2.2.2 | MSP linkages with Integrated Coastal Zone Management (ICZM): Sharing of best practices on Integrated Coastal Zone Management (ICZM), in a context of adaptation to climate change in coastal areas | | 250,000 (2011) | | |
| C.1 | MSP linkages with ICZM | 11/12/2012-10/12/2014 | 227,785<br>(68,336) | Strategic studies, workshops, stakeholder processes | Ongoing |
| Preparatory Actions | **Action and project title** | **Period** | **Amount – EUR** | **Type of support** | **Implementation stage** |
| PA | "Preparatory action on maritime spatial planning in the Baltic Sea" (Plan Bothnia) | Began 2 December 2010 for a period of 18 months | Included in volume II | Strategic studies, workshops, stakeholder processes | Finished |
| PA | "Preparatory action on maritime spatial planning in the North East Atlantic / North Sea / Channel area" (MASPNOSE) | Began 5 November 2010 for a period of 18 months. | Included in volume II | Strategic studies, workshops, stakeholder processes | Finished |

[167] Note: Situation regarding payments as of 19/11/2014. Column 'Amount' shows initial, committed amount. In case of de-commitments, initial amount is indicated by an *

*Figure 4-7 Intervention logic for maritime spatial planning*



### 4.5.3 Answers to evaluation questions

The following section includes an assessment of the MSP cluster against the evaluation criteria and the evaluation questions. The judgement criteria and indicators are included in the evaluation framework in Appendix A. An overview of the answers to the evaluation questions is included at the end of this chapter in Table 4-16.

The analysis is structured according to the overall intervention logic approach. The intervention logic specific to this cluster is presented in Figure 4-7 above.

The case studies carried out for the MSP cluster are included in Appendix J. These cases are:

- Case study 9 – Trans-boundary Planning in the European Atlantic
- Case study 10 – Stakeholder workshop on offshore/marine energy and maritime spatial planning.

#### Effectiveness

As mentioned above, the TFP has supported a number of MSP activities and projects and in particular cross-border or trans-boundary MSP activities. The overall aim of these actions is to enhance the development of sustainable marine economies by promoting cooperation across Member States and ensuring that MSP development supports other policy developments (MSFD), amongst other actions by means of various experimental or demonstration projects.

The overall objective relevant for this cluster is the general objective b) and the operational objective b). Reference is made to Appendix R where an overview of general and operational objectives of the TFP are presented.

*Box 4-6 Operational objective for the MSP cluster*

Cluster objective: **operational objective b) ii)** maritime spatial planning and integrated coastal zone management, both important tools for the sustainable development of marine areas and coastal regions and both contributing to the aims of ecosystem-based management and the development of land-sea links, and facilitating Member State cooperation, for example as regards the development of experimental and other measures combining the generation of renewable energy and fish farming;

EQ1 To what extent were the six general objectives (set out in Article 2 of the Regulation), and the corresponding operational objectives (set out in Article 3), achieved by the actions and their results?

The two planning projects (TPEA (B1) and ADRIPLAN (B11)) supported the cluster objective of developing specific cross-sectorial tools for maritime spatial planning. This is being done by testing the principles of MSP and developing cross-border MSP cases or pilot MSPs in particular geographical locations in a particular sea basin. Both projects are still under implementation, and the final results are still pending, but it is expected that both projects will develop into MSP cases.

The **Trans-boundary Planning Europe Atlantic (TPEA)**[168] is focusing on commonly-agreed cross-border maritime planning, tested in two locations in the European Atlantic (in the south (Portugal/Spain) and north (Ireland/Northern Ireland)). In each of these locations, a maritime planning process was carried out, with a focus on stakeholder engagement, governance and legal frameworks and data management. The two processes are documented in the Pilot Areas Report[169]. The project is almost finished and a draft of the final report has been submitted. It is positively confirmed through the desk research of the project documentation, as well as by the stakeholders interviewed for this cluster, that the project will achieve its aims[170] and thereby contribute to the objectives of the cluster. A more detailed description of TPEA is included the case study description 9 in Appendix L.

The **ADRIPLAN project**[171] is still under implementation and will not be completed until mid-2015. It is therefore too early assess the outcomes. The project focuses on stakeholder processes and seeks to develop two pilot planning processes in the Adriatic[172]. As far as the evaluators are informed, only one of these regions has been identified to date. Judging from the project website[173], a number of stakeholder events have taken place.

The project '**Sharing of best practices on Integrated Coastal Zone Management (ICZM)**, in a context of adaptation to climate change in coastal areas' (C1) is funded under a heading focusing on MSP and ICZM linkages. However, the project primarily focuses on best practices for ICZM (or ICM) in a context of adaptation to climate change in coastal areas outside the MSP scope, and so far the project has not directly included any activities that relate to MSP. The project has resulted in an inventory of measures relevant to ICM and climate change adaptation (CCA) in coastal areas, which will be presented as fact sheets. Another task was to develop case studies on ICM/CCA, which will be available from the CLIMATE_ADAPT database hosted by the EEA. According to the project

[168] http://www.tpeamaritime.eu/wp/

[169] Trans-boundary Planning in the European Atlantic. Pilot Areas Report. 31 July 2014

[170] The aims of the planning projects are set out in the call for proposals.

[171] http://adriplan.eu/

[172] Because the project manager of ADRIPLAN did not respond to the request for an interview, the assessment is primarily based on desk research.

[173] http://adriplan.eu/

documentation[174] and stakeholders interviewed about the project, the project has nevertheless contributed to the objective of ICM.

Objective a) (i) promote actions which encourage MS and EU regions to develop, introduce or implement integrated maritime governance

Whereas the three planning projects mentioned above very directly contribute to the cluster objective, the three thematic MSP workshops/conferences (A13, 14 and 18) support this objective in a more indirect way. According to the desk research[175], the thematic workshops have focused on supporting the development of platforms and networks involving stakeholders (public authorities, industry, civil society organisations), for the development of integrated maritime governance (objective a) (i)). The aim of the MSP workshops/conferences was, inter alia, to help the Commission elaborate guidelines for port operators, industry, national authorities or NGOs[176]. The guidelines are currently under development and will form part of the overall guidance from the Commission on MSP, according to Commission officials interviewed.

As mentioned above, the planning projects focused on promoting the development of the cross-sectorial tools, but also on developing integrated governance, which is essential for this. All three planning projects include a part focusing on involving stakeholders in the pilot regions. The TPEA project (case study 9) organised three trans-boundary cross-sectorial workshops[177] involving authorities relevant to the pilot regions and, in some cases, other stakeholders. According to the website and the project documentation,[178] the ADRIPLAN project has organised four stakeholder events in 2014. All Member States were involved in workshops in the ICM/CAA (C1) project according to the document review[179], and confirmed by stakeholders interviewed for this project.

Objective a) (iii) enhance the visibility of, and raise the awareness of public authorities, the private sector and the general public, to an integrated approach to maritime affairs.

Further to the aforementioned stakeholder/governance events, a number of visibility activities were part of the two planning projects, TPEA and ADRIPLAN (as well as being part of the two preparatory actions). Activities such as holding conferences (or participating in them) and producing webpages created awareness of the planning processes at the time. However, some stakeholders interviewed for the cluster expressed concern about the longevity or 'sustainability' of the visibility. The point being that experience from the two preparatory projects shows that when the projects are closed, the knowledge is no longer available – especially in cases where webpages are not continued (MASPNOSE).

The three thematic MSP conferences/workshops focused on raising awareness and bringing together stakeholders from NGOs, industry and administrations at different levels. Member States were involved in the conferences/workshops,

[174] Draft final report of the 'Sharing of best practices on Integrated Coastal Zone Management (ICZM)' project
[175] Conference reports (see appendix G)
[176] *Idem*
[177] http://www.tpeamaritime.eu/wp/?page_id=13
[178] http://adriplan.eu/
[179] Draft Final report of the 'Sharing of best practices on Integrated Coastal Zone Management (ICZM)'

especially in the workshop on shipping in Greece[180] and the workshop on energy in Dublin[181], which were both organised jointly with the host country administration. According to Commission stakeholders interviewed, this was very important for the awareness-raising aspect of the conferences/workshops.

It is noted that a few stakeholders interviewed did not know of the specific activities/event or had not heard much about the MSP initiative before the MSP Directive was approved. Although efforts have been made to reach out to many stakeholders, a few of the stakeholders interviewed were not particularly well informed.

Objective d) (ii) promote and facilitate the exploitation of synergies between the national, regional and Union levels, …. governance and sectorial policies that have an impact on regional seas and coastal regions.

The two planning projects (as well as the preparatory actions) were implemented within sea basins and can therefore be seen as supportive of the **sea basin approach** and objective. It should be noted that all four MSP projects (Plan Bothnia, MASPNOSE, TPEA and ADRIPLAN) use a case or pilot approach in order to work with a concrete example or issue in a particular sea basin. The pilots focus on areas of a particular cross-border character in order to test the MSP principles. Stakeholders interviewed confirm that the sea basin approach is a natural framework for MSP. It makes sense to work together on MSP within a sea basin, which is acting as a geographic frame. The needs, issues, and challenges are often similar; a matter that helps provide the basis for cooperation.

The other projects (conferences/workshops or ICZM/ICM) in the cluster have not had a particular sea basin approach, but rather a sectorial or an overall EU focus.

Objective e (i) encourage continuing working in close cooperation with Member States on an integrated approach with third countries and actors in third countries sharing a sea basin;

The issue of **third countries** has not been a focal point in the majority of the MSP projects. The planning project ADRIPLAN includes candidates to the EU as observers, but does not have a particular focus on third countries. According to a few stakeholders interviewed, the candidate countries have shown an interest in participating in MSP work.

The evaluators assess that future MSP planning projects could include third countries. In the Baltic Sea, in relevant cases, this would include Russia through HELCOM and VASAB. Similarly, MSP in the Black Sea could involve a high number of third counties.

The conferences/workshops have not had a particular focus on third countries and only involved a few representatives of third countries, although many of the international organisations participating in the conference have a wider perspective/membership than that of the EU.

[180] Conference report (see appendix G)

[181] *Idem*

EQ 2 To what extent and how (and by whom) have the results and deliverables obtained so far from the actions been ***used***, and for what?

The outputs and results of the actions in the MSP cluster will be/have already been used by different stakeholder groups. In some cases, the same event or output will be used differently by different groups of stakeholders, as illustrated below.

The outcome of the conferences/workshops on fisheries, shipping and coastal tourism will provide the inputs to the development by DG MARE of MSP Directive guidelines, similar to those already existing for Natura 2000[182]. This was confirmed by Commission stakeholders interviewed, and by desk research. For the participants, the conferences/workshops primarily provide a venue for meeting new stakeholders other than the 'usual people'. The mix of stakeholders from industry, NGOs, academia, as well as Member State representatives, provides for interesting discussions and exchanges. Stakeholders interviewed confirmed the usefulness of the conferences/workshops and encouraged DG MARE to replicate such events.

*Box 4-7 Purpose of the three workshops (energy, shipping and fisheries)[183]*

The workshops will address the coexistence between maritime economic activities in a context of increasing use of marine space. The main purpose is to share views and experiences with representatives of maritime industries and NGOs.

Around 80 representatives of industry, regions, environmental NGOs and national authorities dealing, or interacting, with either energy or spatial planning attended the first workshop, on energy.

It is too early to assess who will use the results of the two planning projects (TPEA and ADRIPLAN). Stakeholders interviewed assessed that the competent authorities and stakeholders in the region will use the results in the future planning process (implementation of the MSP Directive). Stakeholders interviewed about the planning projects underlined that there are tangible outcomes, which can feed into the national processes. Additional outcomes mentioned by stakeholders interviewed include:

- Stakeholder processes organised in the context of the projects were highlighted as very useful (this activity was more important to some stakeholders than others)
- The possibility to gather and discuss important lessons learnt and sharing of best practices
- A significant output has been the good practice guides
- The work on marine data collection has been important (more to some stakeholders interviewed than to others).

[182] Conference reports (see appendix G)

[183] *Idem*

Some stakeholders interviewed mentioned the importance of the capacity-building aspects. The participation in an MSP planning project has an effect on the participants, who in many cases become more aware of the issues, the complexity and the many dimensions of MSP. Capacity-building is not an explicit activity or aim of the MSP projects. However, some stakeholders interviewed considered the projects important in terms of capacity-building for those who have to implement the MSP Directive in Member State administrations.

Concerning the use of results and outputs, some experiences and findings can be extracted from the two preparatory actions (Plan Bothnia and MASPNOSE). The assessment of these two actions found that the opinions about the use of the outputs vary considerably between stakeholders interviewed, in terms of both preparatory actions and the MSP cluster in general. While all stakeholders interviewed were aware of the two preparatory actions two years after closure of the projects, their uses of the findings differ. Some of the stakeholders interviewed confirmed that they use the outputs (from both MASPNOSE and Plan Bothnia)[184]. For Plan Bothnia, it was confirmed that government stakeholders would use the developed plans in the further planning process[185]. For MASPNOSE, the stakeholder process is probably the most important and sustainable output[186]. On the other hand, a few stakeholders interviewed for the MSP cluster in general (not specifically with regard to the two preparatory projects) stated that the outcomes and results of these two projects are not used by anyone today.

To what extent did the actions have an effect on national policy?

An important aspect of the MSP planning projects is whether the results (or outputs) have an effect on Member State policy in relation to MSP implementation now that the MSP Directive has been adopted. Stakeholders interviewed conveyed that they were unsure how much the work on the plans (TPEA, ADRIPLAN, Plan Bothnia and MASPNOSE) would affect the national policy. Some of the stakeholders interviewed were of the opinion that this will only become clearer now that Member States start the transposition of the MSP Directive into national legislation. The same group of stakeholders also foresaw that the projects would probably have more effect on the preparation of the national plans themselves, i.e. the implementation of the directive, both in a national and in a cross-border context, rather than the policy itself.

A few interviewed stakeholders noted that there are very different levels of Member State participation in the planning projects (TPEA, ADRIPLAN and the two preparatory projects). Some of the planning projects have had Member States as partners, but not all. These stakeholders interviewed also noted that the level of involvement might reflect the extent to which the Member States will be able to use the outputs and results in the future. Some stakeholders interviewed underlined that in order to achieve long-term effects on MSP, the relevant Member State authorities have to be included in the projects. The evaluators assess that the important capacity development aspect of the projects and activities (mentioned

[184] See volume II of this report.

[185] Volume II (Preparatory action 1)

[186] Volume II (Preparatory action 2)

above) will only have an effect on the authorities that have been directly involved in one of the projects.

EQ 3 For which topics have synergies been achieved by the actions supported? Who was involved?

MSP has the possibility to achieve synergies with a number of other topics and actions supported under the TFP. Marine knowledge, Blue Growth and sea basins are identified as the most obvious areas of potential synergies in key documents[187]. In addition, some of the actions supported under environment can have synergetic effects with MSP (the MSP/ICZM project was planned as a project covering both areas, according to the work programme).

Apart from synergies with Blue Growth and sea basins, there is not much evidence of synergies yet at action level. It may be too early to assess (see also assessment of marine knowledge in section 4.1), but few stakeholders interviewed made the link between MSP and the actions in marine knowledge/MARATLAS. Some stakeholders interviewed about the planning projects knew of MARATLAS but most of the interviewed stakeholders had very little concrete awareness of the marine knowledge activity. A few stakeholders interviewed were aware of EMODnet, but they stated that it takes too long to produce the inputs to EMODnet. The stakeholders interviewed and document review show that most of the MSP planning projects have generally not used any of the outputs of marine knowledge but existing data of their own. ADRIPLAN seems to be one exception to this[188] - specific references are made to EMODnet in the data and information management part of ADRIPLAN.

EQ 4 To what extent and how did the actions supported contribute to DG MARE's policy work?

All actions contribute to DG MARE's work according to stakeholders interviewed in this regard. As mentioned above, the results of the conferences are used as input to the guidelines for MSP in the sectors (fisheries, shipping, energy and coastal tourism)[189]. Commission officials interviewed confirmed that the results and lessons learnt, especially from the preparatory actions (MASPNOSE and Plan Bothnia), have fed into the preparation of the MSP Directive.

According to a few stakeholders interviewed, the preparatory actions (MASPNOSE and Plan Bothnia) were reference points for the expert working group that DG MARE set up during the preparation of the MSP Directive. The impact assessment[190] for the Directive used the findings of the project[191] and interviewee statements support the claim that DG MARE used the findings from the Plan Bothnia project in the decision-making on IMP, including the Directive.

It noted by the evaluators that a few interviewed stakeholders support MSP as such, but not the MSP Directive. This discussion is, however, viewed by the

[187] Maritime Special Planning in the EU – Achievements and Future Development. 2011.
[188] http://adriplan.eu/index.php/project/work-packages/wp2-data-information-management
[189] Reference is made to this in the conference reports
[190] Impact Assessment. Accompanying the document. Proposal for a Directive of the European Parliament and of the Council establishing a framework for maritime spatial planning and integrated coastal management COM(2013) 133 SWD(2013) 64
[191] http://ec.europa.eu/maritimeaffairs/policy/maritime_spatial_planning/documents/swd_2013_65_en.pdf

evaluators as falling outside the focus and mandate of the evaluation. According to some stakeholders interviewed the Directive was planned to be broader in scope.

Some of the stakeholders interviewed for the preparatory actions confirmed that DG MARE followed the activities and took part in meetings. In this context, a few stakeholders interviewed stated that it would useful if DG MARE became more involved in the projects at a policy/practice level and not in a project management role. DG MARE is seen as a possible source of knowledge and experience of projects already implemented.

*Box 4-8 Summary of MSP*[192]

Competition for maritime space – for renewable energy equipment, aquaculture and other growth areas – has highlighted the need for efficient management, to avoid potential conflict and create synergies between different activities.

The benefits of maritime spatial planning are:

- Reduce conflicts between sectors and create synergies between different activities.
- Encourage investment – by instilling predictability, transparency and clearer rules. This will help boost the development of renewable energy sources and grids, establish marine protected areas, and facilitate investment in oil and gas.
- Increase coordination – between administrations in each country, through the use of a single instrument to balance the development of a range of maritime activities. This will be simpler and cheaper.
- Increase cross-border cooperation – between EU countries, on cables, pipelines, shipping lanes, wind installations, etc.
- Protect the environment – through early identification of impact and opportunities for multiple use of space.

EQ 5 How did the actions help DG MARE contribute (even if only potential at this stage) towards achieving the targets in EU 2020?

According to some interviewed stakeholders, the MSP actions all indirectly support the growth objectives. Stakeholders interviewed widely support the work on MSP as a tool for sustainable economic development, especially industry and the environmental organisations see this as an opportunity to discuss the issues of marine use in a broader context.

Several stakeholders interviewed in relation to MSP confirmed that the actions carried out in support of MSP development contribute to the targets of smart and inclusive growth and sustainability by organising marine uses and synergies. The assumption is that the organisation of activities in the sea basins, targets a more coherent use of resources. Still, according to these interviewed stakeholders, the real effects of MSP will only materialise once the maritime spatial plans are in place in the Member States.

## Efficiency

EQ 6 To what extent do outputs represent value for money?

The conferences/workshops are assessed as value for money. Commission stakeholders interviewed underlined that within a limited budget, the workshops form a unique platform where different stakeholders can meet and exchange views and opinions – the conferences/workshops have furthermore produced input to

192 http://ec.europa.eu/maritimeaffairs/policy/maritime_spatial_planning/index_en.htm

guidelines that would otherwise not have been possible, according to the Commission stakeholders.

As shown in Table 4-15, participation has increased over the period. According to some stakeholders, this could be a reflection of increased recognition of the value of such events by stakeholders. However, a few stakeholders interviewed about both the workshops and events held in the context of planning projects, mentioned that due to budget constraints it is a challenge for some groups of stakeholders to participate. Due to the financial constraints of recent years in the public sector, budgets in public administrations and NGOs for participating in activities such as conferences/workshops are limited. These stakeholders encouraged DG MARE to consider how stakeholders can participate; e.g. by covering part of the cost. A few stakeholders mentioned that this is also relevant in relation to the European Maritime Days[193].

In this context, it should be highlighted that part of the success of MASPNOSE and its high participation of stakeholders, was a result of the project funding the participation of some stakeholders[194]. A few stakeholders mentioned that the travel costs linked to meeting activities are a barrier to participation for many stakeholders, especially those of ADRIPLAN.

*Table 4-15 Topic, venue, date and number of participants in the MSP workshops*

| Topic | Place | Date | Participants |
|---|---|---|---|
| Energy | Dublin | 13.06.13 | 80[195] |
| Fishing | Lithuania | 15.11.13 | 80[196] |
| Shipping | Greece | 06.06.14 | 150[197] |

EQ 7 Are costs reasonable given the changes/effects that have been achieved? Which factors influenced the cost-efficiency of the achievements observed?

The current two plans (TPEA and ADRIPLAN) are viewed as less cost-effective by some of the interviewed stakeholders, partly because they are much larger in terms of contract sums (EUR 1 million in contrast to EUR 400,000 for the preparatory actions). A few interviewed stakeholders 'benchmarked' the newer projects in relation to the preparatory actions, which seemed to give good results for less funding. However, several stakeholders interviewed also indicate that the preparatory actions were carried out in sea basins with longer and stronger traditions for cooperation and with many existing cooperation structures (such as HELCOM, VASAB, the North Sea Commission), which made the initial cooperation easier (see Volume II for further details).

[193] The European Maritime Days, organised once a year by DG MARE, are not part of this evaluation, as these are not directly funded by the TFP.
[194] Volume II (Preparatory action 2)
[195] MSP workshop series. Shipping. 06 June 2014 Athens Greece. (no date)
[196] MSP workshop series. 2. Fisheries and Aquaculture. 15 November 2014 Vilnius, Lithuania. (no date)
[197] MSP workshop series. 1. Energy. 14 June 2013 Dublin Ireland. Draft report (no date)

The stakeholders interviewed added that working in a cross-border context on MSP is very challenging and that it takes time to understand the other parties and their priorities. Language, culture, traditions and practices are key barriers that need to be overcome in cross-border MSP.

Some stakeholders interviewed in relation to planning projects confirmed that cooperation had to be established first. A considerable amount of time and a lot of work have gone into 'forming the basis for cooperation'. This is a complicated, time-consuming and costly process. Stakeholders argued for longer implementation periods (not larger budgets) - 18 months are too short.

## Coherence

EQ 8 How did the Programme's actions take due account of other EU policies and instruments which are relevant for IMP?

The key policies of MSP include energy, shipping, environment and transport. Stakeholders interviewed confirmed a high level of coherence with relevant policy areas and underline the importance of MSP as a framework for these policies in a maritime context. Maritime stakeholders interviewed highlighted the importance of establishing a cross-sectorial tool that will provide platforms, networks and interactions between policy areas. According to a few of the stakeholders interviewed, MSP has the possibility to (indirectly) affect energy policy (offshore grid), environment (MSFD, ICM), shipping routes, but less so fisheries and transport.

EQ 9 To what extent were the various actions taken by MARE under the transitional financial instrument and the actions under this instrument taken by other DGs with a maritime dimension (such as MOVE, ENV…) mutually coherent?

There are not many (similar) funding sources for MSP. DG REGIO (ETC) and DG RTD (FP7, Horizon) are the most likely alternative funding sources, which can support aspects of MSP. The projects BALTSEA PLAN[198] and PartiSEApate[199] have for example been funded by BSR (ETC), and MESMA[200] by FP 7. Some stakeholders interviewed stated that the TFP (and in future the EMFF) is the only source apart from possible ETC (transnational programmes). Stakeholders interviewed confirmed that it is difficult to find funding for these kinds of projects. According to a few stakeholders, the funding can complement more sector-oriented funding for the environment and transport sectors through LIFE and similar programmes.

There does not seem to be any overlapping of actions and funding (apart from some projects on MSP funded under the ETC transnational programmes).

[198] http://www.baltseaplan.eu/

[199] http://www.partiseapate.eu/

[200] https://www.wageningenur.nl/en/show/MESMA-Monitoring-and-Evaluation-of-Spatially-Managed-Areas.htm

## Relevance

EQ 11 To what extent have the activities supported (between 2011 and 2014) by the Programme been relevant for the further development of IMP?

Currently, the MSP planning projects are in the third generation with the latest call for proposals (the preparatory actions being the first, and ADRIPLAN and TPEA the second). Stakeholders interviewed have identified a number of lessons learnt from the implementation of the TFP as well as from the preparatory actions covered. The first two calls for proposals for MSP projects (Plan Bothnia and MASPNOSE (call 1) and TPEA and ADRIPLAN (call 2)) both had the same focus. For the third generation, the proposal focus has changed, reflecting that there is now a tested mechanism for cross-border/transboundary MSP as well as the lessons learnt in the first four planning projects, according to Commission officials interviewed. The MSP planning projects are moving to a post-Directive phase according to some stakeholders interviewed. Member States will be more focused on MSP implementation now that the Directive is in place and requiring implementation by 2021. The new call (2014) has therefore more focus on the implementation of the Directive as a key objective[201].

As also underlined by stakeholders interviewed, the different contexts (sea basins) and cooperation structures are key issues for cross-border MSP implementation. As mentioned earlier, these differences depend on whether the MSP project is implemented in a sea basin with a long tradition for cooperation and where institutions and partners already know each other and have possibly worked together before. According to some of the stakeholders interviewed, interesting learning in this regard can be derived from the first four plans.

The European Maritime Day workshops on MSP (Bremen, 2014) is a means of ensuring that the lessons learnt are transferred to the new generation of projects.

201 http://ec.europa.eu/dgs/maritimeaffairs_fisheries/contracts_and_funding/calls_for_proposals/2014_22/doc/call-for-proposals_en.pdf

*Box 4-9 Objectives of the calls for proposal for MSP*[202]

| | |
|---|---|
| 1 | Encourage concrete, cross-border cooperation amongst European countries on MSP |
| 2 | Test the applicability in practice of the 10 key principles identified by the Roadmap |
| 3 | Test MSP key principles in a cross-border context and identify possible gaps or lessons to be learnt, notably through the development of MSP in sea areas shared by several Member States and by drafting maritime spatial plans for selected areas |
| 4 | Identify potential barriers in the implementation of MSP and work out additional recommendations in view of the further development of a common approach towards the application of MSP. |

EQ 12 Which new emerging areas relevant to maritime policy (such as ocean energy, blue biotechnology) were taken on board in the programme as it was implemented?

The new areas are taken on board in MSP as relevant for MSP planning projects. As MSP is cross-sectorial, all relevant themes can be included in the pilot planning cases, according to Commission stakeholders. The preparatory project 'Plan Bothnia' covered all relevant sectors and themes in the Bothnian Sea, as described in the very comprehensive publication "Plan Bothnia"[203]. The other planning project covered fewer themes, depending on the particular case area selected. Stakeholders interviewed emphasise that it is important that 'case areas' represent a true cross-border situation in relevant sectors.

The MSP processes should be all-encompassing in order to reflect the interests of the stakeholders. A few interviewed stakeholders indicated that they felt that new emerging areas received too much attention (from DG MARE) to the detriment of the older (existing) sectors. The evaluators assess that this comment was a reflection in reaction to the Blue Growth studies more than to the MSP planning projects and individual cross-border cases.

The project reports and stakeholders interviewed underline that one of the key issues in cross-border MSP is to manage the complex and multilevel stakeholder processes. Providing the fora (workshops and the yearly European Maritime Days) as well as the funding for these processes, will be a key concern in order to secure the dialogue between Member States, industry, NGOs, and Commission. Although Member States are likely to fund their part of the process, non-governmental (national and regional) stakeholders see the platforms and fora provided for in the MSP actions as important for their participation and possibilities for influencing the process. According to several stakeholders interviewed, they would welcome additional funding for participation in events.

202 http://ec.europa.eu/dgs/maritimeaffairs_fisheries/contracts_and_funding/calls_for_proposals/2009_17/index_en.htm

203 Planning the Bothnian Sea. Outcome of Plan Bothnia - a transboundary Maritime Spatial Planning pilot in the Bothnian Sea (Digital edition 2013), http://planbothnia.org/publications-events/

### EU added value

EQ 10 To what extent did the programme represent EU added value?

Stakeholders confirm that the projects would not have been initiated without the TFP funding. Some activities might have taken place (such as Dogger Bank in MASPNOSE), but not to the extent and possibly not at the time when it actually happened. Stakeholders interviewed in relation to MASPNOSE underline that the stakeholder processes and especially the concrete involvement of (international) stakeholders would not have reached the same level without the funding[204]. The process has continued after the closure of MASPNOSE.

After the adoption of the MSP Directive, the situation has changed, and it is likely that Member States and other stakeholders will initiate some activities, also without funding from the EU, according to some of the stakeholders interviewed. The evaluators assess that it is more likely that the competition for the new funding (from the EMFF) will become stronger post-Directive. The pressure on the Member States to implement the Directive will increase closer to the deadline in 2021. Member States without substantial experience will need all the support they can get. Especially in the complicated cross-border areas, technical and financial support is likely to be needed.

## 4.5.4 Summary of findings

Effectiveness

Overall, the projects funded by the facility under this cluster have either already achieved the overall cluster objective b) in support of 'maritime spatial planning and integrated coastal zone management', or are likely to do so. All the projects contribute either to the development of maritime spatial planning or (only one) to integrated coastal management. The focus in the planning projects has been on promoting cooperation between Member States in specific cases. The workshops have addressed MSP at a sectorial level.

Concerning the horizontal objectives, all projects have or will contribute to the sea basin approach. MSP and ICM are generally addressed in a sea basin context. Most of the projects in the cluster do not directly address the third horizontal objective on cooperation with third countries, although candidate and potential candidate countries are involved in ADRIPLAN and MSP/ICM, especially in the Adriatic.

Efficiency

It is difficult to assess the effectiveness of the projects in the MSP cluster. These are mainly 'a kind of pilot' activities and workshops and therefore not measurable against standard criteria. Several stakeholders interviewed have benchmarked the projects against similar projects. Some found that the planning projects were too costly in comparison with the preparatory actions, others that this benchmarking was not fair in the context. In other words, one cannot compare projects across sea basins due to major geographical and development differences, and differences in the extent and levels of cooperation in an area.

[204] Volume II (Preparatory action 2)

| | |
|---|---|
| Coherence with other policies | As a cross-sectorial tool designed to cover multiple sectors, the assessment is that both the planning projects and the workshops have managed to link up to other policy areas such as the environment (Natura 2000, MSFD), shipping, energy (especially wind energy) and fisheries. The link to ICM has in particular been addressed by one project. Some stakeholders interviewed found that this link could have received more attention. The fact that ICM does not have a prominent place in the MSP Directive may have contributed to this lack of focus, which may persist in the future. |
| Coherence within the IMP facility | However, coherence within the IMP facility and with the other clusters seems to have been limited. There is limited awareness among MSP stakeholders (stakeholders interviewed) of the actions on marine knowledge. This could be explained by the fact that EMODnet is not fully developed yet. The link to Blue Growth was mainly detected in relation to the TPEA and ADRIPLAN. |
| Relevance (continued) | Following the adoption of the MSP Directive, the work on developing MSP will intensify. Although a number of Member States have maritime spatial plans, there are also a significant number without. The issue of cross-border maritime spatial plans will increase with the development of national maritime spatial plans. The projects have shown that there are lessons to be learnt and capacities to be built in terms of both managing the processes (the political part) and implementing the actual data gathering and planning (the technical part). |
| Value added | As mentioned above, funding of these actions does provide added value for non-government stakeholders especially, as these would not have been funded, or at least not to the extent that they were, without the TFP. Interviewed stakeholders also indicate that awareness was raised on the issue of MSP. Especially in countries that have been less active to date on MSP, this has been a key achievement, which would not have occurred without the actions of the TFP. |

*Table 4-16 Summary of evaluation questions for MSP*

| | **Nr. of projects in cluster: 6 Nr. of finished projects in 2014: 3** | | **Amount: EURO 6,5 million** |
|---|---|---|---|
| | Evaluation question | Sub-questions | Summary of assessment |
| Effectiveness | EQ1 To what extent were the 6 general objectives (set out in Article 2 of the Regulation), and the corresponding operational objectives (set out in Article 3), achieved by the actions and their results? | Cluster objective | All projects – mostly MSP/ less ICM |
| | | Objective A | All projects (sub-obj. A and C) |
| | | Objective D | 3 projects |
| | | Objective E | 1 project |
| | EQ 2 To what extent and how (and by whom) have the results and deliverables obtained so far from the actions been used, and for what? | Outputs (plans; data, process, guidelines) are available and usable by MS and stakeholders.<br>MS use will increase as MSP implementation starts.<br>Industry less (depending on sector) | |
| | EQ 3 For which topics have synergies been achieved by the actions supported? Who was involved? | Synergies have been identified with: other clusters (not strong) and other policies (MSFD) | |
| | EQ 4 To what extent and how did the actions supported contribute to DG MARE's policy work? | Results of projects (and lessons learnt) have been used for a) further project development b) impact assessment and MSP Directive | |
| | EQ 5 How did the actions help DG MARE contribute (even if only potential at this stage) towards achieving the targets in EU 2020? | All projects in support of MSP will indirectly support growth targets in the long run.<br>Planning projects will more directly affect targets in regions | |
| Efficiency | EQ 6 To what extent do outputs represent value for money? | Stakeholders generally perceive projects as value-for-money<br>Outputs and results assessed as being of good quality and valuable to stakeholders. | |
| | EQ 7 Are costs reasonable given the changes/effects that have been achieved? Which factors influenced the cost-efficiency of the achievements observed? | Costs and differences in costs are reasonable taking into account the difference in contexts | |
| Coherence | EQ 8 How did the Programme's actions take due account of other EU policies and instruments, which are relevant for IMP? | Policy level coordination is clearer than action level coordination.<br>There is no perceived overlap in funding | |
| | EQ 9 To what extent were the various actions taken by MARE under the transitional financial instrument and the actions under this instrument taken by other DGs with a maritime dimension (such as MOVE, ENV…) mutually coherent? | At action level, there seems to be little interaction with instruments of other DGs. | |
| Relevance | EQ 11 To what extent have the activities supported (between 2011 and 2014) by the Programme been relevant for the further development of IMP? | Assessed as very relevant – new projects are planned as follow-ups to all but one project, | |
| | EQ 12 Which new emerging areas relevant to maritime policy (such as ocean energy, blue biotechnology) were taken on board in the programme as it was implemented? | MSP is generally not sector or area focused, and the planning projects take into account all sectors<br>Emerging area – not a particular focus (except 1 project) | |
| VA | EQ 10 To what extent did the TFP represent EU added value? | Stakeholders assess that projects would not have occurred to this extent without EU funding.<br>Projects not assessed as replicable (without EU funding) | |

# 5 Conclusions, recommendations and lessons learnt

This chapter includes the overall conclusions for the five clusters, structured according to the six general objectives of the TFP. Furthermore, the chapter includes a section with key findings, common lessons learnt and recommendations across the five clusters.

## 5.1 Conclusions on Objectives a-f

The preceding assessment analysed the TFP by cluster, taking into account the relevant 'cluster' and horizontal objectives. This conclusion will draw conclusions on the findings of the individual clusters under the six objective headings of the Regulation on the TFP (cluster and horizontal). The purpose of this conclusion is to illustrate how overall the actions of the TFP have supported the IMP implementation in the areas selected in the TFP Regulation. An intervention logic to this effect is included in Appendix B.

*Table 5-1 Summary of projects funded under IMP*

| Objectives | WP actions | No of projects | Allocated budget, EUR |
|---|---|---|---|
| (a) Development and implementation of integrated governance of maritime and coastal affairs and visibility of the IMP | 2 | 18 | 3,300,000 |
| (b) Development of cross-sectorial tools | 9 | 16 | 21,850,000 |
| (c) Protection of the marine environment and sustainable use of marine and coastal resources | 5 | 14 | 3,800,000 |
| (d) Development and implementation of sea basin strategies | 3 | 5 | 3,500,000 |
| (e) External cooperation and coordination of the international dimension of the IMP | 2 | 3 | 400,000 |
| (f) Sustainable economic growth, employment, innovation and new technologies | 4 | 14 | 5,000,000 |
| **Total** | **25** | **70** | **37,850,000** |

The objectives are presented in an abridged version in the following text. The purpose is not to examine all evaluation criteria analysed under the clusters, but to make an overall assessment of to what extent, and how, the actions supported have contributed to the objectives. For this analysis, findings are drawn from the effectiveness assessment of clusters. The assessment will illustrate if cluster actions have contributed to the attainment of the general objectives. Especially for the horizontal objective, conclusions are drawn from all cluster analyses, whereas some of the sectorial clusters and objectives are the same.

**Objective (a)** *to foster the development and implementation of integrated governance of maritime and coastal affairs;*

This focus of objective A is to foster the development of IMP, including integrated maritime governance, raising awareness and the development of platforms, networks, etc. These activities have been funded under the objective itself, but also under other objectives, as the cluster analysis shows.

Analysis of the clusters shows that numerous efforts have been made to provide general information, bring stakeholders together, initiate discussions and increase knowledge of the IMP. Marine knowledge, with MARATLAS as a platform, is a specific example, but also with MSP, and in the area of Blue Growth, the Maritime Forum, a web site that acts as information exchange and dissemination portal, has been developed. Efforts have been made to set up portals and websites in order to disseminate and otherwise make the information available to the public.

Specific conferences have targeted the promotion of the various areas of the IMP, as well as getting both Member States as other stakeholders together in order to encourage cooperation and disseminate information on progress, achievements actions and tools. Two non-CISE related actions were also financed by the TFP within this cluster, namely the European and Mediterranean Coast Guard Forums in 2012 and 2013. While these actions fall under the thematic category of IMS, they supported other objectives within the TFP (e.g. integrated maritime governance).

Many stakeholders interviewed are aware of these activities and have directly, or indirectly, participated in workshops and conferences or used the websites and portals. For instance, the MARATLAS portal recorded over 70,000 unique visitors in 2013 according to the Commission. There are, however, many who are not aware of these activities, and whom evaluators feel ought to be aware and ought to have been reached by the awareness-raising activities.

**Objective (b)** *to contribute to the development of cross-sectoral tools, namely maritime spatial planning, the Common Information Sharing Environment (CISE) and marine knowledge*

Objective B was, in terms of resources allocated, the largest and most important objective with more than 50% of the TFP budget. This objective is supported by the development of the three cross-sectorial tools: EMODnet (Marine Knowledge), CISE and MSP. The activities supporting the development of these three tools have been, to a large extent, funded under objective B, but also under other objectives of the TFP. The awareness-raising component of the cross-sectorial tools has largely been funded under objective A. This means that, all together, the funding for activities in support of the cross-sectorial tools has been even larger.

Due to the size and different characteristics of the tools, these were split into three sectorial or thematic clusters for the sake of the analysis. All three cross-sectorial tools have been further developed. Analysis (ex ante evaluations and impact assessments) prior to the TFP, has demonstrated the need for the development of

these tools in order to respond to concrete challenges with regard to marine knowledge, surveillance and spatial planning. Specific analysis and impact assessments of the tools have been carried out for CISE and MSP through actions funded by the TFP.

Marine knowledge

Marine Knowledge actions represent a coherent ensemble of projects that have, to the extent that the projects are completed or fully mature, produced the desired outputs, delivered results and contributed to the achievement of the relevant objectives. Moreover, the cluster has also supported achievement of the horizontal objectives to varying extents, although none of the actions explicitly supports these objectives.

EMODnet is still in the development phase, but its progress has been in line with expectations and, in some instances, it is already delivering concrete outputs. One area in which stakeholders have reported a less than satisfactory progress is the identification and creation of generic data products, which will play an important role in the ultimate outputs and, in the long term, effectiveness of the projects.

Other actions within this cluster have been completed, or are more mature, and thus provide a clearer picture of their effectiveness. MARATLAS has continued to develop and refine its target audience. User statistics and use of the outputs show that the action is delivering the intended results and achieving its objectives to a certain extent. Nonetheless, it is judged that there is a much greater potential to leverage this tool for both communication and data provision purposes. Finally, the consultancy study supporting the Commission impact assessment of Marine Knowledge 2020 played an important role in supporting the development of the legislative framework for the Marine Knowledge pillar and provided useful inputs for the Commission's impact assessment

CISE

Between 2011 and 2014, IMS activities directly contributed to the implementation of the CISE Roadmap by providing funding for studies and external services, thereby contributing to objective b in terms of promoting information exchange interlinking user communities. As the CISE Roadmap is just one part of a longer-term process, it is only possible to directly evaluate the extent to which the actions supported the immediate results achieved during the period under evaluation. Like the other cross-sectorial tools, the implementation of CISE will ultimately have much more important effects.

For this reason, the evaluation can only draw preliminary conclusions as to the medium and long-term effects of the actions financed within the framework of CISE. It is also important to mention that, in addition to the actions supported by the TFP, the implementation of the CISE Roadmap has been supported through other policies and instruments falling outside the scope of the evaluation (e.g. research projects, pilot projects and underlying information-sharing platforms)

Maritime spatial planning (MSP)

The projects funded under this cluster have contributed to the development of maritime spatial planning and integrated coastal zone management. Focus has been on promoting cooperation between Member States in MSP and trans-boundary planning through concrete cross-border MSP cases. These cases have typically addressed a specific cross-border geographical area and support has

been given to the development of concrete plans and planning tools (maps). Very importantly, support has been given to the cross-border planning processes and inclusion of stakeholders in this process. Important knowledge has been built up with participants; lessons have been learnt and transferred to both stakeholders and new trans-boundary areas. It is assessed that this knowledge will benefit the implementation of the MSP Directive and specifically the cross-border planning.

Other cross-sectorial tools, particularly EMODnet, are also expected to eventually support MSP objectives through the provision of relevant marine and maritime data in an easier, cheaper and more assessable manner. In terms of awareness-raising amongst, and providing marine and maritime data to, non-scientific audiences (including MSP stakeholders), MARATLAS can also be considered to indirectly support MSP objectives.

**Objective c)** *to promote the protection of the marine environment, in particular its biodiversity*

Objective c on environmental protection and promotion has a slightly different objective, as it is both an objective and a cluster, and it is managed by DG ENV in its entirety, and not DG MARE as most of the other actions. The actions in this cluster are focused on protection and preservation of the marine and coastal environment through common planning, common methods and coordination of activities targeting the marine environment, and is closely related to all other clusters and objectives. Actions directly focused on activities to support the implementation of the MSFD as a key part of the IMP, in particular by using a proactive support in helping the Member States to meet their obligations (technical assistance and adding to the level of knowledge). The sea basin approach has been applied in supporting this objective, and in particular through the RSCs. By taking into account sea basin specificities, the approach towards RSCs promoted exchange of information and enhanced coordination both with Member States and third countries as means to attain the MSFD goals.

The cross-sectorial tools (mentioned above) are also expected to support this objective in a fairly direct manner. For example, marine data being assembled and made available through EMODnet will be pertinent for the monitoring of the environmental status of Europe’s oceans and seas and may also contribute directly to the implementation of the MSFD. However, this specific use-case is still under development.

**Objective (d)** *to support the development and implementation of sea basin strategies;*

Objective d was considered to be both part of a cluster and, at the same time, a horizontal objective. The sea basin concept is widely regarded as an approach to dealing with maritime issues in a geographical context. Although there were relatively few projects directly supported under d, the number of projects in other clusters that supported this objective was relatively high, as can be seen in the cluster analysis. The argument for using the sea basin as a geographical approach is therefore strong. All cluster analysis confirmed this as a horizontal objective. For example, while the development of CISE is not expected to directly support the implementation of sea basin strategies as such, the expected benefits will, for evident operational reasons, accrue most directly to geographically proximate authorities operating within a sea basin, thus promoting to some extent a sea basin approach.

Working with sea basins as a geographical approach has helped in other clusters to focus and delimit the actions and activities to specific areas. Blue Growth, MSP, marine knowledge and environment all adapt this approach. Specific sea basin strategies were also elaborated as part of the TFP. In effect, the sea basin approach acts as a basis or "blueprint" in policy development and implementation. On the one hand, it recognises that the needs and political, economic and environmental situations of the sea basins differ. On the other hand, it allows for the development of solutions, policies and strategies that focus on their particular needs. Judging from the feedback from all clusters, this approach appears acceptable, as it avoids "one-solution-fits-all" initiatives and actions.

**Objective (e)** *to improve and enhance external cooperation and coordination in relation to the objectives of the IMP*.

Objective e is the smallest of the objectives, which is also reflected throughout the cluster analysis. The external dimension is not a key focus or objective of any of the clusters. This being said, it is nevertheless a dimension that, indirectly, is addressed. For example, in a number of sea basins MSP, environment, Blue Growth and the sea basin approach automatically include third countries and non-EU members (Baltic Sea, North Sea, Mediterranean and Black Sea). Also some of the MSP planning projects may have included third countries in the dialogue. Certain thematic assembly groups of the EMODnet project include authorities and research centres from third countries in order to achieve complete data coverage of European oceans and seas. There is little evidence of direct transfer of best practices to third countries in the actions analysed.

An area of improved coordination and cooperation is quite clear in the environment cluster. On the level of cooperation among Member States, the two technical assistance projects have this as their specific target. Considering international cooperation, the activities targeted RSCs in the framework of MSFD aim to align the approach with that at RSC level and improve coordination both at methodological and technical level. Last but not least, the FEMIP project was an important example of improving awareness and enlisting the support of third countries in the Mediterranean.

**Objective (f)** *to support sustainable economic growth, employment, innovation and new technologies in maritime sectors*

Objective f was the third largest objective in terms of funding and has, together with the sea basin objective d, supported a number of studies and plans focusing on Blue Growth.

A number of Blue Growth studies have been funded focusing on emerging sectors such as tourism, knowledge innovation, ocean energy, seabed mining and blue biotechnology. Even though recently completed, these studies are expected to influence the Commission's future initiatives on emerging sectors (for example the future initiative on biotechnology). This objective also addressed the area of maritime employment through actions undertaken by DG MOVE. In particular the Commission co-funded the Vasco da Gama project, which aims to promote skills development in the marine professions.

A subset of studies in the cluster was developed for particular sea basins using a common methodology that will allow for comparison and lessons to be extracted across sea basins. Although the studies in themselves contribute to the objective, it is only in the slightly longer term that one can really assess the effect in terms of growth and employment in maritime regions. Many of these are recently concluded

and the use and the effects are therefore pending. However, the outputs of these studies are used to update and refine the Commission's approach to the sea basins (for example feeding into the Atlantic, Adriatic and Ionian strategies).

As is the case with most objectives, objective f is indirectly supported by a number of projects under other clusters. For example, the development of cross-sectorial tools is expected to lead to significant economic gains, both in terms of creating more efficiency and spurring growth and innovation. For example, CISE may contribute to a positive economic impact of some EUR 1,600 million over ten years. One of the key objectives of EMODnet is to make marine and maritime data cheaper and more easily accessible for, among other stakeholders, private sector players.

## 5.2 Key findings, lessons learnt and recommendations

This section includes key findings across the clusters, some overall lessons learnt and recommendations gathered by the evaluators throughout the evaluation and analysis.

Overall, the analysis shows that the actions under the TFP have supported an impressive number of activities in favour of the IMP. Individual objectives are, as the preceding conclusion illustrates, generally achieved or under way towards attainment of the immediate objectives of the projects and the action. A number of issues or key findings have emerged during the analysis, which will be addressed in the following pages. In particular, cross-cutting and horizontal themes and topics have been gathered here.

The findings and lessons learnt will not be presented according to the objectives of the clusters, but according to themes or topics found across the evaluation of the clusters. Findings or recommendations only found in connection with a specific objective will be identified as such. Cluster-specific lessons learnt are typically presented under the preceding cluster analysis.

Key issues addressed:

- Implementation efficiency
- Type of actions and support
- Coordination between clusters and actions
- Awareness and cooperation
- Sustainability and replicability
- Stakeholder involvement
- EU added value and the future.

Implementation stage

It is important to have in mind that a number of activities of the TFP are still under implementation, are being completed or have very recently been finished. This

means that the full effect of these may not be visible for a while to come. The findings below are a reflection of this.

There are other actions and activities in support of the IMP, which have taken place both prior to, and parallel with, the TFP (but funded outside it). Efforts have been made to avoid the inclusion of results from actions funded outside the TFP. However, it is apparent that this could not be completely avoided, as many stakeholders find it difficult to distinguish between the various actions/initiatives and are not always aware of which budgets provide funding for which actions.

## Implementation efficiency

Under the heading 'implementation efficiency' two key issues are addressed. The first issue is procurement planning and methods. The second relates to project implementation timeframes.

Implementation methods and approaches

Actions under the TFP have been implemented through contracts or agreements procured using a number of different methods and approaches. Generally, the actions have been planned within the Work Programme, which is the implementation framework for the TFP. Calls for proposals, framework contracts, and direct agreements are the main forms of procurement method used. There has been little use of open tenders due to the short timeframe of the TFP.

In general, the findings under the clusters show that the procurement methods have been effective and delivered the services required. With the longer timeframe available under the EMFF programme, through which the IMP implementation will be managed for the 2014-2020 multi-annual financial framework, more variation in terms of the use of procurement methods could be considered.

The IMP was implemented based on a two-year work programme under which actions and projects are defined. A delay was observed between the publication of the action plan in 2012 and the start of the projects under the environment cluster, which explains the low completion rate of these projects. Recommendations include:

- Streamlining of timetables, in particular when initiatives are shared between DGs, in order to avoid long implementation delay. There is a considerable delay in the implementation status of projects (many projects are not completed yet).
- Use of bi-annual planning instead of the current system of annularity (with regard both to programming and budget execution). Multiannual planning and multiannual spending will increase the effectiveness of the budget for the IMP.

Complex project needs time and flexibility

In projects which involve numerous stakeholders and are implemented in partnerships (typically through calls), short implementation periods have been/are an issue. Some stakeholders interviewed have reported that complicated processes take more than the standard 18-month project timeframe to implement. Establishing a working relationship in a partnership involving many different partners and types of partners, takes up most of the available time budget.

This may in particular be the case for projects in the MSP, environment and Blue Growth clusters. The recommendations are:

- when implementing the EMFF, to give due consideration to the very different project types implemented by TFP. Important 'process-focused' projects need more time than a traditional project.
- to ensure more flexibility in terms of the use of funding in larger projects involving multiple stakeholders and stakeholder types. It is important that funding can also be used for securing the participation of stakeholders.

A specific issue regarding EMODnet projects concerns the actual responsibility for implementation. While the EMODnet projects (seven thematic assembly groups and the secretariat) are considered a coherent ensemble with a common set of overall objectives, they are implemented through individual contracts made directly with the Commission, meaning that the secretariat's coordination role is limited. The evaluators judge that there may potentially be some efficiency gains to be had by devolving increased coordination responsibilities to the secretariat on certain limited issues.

## Type of actions/areas of support

Under this heading, the type of support or activity supported under the clusters is addressed. This issue does not necessarily concern all of the clusters.

Technical assistance versus capacity building

It is reminded that some interviewed stakeholders expressed that there was increasing need for more capacity-building of Member States than for technical and consultancy assistance. This was mentioned in relation to the MSP cluster, for implementation of the MSP Directive, and to the environment cluster, for implementation of the MSFD, as well as within the IMS cluster.

For example, in the MSFD projects supporting Romania and Bulgaria, technical expertise was made available to assist the Member States in meeting MSFD obligations. The fact that the countries were involved in the design of the project has contributed to the success, according to the stakeholders interviewed. Lessons learnt include:

- Use of funds for supporting the capacity-building of institutions responsible for implementing directives. As far as the evaluators are aware, this is already being addressed in at least one new project that has been launched to assist Member States in the preparation and implementation of the MSP Directive.
- Many of the cross-sectorial tools, such as CISE and EMODnet, ultimately rely on existing data collection and data-sharing capacities at the Member State and EU level. While it may not be relevant for future IMP funding to directly support the development of this infrastructure, coherence with other EU policies and financing instruments that do support it, should be ensured.
- Actions in the Blue Growth and sea basin clusters have until now focused on studies and strategies. It is the assessment of the evaluators that future

activities should focus on follow-up activities/implementation/dissemination of these studies.

## Coordination between clusters and actions

The third overall topic addressed is the coordination between cluster actions and actions or projects. The evaluators assess that this is a key area to be addressed by DG MARE as too little information is shared between the actions of the clusters.

Synergies between actions clusters

The policy areas included in the IMP framework are well-integrated and cross-sectorial reference exists between all sectors, areas and clusters. The environmental theme runs clearly through many actions of the other clusters and objectives; however the actions and projects in the environmental cluster are not sufficiently coordinated with other activities, in spite of obvious and direct links between for example MSP and MSFD. A close policy link is also established between Marine Knowledge and MSP; however, there seem to be limited links between the actions in these two clusters. This may be due to the very early stage of implementation of both. However, the lack of cross-references is noticeable throughout the evaluation, in both the review of documents and the interviews.

As mentioned earlier, the key tools of marine knowledge, EMODnet and MARATLAS, are not very well known by the MSP stakeholders, if at all - in spite of the fact that MSP stakeholders should be key recipients of the marine knowledge tools. It is strongly recommended:

- to integrate the different parts of the actions across clusters - to ensure that project implementers have the full knowledge of what goes on in other activities funded by DG MARE - this is particularly the case in MSP and Blue Growth projects which are recipients of inputs/tools from other clusters.

- to leverage synergies - EMODnet is particular in that it is a group of eight different actions funded with a set of common goals in mind. Stakeholders believe that there is a greater potential to leverage potential synergies between these eight actions by organising events that bring together the over 130 organisations across Europe which have been mobilised in the framework of this project.

- to improve the coordination procedure - the actions in the environment cluster focus by design on the MSFD but have little direct effect on the policy areas, apart from MSP and ICM. Coordination issues between DGs were reported but could be remedied by paying more attention to inter-linkages between projects. There may, for example, be scope for implementing some of the projects in the environment cluster together with the marine knowledge projects. The EMODnet project on human activity was initiated, inter alia, to provide inputs to MSP; the coordination could therefore be strengthened.

## Awareness and cooperation

Awareness, closely correlated with cooperation, is a topic in itself. As mentioned in section 5.1, although a number of awareness-raising activities have been funded under the TFP, there is still insufficient knowledge about IMP topics and activities

funded under TFP. The analysis shows that two different groups of stakeholders have to be considered. The first group is the existing stakeholders, i.e. those already involved in TFP projects or activities, the second group is those who are not yet involved in any activity, but who ought to be made aware of the TFP actions.

In general, existing IMP stakeholders are well aware of the activities in which they have been directly involved. However, the stakeholders are not aware of related activities, also funded by the TFP. IMP stakeholders not directly targeted by an activity or an action area will not know about these, even when involved in actions under another cluster. An example is that many MSP stakeholders are little aware of the activities of the marine knowledge cluster, such as EMODnet and MARATLAS, which are considered key tools for MSP.

As mentioned above, there are stakeholders fully outside the activities of the TFP, who until now have not been involved or targeted. This include industry, NGOs, Member State representatives and others who for some reason are not included and therefore not ignorant of the TFP. The evaluation did come across stakeholders who did not know much about the activities of the TFP at all.

Recommendations in the field of awareness are to:

- target awareness actions beyond the immediate groups of stakeholders – e.g. MSP stakeholders have to be made aware of what is happening in other areas of the IMP (and the TFP action), such as marine knowledge and Blue Growth.
- expand the outreach of awareness – possibly by undertaking a stakeholder analysis and development of a stakeholder strategy per cluster (area) which identifies key groups of stakeholders. This could also ensure that all project implementers in the clusters are informed about whom to involve and inform, and when.
- make the Maritime Forum more interactive and integrated with other social media and, more practically, to avoid changing the web address of the site.
- continue conferences and maritime days – these are well-received by stakeholders as a venue for discussion and for meeting new stakeholders that one 'normally' does not meet.
- leverage existing tools - there is for example a much greater potential to leverage MARATLAS as a tool for both communication and data provision purposes.
- survey conference and event participants (at the end of each event). This can be done electronically or by a written questionnaire[205]. This should be done in

[205] Results can be included in the conference reports and would thus be available for evaluations and monitoring. It is much more difficult to survey the participants several years after the event (almost impossible).

order to evaluate the effects and outputs of each event in order to obtain continuous feedback and learning.

› underpin emerging sectors with economic modelling of the potential economic impact, to better understand the potential of emerging sectors. It was found that expectations of growth and employment in the new emerging areas, such as seabed mining and blue technology, might have a longer time horizon than 2020.

## Sustainability and replicability

Sustainability was not included in the evaluation, and instead the focus was on the related evaluation criterion 'use'. Nevertheless, it did emerge during the evaluation as a topic which was important and pertinent to some stakeholders.

Sustainability of supported actions/projects

The analysis shows that considerable efforts have been made to make the results of the projects available to a wider audience. Marine knowledge is a specific example, but also with MSP and Blue Growth, efforts have been made to set up portals and websites to disseminate and make the information available in general, as well as to specific groups at conferences and workshops, etc.

EMODnet and MARATLAS are knowledge-gathering and dissemination tools, CISE is a system and MSP is a method and/or best practice for developing maritime spatial plans. The first two require a structure to run, manage and update, whereas the last one will primarily be implemented by the Member States, and a Directive has been put in place to this effect as the tool.

› There are obvious sustainability issues in EMODnet and CISE – which need to be addressed in terms of securing long-term funding.

› Greater efforts should be made to identify specific target audiences for dissemination activities, such as for EMODnet and MSP, and better tailor efforts to the needs of those audiences.

Replicability is also an issue which has emerged in some of the clusters. Some interviewed stakeholders found that the pilots and demonstration projects have been funding activities which would not be fundable outside the framework of TFP (the amount of funding involved would not be provided by Member States). The projects are therefore regarded as interesting demonstration projects but probably not replicable at national level.

It recommended that consideration be given to the extent to which the project funded activities that cannot be copied by Member States, have a real demonstration effect and always contain clear elements which are replicable, such as guidance tools, best practices, continuation of networks and forums.

## Stakeholder involvement

Stakeholder involvement

The TFP revolves around involving stakeholders and focuses on stakeholders' needs for involvement in different processes. Two different kinds of stakeholder involvement in the projects funded by the TFP were identified.

The first type of involvement is the direct involvement of stakeholders in the project implementation. This kind of involvement ensures the maximum uptake of ideas and processes by securing that Member State representatives are part of projects. This includes the MSP planning projects and the environment project (MSFD) on methods and best practices. An impediment to this is the resources needed to participate in projects. This issue was raised by some stakeholders interviewed. Resource-strapped public administrations often do not have the staff to participate in projects, even when they find them useful and addressing real needs.

The second kind of involvement is the involvement of broader stakeholder groups in the processes. Involving broader groups of stakeholders in processes, such as MSP or Blue Growth initiatives, is important to secure that the different interests are reflected. Some stakeholders interviewed pointed out the importance of securing that the involvement is real and that the stakeholders really feel that they are involved, and not only consulted. Stakeholders interviewed have reflected that too little funding has been available for inclusion of stakeholders in the processes.

- Addressing the issues of authorities participating in projects, probably by identifying different levels/types of partnerships (there is a lot of experience with types of partnerships from more traditional cross-border projects).

- More flexibility in the funding in order to be able to use some funds for activities related to, but not directly part of, the project, such as participation in fora, conferences and EU-level stakeholder events.

## EU added value and the future

EU added value

Throughout the cluster analysis there is general agreement among stakeholders interviewed that most of the activities funded under the TFP would not have taken place at all, or to a lesser degree, without the support of the EU. Some stakeholders argue that as these activities are at an EU level, it would not make sense to fund them in a different manner. Pilot and demonstration projects also arguably should/could not be implemented differently.

A key added value is the possibility of cooperation between Member States offered by the actions. This is highly appreciated by many interviewed stakeholders, especially the cooperation with other Member State stakeholders who are not direct neighbours, but may be part of the same sea basin and therefore share issues and concerns.

The real added value of the actions of the IMP/TFP occurs in the instances where the actions/projects deliver tools and support processes that would not have happened without TFP, and that this is then taken up by the Member States.

The proactive approach used in the environment cluster to ensure and support the implementation of MSFD is considered a good practice that could be replicated by the Commission for future initiatives.

The comments and recommendations made above concerning sustainability and replicability, are also relevant here. Other recommendations are:

› to increase the possibilities for cooperation in the new EMFF programme within the clusters and areas where this is relevant (MSP, Blue Growth, environment, etc.)

› to ensure the involvement of the Member States in the project design and, to the extent possible, in project implementation.

*Table 5-2 Examples of outputs and results*

| Cluster | Title of case study | Key outputs: | Results (contribution to objectives) |
|---|---|---|---|
| Marine Knowledge | EMODnet Secretariat (case study 1) | › Secretarial support<br>› Monitoring and reporting<br>› Communication and dissemination<br>› Collecting user feedback | › Networks and cooperation established<br>› New cross-sectorial tools<br>› Reduced cost of data and improved accessibility<br>› Public awareness |
| Integrated maritime Surveillance | Evolution of SafeSea Net (case study 4) | › Technical study on SSN in context of CISE development<br>› NSW demonstrator | › Promoting cross-border and cross-sector sharing<br>› Support for the implementation of the Reporting Formalities Directive |
| Environment | TA Bulgaria and Romania (case study 5) | › Coordinated monitoring of most MSFD descriptors<br>› Capacity-building<br>› Coordination with Black Sea Commission | › Cooperation established<br>› Best practices exchanged<br>› Dialogue with third countries |
| Blue Growth and sea basins | Blue Growth, maritime policy and EU Strategy for Baltic Sea region (case study 7) | › Stock-taking<br>› Lessons and best practices<br>› Input to 2014 SWD on Blue Growth Agenda for Baltic Sea Region | › Increased knowledge level<br>› Preparation of initiatives (emerging areas)<br>› Evaluation and refinement of sea basin strategies |
| Maritime spatial planning | Trans-boundary Planning in the European Atlantic (case study 9) | › Stakeholder models and mobilisation<br>› Data gathering and methods<br>› Sharing of best practices<br>› Capacity development | › Pilot trans-boundary planning covering 2 pilot areas in the Atlantic<br>› Cooperation established<br>› MSP tools – data and stakeholder inclusion |

# Appendix A Evaluation matrix

| EQ | Questions | Judgement criteria | Indicators | Data | Comments |
|---|---|---|---|---|---|
| | Effectiveness | | | | |
| 1 | To what extent were the 6 general objectives (set out in Article 2 of the Regulation), and the corresponding operational objectives (set out in Article 3), achieved by the actions and their results? Were any objectives not achieved? | 1a. Projects/cluster of projects have achieved their objectives | Extent to which projects/cluster of projects have achieved their objectives | Document review of project documentation, reports and evaluations<br>Interviews with COM<br>Interviews with MS<br>Interviews with project implementers<br>Case studies (2 per cluster) | Assess at general level per cluster and specific through 2 case studies per cluster. |
| | | 1b. Actions/project clusters have contributed to the achievement of the 'cluster specific' operational objectives | Perceived contribution of actions to operational objectives (each objective will be assessed individually). | Interviews with COM<br>Interviews with MS<br>Interviews with other stakeholders | For each cluster, the relevant objective(s) is assessed.<br>All clusters = a; 1+2+5 = b; 3 = c; All = d; All = e; and ; 1+4 = f; 5 = b, f, |
| | | 1c. Actions/project clusters have contributed to the achievement of the 'horizontal' operational objectives | | | |
| | | Objective A - Cooperation<br>The programme enhanced cooperation between MS, regions, the private sector and the general public | Actual number of participants per event/conference/seminar compared to planned number of participants<br>Stakeholder perception of awareness<br>Stakeholder perception of network effectiveness (density)<br>Use of websites and other media | Document review of project reports<br>Interview with COM<br>Interviews with MS<br>Interviews with other stakeholders<br>Google statistics and website visitor data (if available) | For each cluster, all three horizontal objectives are assessed. |
| | | Objective D – Sea basins<br>How did cooperation between Member States evolve at sea basin level and, how was this affected by IMP implementation?<br>The progress of sea basin cooperation helped by the | Stakeholder assessments of added value of actions in terms of support to sea basins. | Interview with COM<br>Interviews with MS<br>Interviews with other stakeholders | |
| | | | Reference to IMP and IMP actions in policy documents related to the economic, social or environmental policy spheres. | Review of policy documents | |
| | | | Results of the evaluation of the preparatory actions | Inputs from the assessments of the | |

| EQ | Questions | Judgement criteria | Indicators | Data | Comments |
|---|---|---|---|---|---|
| | | activities supported under sea basin strategies (to be evaluated per sea basin). | | preparatory actions (Task 2) | |
| | | Objective E – external cooperation<br>The programme has contributed to external cooperation | Number of meetings/events/conferences with Third country participation<br>Cooperation initiatives introduced following events/actions (may link with 2a) | Document review of action/project cluster documents<br>Case studies (Document review of project cluster documents)<br>Interviews with COM | |
| | | | Stakeholder assessment of programme's impact on Third countries moving towards and/or ratifying (and implementing) UNCLOS in the programme period | Interviews with COM<br>Interviews with other stakeholders | |
| | | 1d. Actions/project clusters have contributed to the achievement of the general objectives | Perceived contribution of actions to general objectives and overall objective<br>Results of analysis of question 1 (above judgement criteria). | Interviews with COM<br>Interviews with MS<br>Interviews with other stakeholders<br>Analysis | This is assessed for all clusters |
| 2 | To what extent and how (and by whom) have the results and deliverables obtained so far from the actions been used, and for what? | 2a. Effects amongst stakeholders and users are likely to last after an action has terminated. | Pilot actions taken up by relevant authorities and institution<br>(Number of) lasting initiatives developed (e.g. networks, cooperation fora, continued research projects etc.) | Interviews with other stakeholders<br>Case studies (Analysis of project documentation and interviews) | This is assessed for all clusters |
| | | 2b. Deliverables have been used in ways that support the attainment of programme objectives | Extent that deliverables were used<br>Types of uses<br>Types of users | Interviews with COM<br>Interviews with MS<br>Case studies (Analysis of project documentation and interviews) | This is assessed for all clusters |
| 3 | For which topics have synergies been achieved by the actions supported? Who was involved? (Evaluation question 6.) | 3a. Have additional positive effects been achieved as a consequence of outputs of other actions? | Stakeholder perception of synergies<br>Number of times other supported actions were mentioned as having a positive effect on the project.<br>Stakeholder assess that there are effects on the wider economic and environmental goals mentioned in preamble 11. | Interviews with COM<br>Interviews with MS<br>Case studies (final project reports)<br>Document review of project documents | This in particular in-between clusters |

| EQ | Questions | Judgement criteria | Indicators | Data | Comments |
|---|---|---|---|---|---|
| 4 | To what extent and how did the actions supported contribute to DG MARE's policy work? (Evaluation question 8) | 4a. Relevance to policy and its implementation as exhibited by the action outcomes | Stakeholders assess that actions had effect on DG MARE policy/IMP.<br>References to programme actions/project clusters (and the results thereof) in the impact assessment and other preparatory documents (e.g. fiches)<br>Stakeholder assessment of influence on particular documents. | Interviews with COM<br>Interviews with MS<br>Document review of DG Mare policy documents<br>Case studies (interviews) | This is assessed at programme level |
| | | 4b. Action/project cluster results are being taken up by DG MARE. | Stakeholders assess the degree to which DG MARE is responsive to action/project cluster results and findings with relevance to DG MARE's policy work | Interviews with COM<br>Interviews with MS | This is assessed at programme level |
| 5 | How did the actions help DG MARE contribute (even if only potential at this stage) towards achieving the targets in EU 2020? " (Evaluation question 13.) | 5a. Comparison between the 2020 objective in question (applied to the maritime domain) and the results of actions | Cluster 1: For Marine Knowledge: extent to which it contributes, notably through the financing of EMODnet, to sustainable growth by providing a more robust foundation of marine data for decision makers and improving understanding of environmental evolutions; extent to which the cluster supported Blue Growth and Innovation Union objectives by providing marine data to public and private researchers for the development of new scientific knowledge, products and services.<br>Cluster 2: For the IMS: did it contribute to the 2020 digital agenda through CISE (IT interoperability framework), how it contributes to Blue Growth by means of safe and secure seas and how it contributes to sustainable growth by means of clean seas (enforcing Natura 2000, MSFD, other environmental policies).<br>Cluster 3: For ENV: Did the environment cluster contribution to the objectives of the Marine Directive aim to achieve Good Environmental Status (GES) of the EU's marine waters by 2020 and to protect the resource base upon which marine-related economic and social activities depend<br>Cluster 4: Did the Blue Growth initiative contribute towards:<br>a. developing economic sectors with potential for sustainable jobs and growth.<br>b. providing knowledge, legal certainty and security in the blue economy<br>c. developing sea basin strategies and fostering cooperation between countries<br>Cluster 5: For MSP, has the work, by evaluating and organising marine uses to gain maximum synergies, contributed to the targets of smart and inclusive growth and Sustainability. | Case studies (Contribution analysis of sample projects)<br>Interviews with COM<br>Interviews with other stakeholders<br>Document review on other EU policies | To be assessed per cluster (2 cases) – an indicator per cluster.<br>Cluster specific questions need to be formulated. |

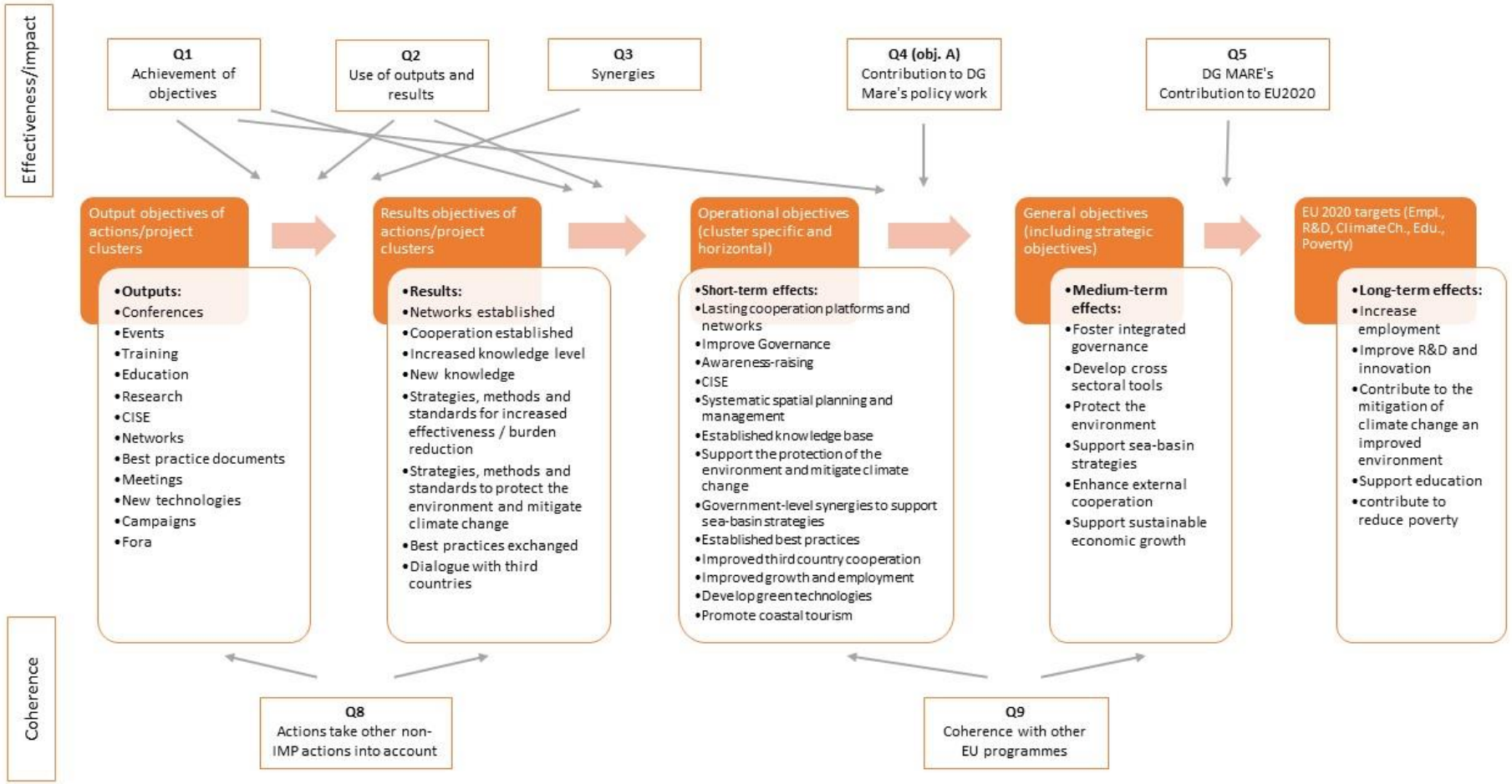
| EQ | Questions | Judgement criteria | Indicators | Data | Comments |
|---|---|---|---|---|---|
| | Efficiency | | | | |
| 6 | To what extent do outputs represent value for money? (Evaluation question 3) | 6a. Overall (technical) quantity and quality of the outputs (contractual/administrative aspects must not be looked at) | User/stakeholder feedback (e.g. evaluations of conferences from attendance)<br>Output quantity and quality of the case projects match the description in project work plans/objectives<br>Stakeholders assess that quality match the description in the ToR. | Evaluation and reports from projects<br>Case studies (interviews and document review of project ToR compared with monitoring and final reports)<br>Interviews with COM<br>Interviews with other stakeholders | This is assessed for all clusters |
| | | 6b. Overall value of outputs | Number of outputs/results disseminated<br>Number of people inquiring about outputs/results | Case studies<br>Interviews with project implementers<br>Interviews with COM | This is assessed for all clusters |
| | | | Stakeholders perception of action/project cluster coordination and communication | Case studies<br>Interviews with project implementers<br>Interviews with COM | |
| | | | Perceived value for money | Case studies<br>Interviews with project implementers<br>Interviews with COM | |
| 7 | Are costs reasonable given the changes/effects that have been achieved? Which factors influenced the cost-efficiency of the achievements observed? (Evaluation question 4) | 7a. Outputs/results in relation to funds invested | Funds allocated to projects in relation to administrative cost<br>Funds used for administration in comparison to similar facilities<br>Stakeholder perception of efficient use of budget | Desk research of project documents<br>Case studies (project documents)<br>Case studies (interviews)<br>Interviews with project implementers<br>Interviews with COM<br>Expert assessment | This is assessed for all clusters |
| | | 7b. The projects have been implemented in a timely manner according to the plan | Implementation rate (amount of financial assistance already implemented or under implementation). | Desk research of project documents | This is assessed for all clusters |

| EQ | Questions | Judgement criteria | Indicators | Data | Comments |
|---|---|---|---|---|---|
| | | 7c. Investment in actions compared to results | The ratio between the investment in an action (or package of actions, if these actions are similar and all supporting the same objective) and the results obtained<br>Analysis of effectiveness and impact compared to above analysis of costs | Interviews with COM<br>Interviews with MS<br>Interviews with other stakeholders<br>Case studies (interviews)<br>Interviews with project implementers) | This is assessed for all clusters |
| | Coherence | | | | |
| 8 | How exactly did the Programme's actions take due account of other EU policies and instruments which are relevant for IMP? (Evaluation question 11) | 8a. Programme complement other EU policies and instruments | Mentioning of other EU policies and instruments in Programme documents<br>Stakeholders assess that actions relate to, and contribute to, other policies?<br>Stakeholders assess that actions yielded results which were useful for other EU programmes. | Inputs from the assessments of the preparatory actions (Task 2)<br>Document review<br>Interviews with COM<br>Interviews with MS<br>Interviews with other stakeholders<br>Case studies | This is assessed for all clusters |
| | | 8b. Calls exploited synergies with other EU policies and instruments | Mentioning of other EU policies and instruments in calls and project documents | Document review of calls and project documents | |
| 9 | To what extent were the various actions taken by MARE under the transitional financial instrument and the actions under this instrument taken by other DGs with a maritime dimension (such as MOVE, ENV…) mutually coherent? To what extent do they together exhibit an Integrated Maritime Policy? (Evaluation question 12) | 9a. Mentioning of link with IMP | Project documents<br>Case studies (desk research of project documents)<br>Stakeholder assessment of the actions contribution to related policies (environment, transport and energy) | Mentioning of link with IMP<br>Case studies (interviews)<br>Interviews with project implementers<br>Interviews with COM<br>Interviews with MS<br>Interviews with other stakeholders | This is assessed at programme level |
| | | 9b. Actions administered by DG MARE and by other DGs (under sub-delegation from MARE) do not overlap | Stakeholders identify sygnergies between Programme actions and other EU instruments | Interviews with COM | This is assessed at programme level |

| EQ | Questions | Judgement criteria | Indicators | Data | Comments |
|---|---|---|---|---|---|
| | EU added value | | | | |
| 10 | To what extent did the programme represent EU added value? | 10a. Objectives achieved more efficiently and effectively by implementing these actions as EU rather than individually on the MS level. | Stakeholder assessments<br>Stakeholders assess that actions in support of sea basis added value.<br>Stakeholders assess that actions would not have taken place without EU funding<br>Results of evaluation of preparatory actions | Interviews with COM<br>Interviews with MS<br>Interviews with other stakeholders<br>Analysis of effectiveness and coherence | This is assessed at programme level |
| | Relevance 'continued' | | | | |
| 11 | To what extent have the activities supported (between 2011 and 2014) by the Programme been relevant for the further development of IMP? | 11a. Results of the actions have been included in the EMFF 2014-2020 | Number of inclusions of results in the EMFF 2014-2020 regulation and in policy documents<br>Stakeholders assess that the result of the works under the IMP facility has been included in the EMFF 2014-2020 regulation<br>Stakeholders assess that actions had effect on DG Mare policy/IMP.<br>Stakeholders assess that DG MARE implemented modifications. | Document review of the EMFF 2014-2020 regulation and other policy documents<br>Interviews with COM<br>Interviews with MS | This is assessed at programme level |
| 12 | Which new emerging areas relevant to maritime policy (such as ocean energy, blue biotechnology) were taken on board in the programme as it was implemented? (Evaluation question 9 in the proposal) | 12a. New emerging areas appear in DG MARE IMP policy documents and briefings between 2011 and 2014 | The number of references to ocean energy in DG MARE policy documents<br>The number of references to biotechnology in policy documents<br>The number of new emerging area mentioned by stakeholders | Document review of DG Mare documents<br>Analysis of project documentation<br>Interviews with COM<br>Interviews with MS<br>Interviews with other stakeholders | This is assessed at programme level |

# Appendix B Intervention logic

Intervention logic for the entire programme



# Appendix C List of documents for cluster 1

| Cluster: | 1 MK | Documents available |
|---|---|---|
| Number | Title | |
| 2.1.1 | Development and implementation of integrated governance of maritime and coastal affairs and visibility of the IMP | |
| A1 | MARATLAS - Atkins | ✓ Contract document |
| A5 | MARATLAS - JRC | ✓ Contract document<br>✓ MARATLAS portal (deliverable) |
| 2.2.3 | Evaluations of cross-sectorial tools | |
| B5 | Impact assessment – Marine Knowledge | ✓ Full report |
| 2.2.4 | Knowledge base for growth and innovation – Assembly and dissemination of the marine data and seabed mapping through internet portals | |
| B6 | EMODNet habitats | ✓ Progress report |
| B7 | EMODNet bathymetry | ✓ Progress report |
| B8 | EMODNet geology | ✓ Progress report |
| 2.2.5 | Knowledge base for growth and innovation – Convergence and monitoring of thematic portals | |
| B9 | EMODNet Secretariat | ✓ Progress report<br>✓ Strategy documents<br>✓ User group report<br>✓ Marketing material<br>✓ Central portal website |
| 2.2.2 | Knowledge base for growth and innovation – Assembly and dissemination of marine data and seabed mapping through internet portals | |
| B12 | EMODNet human activity | ✓ Progress report<br>✓ Portal website |
| B13 | EMODNet physics | ✓ Progress report<br>✓ Portal website |
| B14 | EMODNet chemistry | ✓ Progress report<br>✓ Portal website |
| B15 | EMODNet biology | ✓ Progress report<br>✓ Portal website |
| 2.6.2 | Growth and innovation in ocean economy – Gaps and priorities in sea basin observation and data | |
| F9 | Sea basin checkpoint – North Sea | ✓ Progress report<br>✓ Website |
| F10 | Sea basin checkpoint – Mediterranean | ✓ Progress report<br>✓ Website |

# Appendix D List of documents for cluster 2

| Cluster: | 2 IMS | Documents available |
|---|---|---|
| Number | Title | |
| 2.1.1 | Development and implementation of integrated governance of maritime and coastal affairs and visibility of the IMP | |
| A3 | European Coast Guard Forum 2013 – Forum of the Heads of the Coast Guard Functions of the EU and associated Schengen countries 5th Plenary Conference, Chios, 12-14 September 2013 | ✓ Final report<br>✓ Conclusions |
| 2.1.1 | Development and implementation of integrated governance of maritime and coastal affairs and visibility of the IMP | |
| A9 | European Coast Guard Forum 2012 – Conference of the Heads of Coast Guard functions of the EU and associated Schengen countries | ✓ Full report<br>✓ Conclusions |
| 2.2.1 | Impact Assessment Studies as part of the implementation of the Roadmap on the Common Information Sharing Environment (CISE) and preparation of the Communication to EP/Council in 2013 | |
| B2 | Impact assessment – Common Information Sharing system (CISE) | ✓ Final report |
| 2.2.1 | Implementation of the Roadmap on the Common Information Sharing Environment (CISE) and preparation of Communication to EP/Council in 2013 | |
| B3 | IT – Common Information Sharing Environment (CISE) | ✓ Final report |
| B4 | Communication Tools on CISE for Maritime Surveillance | ✓ Final report |
| 3.1 | Continuity of administrative arrangement with the Joint Research Centre in relation to Common Information Sharing Environment (CISE) | |
| B10 | Support to Common Information Sharing Environment | ✓ Contracts |
| 3.1 | Evolution of SafeSeaNet | |
| B16 | Evolution of SafeSeaNet | ✓ Final report<br>✓ Internal presentation |
| 1.3.1 | | |
| E1 | Mediterranean Coast Guard Forum 2013 Spain | ✓ Final report<br>✓ Conclusions |
| E2 | Mediterranean Coast Guard Forum 2012 France | ✓ Final report<br>✓ Conclusions |

# Appendix E List of documents for cluster 3

| Cluster: | 3 – Environment | Documents available |
|---|---|---|
| No. | Title | |
| 2.3.1 | Development of methodological standards in relation to good environmental status | |
| C.3 | Development of an assessment methodology for coherent and representative MPA network in support of GES | ✓ Workshop document (in database)<br>✓ Technical report (obtained through Internet https://circabc.europa.eu/sd/a/9f747277-529b-4ee9-8765-6407f577adad/Analysis%20and%20comparison%20of%20criteria%20used%20by%20Member%20States%20for%20establishing%20coherents.pdf) |
| C.4 | Coherent geographic scales and aggregation rules in assessment and monitoring of GES | ✓ Final report (in database)<br>✓ Guidance report (in database) |
| 2.3.2 | Marine litter and other emerging pressures on the marine environment | |
| C.5 | Marine litter study to support the establishment of an initial quantitative headline reduction target | ✓ Final report (in database)<br>✓ Service request (provided by DG ENV) |
| C.6 | Administrative, organisational and technical support for the TSG on marine litter and underwater noise | ✓ Interim report (in database) |
| C.7 | Exchange of best practices for cost-effective "marine" measures including guide for financing opportunities EMFF 2014-2020 | No documentation available in the database |
| C.8 | Impacts of noise and use of propagation models to predict the recipient side of noise | ✓ Workshop report (in database) |
| C.9 | Identification and assessment of riverine input of (marine) litter | ✓ Progress report (in database) |
| C.10 | Background information for sustainable aquaculture development addressing in particular environmental protection | ✓ Draft guidance document (obtained through Internet http://www.medpan.org/documents/10180/0/Background+Information+for+Sustainable+Aquaculture+Development/131ad4cb-7cff-46a6-9637-77e834a2feb5?version=1.0<br>✓ Draft report (obtained through Internet http://www.aquacircle.org/images/pdfdokumenter/efterret14/Draft%20SUSAQ%20Report%20C6078A%20for%2018%20September_for%20release.pdf |
| 2.3.1 | Coordination between the different marine regions in implementing the ecosystem approach | |
| C.2 | Technical and administrative support for the joint implementation of the Marine Strategy Framework Directive (MSFD) in Bulgaria and Romania | ✓ Interim progress report (in database)<br>✓ Service request (provided by DG ENV) |
| C.11 | Technical and administrative support for the joint implementation of the Marine Strategy Framework Directive (MSFD) by the Mediterranean EU Member States | ✓ Interim progress report (in database) |
| C.12a | Analysis of needs of Regional Sea Conventions | ✓ Final report (in database) |
| C,12b | Organisation European Marine Conference (HOPE) in 2013 | ✓ http://ec.europa.eu/environment/archives/marine/hope-conference/index.htm<br>✓ Final report (in database)<br>✓ The HOPE declaration (obtained through Internet http://ec.europa.eu/environment/marine/hope-conference/pdf/HOPE%20Conference%20Declaration.pdf |

| Cluster: | 3 – Environment | Documents available |
|---|---|---|
| No. | Title | |
| C.13 | Development of a shared data and information system between the EU and the Regional Sea Conventions | ✓ Draft Final report (provided by DG ENV) |
| 3.2 | Administrative arrangement with the JRC on coordination and development of methodological standards in relation to good environmental status of the sea under the MSFD | |
| C.14 | Scientific advice on the implementation of Good Environmental Status of the seas and other aspects of the Marine Strategy Framework Directive | ✓ Interim report (provided by DG ENV<br>✓ Administrative arrangement (provided by DG ENV) |

# Appendix F List of documents for cluster 4

| Cluster: | **4 Blue Growth and sea basins** | **Documents available** |
|---|---|---|
| Number | Title | |
| 2.1.1 | Development and implementation of integrated governance of maritime and coastal affairs and visibility of the IMP | |
| A2 | Maritime forum, (A.2, A6, A.7 are the same project) | ✓ https://webgate.ec.europa.eu/maritimeforum/ |
| 2.1.1 | Development and implementation of integrated governance of maritime and coastal affairs and visibility of the IMP | |
| A6 | Maritime forum, (A.2, A6., A.7 are the same project) | ✓ https://webgate.ec.europa.eu/maritimeforum/ |
| A7 | Maritime forum, (A.2, A6., A.7 are the same project) | ✓ https://webgate.ec.europa.eu/maritimeforum/ |
| A8 | Adriatic Ionian Launching Event – Croatia - Setting an Agenda for Smart, Sustainable and Inclusive Growth from the Adriatic and Ionian Seas - aim to support strategy development for Adriatic and Ionian Seas | ✓ Administrative report Zagreb (in database)<br>✓ Event conclusions Zagreb (in database)<br>✓ Administrative report (Brussels) |
| A10 | Conference – Blue Growth Sustainability and Water Industries – Copenhagen | ✓ Final report (in database)<br>✓ Conference conclusions (in database) |
| A12 | Conference – Blue Growth in Adriatic Ionian | ✓ Administrative report (in database) |
| A16 | Conference – Atlantic Forum five events | ✓ Five reports (Horta, Brest, Bilbao, Cardiff, Cork) in database |
| A17 | Workshop – Blue Growth in Mediterranean Spain | ✓ Administrative report (in database) |
| 1.2.1 | Test projects on cooperation in execution of various maritime functionalities at sub-regional or sea basin level | |
| D1 | Test projects on cooperation in execution of various maritime functionalities at sub-regional level or sea basin level | ✓ http://www.coopp.eu/ |
| 2.4.1 | Expert support for the development of maritime governance and cooperation at sea basin level, including to ensure the success of sea basin Strategies | |
| D2 | Study – Blue Growth Baltic | ✓ Final report (in database) |
| D3 | Study – traditional knowledge in the Arctic | ✓ Final report (in database) |
| D4 | Atlantic Plan | ✓ Final report (in database) |
| 2.4.1 | Expert support for the development of maritime governance and cooperation at Sea basin level, including to ensure the success of Sea basin Strategies | |
| D5 | Study – Blue Growth Mediterranean, Black Sea, Adriatic, Ionian | ✓ Final report (in database) |
| 2.5.1 | Conference with Black Sea stakeholders | |
| E3 | Black Sea Conference 2014 | ✓ Administrative report (in database) |
| 2.6.1 | Identifying and supporting Blue Growth projects in emerging sectors | |
| F1 | Mediterranean and Black Sea Clusters | ✓ Final report (in database) |
| F2 | study - coastal and maritime tourism | ✓ Final report (in database) |
| F3 | study - Knowledge Innovation Communities | No document identified |
| F4 | study - Blue Growth – Atlantic | ✓ Final report (in database) |
| F5 | study - Blue Growth - North Sea | ✓ Final report (in database) |
| F6 | study - ocean energy | ✓ Final report (in database) |
| F7 | Study – seabed mining | ✓ Draft final report (in database) |

| Cluster: | **4 Blue Growth and sea basins** | **Documents available** |
|---|---|---|
| Number | Title | |
| F8 | Study – blue biotechnology | ✓ Final report (in database) |
| 2.6.3 | Investors conference to support maritime development and cooperation with Mediterranean partner countries, in conjunction with the EIB | |
| F11 | FEMIP conference 2013 | ✓ http://www.eib.org/infocentre/events/all/12th-femip-conference-athens.htm<br>✓ Conclusions (in database)<br>✓ Administrative report (in database) |
| 1.2.1 | Maritime employment and education | |
| F12 | Conference on maritime employment and competitiveness 27 June 2012 (F12 and F14 are the same project) | ✓ Conference outcome (in database) |
| F13 | Vasco da Gama: Training For Greener And Safer Maritime Transport | ✓ http://www.vasco-da-gama.eu/training-for-greener-and-safer-maritime-transport-project/objectifs/presentation-vasco-da-gama-project.html<br>✓ http://www.vasco-da-gama.eu/<br>✓ http://ec.europa.eu/transport/modes/maritime/seafarers/index_en.htm<br>✓ http://www.vasco-da-gama.eu/medias/fichiers/documents%20advisory%20board/vdg%20AB%20PA%2011%202%2014%20def.pdf |
| F14 | Conference on maritime employment and competitiveness 27 June 2012 (F12 and F14 are the same project) | ✓ Conference outcome (in database) |

# Appendix G List of documents for cluster 5

| Cluster: | 5 MSP | Documents available |
|---|---|---|
| Number | Title | |
| A13 | Conference – Fisheries and aquaculture – Lithuania<br>Stakeholder workshop on fisheries and aquaculture and maritime spatial planning | ✓ Final report (in database)<br>✓ Conference notes (provided by DG MARE task manager) |
| A14 | Conference - Shipping and maritime spatial planning – Greece | ✓ Final report (in database)<br>✓ Conference notes (provided by DG MARE task manger) |
| A18 | Workshop – maritime spatial planning | ✓ Final report (in database)<br>✓ Conference notes (provided by DG MARE task manager) |
| B1 | Maritime spatial planning in the Mediterranean and the North Sea | ✓ http://adriplan.eu/ (Internet)<br>✓ Interim report (provided by DG MARE task manager) |
| B11 | Maritime spatial planning in the Atlantic | ✓ http://www.tpeamaritime.eu/wp/<br>✓ Interim<br>✓ Final report |
| C.1 | MSP linkages with ICZM | ✓ Final report (provided by project manager)<br>✓ Newsletters (provided by project manager) |
| PA | "Preparatory action on maritime spatial planning in the Baltic Sea" (Plan Bothnia): | ✓ Proposal (provided by project manager)<br>✓ Interim reports (on website)<br>✓ Final report<br>✓ Outputs (reports and plans on website) |
| PA | "Preparatory action on maritime spatial planning in the North East Atlantic / North Sea / Channel area" (MASPNOSE) | ✓ Proposal (provided by project manager)<br>✓ Interim reports (on project website)<br>✓ Final report<br>✓ Outputs (reports and plans) |

# Appendix H Case studies for cluster 1

## Case study 1 - EMODnet Secretariat

### Fact box

| | |
|---|---|
| **Title** | EMODnet Secretariat |
| **Duration** | 2013-2015 |
| **Amount** | 520 000 |
| **Geography** | Ostend, Belgium |
| **Type of project** | Secretariat |
| **Cluster** | Marine Knowledge |

### Description

In 2012, the Commission launched a tender for an EMODnet secretariat (MARE/2012/15). As laid out in the tender specifications, the objectives underlying the creation of the secretariat were to improve the effectiveness, efficiency and fitness for purpose of EMODNet, in particular by i) monitoring EMODnet projects, ii) disseminating EMODnet results and iii) collecting feedback and statistics on EMODnet use by users. To support the secretariat, the Flanders Government made office space available to host its core staff. These three tasks are further split into a number of specific tasks.

Monitoring:

- Setting up of an EMODnet Steering Committee and reporting on activities of the group;
- Providing secretarial services to the MODEG group;
- Testing the thematic portal and entry portals, including checking the bi-monthly reports of the thematic assembly groups, user testing of portals, development of KPIs;
- Preparing bi-monthly reports.

Dissemination of results:

- Prepare a video demonstration of EMODnet and present it on 20 occasions and two ten-minute video presentations;
- Prepare an EMODnet brochure;
- Prepare various reporting documents (findings on sea basin checkpoints, summary of secretariat work and recommendations).

Collecting feedback and statistics:

- Monitor feedback from EMODnet users;
- Ensure that questions are answered and report on feedback in bi-monthly reports.

The contract was awarded to Seascape Consultants Ltd in September 2013 for an initial period of two years. Following award of the contract, the secretariat was set up and fully operational by the end of October 2013 and officially inaugurated in February 2014. The EMODnet Secretariat is staffed by four staff members responsible for: overall coordination and communication; technical support; chairing of the EMODnet Steering Committee; and dissemination and outreach support.

## Effectiveness

Stakeholders interviewed were unanimous in their appreciation of the work of the secretariat, and believe that it is effectively fulfilling its role concerning its three major tasks. A stocktaking of the outputs of the secretariat completed by the evaluators confirms the perceptions of stakeholders interviewed. In a number of areas, the secretariat has also gone beyond the tasks listed in the tender specifications (particularly communication and user feedback). While the level and quality of outputs is highly commendable, DG MARE and the secretariat staff should be conscious of the danger of "mission creep".

Documentary review allows the evaluators to conclude that the secretariat has met its reporting obligations and that the overall quality of the reporting documents is considered as good. Eleven key performance indicators (KPIs) have been formulated, allowing for more coherent reporting from the thematic assembly groups. Nonetheless, it is inherently difficult to compare and contrast these KPIs across the different portals, because of the diverse nature of their work and ultimate outputs. For example, the type and nature of data provided can differ substantially between the thematic lots, meaning that the volume of data made available (indicator 1) and its increase over time is not comparable. This ultimately limits the extent to which a KPI dashboard can be used as a useful tool for monitoring and comparing the thematic portals. However, it does provide structure to the reporting documents and ensures the coherence and completeness of information provided.

The evaluators consider that the most value-added reporting service that the secretariat can provide is synthesizing the challenges faced by the different thematic portals and presenting this in a transversal fashion. This has been done in the first year progress report submitted by the secretariat. Not only does it provide a useful overview of these challenges, but it also provides the basis for discussion on best-practice sharing for meetings of the Steering Committee.

One of the most important developments in terms of project governance has been the establishment of the EMODnet Steering Committee. This committee brings together project coordinators from each of the assembly groups and it is chaired by a member of the secretariat. In 2014, the Steering Committee met twice and reached agreement on:

- the harmonization of indicators to track progress;
- core elements of the central portal;
- the importance of engaging with key stakeholders to ensure EMODnet deliverables and services are fit for purpose.

The secretariat has fulfilled or is in the process of fulfilling the dissemination obligations listed in the tender specifications (leaflets and marketing material, videos, presentations…). To guide this activity, a clear and detailed communication strategy has been developed by the secretariat and evaluators consider that the pace of development of these activities is in line with the priorities and timeline laid

out in the strategy. In the short term (2013-2015), the priority is to focus on aligning the various external communication efforts, developing specific outputs and dissemination materials to promote EMODnet and improving the visibility of EMODnet with the various stakeholders. few stakeholders interviewed have also noted that there was a strategic decision taken to move forward at a more modest and cautious pace with communication activities, due to concerns about 'overselling' the project early on.

To some extent, one can consider the feedback function of the secretariat as a valuable communication activity in itself at this stage. It engages with current and potential user groups in a more intimate way and allows them to provide input into the future development of the service. There are currently two formalised channels for users to provide feedback and input: i) each portal is required to provide submission forms for users to spontaneously provide comments or ask questions; and ii) some portals and the secretariat solicit feedback from users through dedicated stakeholder groups, dedicated meetings for users or via stakeholder surveys.[206]

Due to the modest number of spontaneous feedback and compliance difficulties with some portals, the secretariat made the decision to establish a dedicated user-survey and evaluation of all the thematic portals, to be completed by the end of 2014. The methodology for these evaluations has been elaborated in a discussion document produced by the secretariat. For each of the user evaluations, a selection of users representing different communities is chosen and asked to 'explore' the portal, then provide feedback on the service via an online questionnaire. Furthermore, additional information and clarification can be collected in follow-up phone interviews, using a semi-structured approach.[207]

The level and quality of outputs achieved by the secretariat in such a short period of time is highly commendable; however, DG MARE and the secretariat staff should be conscious of the danger of "mission creep". The future development of the secretariat should be decided formally on the basis of dialogue with DG MARE and project partners, in order to ensure that all viewpoints are taken into account and agreement on the role of the secretariat is reached.

## Efficiency

In so far as the contract was awarded in compliance with EU procurement rules, it can be considered that the consultancy awarded the contract put forward the most advantageous bid. Stakeholders interviewed at the Commission have also reported that the number and quality of outputs produced by the secretariat is considered excellent value for money.

In a general sense as well, the evaluators consider that the outputs for which the secretariat is responsible are most efficiently produced at the secretariat level rather than by each of the thematic assembly groups. It is also considered that the

[206] EMODnet Secretariat Annual Progress Report (September 2014)

[207] EMODnet Ad Hoc User Working Group Draft Terms of Reference (ToR)

secretariat might play an increased role in the future in providing a common set of IT, communication and project management services to the project consortia.

Furthermore, there may be efficiency gains to be had by reinforcing the coordination capacity of the secretariat in the future. For example, the secretariat can only make suggestions to the thematic assembly groups; the uptake of these suggestions is ultimately up to the consortia, whose contract is with the Commission. While the difficulties arising from this lack of authority are rather limited and anecdotal at the moment, there is some concern that this could become a major problem as the complexity of the project increases in the coming years. However, an increased coordination role may run the risk of undermining to some extent the organic approach to the project that has proven highly successful so far.

Finally, the creation of the Steering Committee (managed by the secretariat) raises the question of the role of the MODEG[208] expert group. The objectives of the expert group, as set out in the terms of reference elaborated by the Commission, are large and overlap to some extent with the activities of the Steering Committee and the secretariat itself. Furthermore, the 'independence' of the expert group will be increasingly difficult to ensure as increasing numbers of players are involved in the project. Stakeholders interviewed still see value for the group, but it may be advisable to reduce the scope (in terms of objectives) and frequency of meetings in order to avoid duplication.

### Relevance

It is considered by the Commission and stakeholders interviewed that a real need existed for a reinforced piloting of the project and that the secretariat has effectively filled this role.

### Conclusions

The secretariat is highly appreciated by stakeholders interviewed and considered as effective in its work. A stocktaking of the outputs produced by the secretariat also shows that it has met its obligations as enumerated by the tender specifications and, in some circumstances, has gone beyond what was expected of it. It is the evaluators' opinion that reinforcing some aspects of the secretariat's project management capabilities may result in significant efficiency gains, particularly as the project becomes increasingly complex in future phases.

[208] MODEG is a Commission expert group with the mission of providing the Commission with the scientific, technical and operational expertise it needs to ensure that the EMODnet project best meets the needs of its future users

## Case study 2 - European Atlas of the Seas (MARATLAS)

### Fact box

| | |
|---|---|
| **Title** | European Atlas of the Seas (MARATLAS) |
| **Duration** | 2011-2014 (multiple contracts and contractors) |
| **Amount** | 948 640 |
| **Geography** | European seas and oceans |
| **Type of project** | Internet portal |
| **Cluster** | Marine Knowledge |

### Description

Like the maritime policies themselves, the understanding and vision of maritime Europe is highly fragmented in the European public consciousness. Enhancing the visibility of maritime Europe has been one of the key goals of the IMP since its inception. The 2007 IMP Blue Book set out the ambitious objective of raising public awareness of the value of the maritime economy and heritage, and creating a sense of common purpose and identity among stakeholders.

In the Blue Book, the Commission set out a number of concrete steps towards those objectives. Besides the organization of an annual European Maritime Day with the objective of raising the visibility of maritime affairs and promoting links between maritime heritage organisations, museums and aquaria.[209], it also included the creation of a European Atlas of the Seas (MARATLAS) as an educational tool and a mean of highlighting Europe's common maritime heritage,

The Commission took action on both of the aforementioned steps presented in the Blue Book and these (MARATLAS and the European Maritime Day) have developed into well-recognised 'staples' of the Commission's communication strategy in the domain of maritime affairs. Conceptual work on MARATLAS was conducted in 2008-2009 through contracts with independent contractors funded by an initial facility created for preparatory actions following the IMP Blue Book. During this stage, the infrastructure and architecture were set up, initial data collection was carried out and the map services and text content of the portal were developed. This culminated in May 2010 with the public launch of the atlas prototype, together with a public consultation. In April 2011, Version 1 of the Atlas was released, offering about 70 thematic maps (50% more content than the prototype). Version 2 was unveiled in 2012 with better performance and interoperability. An enhanced Version 2.1, hosted by the European Environment Agency (EEA), was released in early 2013. As part of the tasks stipulated in the Administrative Agreement with the Joint Research Centre (JRC), which has assumed management and development of the portal for the 2013-2014 period, MARATLAS version 3.0 was developed and then released by the JRC in July

[209] 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 ('Blue Book'), COM(2007) 575

2014. An outline of future version 4, covering both content and functionalities, is under development.

A vision statement outlining the perspectives for future development under the next period of collaboration (an Administrative Agreement running through 2016 is currently being negotiated), was published in March 2014 following a joint meeting between DG MARE and the JRC. The document states that the portal shall aim to support policy-making both within and outside the Commission, in particular supporting initiatives such as the sea basins strategy, the MSP Directive and Marine Knowledge, amongst others. Notably, the portal will seek to integrate data collected or assembled through EU-funded finite-duration projects, data which are often lost once the project terminates. Finally, a user group set up by DG MARE will seek to consult and coordinate with other DGs.

Concretely, the most recent version of the portal (V3) allows non-expert visitors to easily geo-visualise various marine and maritime data. Pre-defined maps show information relating to maritime Europe (cultural and heritage sites), tourism, nature, passenger transport, offshore energy, meteorological phenomena and safety (marine accidents), amongst others. Users are also offered other more advanced functionalities, such as the option to build their own map, download data or images and trace the evolution of data over time.

### Effectiveness

MARATLAS concretely helps to promote integrated communication and a more all-encompassing vision of maritime Europe by integrating data from a wide variety of sources. User statistics communicated by the JRC show that a real demand, albeit relatively small, does exist for the services offered by this tool. However, the evaluators consider that the tool is not yet being leveraged to its full potential and that more effort should be made to promote it, in order to justify the resources invested. The aforementioned vision statement makes an important contribution towards this end.

The evaluators believe that MARATLAS represents a small, but tangible, example of the benefits of an integrated approach to maritime policy. By gathering data from several European institutions (DG MARE, DG ENV, EEA, DG MOVE, CFCA, EMSA, Eurostat, JRC etc.), it illustrates the added value of approaching maritime policy through a holistic approach, allowing non-expert users to visualise and juxtapose the various dimensions of maritime Europe.

The target audience was initially the general public, but it seems to be actually used mostly by maritime industry stakeholders, policy makers, researchers and post-graduate students.[210] Recognising this, there has been a conscious shift in the strategic targeting of the project, away from the general public and towards a more professional audience composed of practitioners holding either policy-oriented or

[210] Vittorio Barale, Michael Assouline, Jean Dusart & Julien Gaffuri (2014): The European Atlas of the Seas: Relating Natural and Socio-Economic Elements of Coastal and Marine Environments in the European Union, Marine Geodesy, DOI: 10.1080/01490419.2014.909373

managerial positions in both the public and private sector. As a result, the tool is being progressively tailored to better meet the needs of this more specific target population. For instance, new functionalities introduced include layer combination, data and map export tools and an Arctic projection. The objectives of the project have thus widened slightly from being a simple public communication tool to one that now provides a value-adding service to professionals.

User statistics communicated by the Commission attest to a relatively small but robust demand for the service, with some 70,000 unique visitors recorded in 2013. The most recent statistics from September 2014 show that the Atlas was visited on average by 225 persons per day in 2014 (average over the first six months), representing a robust growth over 2013 figures when extrapolated and a 13% increase compared with 2012 figures.[211] The evaluators have identified at least one book[212], an academic paper and a number of blogs and other websites that used MARATLAS outputs, and MARATLAS maps have been used as illustrative tools on the Commission's website (DG MARE, JRC).

Nonetheless, this number remains relatively small by internet standards. For example, specialised, privately-managed blogs (e.g. parenting, hobbies) can garner well over 200,000 unique visitors a year on average.[213] That said, it is important to stress that MARATLAS is becoming increasingly recognised. For instance, in a 2010 e-survey conducted as part an evaluation of DG MARE's external communication activities, MARATLAS ranked the lowest among DG MARE's principal websites (thematic websites on fisheries, maritime affairs, maritime forum…) in terms of the frequency of visits. Only 23% of respondents said they frequently (3%) or sometimes (20%) visited the MARATLAS site.[214] According to a website statistics report from September 2014, the Atlas is now the most visited page on the Maritime Affairs website, and the second most frequent entry page.[215]

The services of the portal itself may also need some attention. While overall, the tool performs its tasks and is relatively intuitive, non-expert assessment of the site conducted by evaluators[216] over a period of time and using multiple web browsers found that the site could be more user-friendly, and would improve with more detailed instructions on the different functionalities. The overall experience was also hampered by minor technical glitches (e.g. maps were slow to load or sometimes did not load correctly).

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[211] DG MARE - Monthly Analytics Report – Update September 2014

[212] Joseph F. DiMento, Alexis Jaclyn Hickman. "Environmental Governance of the Great Seas: Law and Effect"

[213] *Parenting Blogs Analytics Study*: slideshare.net/AnniePhdinparenting/parenting-blogs-analytics-study

[214] *Interim evaluation of DG MARE external communication activities*, Ernst & Young. December 2010

[215] DG MARE - Monthly Analytics Report – Update September 2014

[216] Website visited during the weeks of 31 October and 7 November 2014 using Internet Explorer, Safari and Google Chrome web browsers

## Efficiency

Much like EMODnet, the overall cost-effectiveness of the MARATLAS project is judged highly by evaluators. With a relatively limited investment, existing data from a wide range of sources are integrated and made easily available in an easy-to-use format for non-scientific audiences. Thus, a small investment in technical development and data assembly is considered by the evaluators to have the potential to produce substantial added value.

While the underlying tool is judged as strong and has actively delivered results during the period under evaluation, evaluators assess that it is not yet sufficiently leveraged at this time by the Commission to fully justify the investment made in up-keep and development. For instance, while visual outputs from MARATLAS have been used prominently as illustrative tools on the websites of the JRC and DG MARE, they have not been, to the knowledge of evaluators, extensively used on other Commission websites. For example, DG MOVE webpages on maritime safety, ports and shipping could be easily enhanced either by integrating the MARATLAS maps directly into the pages, if technically feasible, or by simply using static illustrations of relevant output. This would enhance DG MOVE webpages, provide free public exposure to the MARATLAS portal and promote public awareness of the IMP.

Beyond quick-win steps like this, more effort should be made to identify related target audiences and engage those audiences in a structured and systematic way. Interviews with MARATLAS stakeholders and documentary review point to the fact that there is an increasing awareness and understanding of the pertinent user groups and efforts are being made to better cater to their needs. The inter-DG user group recently set up and the objectives underlined in the vision statement represent a highly positive development that should allow the portal to further achieve its objectives.

## Coherence

The MARATLAS project's objectives and outputs are considered as highly coherent with other relevant policies and instruments. Stakeholders interviewed consider that it complements wider efforts to open up and integrate marine and maritime data by providing a central source for the non-scientific public.

## Relevance

The objectives and corresponding outputs of the MARATLAS project are considered relevant to the need identified as early as the IMP Blue Book for a communication tool for raising public awareness of the value of the maritime economy and heritage and creating a sense of common purpose and identity among stakeholders. Subsequent experience has also shown that demand exists among non-scientific professionals for a tool such as MARATLAS. The Commission has understood this need and recent developments of the portal reflect an effort to better cater to this community. As highlighted previously, evaluators consider that there is significant room to further leverage the project to engage with target audiences.

## Conclusions

MARATLAS has proved to be a successful tool that is appreciated by stakeholders interviewed. A review of the outputs shows that the tool is actively contributing to the achievement of results and suggests that it is also to some extent delivering on objectives. However, the portal has the potential to more effectively leverage its potential both as a communication tool and as a value-added service for non-scientific professionals, including by enhancing its promotion internally and externally. This need seems to be well-understood and active steps are being taken in this direction.

# Appendix I Case studies for cluster 2

## Case study 3 - CISE Impact Assessment

### Fact box

| | |
|---|---|
| **Title** | CISE Impact Assessment |
| **Duration** | 2012-2014 |
| **Amount** | 1,520,588 initial amount, 910,249 following de-commitments |
| **Geography** | No specific geography |
| **Type of project** | Study – impact assessment |
| **Cluster** | IMS |

### Description

A Danish consultancy was contracted by DG MARE to carry out an impact assessment study in order to provide input to the European Commission's own impact assessment of CISE. The study was implemented over the period 2012-2014.

The impact assessment was conducted during a period of high activity coordinated by DG MARE around the development of CISE, allowing the consultants to both benefit from the input of parallel activities and also contribute to on-going dialogue as the study advanced. For example, the consultants were able to benefit from the input of the Technical Advisory Group (TAG) and the Member States' Expert sub-Group (MSEsG) on the integration of maritime surveillance, and from close collaboration with the 'Cooperation Project' concerning the elaboration of estimates of the benefits of improved maritime surveillance.

The principal objectives of the study were to:

- Provide a baseline risk assessment, conduct a stock-taking of the current state of maritime surveillance and cooperation, and the current legal basis for that cooperation, and elaborate baseline assessments of economic, social and environmental risks;
- Present an overview of the policy context and definition of the problem;
- Elaborate a set of clear policy options, including measures, instruments and architecture visions;
- Conduct an analysis of the impacts of the policy options and rank those options based on the various quantified impacts.

### Effectiveness

In terms of objective indicators of effectiveness, evaluators must rely upon analysis of the outputs of the study, perceptions of stakeholders interviewed and textual

analysis of the communications and various other policy documents published by the Commission following the completion of the study. This provides and understanding, to what extent the outputs (findings and recommendations) were taken on board and used to advance the development of CISE and the objectives of the TFP. On this basis, the study can generally be described as effective in the sense that it provided useful and pertinent information on the potential costs and benefits and non-economic impacts, and began reflection on the policy options available for moving forward. It is considered to have had a real and direct impact on the advancement of CISE and thus the attainment of the objectives of the TPF.

The evaluators judge that the outputs of this study were in line with the objectives laid out in the tender specifications, and objective and of high quality. The principal outputs of the study included:

- A thorough assessment of the current situation in the EU maritime domain, including status and developments at national, regional and EU levels, maritime surveillance systems and information sharing and the state of play of various cross-border pilot projects, policies and initiatives;
- An overview and analysis of the various technical, legal and cultural limitations to information sharing, including a legal analysis which showed that it is feasible to develop and implement policy options that will create a functioning environment for CISE;
- On the basis of the abovementioned analysis, an elaboration of the possible policy options, including measures, instruments and architecture visions;
- A quantification of the various economic and non-economic impacts (e.g. costs and benefits) of the different policy options and a comparison of the options on the basis of those potential impacts.

The memory of stakeholders interviewed can quickly fade with the passing of time, making difficult the task of evaluating the effectiveness of a report. However, a few stakeholders interviewed were able to cite key findings of the study with little difficulty, particularly concerning the costs and benefits of CISE. When stakeholders interviewed were questioned about the extent to which the study was useful for advancing the development of CISE, it was considered that the study was highly useful to their personal work and, more generally, their understanding of the stakes surrounding CISE. One stakeholder interviewed mentioned that it was the first study they had seen in which the full extent of the potential benefits of CISE were objectively laid out in economic terms.

Analysis of policy documents (communications, staff working papers, presentation material…) published subsequently to the finalisation of the consultancy study can also provide some insight into the ultimate effectiveness of the study (i.e. the extent to which it provided useful and pertinent information to the Commission for its impact assessment and the future development of the CISE). Documentary review shows that the outputs of the study are reflected in the Commission's 2014

communication on CISE.[217] In particular, elements of the study's analysis of the definition of the problem, the assessment of the presentation and the assessment of different policy options can be gleaned. However, as the Impact Assessment is ultimately the responsibility of the Commission, the report is not explicitly cited. Commission stakeholders interviewed also confirmed that the study was useful in their Impact Assessment and for further developing legislative options.

It is also useful to look at the extent to which the consultancy report adhered to the Commission's minimum standards for impact assessments. The *Commission Guidelines on Impact Assessments* set out the Commission standards in this regard. Analysis of the report by the evaluators found that the consultancy report respected Commission standards in terms of: defining the scope, level of analysis and the problem, setting out the policy objectives, elaborating policy options, assessing the likely economic, social and environmental impacts and objectively comparing the different options.

## Efficiency

The efficiency of the study may be considered from a number of angles. On a project level, one can analyse the use of resources in order to make a judgement on the efficiency of the methodological approach adopted. From the perspective of the Commission as the mandating authority for the study, the efficiency of outsourcing part of the impact assessment work to an external consultancy might also be assessed.

The scope of the present evaluation does not allow for an in-depth assessment of the internal efficiency of the project. However, an analysis of the methodological approach allows evaluators to conclude that the approach adopted by this study is in line with common practices and presents no anomalies that might raise concern (e.g. excessive resources spent on collecting data from non-pertinent stakeholders).

Looking at the efficiency of the project from the perspective of the Commission, however, questions can be raised as to the efficiency of using external expertise to provide such a high level of input to the Impact Assessment. For example, many of the figures on the costs and benefits of CISE were made on the basis of external input (e.g. an external IT study and the Cooperation project[218]) and a number of Commission expert groups were actively providing input into the development of CISE at the time of the study. With much of the hard analysis already available and other sources of expertise at the disposal of the Commission, evaluators believe it may be reasonable to consider that all or more of the impact assessment could have been conducted in-house more efficiently.

[217] Better situational awareness by enhanced cooperation across maritime surveillance authorities: next steps within the Common Information Sharing Environment for the EU maritime domain COM(2014) 451 final

[218] http://www.coopp.eu/

## Relevance

The study is considered to be highly relevant to the development of the CISE policy. Within the EU, as with most public administrations, the impact assessment is an integral step in the legislative process. As stated in the *Commission Guidelines on Impact Assessments*, the exercise is '*a key tool to ensure that Commission initiatives and EU legislation are prepared on the basis of transparent, comprehensive and balanced evidence'*. The financing of the study through the IMP facility can thus be seen as a highly logical 'step' in the development of CISE and the attainment of the objectives for the IMS laid out in the TPF.

## Conclusions

The CISE impact assessment study provided key analytical inputs for the advancement of CISE and had a visible and direct impact on the development of the policy and ultimately the achievement of the objectives set out in the TPF. As a fundamental step in the decision-making process at the EU level, the decision to commission the study and finance it through the IMP facility is also considered as highly relevant. Overall, the study is considered efficient in terms of the methodology adopted. However, some concerns can be raised as to the ultimate efficiency of calling on external expertise for such a high level of contribution to the Commission impact assessment.

## Case study 4 - Evolution of SafeSeaNet

### Fact box

| | |
|---|---|
| **Title** | Evolution of SafeSeaNet |
| **Duration** | 2013-2014 |
| **Amount** | 700,000 |
| **Geography** | Portugal, Italy, Greece, Bulgaria, Malta, Romania and Norway (for the demonstrator) |
| **Type of project** | Study and demonstrator |
| **Cluster** | IMS |

### Description

SafeSeaNet (SSN) is a Commission initiative dating back to the 1990s that has developed progressively in steps in order to meet Member States' needs pertaining to vessel traffic monitoring. It was established in order to provide a European platform for maritime data exchange, linking together maritime authorities from across Europe. SafeSeaNet is a specialised system established to facilitate the exchange of information in an electronic format between Member States, and to provide the Commission and Member States with the relevant information in accordance with Union legislation.

It is composed of a network of national SafeSeaNet systems in Member States and a SafeSeaNet central system acting as a nodal point. Managed by the High Level Steering Group, comprising the EU/EEA Member States and the Commission, the platform enables European Union Member States, Norway and Iceland to provide and receive information on ships, ship movements and hazardous cargoes. It enables the receipt, storage, retrieval and exchange of information for the purpose of maritime safety, port and maritime security and marine environment protection and the efficiency of maritime traffic and maritime transport. The system uses, among other sources, Automatic Identification System (AIS) data and notification/ messages from ship-borne transmitters and land/satellite-based receivers (as required under international regulations) .

Today, the Union Maritime Information and Exchange System (so defined in Directive 2002/59/EC) or SSN 'ecosystem'(the overall EMSA-hosted information systems) brings together data from other EMSA maritime applications and external sources, such as CleanSeaNet, EU LRIT, THETIS (port state control) into an Integrated Maritime Data Environment (IMDatE) providing tailor-made integrated maritime services.

The SafeSeaNet study was included in action 3.1 of the Commission Implementing Decision concerning the adoption of the IMP work programme, and execution of the study was delegated to DG MOVE and in turn to EMSA, which managed the tendering process and selected a consortium through a call for tenders. The activity funded by the IMP is broken down into two sub-projects:

- Feasibility study to investigate the possibilities and restrictions of SSN as a platform which could be of benefit to other user communities, also in the context of a future CISE; and

- Evaluating and demonstrating a single window at national level and its interfaces, as required by the Reporting Formalities Directive 2010/65/EU, through a demonstrator project including the development of software and service components to simulate: a National Single Window (NSW); the distribution of data to national authorities and the exchange of relevant information via the central SSN system.[219] The demonstrator component was implemented in partnership with Italy, Greece, Bulgaria, Malta, Romania and Norway.

The study drew on the on-going work of the TAG, including the mapping of data sets and gap analysis conducted by the expert group as part of step two of the CISE Roadmap and the *CISE Architecture Visions* document[220]. The demonstrator component focused on the design and testing of a prototype system in support of the implementation of the Reporting Formalities Directive, more specifically the National Single Windows, the link to the national SSN and the central SSN system, which is an important element of the legislative framework for cross-sector and cross-border information sharing.

### Effectiveness

The outputs of the two sub-actions are the report findings and the demonstrator prototype system. It should be noted that the demonstrator project is currently being finalised, so the final findings have not yet been made available by EMSA. Overall, the intended outcomes were achieved, although a few stakeholders interviewed raised concerns about the ultimate results of the project in terms of its usefulness for the implementation of the CISE Roadmap.

The findings of the study confirmed that the SSN ecosystem has the appropriate technical capabilities to exchange data with other user communities supporting the development of the CISE (border control, customs marine environment…). Specifically, the consultants determined that the SSN ecosystem:

- Is established and operational;
- Supports and feeds information exchange between all maritime user communities through operational services; and
- Is largely aligned with the CISE, fulfilling 8 out of 9 CISE principles and fully or partially fulfilling 36 out of 41 CISE requirements, and already representing 72% of the data groups more likely to be shared by CISE.

[219] Directive of the European Parliament and the Council on reporting formalities for ships arriving in and/or departing from ports of the Member States and repealing Directive 2002/6/EC

[220] Draft CISE Architectures Vision Document (November 2012)

The report also includes a useful prioritisation of evolutions of the SSN ecosystem in order to address the shortcomings with respect to CISE principles and requirements.

The principal achievements of the demonstrator component of the action were the design and implementation of a prototype system in order to assess the flows of information between ship data providers and the National Single Window, national competent authorities and the SSN system. Multiple versions of the prototype have been designed and tested and development and refinement continues through 2014.

Considering how the outputs translate into results and the achievement of objectives, it is possible to trace out the logical causal links, although it is not yet possible to determine whether the study will lead to the desired results and the extent to which these results achieve the relevant objectives within the TFP.

The SSN study clearly demonstrates the extent to which SSN could serve as a beneficial information-sharing platform for various other end-users (e.g. user communities). It also provides a thorough assessment and evaluation of the potential of EMSA's systems to support the overall objectives of CISE, and maps out the evolutions necessary in order to bring SSN in line with CISE principles and requirements. Stakeholders interviewed have reported that the study provides a sort of case study for how existing systems may support CISE and the investment needed to bring these systems into compliance with CISE principles and requirements, where beneficial. The evaluators consider that this in itself represents a concrete and useful result that will have the effect of informing decisions as CISE is further developed. However, the ultimate effectiveness of the study will depend on the extent to which it influences the future evolution of SNN.

The SNW prototype demonstrator provides support for the technical implementation of the Reporting Formalities Directive, which is intended to provide a central information exchange platform at the national level for reporting and sharing of ship-related information between competent authorities and the Union maritime information and exchange system. It further enhances cross-sector and cross-border information-sharing and provides operational situational awareness across maritime surveillance authorities. The 2014 Commission communication on CISE identifies it as an information exchange initiative of '*particular interest'*.[221]The contribution of the demonstrator component can easily be linked with the objective of enhanced maritime surveillance.

Nonetheless, a few stakeholders interviewed related that they were unaware of the action being financed by the IMP facility and questioned in particular the usefulness of investing funds in the study, the results of which were considered by some as evident and thus not meriting in-depth investigation.

[221] Better situational awareness by enhanced cooperation across maritime surveillance authorities: next steps within the Common Information Sharing Environment for the EU maritime domain COM(2014) 451 final

## Efficiency

The efficiency of the study can be judged through a number of lenses. On a project level, it is possible to analyse the use of resources and formulate judgements on the efficiency of the methodological approach. From the perspective of the Commission as the mandating authority, the efficiency of delegating the execution of the action to EMSA and the subcontracting of the implementation to external consultants can also be considered.

Judging from both perspectives, the action can generally be said to be efficient. The decision to delegate the execution of the project to EMSA, which possesses technical knowledge and expertise on the SSN ecosystem, appears to evaluators to be a logical choice, as does the subcontracting of the actual implementation of the project. EMSA does not possess the full extent of resources and expertise to execute such a project in-house. Looking at the methodological approaches adopted by the two sub-actions, no major anomalies have been found by the evaluators.

## Coherence

The project is coherent with other relevant instruments and initiatives, such as the Reporting Formalities Framework. The 2014 Commission communication on CISE takes stock of the progress towards enhanced maritime surveillance, including the implementation of the Reporting Formalities Directive.

## Relevance

Both components of the project are considered to be relevant to the IMS objectives of the TFP. The SSN study is clearly relevant to CISE and, more generally, to the IMS, by providing a type of case study as to how existing information-sharing systems could be developed in the future in line with the CISE concept and the level of investment required. Contrary to other actions financed within the framework of the IMS cluster, which have focused primarily on developing the CISE concept, the demonstrator project provided more concrete support to the implementation of IMS objectives by promoting cross-border and cross-sector sharing and thereby providing heightened operational situational awareness amongst maritime surveillance authorities.

## Conclusions

This action is considered by evaluators and stakeholders interviewed as having been effective in contributing to the objectives of the IMS cluster and the general objectives of the TFP. The study provided a useful assessment of the extent to which one of the EU's foremost information-sharing platforms in the maritime domain already fulfils the principles and requirements of CISE, while the demonstrator action provided concrete support to the implementation of the Reporting Framework Directive. The action can also generally be said to have been implemented in an efficient manner.

# Appendix J Case studies for cluster 3

## Case study 5: Technical and administrative support for the joint implementation of the Marine Strategy Framework Directive (MSFD) in Bulgaria and Romania

### Fact box

| | |
|---|---|
| **Title** | **Technical and administrative support for the joint implementation of the Marine Strategy Framework Directive (MSFD) in Bulgaria and Romania** |
| **Duration** | 29/10/2013-29/01/2015 |
| **Amount** | EUR 382,250 |
| **Geography** | Bulgaria and Romania |
| **Type of project** | Technical and administrative support |
| **Cluster** | Environment |

### Description

The Common Implementation Strategy for the MSFD requires each Member State to develop a strategy for its marine waters in coherence with the MSFD. The project aims to assist Bulgaria and Romania in implementing the MSFD in the Black Sea.

The analysis of the first results of the MSFD reporting procedure[222] in 2013, identified gaps in information and technical expertise, targets that were imprecise and difficult to quantify, and reports which made comparisons between the two Member States difficult.[223]. Given the status of Bulgaria and Romania as new Member States, as well as the specific economic and political characteristics of the Black Sea basin, the Commission deemed it appropriate to provide technical and scientific expertise to Bulgaria and Romania to fulfil their MSFD obligations. The assistance focused on improved information exchange concerning ongoing and completed projects, assistance concerning the provisions of Articles 8 (assessment), 9 (Good Environmental Status - GES) and 10 (environmental targets), as well as the preparation of monitoring programmes (planned for 2014).

The specific objectives of the project were to provide technical and administrative support for:

› Building the information basis for a more coherent and comparable joint implementation of the MSFD in Bulgaria and Romania,

[222] Report from the Commission to the Council and the European Parliament The first phase of implementation of the Marine Strategy Framework Directive (2008/56/EC) The European Commission's assessment and guidance, COM(2014) 097

[223] Project Terms of Reference and also evidenced in the 2014 Black Sea Regional report http://ec.europa.eu/environment/marine/eu-coast-and-marine-policy/implementation/reports_en.htm

- Capacity-building activities in the region with a view to strengthening the administrative and technical capabilities in Bulgaria and Romania for joint MSFD implementation, and

- Promoting coordination activities within the Black Sea marine region and with other marine regions.

The project was initiated in October 2013 and is in its closing stages, with a completion date of January 2015.

## Effectiveness

This project is part of the environment cluster and falls under the "protection of the marine environment and coastal resources actions" defined in the TFP[224]. The "Coordination between the different marine regions implementing the ecosystem approaches" aims at supporting a coherent and coordinated approach in the implementation of the MSFD and is in line with Articles 2c and 3.3 of the TFP.

The project is close to completion (draft final report pending). The intermediate results of the project (interim report) indicate that the project is on track in delivering its objectives. This was confirmed by the stakeholders interviewed for this case study.

According to the project documents reviewed, the project outputs were:

- a detailed analysis of the MSFD, in relation to Articles 8,9 and 10, and the development of monitoring fact sheets for each GES descriptor, the identification of technical and scientific needs for 2015-2020, as well as the development and maintenance of a knowledge repository and common tools (an exchange platform and a web-page).

- with regard to capacity building, organisation of a number of events with the participation of experts from other Member States and the RSC.

- elaboration of a discussion document, leading to a concrete work plan for 2014-2016 (submitted to Romania, Bulgaria and the Black Sea Commission at a meeting held in November 2014)

Commission officials interviewed believe that these objectives would not have been attained by either Member State acting alone, or through another EU-funded programme (such as LIFE), as the TFP allowed the Commission the flexibility to design and adapt the project to the specific needs of each Member State.

Project documentation shows that by design, the project supports action 2.3.1 on coordination focusing on the Black Sea. From the project documentation, it can be seen that both Member States have agreed on coordinated monitoring of most MSFD descriptors. More importantly, the project contributes directly to cluster

[224] Commission Implementing Decision of 12.3.2012 concerning the adoption of the Integrated Maritime Policy work programme for 2011 and 2012 C(2012)1447)

objective d) (promote protection of marine environment through support of MSFD) as it addresses targeted deficiencies in MSFD implementation, identified through Article 12 reporting. The project also delivers on horizontal objective d) (sea basins) as it focuses on a particular sea basin and its particularities (while at the same time being open to lessons from other sea basins) and e) (external cooperation) through the steps to improve coordination with the Black Sea Commission.

## Efficiency

According to project documentation, at the time this report was written three out of thirteen project tasks were completed. Eight tasks were partially completed and two tasks were in progress. Most of the work in developing the monitoring factsheets, and the identification of technical and scientific support needs for 2015-2020 and beyond, had been completed with only the finalized documents pending. The majority of the capacity-building activities (identification of experts, organisation and undertaking of events) was also completed, with final reporting pending. The remaining two tasks, the development of a webpage and the involvement of experts from other RSCs, were underway.

Based on information from the interim report, and confirmed by some interviewed stakeholders relating to the case study, the project generated additional work, in the form of additional meetings, to what was foreseen in the TOR (through clustering of events), however with no additional costs.

The amount to be paid is below the maximum funding allocated to this project by 5%.The overall project costs are in line with projects of similar duration (15 months) and content (technical assistance and capacity-building).

## Coherence

The project took into account information and results from the Black Sea Commission project Baltic2Black[225], as well as similar work of OSPAR and HELCOM. This was identified in the available project documentation.

According to project documentation, the discussion document, prepared by the project according to its terms of reference, is to be discussed with the Black Sea Commission and Black Sea countries, as a way of improving coordination between the RSC and the Member States concerned. The evaluators could not confirm if this has taken place. The project also links with the EMBLAS project, which aims at improving environmental monitoring in the Black Sea by strengthening the capacities of Georgia and the Russian Federation, in line with EU water-related legislation[226].

## Relevance

The fact that both beneficiary countries have participated in the formulation of project requirements (ToR) has contributed (according to some of the stakeholders

[225] http://www.blacksea-commission.org/_projects_Baltic2Black.asp

[226] http://emblasproject.org/

interviewed for the case study) to its acceptance in these two countries and facilitated its implementation through increased cooperation.

Commission officials interviewed reported that the anticipated success of the project has led to the preparation of a follow-up project (currently being tendered under the EMFF) for technical and administrative support for preparation of coordinated programmes of measures under the MSFD in 2015 by Bulgaria and Romania.

### Conclusion and lessons learnt

The project responded to an identified need (assistance to two Member States) following the initial review of the MSFD reports. According to the stakeholders interviewed, the project is highly likely to deliver on all its objectives, within the required timeframe, and within the specified budget, while follow-up actions are already planned. They further considered that the final outcome would not have been attained under a different programme (such as LIFE).

According to the assessment of the evaluators, and in view of the first results of the MSFD reporting procedure, had the Commission not taken action it would most likely be confronted with a situation whereby implementation of the MSFD was less than expected. As such, the evaluators consider it as a best practice and an approach to be used by the Commission in similar cases in the future.

## Case study 6 – Marine Litter Study to support the establishment of an initial quantitative headline reduction target

### Fact box

| | |
|---|---|
| **Title** | **Marine Litter Study to support the establishment of an initial quantitative headline reduction target** |
| **Duration** | 29/10/2013-29/08/2014 |
| **Amount** | EUR 194,390 |
| **Geography** | All sea basins |
| **Type of project** | Study |
| **Cluster** | Environment |

### Description

With an initial budgetary allocation of EUR 1.25 million, the action 2.3.2 on "marine litter and other emerging pressures on the marine environment" planned a number of specific contracts to identify emerging pressures on the marine environment as well as their scale, importance and impact. Research institutions and industries, NGOs as well as Member State authorities were listed as beneficiaries of the projects in the 2011-2012 Action Plan[227].

The specific project examined in this case study is among the six projects funded under this action. The main scope is to support the development of an EU headline marine litter reduction target that can be used for benchmarking progress towards good environmental status for marine litter. In particular, the objective of the study is to a) prepare a proposal for an initial quantitative headline reduction target for marine litter; and b) conduct an analysis of the potential impacts on marine litter reduction of the full and effective implementation of waste policy. According to the project's terms of reference, the project did not include an analysis of the potential for using other EU policies (water, port, fisheries, cosmetics, eco-design) due to time limitations[228].

### Effectiveness

Based on the documentation reviewed, the project attained its first objective. In that, it gathered and analysed relevant information on marine litter (including information on the baselines developed by the Member States in line with Articles 8 and 12 of the MSFD and the impacts of waste and waste policies on marine litter), developed a headline reduction target for marine litter and assessed possible policy impacts. This outcome was used as technical input to the impact assessment that led to the 2014 Communication on waste[229] as it assisted in

[227] Commission Implementing Decision of 12.3.2012 concerning the adoption of the Integrated Maritime Policy work programme for 2011 and 2012, C(2012)1447

[228] Information from the project Terms of Reference. A specific project to examine this potential was planned for 2014, however not under the TFP.

[229] Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Towards a circular economy: A zero waste programme for Europe COM(2014) 398

defining a waste proposal that takes marine litter into account. The project also assessed the potential of proper or improved implementation of other EU legislation and policies, thus completing the second objective. As such, the evaluators consider the project to have covered both objectives. This is also confirmed by the Commission officials interviewed for this case study.

By design, the project is contributing to action 2.3.2 on marine litter and other emerging pressures on the marine environment. The project has also contributed to the cluster objective c (promote protection of marine environment through support of MSFD), as it addresses one of the 11 descriptors of GES defined by the MSFD. In particular, according to project documentation, it has provided a quantifiable link of the impact of waste on marine litter. The methodology developed and the headline reduction target can assist the Member States in their definition of GES (Article 9) and the establishment of environmental targets for marine litter (according to Article 10).

According to Commission officials interviewed, the study will facilitate coordination between sea basins, while at the same time it has shown that not all data are available in all sea basins, and consequently the approach must differ across sea basins.

Dissemination of the study is done mainly through the Commission's web site and the Maritime Forum (project A2), and the results have been presented, according to Commission officials interviewed, in RSC meetings (Atlantic and Baltic Sea) and in the Project Coordination Group (PCG – mid September 2014, with marine litter as thematic focus).

### Efficiency

The project has been completed and has fulfilled the requirements of the ToR. Commission officials interviewed reported that they were satisfied with the results of the study and its technical and scientific level. The study led to a policy initiative (providing input to the aforementioned impact assessment and Communication on Waste) and will assist the Member States in implementing the MSFD. At the same time, Commission officials interviewed considered that due to its technical nature and given the short period since publication, specific reactions may come later, in particular from the Member States.

The cost of the study is similar to that of the other studies undertaken in this cluster, which is also confirmed by the Commission officials interviewed. They further stated that due to the technical nature of the study, the Commission did not have the expertise to undertake such a task internally.

Overall, the evaluators assess that the study has been carried out in an efficient manner. The fact that it is being used to support two policy areas (IMP and Waste) plays an important role in this judgement.

### Coherence

In addition to IMP (through the MSFD), as mentioned above, the study has been used to directly support waste policy. Furthermore, based on project

documentation, the projects is found to link indirectly with other environment policy areas, including (non-definitively) Packaging and Packaging Waste Directive 94/62/EC, REACH Regulation 1907/2006, Port Reception Facilities 200/59/EC, WFD, MSFD, Green Procurement and Eco-labelling Regulation 66/2010, Ship Source Pollution Directive 2005/35/EC, MSP Directive.

### Relevance

According to project documentation, the project established a baseline for the reduction of marine litter, in the process adding to the level of knowledge regarding this topic. As explained above, the study provides also a link between two policies (IMP and waste). While individual Member States might have proceeded with establishing their own baselines, the evaluators are not certain that a comprehensive and coordinated outcome would have been attained by a different approach.

The study was used to support the impact assessment, which led to the Communication[230] and legislative proposals on waste. As reported by Commission officials interviewed, a follow-up study has been launched under the EMFF, targeted at sea-based sources, with emphasis on port reception facilities, litter from fishing and aquaculture and options for reducing micro-plastics in the marine environment from cosmetics.

### Value added

While individual Member States might have undertaken measures to improve their situation, a coherent and coordinated approach (at least as far as marine litter is concerned) might not be developed by 2020, in particular when considering the low coherence levels reported in the first MSFD reports[231]. The evaluators therefore assess that the project adds value in that it provides the Member States with a methodology and targets that, to the extent they are implemented, will lead to a coordinated approach throughout the EU.

### Conclusion and lessons learnt

The project links two policy areas and in attaining its objectives, it is delivering results for both. On the one hand, as part of a range of studies dealing with environmental pressures, it supports the Member States in their implementation of the MSFD. On the other hand, it has quantified the impact of waste on marine litter and influenced the development of waste policy. Commission officials interviewed consider this project to have attained its goals in an efficient way, and they have planned a follow-up action. However, it is the view of the evaluators that the true effect of the study as far as the IMP is concerned will first become visible in the future when the Member States refine their implementation of the MSFD. In

[230] Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Towards a circular economy: A zero waste programme for Europe COM(2014) 398

[231] Report from the Commission to the Council and the European Parliament The first phase of implementation of the Marine Strategy Framework Directive (2008/56/EC) The European Commission's assessment and guidance, COM(2014) 097

conclusion, this project is considered by the evaluators as a good example of multi-sectorial actions. It should therefore be further explored as a best practice.

# Appendix K Case studies for cluster 4

## Case study 7 - Study on Blue Growth, Maritime Policy and the EU Strategy for the Baltic Sea Region (EUSBSR)

### Fact box

| | |
|---|---|
| **Title** | Study on Blue Growth, Maritime Policy and the EU Strategy for the Baltic Sea Region (EUSBSR) |
| **Duration** | Early 2013-December 2013 |
| **Amount** | EUR 317,610 |
| **Geography** | Baltic Sea Region |
| **Type of project** | Study |
| **Cluster** | Blue Growth and sea basins |

### Description

This project, the *"*Study on Blue Growth, Maritime Policy and the EU Strategy for the Baltic Sea Region (EUSBSR)*"*, was financed under the action *"expert support for the development of maritime governance and cooperation at sea basin level, including ensuring the success of sea basin Strategies"*[232].

The study was part of an overall assessment of the 'state of play' regarding Blue Growth in the various sea basins, using the same overall approach and methodology.

The study aimed at:

- identifying the potential for Blue Growth in the Baltic Member States and providing recommendations for its development
- assessing the contribution and the effectiveness of maritime actions formulated in the EUSBSR towards implementing the EU Integrated Maritime Policy in the region.

### Effectiveness

This was one of four studies in which DG MARE took stock of the situation concerning Blue Growth in various European sea basins (see Table 4-10) Commission officials interviewed for this case study stated that DG MARE was able to gain a picture of Blue Growth in the EU as a whole by combining information from these four studies.

In the final report, the study concludes that a comprehensive approach across sea basins is not required. Nevertheless, the sea basin studies provide lessons and best practices that can be extracted and applied from one sea basin to another.

[232] Commission Implementing Decision of 12.3.2012 concerning the adoption of the Integrated Maritime Policy work programme for 2011 and 2012 C(2012)1447

The study finds that a coordinated approach will benefit the blue economy, noting, "*For some Blue Growth areas, the creation and active involvement of relevant stakeholders in these BSR wide steering committees is an important achievement in itself as a pre-condition for creating the path towards Blue Growth*."

The study analysed the potential for Blue Growth in the Baltic Sea region. The information was gathered at country level, but it was also aggregated at regional level and analysed by type of maritime economic activity[233] (MEA). The study examined drivers, barriers, synergies and potential sources of funding. Furthermore, the study examined the impact of the EUSBSR and IMP support functions. Finally, the study looked into the EUSBSR governing structure.

Review of project documentation shows that the study provides information and findings for the development of sea basin strategies and recommendations for deeper integration of Blue Growth. According to Commission officials interviewed, this information and data supports DG MARE's policy and programming work on the IMP in general, and the sea basins and Blue Growth under the EMFF in particular.

The study considered the impact of IMP MEAs in the Baltic Sea basin and more specifically, it found that:

- traditional sectors like short-sea shipping, fishing and tourism remain important players in terms of maritime economic activity.
- tourism is the largest economic sector across all countries. Tourism is also an upcoming sector in the fields of yachting and marinas, and cruise tourism.
- offshore wind is an established, large and growing sector in all western Baltic countries.
- blue biotechnology offers a new opportunity; however, it is still in the R&D phase. Further development is needed before its full potential under Blue Growth can be realised.

According to Commission officials interviewed, the study did deliver conclusions and recommendations on the potential of Blue Growth in the Baltic Sea region and improvements to the EUSBSR in line with expectations.

The evaluators assess that the study contributed to the IMP and more specifically to the general objective f) Blue Growth (and in particular operational objectives i) and ii)) as well as general objective d) sea basins (particularly with operational objective i).

[233] A definition of the 29 MEAs can be found on the website https://webgate.ec.europa.eu/maritimeforum/node/3550

More specifically, the study provided input to the 2014 Commission SWD on the Blue Growth Agenda for the Baltic Sea Region[234], and as such it contributed to the development of EU policy. The study was disseminated through the Maritime Forum (project A2) as well as the website of DG MARE. The study was also announced at the 2013 Blue Growth Conference (project A10)[235]. In so doing, according to Commission officials interviewed, it is expected to increase Member States' and stakeholders' understanding of, and commitment to support, Blue Growth (under IMP).

As explained in the 2014 Commission SWD, the Commission is facilitating the implementation of the Blue Growth strategies. Consequently, the evaluators assess that the final impact on the cluster objective will be based on the level of uptake and motivation of the Member States.

### Efficiency

The study was tendered through a framework contract. As such, the evaluators consider that the competitive procurement process pursued by the Commission ensures the best quality/price ratio. In the experience of the evaluators, the level of cost of the study is in line with similar studies tendered by the Commission. The cost of the study is in line with projects of similar scope and duration (for example project D4 on the Atlantic plan). Commission officials interviewed did not voice any concerns about the quality of the deliverable.

### Coherence

Review of the final report shows that the MEAs assessed in this study were cross sectorial and took into account economic sectors covered by EU policy areas other than those falling within the purview of DG MARE. The evaluators assess that the coherence with other EU policies is most prominent in the sectors of transport (shipping), enterprise and industry (tourism and shipbuilding) energy (offshore wind farms), research ( Blue Growth) and environment (monitoring and EUSBSR), as these are directly addressed by the study.

### Relevance

The study informs DG MARE on the state of play of Blue Growth in the sea basins and provides recommendations for future activities. Under the EMFF, Blue Growth is retained as a general objective. Consequently, the evaluators find that the focus of this study continues to be relevant for the programming period 2014-2020.

### Conclusions and lessons learnt

The sea basin study delivered conclusions and recommendations on the potential of Blue Growth in the Baltic Sea and improvements to the EUSBSR in line with the expectations set out in the ToR. The study contributed to the IMP and more specifically to the general objective f) (Blue Growth), in particular as it provided

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[234] Commission Staff Working Document A Sustainable Blue Growth Agenda for the Baltic Sea Region, SWD(2014) 167

[235] www.balticseaconference.eu/download

input to a Commission SWD outlining the future agenda for Blue Growth in the Baltic Sea.

The study identified the state of the art of Blue Growth activities in the Baltic Sea and possible development areas, taking into account the specificities of the region. Based on the project documentation and the Blue Growth studies in other sea basins, DG MARE now has an overview of the differences and similarities across sea basins. The evaluators consider that the outcome of the study can be used by the Commission for updating and formulating its Blue Growth policy and thus constitutes a building block, together with the other studies, to the IMP (and the EMFF).

In terms of efficiency, stakeholders interviewed made no mention of the quality and value for money of the project, and the costs of the study appear to be in the same range as the other Blue Growth studies.

## Case study 8 - Support activities for the development of maritime clusters in the Mediterranean and Black Sea areas

### Fact box

| | |
|---|---|
| **Title** | Support activities for the development of maritime clusters in the Mediterranean and Black Sea areas |
| **Duration** | 15/10/13-16/07/14 |
| **Amount** | EUR 349,782 |
| **Geography** | Mediterranean and Black Sea |
| **Type of project** | Study |
| **Cluster** | Blue Growth and sea basins |

### Description

The project was one of the eight contracts funded under the action *"Identifying and supporting Blue Growth projects in emerging sectors"*[236]. It is one of three studies with a sea basin focus, while the other five studies focus on emerging sectors.

The objective of the study was to map the maritime clusters of the Black Sea and the Mediterranean and to assess how maritime clusters can contribute to economic growth. More specifically, the study aimed at:

- providing insights into the state of the art of existing clusters
- bringing together local stakeholders to discuss clusters
- developing a good understanding of the strengths and weaknesses
- identifying possible existing international cluster cooperation
- assessing the possible implementation of maritime clusters
- developing the foundation for future activities and policy initiatives.

Stakeholders interviewed for this case study explained that it was a result of the deliberations during the FEMIP conference (project F11) following a gap assessment and consultation with relevant DGs of the Commission.

### Effectiveness

According to project documentation, the study analysed the current status and potential development of maritime clusters in the Mediterranean and Black Sea areas by looking at developments in the two sea basins and examining their sizes, sectorial characteristics and lifecycles. In so doing, the study established the state of play for maritime clusters in line with its objective.

[236] Commission Implementing Decision of 12.3.2012 concerning the adoption of the Integrated Maritime Policy work programme for 2011 and 2012 C(2012)1447)

The study provided a list of existing marine clusters in the two sea basins (117) and chose five case studies for further analysis. Through the in-depth examination of the case studies, the report extracts lessons on the benefits, potential and challenges of the maritime clusters. Building on this information, the report concluded with a series of recommendations for policy makers at all levels (EU, national, regional and local levels) on how to support maritime clusters.

A two-day international workshop[237] was used to promote discussion of policy lessons learnt, which fed into the work. Local stakeholders discussed cluster issues during six focus group meetings, as well as at the sector level through the focus groups and the international workshop. One stakeholder interviewed explained that these discussions provided valuable input to the study.

The outcome of the project included a road map of seven actions for policy makers aiming at supporting the maritime clusters.

In addition to the workshop, the study outcome was presented in a leaflet[238].

According to Commission officials interviewed, the output of the study:

- fed into DG MARE's work programme for 2015 and a specific call for proposals on maritime clusters
- is being included in MARATLAS.

At national level, some stakeholders interviewed considered that it is too early to detect any effects. It is, however, expected that the study will assist Member States that have not yet developed their own marine cluster strategy. Even though the policy recommendations were designed for the two specific regions, they can be adapted for other sea basins, taking into account their individual characteristics, needs and level of development. In this respect, the evaluators find that the wider impact of the project depends on how Member States implement recommendations.

## Efficiency

The study was tendered through a framework contract. As such, the evaluators consider that the competitive process pursued by the Commission ensures the best quality/price ratio, in particular considering the project duration, the number of workshops/focus groups held and stakeholders and experts consulted. Stakeholders interviewed voiced no concerns about the quality of the report. In the experience of the evaluators, the level of cost of the study is in line with similar studies tendered by the Commission.

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[237] International Workshop Support activities for the development of maritime clusters in the Mediterranean and Black Sea areas 16/17 June 2014, Agenda, http://www.event-rsvp.co.za/InternationalWorkshopMaritimeClusters2014/Downloads/Agenda2.pdf

[238] Available in hardcopy

## Coherence

By definition, the maritime clusters include a range of maritime economic activities (MEAs) that span a range of EU policies. The study looked into 23 such MEAs, which link to other EU policy areas, including transport policy (e.g. short and deep sea shipping), environment (e.g. environmental monitoring, carbon capture and storage), fishing (aquaculture and catching fish for human consumption), industry (e.g. shipbuilding), energy (e.g. offshore wind, oil and gas). Relevant DGs of the Commission were invited to participate in the Steering Group of the project.

Some stakeholders interviewed explained that, in terms of the external dimension, both DG DEVCO and DG Enlargement were involved in the steering group.

Based on project documentation, the study also complemented the work of the European Cluster Observatory run by DG Enterprise and Industry. It was recommended that the maritime clusters be integrated into the mapping activities of the Cluster Observatory. In addition, the study suggested that further work be done on identifying the best ways to support emerging maritime clusters through the existing EU funds (e.g. Structural Funds, Horizon 2020).

## Relevance

Based on the interviews and documents reviewed, the evaluators assess that the study remains relevant for the EMFF and contributes to the objectives on Blue Growth and governance; however, it is not evident that the timing of the study will allow it to feed into the EMFF process. The Commission officials interviewed considered that increased coordination between DGs could help improve the projects/actions as well as the final outputs/recommendations. This is a lesson that could be considered for the next phase.

## Conclusion and lessons learnt

As part of a range of projects focused on identifying and supporting Blue Growth actions, this project provides an overview of the existing situation and policy recommendations targeted to two sea basins.

The study takes into account other relevant EU policy areas, particularly within the IMP. The study delivered results in accordance with its ToR and contributed to four (a, d, e, f) of the six TFP objectives.

The study had only just been completed at the time of this report (limited time to show effect). However, there is evidence of a follow-up action in the 2015 work programme.

The study remains relevant to the EMFF and contributes to the objectives on Blue Growth and governance.

# Appendix L Case studies for cluster 5

## Case study 9 – Trans-boundary Planning in the European Atlantic

### Fact box

| | |
|---|---|
| **Title** | Trans-boundary Planning in the European Atlantic |
| **Duration** | 2013-2014 |
| **Amount** | 1,000,000 |
| **Geography** | European Atlantic |
| **Type of project** | Planning, studies, stakeholder involvement |
| **Cluster** | MSP |

### Description

Trans-boundary Planning in the European Atlantic (TPEA) is a co-funded project aiming to demonstrate approaches to cross-border maritime spatial planning (MSP) in the European Atlantic region. Focusing on a southern (Portugal/Spain) and northern (Ireland/Northern Ireland) planning context, TPEA has developed recommendations for cross-border MSP, showing the greater potential for cross-border MSP, and exploring the relationship between MSP and ICZM. The consortium was composed of ten partners from the UK, Portugal, Spain and Ireland (Lead partner: University of Liverpool (UL)), and nine expert advisors representing the Atlantic region, the UK, Ireland, France, Portugal and Spain. The objective of the projects were:

- To develop recommendations for a cross-border MSP process for application within the project region's sea areas that are characterized by multiple demands and potentials
- To demonstrate the wider potential for cross-border MSP
- To investigate the relationship between MSP and ICZM and recommend means for their closer integration.

### Analysis

Effectiveness

The objective of the call for proposal was to develop a common model for a cross-border, ecosystem-based approach towards maritime spatial planning in the North Sea/north-east Atlantic.

All planned outputs and results of the project have been achieved. Activities focused on key stages of the MSP planning cycle, comprising pre-planning activities (such as delineating the trans-boundary planning areas, agreeing on a common approach, setting strategic and specific planning objectives), as well as analysis (data collection, policy analysis, assessment of pressures and opportunities) and the development of planning documents. Stakeholders

underlined the usefulness of the guidelines and the best practice document, which will be of value during the implementation of the MSP Directive.

- A Pilot Areas Report: activities in the pilot areas, existing governance frameworks, maps and planning options
- An Evaluation Report, - an indicative framework for evaluating trans-boundary MSP processes
- Fact sheets on stakeholder involvement and GIS during the project
- A full set of Stakeholder Workshop Reports
- A Good Practice Guide (experience gained)

Efficiency

Even though the project has not come to its final close, all deliverables have been submitted and are available on the project webpage. Stakeholders interviewed have expressed satisfaction with the quality of the products delivered. They are being made available in high-quality format and will be distributed to a wide audience of marine practitioners, including stakeholders, following completion of the project.

Some stakeholders found that the project was costly in comparison with the preparatory actions (Plan Bothnia and MASPNOSE – see Volume II), the EU funding being EUR 1 million in comparison with around EUR 450,000 for the preparatory actions. However, stakeholders interviewed pointed out that the European Atlantic project could not build on already established cooperation structures and therefore needed more support. Stakeholders also emphasised that they could have used more time. 18 months are too short for a project where cooperation between partners has to be established from scratch.

Coherence

The project clearly builds on the experience from the preparatory actions and efforts have been made to secure the transfer of experience to the TPEA from MASPNOSE and Plan Bothnia by convening the project implementers in Bremen and in Göteborg.

Links to other policy areas are made through partners and stakeholders. No direct contact was made between the project and the Atlantic Strategy, but individual partners of TPEA were very involved in the Atlantic Strategy. There are strong links to other MSP planning projects such as MASPNOSE and Plan Bothnia; especially during the European Maritime Day in Bremen in 2014 where the workshop on MSP, which included the other MSP projects, provided an opportunity for useful exchanges with the MSP community.

The linkages to other IMP areas such as EMODnet were limited, although stakeholders emphasised this as being very important for any further MSP work.

Relevance

The project was relevant in relation to the objectives of the IMP facility. The question is whether it responded to an unsatisfied need. It is likely that similar action would not have taken place without the project – so the EU added value is

high. However, it is important to understand that the replicability of this kind of project is limited outside EU funding contexts. Member States and regions are unlikely to initiate processes of a similar size and scope.

EU added value

Concerning the quality of the outputs, interviews and documents reviewed suggest that the quality was very high. There is a comprehensive website where the public, stakeholders and decision-makers can learn from the project or use the very detailed map services. All interviewees expressed great satisfaction with the value and outcomes of the project in relation to the resources used.

Some interviewed stakeholders were of the opinion that the amount of funding is very generous and that the project is not replicable. Although the project in itself may provide good value for money by demonstrating the possible process in MSP, it is unlikely that it will be undertaken by Member States or regional/local governments. This was, however, not the opinion of all stakeholders interviewed, and some stakeholders viewed the outputs delivered as very valuable to their future MSP process and therefore as good value for money.

## Conclusions and lessons learnt

Every cross-border MSP has a different context even within the same sea basin. Different traditions, structures and cultures will influence the process – it is therefore difficult to make general recommendations for MSP processes. It was also noted during interviews that different partners benefit in different ways from the projects. For some stakeholders, the processes were of particular importance, by introducing new ways of involving stakeholders. For others, the guidelines were the key result that they assess will be used in the future. It was emphasised that governance frameworks and understanding of the differences between Member States were more important than issues pertaining to data gathering.

The TPEA project also demonstrated the importance of full Member State involvement in the MSP projects. As the Member States have to implement the Directive, this is where capacity has to be developed. Stakeholders interviewed emphasised that the breadth of the partnership, which consisted of authorities, academia, NGOs and industry, added real value to the project. Added experience puts the processes into a real perspective.

## Case study 10 – Stakeholder workshop on offshore/marine energy and maritime spatial planning

Fact box

| | |
|---|---|
| **Title** | Stakeholder workshop on offshore/marine energy and maritime spatial planning |
| **Duration** | 1 day |
| **Amount** | EUR 65,749.26 |
| **Geography** | Malahide, Dublin, Ireland |
| **Type of project** | Workshop |
| **Cluster** | MSP |

### Description

The stakeholder workshop on offshore/marine energy and maritime spatial planning took place in Malahide, Ireland and was organised by DG MARE. There were 80 participants at the workshop, including the speakers. The participants were mainly technical experts from the offshore wind energy and marine renewable energy industry. NGOs and MSP experts were also present.

The objective of the workshop was to take stock of the current MSP situation and explore the benefits of spatial planning for the energy sector throughout Europe. This was accomplished through exchange of views and experience among representatives of maritime industries and NGOs. Of particular interest was the coexistence of maritime economic activities with regard to increasing the use of marine space.

A number of tasks supported this objective, including setting up an event webpage and registration module, invitation and registration processes, preparation and printing of conference material, holding dinners and hosting participants and speakers, taking minutes of meetings and managing the workshop and follow-up after the event.

### Analysis

Effectiveness

Overall, the planned outputs and results of the project were achieved. However, fewer people participated in the workshop than initially planned.

The objective of the workshop was to discuss the current situation of MSP and explore possible benefits to the energy sector of spatial planning in Europe. The speakers all provided relevant inputs to the workshop's objective.

80 representatives from industry, the regions, environmental NGOs and national authorities attended the workshop on energy. They represented various stakeholder groups within energy, fisheries, environment, governments or spatial planning.

It was anticipated that 150 participants and 25 speakers would attend. The target for the workshop was 100 registrations, 100 participants and 25 speakers. The actual turnout was lower with only 79 registrations, 66 participants and 17 speakers. The workshop, therefore, did not meet its target output in terms of participants.

Overall, the workshop attained its objective, even with fewer participants.

Efficiency

In the workshop report[239], the presentations are summarised, including the discussions and citations which followed. After each speaker, there was an open discussion and interaction between the participants. Judging from the speakers and the discussions and citations, the quality of the workshop was high.

Concerning the issue of value for money, the quality of the workshop is compared to the cost. The workshop took place in Dublin and its cost was EUR 65,749.26, including flights for speakers, venue, management and preparation of the workshop, catering and hotels for the speakers. Flights and hotels for other participants were not covered.[240] The costs incurred by participants are not included in the amount.

The cost of the venue seems to be within the normal price range. About half of the participants came from Ireland and thus did not incur significant travel costs to and from the venue. Nevertheless, it can be argued that organising the workshop in Brussels at DG MARE or another Commission location could have reduced costs. Focusing solely on the costs incurred by DG MARE, they seem to be fair taking into consideration the venue, etc.

Judging from the invoice from GOPA-Cartermill[241], the workshop seems to have been executed and managed very professionally. Reporting covering the workshop is good and serves as documentation for this evaluation report.

Overall, the quality of the workshop was good, but costs associated with transport and the venue could have been reduced.

Coherence

The project is important in relation to MSP and thus clearly supports the integrated MSP framework set out in the Roadmap. The content of the workshop focused on stakeholder perspectives and the discussions after each presentation bear witness to that.[242]

Relevance

The workshop was relevant in relation to the objectives of the IMP facility. Being the first workshop in the MSP series, it is almost certain that it filled a gap and, judging by the participants list, it was also prioritised by national governments, regional organisations and national and European industrial associations. Even

[239] Report. MSP Energy Workshop in Dublin. 14 June 2013
[240] Invoice 066/2013. GOPA-Cartermill SA, 15 October 2013
[241] *Idem*
[242] Report. MSP Energy Workshop in Dublin. 14 June 2013

| | |
|---|---|
| | though the number of participants excluding speakers (66) was relatively modest, it seems that the most important stakeholders found participation worthwhile. |
| EU added value | It is unlikely that as many high-profile stakeholders would have participated in a workshop organised outside an EU framework. The workshop could have been organised by a national government or a university, but focus and topics might then have been biased towards issues in a national context or simply towards academic discussions. Funding is another key issue. It is unlikely that Member States would fund workshops which do not have a direct link to their own territorial waters. Replication of this workshop is therefore unlikely without EU funding. |
| Conclusion and lessons learnt | The workshop was effective in that it attained its objectives. However, fewer participated than planned. The event was managed and executed professionally by GOPA-Cartermill, which also reported on and documented the workshop. The workshop was constructive and provided value for money. Finally, the workshop theme was coherent with the MSP agenda and the IMP and, therefore, it was relevant and represented EU added value. |

# Appendix M Interview list cluster 1

| No | Name of organisaition | Name | Contacts | Role or topic | Comments |
|---|---|---|---|---|---|
| 1 | DG MARE | Iain Shepherd | Iain.Shepherd@ec.europa.eu | Marine Knowledge | 17 Oct. |
| 2 | EEA | Trine Christiansen | Rasmus.Dilling@eea.europa.eu/ Trine.Christiansen@eea.europa.eu | Marine Knowledge | 3 Nov. |
| 3 | Maris | Dick Schaap | dick@maris.nl | EMODNet | 4 Nov. |
| 4 | VLIZ | Simon Claus | simon.claus@vliz.be | EMODNet | 30 Oct. |
| 5 | EMODNet Secretariat | Jan-Bart Calewaert | janbart.calewaert@emodnet.eu | EMODNet | 31 Oct |
| 6 | EMODNet Secretariat | Phil Weaver | phil.weaver@seascapeconsultants.co.uk | EMODNet | 31 Oct |
| 7 | Alfred Wegener Institute | Angela Schäfer | Angela.Schaefer@awi.de | EMODNet | 29 Oct. |
| 8 | NGU | Terje Thorsnes | Terje.Thorsnes@ngu.no | EMODNet | 30 Oct. |
| 9 | JRC | Vittorio Barale | vittorio.barale@jrc.ec.europa.eu | MARATLAS | 31 Oct. |
| 10 | ICES | Neil Holdsworth | neil.holdsworth@ices.dk | EMODNet | 29 Oct. |

# Appendix N Interview list cluster 2

| No | Name of organisaition | Name | Contacts | Role or topic | Comments |
|---|---|---|---|---|---|
| 1 | DG MARE | Xavier Prud'hon | Xavier.Prud'hon@ec.europa.eu | SSN/ Forums | 17 Oct. |
| 2 | DG MARE | Staffan Ekwall | Staffan.Ekwall@ec.europa.eu | CISE | 17 Oct. |
| 3 | DG MARE | Thomas Strasser | Thomas.Strasser@ec.europa.eu | IMS | 7 Nov. |
| 4 | DG MOVE | Jakob Terling | Jakob.Terling@ec.europa.eu | IMS | 6 Nov. |
| 4 | EMSA | Lazaros Aichmalotidis | Lazaros.Aichmalotidis@emsa.europa.eu | SSN | 31 Oct. |
| 6 | EMSA | Fionn Molloy | Fionn.Molloy@emsa.europa.eu | SSN | 31 Oct. |
| 7 | EMSA | Philippe Duchesne | Philippe.Duchesne@emsa.europa.eu | SSN | 31 Oct. |
| 8 | FRONTEX | Dirk Vande Ryse | Dirk.Vanderyse@frontex.europa.eu | CISE | 31 Oct. |
| 9 | EFCA | Sven Tahon | Sven.Tahon@efca.europa.eu | CISE | 3 Nov. |
| 10 | MARSUNO | Katrine Kalveness | Katrine.Kalveness@coastguard.se | CISE | 29 Oct. |
| 11 | COWI | Peter G Madsen | pgm@cowi.dk | Impact Assessment | 3 Nov. |

# Appendix O Interview list cluster 3

| No | Name of organisaition | Name | Contacts | Role or topic | Interview |
|---|---|---|---|---|---|
| 1 | DG ENV | Joachim D'Eugenio | Joachim.d'eugenio@ec.europa.eu | ENV cluster | 26.09 and 20.11 follow-up |
| 2 | DG ENV | Marijana Mance | Marijana.Mance@ec.europa.eu | ENV cluster | 27.10 |
| 3 | DG ENV | Cecile Leroy | Cecile.Leroy1@ec.europa.eu | ENV cluster | 27.10 |
| 4 | DG ENV | Anna Cheilari | ANNA.CHEILARI@ec.europa.eu | JRC coordinator | 3.11 |
| 5 | DG MARE | Anton Gazenbeek | Anton.Gazenbeek@ec.europa.eu | Link/ coordination with ENV | 27.10 |
| 6 | DG MARE | Johan Magnusson | Johan.Magnusson@ec.europa.eu | Link/ coordination with ENV | 27.10 |
| 7 | Directorate for Water Management in the Black Sea region | Georgi Parlichev | g.parlichev@bsbd.org | Black Sea MSFD/ Case study | 28.10 |
| 8 | DG ENV | Michail Papadoyannakis | Michail.Papadoyannakis@ec.europa.eu | EC task manager (marine litter and TA MSFD) | 27.10 |

# Appendix P Interview list cluster 4

| No | Name of organisaition | Name | Contacts | Role or topic | Status |
|---|---|---|---|---|---|
| 1 | DG MARE | SIEMERS Haitze | Haitze.Siemers@ec.europa.eu | Baltic and North Sea | 25.9 Follow up 18.11 |
| 2 | DG MARE | GMINDER Beate | Beate.Gminder@ec.europa.eu | Blue Growth and Mediterranean and Black Sea | 4.11 |
| 3 | DG MARE | Iain Shepherd | Iain.SHEPHERD@ec.europa.eu | Marine knowledge and Blue Growth | 24.9 follow up under MK |
| 4 | DG MARE | Luca Marangoni | Luca Marangoni@ec.europa.eu | Case study (F1), Blue Growth and maritime clusters | 3.11 |
| 5 | DG MARE | Ramon van Barneveld | ramon.van-barneveld@ec.europa.eu | Blue Growth and sea basins - Atlantic | 10.11 |
| 6 | SMD | Stef Kapusniak | stef.kapusniak@smd.co.uk | industrial perspective on IMP and deep-sea | 14.11 |
| 7 | Oceana | Nicolas Fournier | nfournier@oceana.org | NGO Blue Growth, ENV, deep sea mining | 12.11 |
| 8 | Seas at Risk | Ann Dom | adom@seas-at-risk.org | NGO Blue Growth, ENV, deep sea mining | 7.11 |
| 9 | ECORYS | Jan Maarten de Vet | janmaarten.devet@ecorys.com | Case Study- Support activities for the development of maritime clusters in the Mediterranean and Black Sea areas | 28.10 |
| 10 | Ministerio de Asuntos Exteriores | Teresa Molina | teresa.molina@ue.maec.es | Member State - Sea basin / BG | 4.11 |
| 11 | Secretariat General de la Mer | Claude Wohrer | claude.wohrer@pm.gouv.fr | Member State - Sea basin / Blue Growth | 29.10 |

# Appendix Q Interview list cluster 5

| No | Name of organisaition | Name | Contacts | Role or topic | Comment |
|---|---|---|---|---|---|
| 1 | DG MARE | Sylvain Gambert | Sylvain.Gambert@ec.europa.eu | MSP | 29.10.14 |
| 2 | DG MARE | Matthieu Ballu | Matthieu.Ballu@ec.europa.eu | MSP | 30.10.14 |
| 3 | DG ENV | Rhona Fairgrieve | Rhona.Fairgrieve@ec.europa.eu | MSP | 30.10.14 |
| 4 | DG ENER | Brendan Devlin | Bredan.Devlin@ec.europa.eu | MSP | 13.11.14 |
| 5 | International Association of Oil and Gas producers Brussels office | Alessandro Torello | http://www.ogp.org.uk/about-ogp/<br>alessandro.torello@ogp.be | Industry | 31.10.14 |
| 6 | European Community Shipowners' Associations | patrick.verhoeven @ecsa.eu | Secretary general<br>http://www.ecsa.eu/ | Industry | 31.10.14 |
| 7 | CPMR | Damien Périssé<br>Enrico Mayrhofer | http://www.crpm.org/<br>Executive Secretary of the Islands Commission - Responsible for energy | Regional Association | 04.11.14 |
| 8 | SwAM Swedish Agency of marine and water management | Thomas Johansson | thomas.johansson@havochvatten.se | MSP Sweden<br>Plan Bothnia | 03.11.14 |
| 9 | Belgium Gov.<br>DG Environment | Steven Vandenborre/<br>Charlotte Herman | steven.vandenborre@milieu.belgie.be | MSP<br>MASPNOSE | 05.11.14 |
| 10 | Directorate-General for Spatial Development and Water Affairs<br>NL Ministry for Infrastructure and the Environment | Lodewijk Abspoel | lodewijk.abspoel@minienm.nl<br>http://www.noordzeeloket.nl | MSP<br>MASPNOSE | 03.11.14 |
| 11 | TPEA (Atlantic Plan) | Stephen Jay | Stephen.jay@liverpool.ac.uk<br>+44 151 794 3119 | Project manager | 04.11.14 |
| 12 | MSP/ICZM Climate adaptation | Tony Zamparutti | tony.zamparutti@milieu.be | Project Manager | 04.11.14 |
| 13 | UK Gov. Marine Division / Marine Plan Team | McClarey, Gerard | Gerard.McClarey@doeni.gov.uk | Partner<br>TPEA | 12.11.14 |
| 14 | Spain Gov. MSP | Lola Ortiz Sánchez | dortiz@magrama.es | Partner<br>TPEA | 13.11.14 |
| 15 | Portugal Gov. MSP | Margarida Almodovar | margarida.almodovar@dgpm.gov.pt | Partner<br>TPEA | 11.11.14 |

# Appendix R Interview guide and reporting format

| EQ | Question | Interview target |
|---|---|---|
| | | |
| 1 | 1. On a general level, to what extent do you think that actions have met their objectives? | Commission<br>MS |
| | 2. To what extent do you think that the actions have met the (specific) objectives?<br>*(List relevant objectives to interviewee)* | Commission<br>Project implementer<br>(case study) |
| | 3. Overall, do you think that the actions contributed to the operational objectives?<br>*(List relevant operational objectives to interviewee)* | Commission<br>MS<br>Other stakeholders |
| | 4. To what extent do you think the programme has contributed to increased awareness?<br>Among which types of stakeholders?<br>5. To what extent do you think that the programme has contributed to network generation?<br>Please provide examples? | Commission<br>MS<br>Other stakeholders |
| | 6. To what extent did the support to sea basins represent added value?<br>What kind of added value – please exemplify? | Commission<br>MS<br>Other stakeholders |
| | 7. To what extent did Third Countries come closer to or implement UNCLOS as a consequence of the programme?<br>Please mention concrete examples | Commission<br>Other stakeholders |
| | 8. To what extent did the support action contribute to the general (strategic) objectives of the programme?<br>Please provide examples? | Commission<br>MS<br>Other stakeholders |
| 2 | 9. How were the outputs of the action/project clusters used?<br>By whom?<br>Please provide examples? | Commission<br>MS<br>(Case study) |
| 3 | 10. To what extent have additional positive effects been achieved as a consequence of action outputs? Which actions?<br>Please provide examples? | Commission<br>MS<br>(Case study) |
| 4 | 11. To what extent did the actions have an effect on DG MARE policy? What kind of effect – please provide examples? | Commission<br>MS<br>Other stakeholders |
| | 12. To what extent did the actions have an effect on national policy?<br>And what kind of effect – please provide examples? | Commission<br>MS<br>Other stakeholders |
| | 13. To what extent is DG MARE responsive in relation to findings from actions/project clusters? | Commission<br>MS<br>Other stakeholders |

| EQ | Question | Interview target |
|---|---|---|
| 5 | 14. To what extent did the programme contribute to reaching the targets of Europe 2020?<br>*(please provide the interviewee with the cluster example (s))*<br>Cluster 1: For Marine Knowledge: extent to which it contributes, notably through the financing of EMODnet, to sustainable growth by providing a more robust foundation of marine data for decision makers and improving understanding of environmental evolutions; extent to which the cluster supported Blue Growth and Innovation Union objectives by providing marine data to public and private researchers for the development of new scientific knowledge, products and services.<br>Cluster 2: For the IMS: did it contribute to the 2020 digital agenda through CISE (IT interoperability framework), how it contributes to Blue Growth by means of safe and secure seas and how it contributes to sustainable growth by means of clean seas (enforcing Natura 2000, MSFD, other environmental policies).<br>Cluster 3: For ENV: Did the environment cluster contribution to the objectives of the Marine Directive aim to achieve Good Environmental Status (GES) of the EU's marine waters by 2020 and to protect the resource base upon which marine-related economic and social activities depend<br>Cluster 4: Did the Blue Growth initiative contribute towards:<br>a. developing economic sectors with potential for sustainable jobs and growth.<br>b. providing knowledge, legal certainty and security in the blue economy<br>c. developing sea basin strategies and fostering cooperation between countries<br>Cluster 5: For MSP, has the work, by evaluating and organising marine uses to gain maximum synergies, contributed to the targets of smart and inclusive growth and Sustainability. | Commission<br>Other stakeholders |
| | Efficiency | |
| 6 | 15. To what extent did the quality of project outputs match the description in the ToR?<br>How do you judge this? | Commission<br>Other stakeholders |
| | 16. How were outputs/results disseminated?<br>To whom and how?<br>Please provide examples. | Commission<br>Project implementer<br>(Case study) |
| | 17. How and how well do you think the project has communicated outputs and findings to the world?<br>Please provide examples. | |
| | 18. Considering the costs associated with the project, how would you assess value for money comparing costs with the value of the outputs? | |
| 7 | 19. To what extent were funds used efficiently?<br>20. Could the project have saved money in any way?<br>If yes, please explain how? | Commission<br>Project implementer<br>(Case study) |
| | 21. Considering the results achieved (not outputs), to what extent would you consider the programme to represent value for money? | Commission<br>MS<br>Other stakeholders |
| | Coherence | |
| 8 | 22. To what extent did the programme complement other EU policies?<br>Please provide examples of which policies and how? | Commission<br>MS<br>Other stakeholders |

| EQ | Question | Interview target |
|---|---|---|
| 9 | 23. What are the links between the programme and the IMP?<br>Please provide examples. | Commission<br>MS<br>Other stakeholders |
| | 24. Were there any overlaps of funding mechanisms?<br>If, yes please provide examples. | Commission |
| | EU Value-added | |
| 10 | 25. To what extent could the programme's results have been achieved by actions at MS-level, alone?<br>26. Is it likely that action would have taken place at MS-level without EU support? | Commission<br>MS<br>Other stakeholders |
| | Relevance (continued relevance) | |
| 11 | 27. To what extent were the programme's results included in the preparatory work of the EMFF 2014-2020 regulation?<br>To what extent have EU member states included measures for the IMP in the EMFF programmes for 2014-2020? | Commission<br>MS |
| 12 | 28. To what extent have emerging areas taken on-board in the programme as it was implemented?<br>Please specify which emerging areas and how? | Commission<br>MS<br>Other stakeholders |

# Appendix S List of policy documents

| Title | Identification | Type of document |
|---|---|---|
| **Regulation (EU) No 508/2014 of the European Parliament and of the Council of 15 May 2014 on the European Maritime and Fisheries Fund and repealing Council Regulations (EC) No 2328/2003, (EC) No 861/2006, (EC) No 1198/2006 and (EC) No 791/2007 and Regulation (EU) No 1255/2011 of the European Parliament and of the Council.** | Regulation 508/2014 | Legal |
| **Directive 2014/89/EU of the European Parliament and of the Council of 23 July 2014 establishing a framework for maritime spatial planning** | Directive 2014/89 | Legal |
| **Proposal for a Directive of the European Parliament and of the Council amending Directives 2008/98/EC on waste, 94/62/EC on packaging and packaging waste, 1999/31/EC on the landfill of waste, 2000/53/EC on end-of-life vehicles, 2006/66/EC on batteries and accumulators and waste batteries and accumulators, and 2012/19/EU on waste electrical and electronic equipment** | COM/2014/0397 | Legal |
| **Commission Implementing Decision of 4.7.2014 concerning the adoption of the work programme for 2014 and the financing for the implementation of the European Maritime and Fisheries Fund** | C/2014/4488 | Legal |
| **Regulation 1255/2011 of 30 November 2011 establishing a transitional programme to support financially the further development of an Integrated Maritime Policy** | Regulation 1255/2011 | Legal |
| **Council Decision concerning the conclusion, on behalf of the European Union, of the Protocol on Integrated Coastal Zone Management in the Mediterranean to the Convention for the Protection of the Marine Environment and the Coastal Region of the Mediterranean** | Decision 2010/631 | Legal |
| **Directive 2009/147/EC of the European Parliament and of the Council of 30 November 2009 on the conservation of wild birds** | Directive 2009/147 | Legal |
| **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 (Marine Strategy Framework Directive)** | Directive 2008/56 | Legal |
| **EC Regulation (EC) No 614/2007 concerning the Financial Instrument for the Environment (LIFE+)** | Regulation 614/2007 | Legal |
| **Directive 2007/2/EC of the European Parliament and of the Council establishing an Infrastructure for Spatial Information in the European Community** | Directive 2007/2 | Legal |
| **Regulation (EC) No 1907/2006 – REACH of 18 December 2006 concerning the Registration, Evaluation, Authorisation and Restriction of Chemicals (REACH) and establishing a European Chemicals Agency** | Regulation 1907/2006 | Legal |
| **Directive 2006/121/EC of the European Parliament and of the Council of 18 December 2006 amending Council Directive 67/548/EEC on the approximation of laws, regulations and administrative provisions relating to the classification, packaging and labelling of dangerous substances in order to adapt it to Regulation (EC) No 1907/2006 concerning the Registration, Evaluation, Authorisation and Restriction of Chemicals (REACH) and establishing a European Chemicals Agency** | Directive 2006/121 | Legal |
| **Directive 2004/3/EC of the European Parliament and of the Council on public access to environmental information and repealing Council Directive 90/313/EEC** | Directive 2004/3 | Legal |
| **Directive 2003/98/EC of the European Parliament and of the Council on the re-use of public sector information** | Directive 2003/98 | Legal |
| **Directive 2000/60/EC of the European Parliament and of the Council of 23 October 2000 establishing a framework for Community action in the field of water policy** | Directive 2000/60 | Legal |
| **Directive 2000/59/EC of the European Parliament and of the Council of 27 November 2000 on port reception facilities for ship-generated waste and cargo residues** | Directive 2000/59 | Legal |
| **Council Directive 92/43/EEC of 21 May 1992 on the conservation of natural habitats and of wild fauna and flora** | Directive 92/43 | Legal |
| **Action Plan for a Maritime Strategy in the Atlantic area: Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions** | COM/2013/279 | Action Plan |

| Title | Identification | Type of document |
|---|---|---|
| **Commission Implementing Decision of 12.3.2012 concerning the adoption of the Integrated Maritime Policy work programme for 2011 and 2012** | C/2012/1447 | Action Plan |
| **Commission Staff Working Document Accompanying document to the Communication from the Commission An Integrated Maritime Policy for the European Union** | SEC/2007/1278 | Action Plan |
| **Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Towards a circular economy: A zero waste programme for Europe** | COM/2014/398 | Policy |
| **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 Adriatic and Ionian Region** | COM/2014/357 | Policy |
| **Staff Working Document, Action plan concerning the European Union Strategy for the Adriatic and Ionian Region** | SWD/2014/190 | Policy |
| **Commission Staff Working Document, Marine Knowledge 2020: roadmap SWD(2014) 149** | SWD/2014/149 | Policy |
| **Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Strategic Guidelines for the sustainable development of EU aquaculture** | COM/2013/229 | Policy |
| **Developing a European Union Policy towards the Arctic Region: Progress since 2008 and next steps** | Arctic Region 2013 | Policy |
| **Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, A Blueprint to Safeguard Europe's Water Resources,** | COM/2012/673 | Policy |
| **Blue Growth, Opportunities for marine and maritime sustainable growth: Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions** | COM/2012/494 | Policy |
| **Report from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: Progress of the EU's Integrated Maritime Policy.** | COM/2012/491 | Policy |
| **Marine Knowledge 2020 - From seabed mapping to ocean forecasting: Green Paper** | COM/2012/473 | Policy |
| **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** | COM/2012/128 | Policy |
| **Joint Communication to the European Parliament and the Council, Developing a European Union Policy towards the Arctic Region: progress since 2008 and next steps** | JOIN/2012/19 | Policy |
| **Harnessing the power of the sea. The future of ocean energy** | Ocean Energy 2012 | Policy |
| **Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Developing a Maritime Strategy for the Atlantic Ocean Area** | COM/2011/782 | Policy |
| **EC Guidance on the implementation of the EU nature legislation in estuaries and coastal zones** | Birds and Habitats 2011 | Policy |
| **Commission communication on Europe 2020: A strategy for smart, sustainable and inclusive growth** | COM/2010/2020 | Policy |
| **Maritime spatial planning in the EU - achievements and future development: Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions.** | COM/2010/771 | Policy |
| **Integrating maritime surveillance, Common information sharing environment (CISE): Communication from the Commission to the Council and the European Parliament on a draft roadmap towards establishing the Common Information Sharing Environment for the surveillance of the EU maritime domain** | COM/2010/584 | Policy |
| **Marine knowledge 2020, marine data and observation for smart and sustainable growth : Communication from the Commission to the European Parliament and the Council** | COM/2010/461 | Policy |
| **Maritime spatial planning for the EU's seas and oceans, what's it all about?** | MSP booklet 2010 | Policy |
| **Integrated maritime surveillance, A common information sharing environment for the EU maritime domain** | IMS brochure 2010 | Policy |

| Title | Identification | Type of document |
|---|---|---|
| **Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Towards the integration of maritime surveillance: A common information sharing environment for the EU maritime domain** | COM/2009/538 | Policy |
| **Communication from the Commission to the European Parliament and the Council, Towards an Integrated Maritime Policy for better governance in the Mediterranean** | COM/2009/466 | Policy |
| **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** | COM/2009/248 | Policy |
| **Report from the Commission to the European Parliament and the Council in accordance with article 18.3 of the Water Framework Directive 2000/60/EC on programmes for monitoring of water status** | COM/2009/156 | Policy |
| **Progress report on the EU's integrated maritime policy: Report from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions** | SEC/2009/1343 | Policy |
| **Communication from the Commission, Roadmap for Maritime Spatial Planning: Achieving Common Principles in the EU COM(2008)791** | COM/2008/791 | Policy |
| **Report from the Commission to the Council and the European Parliament, The first phase of implementation of the Marine Strategy Framework Directive (2008/56/EC)** | COM/2014/97 | Policy/ Evaluation |
| **Commission Staff Working Document A Sustainable Blue Growth Agenda for the Baltic Sea Region** | SWD/2014/167 | Policy/ Evaluation |
| **Report from the Commission to the European Parliament and the Council on the Implementation of the Water Framework Directive (2000/60/EC) River Basin Management Plans,** | COM/2012/670 | Policy/ Evaluation |
| **Commission Staff Working Paper, Relationship between the initial assessment of marine waters and the criteria for good environmental status** | SEC/2011/1255 | Policy/ Evaluation |
| **Report from the Commission to the European Parliament and the Council in accordance with article 18.3 of the Water Framework Directive 2000/60/EC on programmes for monitoring of water status,** | COM/2009/156 | Policy/ Evaluation |
| **The role of maritime clusters to enhance the strength and development in European maritime sectors** | Maritime clusters 2009 | Policy/ Evaluation |
| **Staff Working Document accompanying the Report from the Commission Progress of the EU's Integrated Maritime Policy.** | SWD/2012/255 | Evaluation |
| **Interim Evaluation of the European Marine Observation and Data Network accompanying the document Green Paper Marine Knowledge 2020: from seabed mapping to ocean forecasting** | SWD/2012/0250 | Evaluation |
| **Ex-ante evaluation for the proposal of 29 September 2010 by the Commission for a Regulation establishing a programme to support the further development of an Integrated Maritime Policy** | SEC/2010/1097 | Evaluation |
| **Commission Staff Working Document Accompanying document to the Communication from the Commission an Integrated Maritime Policy for the European Union Energy Policy And Maritime Policy: Ensuring A Better Fit** | SEC/2007/1283 | Evaluation |
| **Staff Working Document, supporting analytical document concerning the European Union Strategy for the Adriatic and Ionian Region** | SWD/2014/191 | Impact Assessment |
| **Impact assessment Accompanying the document Proposal for a Directive of the European Parliament and of the Council establishing a framework for maritime spatial planning and integrated coastal management** | SWD/2013/65 | Impact Assessment |
| **Technical pre-study on the development of the Common Information Sharing Environment (CISE)** | CISE IA | Impact Assessment |
| **Commission Staff Working Document European Marine Observation And Data Network, Impact Assessment** | SEC/2010/998 | Impact Assessment |

| Title | Identification | Type of document |
|---|---|---|
| **Commission Staff Working Document Accompanying document to the Communication from the Commission An Integrated Maritime Policy for the European Union Impact Assessment Summary** | SEC/2007/1280 | Impact Assessment summary |
| **Commission Staff Working Document Accompanying document to the Communication from the Commission An Integrated Maritime Policy for the European Union Impact Assessment** | SEC/2007/1279 | Impact Assessment |
| **Blue Growth country and sea basin reports (Mediterranean, Adriatic and Ionian, and the Black Sea)** | Blue Growth 2014 | Study |
| **Blue Growth Study - Scenarios and drivers for Sustainable Growth from the Oceans, Seas and Coasts** | Blue Growth 2012 | Study |
| **Study on the economic effects of maritime spatial planning: Final report** | MSP Study 2011 | Study |
| **Commission background Paper on the European Marine Observation and Data Network** | SEC/2006/689 | Background document |
| **Improving stakeholders' input to the EU maritime policy, The European maritime forum** | Maritime forum brochure 2010 | Project documentation |
| **12th FEMIP Conference "MEDITERRANEAN BLUE ECONOMY: ENHANCING MARINE AND MARITIME COOPERATION" Athens, 18 -19 April 2013 Closing session report** http://www.amiando.com/eventResources/g/w/ZUGajynYJdqKwm/FEMIP_Athens_2013_Closing_Session.pdf | 12 FEMIP Closing session report | Project documentation |
| **SHORT PRESENTATION OF THE EU VASCO DA GAMA PROJECT** http://www.medregions.com/pub/doc_travail/ag/229_en.pdf | Vasco Da Gama presentation | Project documentation |
| **Vasco da Gama, Advisory Board, Kick-Off Meeting, Brussels, 11 February 2014** http://www.vasco-da-gama.eu/medias/fichiers/documents%20advisory%20board/vdg%20AB%20PA%2011%202%2014%20def.pdf | Vasco Da Gama, Kick off report | Project documentation |
| **Declaration of HOPE** http://ec.europa.eu/environment/archives/marine/hope-conference/index.htm | HOPE Declaration | Project document |
| **HELCOM GEAR 6-2014, Document 1-2 Provisional Annotated Agenda, Agenda Item 3** | HELCOM GEAR 6-2014 | Information document |
| **PLUNGE INTO THE DEBATE - Conference Report - 2nd EUROPEAN WATER CONFERENCE 2-3 April 2009** | 2009 Water conference report | Conference report |
| **Maritime Forum,** https://webgate.ec.europa.eu/maritimeforum/node/3608 | Maritime Forum website | Website |
| **The HOPE conference** http://ec.europa.eu/environment/archives/marine/hope-conference/index.htm | HOPE conference website | Website |
| **SEIS project** http://ec.europa.eu/environment/seis/ | Seis website | Website |
| **Vasco da Gama website** http://www.vasco-da-gama.eu/ | Vasco da Gama website | Website |

# Appendix T Objectives of the TFP

| Overall objective | Operational objectives |
|---|---|
| (a) to foster the development and implementation of integrated governance of maritime and coastal affairs; | (i) promote **actions** which encourage Member States and EU regions to *develop, introduce or implement integrated maritime governance*; |
| | (ii) promote cross-sectoral **cooperation platforms and networks**, including representatives of public authorities, regional and local authorities, industry, research stakeholders, citizens, civil society organisations and the social partners; |
| | (iii) enhance the **visibility** of, and **raise the awareness** of public authorities, the private sector and the general public, to an integrated approach to maritime affairs. |
| (b) to contribute to the development of cross-sectoral tools, namely Maritime Spatial Planning, the Common Information Sharing Environment (CISE) and marine knowledge on the oceans, seas and coastal regions within and bordering the Union, in order to develop synergies and to support sea or coast-related policies, particularly in the fields of economic development, employment, environmental protection, research, maritime safety, energy and the development of green maritime technologies, taking into account and building upon existing tools and initiatives; | (i) the **Common Information Sharing Environment** for the Union maritime domain which promotes cross-sectoral and cross-border surveillance information exchange interlinking all user communities, in line with the principles of the Integrated Maritime Surveillance so as to reinforce the safe, secure and sustainable use of maritime space, taking into account the relevant developments of sectoral policies as regards surveillance and contributing, as appropriate, to their necessary evolution; |
| | (ii) **maritime spatial planning and integrated coastal zone management**, both important tools for the sustainable development of marine areas and coastal regions and both contributing to the aims of ecosystem-based management and the development of land-sea links, as well as facilitating Member State cooperation, for example as regards the development of experimental and other measures combining the generation of renewable energy and fish farming; |
| | (iii) a comprehensive and publicly accessible high quality **marine data and knowledge base** which facilitates sharing, reuse and dissemination of these data and knowledge among various user groups using existing data, thus avoiding duplication of the databases; for this purpose, the best use shall be made of existing Union and Member State programmes, including INSPIRE ( 1 ) and GMES ( 2 ). |
| (c) to promote the protection of the marine environment, in particular its biodiversity, and the sustainable use of marine and coastal resources and to further define the boundaries of the sustainability of human activities that have an impact on the marine environment, in particular in the framework of Directive 2008/56/EC (the Marine Strategy Framework Directive); | (i) **support** the protection and preservation of the marine and coastal environment, as well as prevent and reduce inputs to the marine environment, including marine litter, with a view to phasing out pollution; |
| | (ii) contribute to the health, biological diversity and resilience of marine and coastal ecosystems; |
| | (iii) facilitate **coordination** between Member States and other actors in implementing the ecosystem-based approach to the management of human activities and the precautionary principle; |
| | (iv) facilitate the development of **methods and standards**; |
| | (v) promote **actions for the mitigation** of the effects of, and adaptation to, climate change on the marine, coastal and insular environment, with a particular emphasis on those areas that are most vulnerable in that respect; |
| | (vi) support the development of **strategic approaches** to research for the purpose of assessing the current state of ecosystems, thereby providing a basis for ecosystem-based management and planning at regional and national levels. |

| Overall objective | Operational objectives |
|---|---|
| (d) to support the development and implementation of sea- basin strategies; | (i) support the development and implementation of **integrated sea basin strategies**, taking into account a balanced approach in all sea basins as well as the specificities of the sea basins and sub-sea basins, and of relevant macro- regional strategies where applicable, and especially those in which an exchange of information and experience between various countries is already established and operational multinational structures exist; |
| | (ii) promote and facilitate the exploitation of **synergies** between the national, regional and Union levels, the sharing of information, including on methods and standards, and the **exchange of best practices** on maritime policy, including its governance and sectorial policies that have an impact on regional seas and coastal regions. |
| (e) to improve and enhance external cooperation and coordination in relation to the objectives of the IMP, on the basis of advancing debate within international forums; in this respect, third countries shall be urged to ratify and implement the United Nations Convention on the Law of the Sea (UNCLOS); | (i) encourage continuing working in close cooperation with Member States on an **integrated approach with third countries** and actors in third countries sharing a sea basin with Member States of the Union, including on the ratification and implementation of UNCLOS; |
| | (ii) encourage **dialogue with third countries**, taking into account UNCLOS and the relevant existing international conventions based on UNCLOS; |
| | (iii) encourage the exchange of **best practices** complementing existing initiatives, taking into account the development of regional strategies at the sub-regional level. |
| (f) to support sustainable economic growth, employment, innovation and new technologies in maritime sectors and in coastal, insular and outermost regions in the Union. | (i) promote **initiatives for growth and employment** in the maritime sectors and in coastal and insular regions; |
| | (ii) promote **training, education and career opportunities** in maritime professions; |
| | (iii) promote the development of **green technologies, marine renewable energy sources, green shipping and short sea shipping**; |
| | (iv) promote the development of coastal, maritime and island **tourism**. |