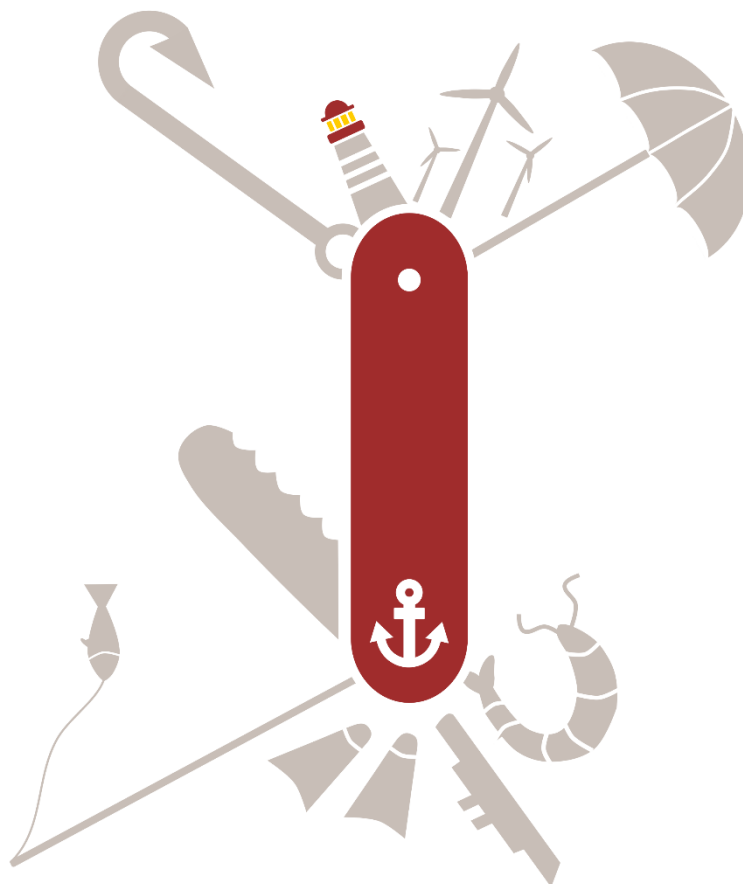


**Sea and maritime basin  
Strategy document  
Strategic phase**

***Development Guide***  
***Volume 1 - Principles and  
background***



**May 2017**



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# 1. Foreword

In order to develop a long-term strategy to support sustainable growth in the marine and maritime sectors as a whole and in line with French law no. 2016-816 of 20 June 2016 for the blue economy, which aims to reform France's maritime policy and contribute to improving the competitiveness of the companies concerned, the State has adopted a National Maritime and Coastline Strategy (*Stratégie nationale pour la mer et le littoral* - SNML).

This strategy is drawn up in application of Articles L 219-1 et seq. of the Environmental Code, in consultation with the National Council for the Sea and Coastal Areas (*Conseil national de la mer et des littoraux*).

It appears in strategy documents at the level of each mainland and overseas sea basin.

In a context where maritime and coastal issues are becoming more diversified and intense, the maritime spatial planning initiative must promote and secure the sustainable development of activities and allow different uses to co-exist, taking into account the different scales of application and the different time frames. The initiative takes into account the general challenges of the environment, adaptation to climate change and limitation of the effects of global warming. It is in line with the "blue growth" perspective, aimed at optimizing sustainable exploitation in the marine and maritime sectors. It also takes account of existing developments in the spatial organization of maritime activities (traffic separation schemes, Granville Bay agreements, RME facilities, etc.). It has a strategic bearing on operational documents that apply at scales lower than those of the sea basin. It should also help to make clear the coordination between management and development schemes for maritime areas, by incorporating the integrated management initiatives for pre-existing coastal zones and guidelines adopted as part of sector-specific schemes.

The objective is therefore to achieve an optimal use of the sea and the coastline from a sustainable development perspective and to improve mutual consideration of all its issues.

The sea basin strategy documents include a spatial dimension, specified as part of the measures transposing the directive of 24 July 2014 on maritime spatial planning.

Article 123 of French law no. 2016-1087 of 8 August 2016 for the reconquest of biodiversity, nature and landscape makes provision for a special article L 219-5- 1 dedicated to the planning of maritime space to be inserted in the Environmental Code. This legislative provision also stipulates that the sea basin strategy document will include the plans resulting from the planning process. How this mechanism is to be applied is specified in a French Council of State decree incorporating maritime planning and the action plan for the marine environment in the sea basin strategy document.

The main purpose of this decree is to organize the legislative provisions which state that the action plans for the marine environment are an individualized chapter of the sea basin strategy documents. To do this, it brings together governance, the timetable and the territorial organization associated with these two documents.

France has therefore decided to bring the timetables and documentary materials more in line with the European framework directives on maritime spatial planning and the policy for the marine environment (2008/56 EC of 17 June 2008).

Sea basin strategy documents (DSF) will in this way fulfil the triple function of adapting the SNML, implementing the scheduling of maritime zones and incorporating action plans for the marine environment, in a single process. In their first cycle, the DSF will therefore have to give priority to implementing the community obligations of the framework directives on maritime planning and strategy for the marine environment in the perimeter of marine waters.

## 2. Note to the reader

The Prefects who coordinate sea basins in France are required to draw up, implement and follow a strategic plan for their maritime and coastal areas. The tool for planning is the sea basin strategy document (*document stratégique de façade* - DSF) in mainland France or maritime basin strategy document (*document stratégique de bassin maritime* - DSBM) overseas. It incorporates the action plan for the marine environment in mainland France.

In order to give an overall view of the initiative and provide the best possible support for these areas during the process, the French Sea and Coast Delegation (*Délégation à la mer et au littoral* - DML) and the Water and Biodiversity Directorate (*Direction de l'eau et de la biodiversité* - DEB) of the Ministry for the Environment and the Sea decided to provide a guide for the preparation of these documents for State services involved in the initiative and for the stakeholders involved. This guide focuses on only the first part of the process, namely an inventory of the situation, the issues and the strategic objectives (see volume 2).

This guide is intended to provide a common language and approach while leaving room for manoeuvre for those sea basins that will apply it. For preparing this new strategic sea and coastal planning exercise, the document is an adaptive one whose content will change over time. It will be enriched over the different cycles and as a result of experience feedback.

This guide will comprise three volumes: this document (volume 1) states the principles and context of the preparation of strategy documents, volume 2 is the methodological guide itself and volume 3 is a toolbox made available on the Internet, consisting of fact sheets and reference documents.

The reader will find the minimal theoretical background necessary to ensure effective implementation of strategic planning for the sea and the coast. This methodological support should make it possible to understand the issues specific to the various maritime activities and to take into account their specific features. It should also provide an overview which will help to foster synergies between the people involved and to identify strategic areas of sustainable development for each sea basin.

## 3. The strategy document: legislative, regulatory and procedural context

### 3.1 Future challenges for maritime and coastal areas

As a vector of economic and social well-being, maritime and coastal areas are home to many activities. The many dimensions of maritime areas (airspace, surface, water column, soil, subsoil and weather) are an asset for encouraging them to co-exist, and these have often been established according to old rules. While there are already significant achievements in spatial and temporal planning within maritime areas, conflicts between activities in competition for development or with emerging activities may still occur within coveted maritime and coastal areas.

Sector-specific management and a short-term vision can exacerbate these conflicts between uses, and also conflicts with marine and coastal ecosystems.

This is because maritime and coastal activities depend on the living, energy and mineral resources of these ecosystems, the support they provide for them, or their ability to regulate natural phenomena (carbon cycle, water purification, etc.). They may sometimes be carried out to an extent beyond the resilience of marine and coastal ecosystems. The increasing tropism of land-based activities towards the coast and the sea and the emergence of new activities are likely to amplify these phenomena in the future.

Hence the need for an ecosystem approach, an integrated maritime policy (see box 1) and maritime (see box 1) and coastal planning, combining the development of traditional and emerging activities, the social well-being of people and the good ecological status of marine and coastal environments (see figure 2). The land-sea interface as an area for anchoring infrastructures essential for offshore activities should be taken into account in this process.



#### **Box 1 Maritime spatial planning: a tool for cross sectoral implementation of the Integrated Maritime Policy (PMI)**

The Integrated Maritime Policy, which has been the policy of the European Union (EU) since 2007, aims to (see box 2 to learn more about DCSMM; EC 2012):

- support the sustainable development of the European maritime economy;
- facilitate cooperation between Member States and between EU sector specific policies affecting oceans, seas, islands, coastal and outermost regions, and maritime and cross border sectors.

Attaining these objectives goes hand in hand with obtaining a good ecological status for the marine environment as defined by the DCSMM, the environmental pillar of the PMI.

The PMI is a cross sectoral policy aimed at the sustainable blue growth of activities carried out at sea and on the coast. It includes knowledge of the marine environment and its preservation (implemented by the DCSMM), as well as maritime spatial planning (implemented by the DCPEM). On a separate legal basis, the integrated strategy for maritime safety and security is added to this.

The integrated maritime policy supports growth and development strategies that build on the assets of the EU's major maritime regions. It is particularly well reflected in regional strategies which, in France, are of particular interest to the Atlantic and the Mediterranean.

### 3.2 The SNML and strategy documents: an opportunity to prepare for France’s maritime future

The French government's environmental round table (*Grenelle de l'Environnement et de la Mer*) set out the prospect of adopting a national sea and coastal strategy based on an integrated approach, like the European Union’s Integrated Maritime Policy; in other words, cross-sectoral, ecosystemic and sustainable.

The SNML is the national strategic reference document for the protection of marine environments and integrated, concerted management of activities related to the sea and the coast, with the exception of those whose sole purpose is defence or national security.

Through the development of a long-term vision for integrated sea and coastal policy, the SNML will help to achieve or maintain the good ecological status of marine waters under the jurisdiction of mainland France and to lay down the main principles for implementing maritime spatial planning, through a cross-sectoral approach.

The aim of the strategy document is therefore to define the tools used to implement integrated sea and coastal management, on the same foundations as those on which the SNML was built. This enables metropolitan France to comply with the obligations to transpose EU directives no. 2014/89/EU of 23 July 2014 establishing a framework for maritime spatial planning (DCPEM) (see box 3) and no. 17/56/EC of 17 June 2008 establishing a framework for community action in the field of marine environment policy (marine strategy framework directive [DCSMM]) (see box 2).

In particular, under the DCSMM, the DSF includes a marine environmental component, the marine environmental action plan, which, at the level of each marine sub-region, is the marine strategy for the implementation of the DCSMM.

The strategy document is adopted by the coordinating prefects and consists of four parts in two sections (see figure 1):

- one is said to be “strategic”, and includes a summary of the current situation, the socio-economic and environmental objectives to be attained and planning of maritime areas;
- the other, said to be “operational”, includes a monitoring mechanism and a plan of action whose measures organize integrated, sustainable management of the sea and the coast. In particular, this plan fulfils the requirements of the programmes of measures set up to attain good ecological status for marine waters.

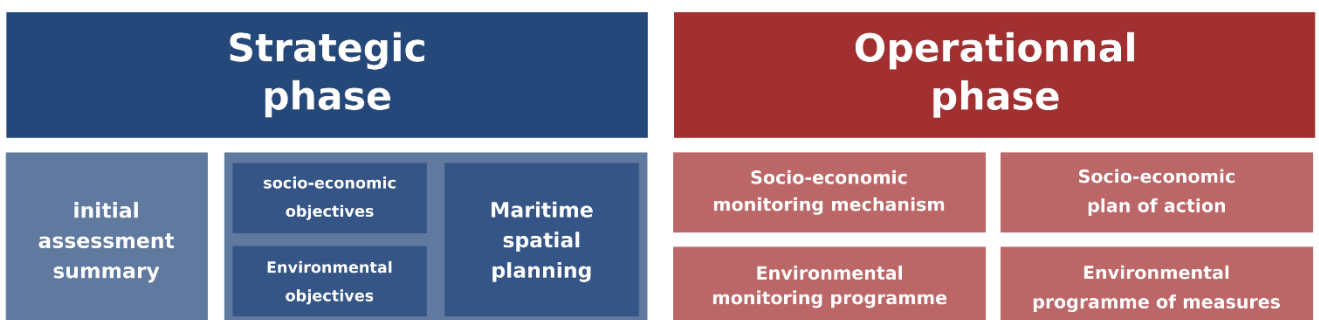


Figure 1: the sections of the strategy document





**Box 2 The marine strategy framework directive (Directive 2008/56/EC, known as the DCSMM). This directive does not apply in overseas territories.**

Adopted in 2008 by the European Parliament and the Council, the DCSMM aims at achieving or maintaining good ecological status for marine waters by 2020.

This Directive is the environmental pillar of the PMI and is therefore an integral part of it. In order to achieve good ecological status for marine waters, this Directive requires each Member State or sub region concerned to draw up and implement a strategy for the marine environment. In France, this strategy is referred to as the Action Plan for the Marine Environment (*plan d'action pour le milieu marin* PAMM). Under the first cycle of DCSMM implementation, the PAMMs were finalized in April 2016.

A revision of 3 of the 5 components of the PAMM good ecological status, assessment of marine waters and environmental objectives is to be carried out by mid July 2018.

The other two components, the monitoring programme and the measurement programme, will have to be revised by mid July 2020 and by late 2021 respectively. It should be noted that the first cycle does not end in 2018 since implementation of the measurement programme ends in 2021).

For the second cycle of DCSMM implementation, PAMMs are part of DSF. They are essentially a marine environmental component of them.

As a tool for the implementation of integrated marine and coastal management, DSF are an opportunity to simultaneously respond to the community requirements of the marine strategy framework directive (DCSMM) and the framework directive for maritime spatial planning (DCPEM) (see boxes 2 and 3).



**Box 3 The framework directive for maritime spatial planning (Directive 2014/87/EU, known as DCPEM). This directive does not apply in overseas territories.**

### **Objectives**

In July 2014 the European Parliament and the Council adopted legislation to create a common framework for maritime spatial planning in Europe: **the framework directive for maritime spatial planning (DCPEM)**. The objective of this Directive is to "promote the sustainable growth of maritime economies, the sustainable development of maritime areas and the sustainable use of marine resources". To this end, Member States must take economic, social and environmental aspects into account by applying an approach based on ecosystems to promote the co existence of relevant activities and uses. Maritime spatial planning must therefore be used to identify and encourage the many different uses of the sea, based on an adaptive management approach, taking into account changing environments, activities and knowledge.

### **Process requirements**

While each EU country is free to plan its own maritime activities, the DCPEM states that Member States must **respect and implement a number of minimum requirements** (article 5 of the DCPEM). Member States therefore:

- a) take land sea interactions into account;
- b) take environmental, economic social and safety aspects into account;
- c) aim to promote coherence between maritime spatial planning and the plan(s) and other processes that result from this, such as integrated coastal zone management or equivalent formal or informal practices;
- d) ensure that stakeholders are involved;
- e) organize the use of the best available data;
- f) ensure cross border cooperation between Member States;
- g) encourage cooperation with third countries.

The objectives of maritime spatial planning are as follows (article 5 2 of the DCPEM): Member States aim to contribute to the sustainable development of offshore energy sectors, maritime transport, and fisheries and aquaculture, and to preserve, protect and enhance of the environment, including resilience to the impacts of climate change. In addition, Member States may pursue other objectives such as the promotion of sustainable tourism and the sustainable extraction of raw materials.

Implementation of the maritime spatial planning initiative takes into account the relevant interactions between activities and uses. It involves the relevant authorities, stakeholders and the public at an early stage in drawing up the plans contained in the strategy document.

The management modes defined by the DCSMM and DCPEM directives appear to be complementary (see figure 2). This is why France has chosen to implement these two directives simultaneously by implementing them in the same strategy document (the sea basin strategy document will be drawn up overseas according to the same principles).



**Figure 2: PEM and management of the marine environment: two complementary management methods**

(Source: SWAM [2015] Proposal for the Direction of Marine Spatial Planning and the Scope of Environmental Assessment. 78 p.)

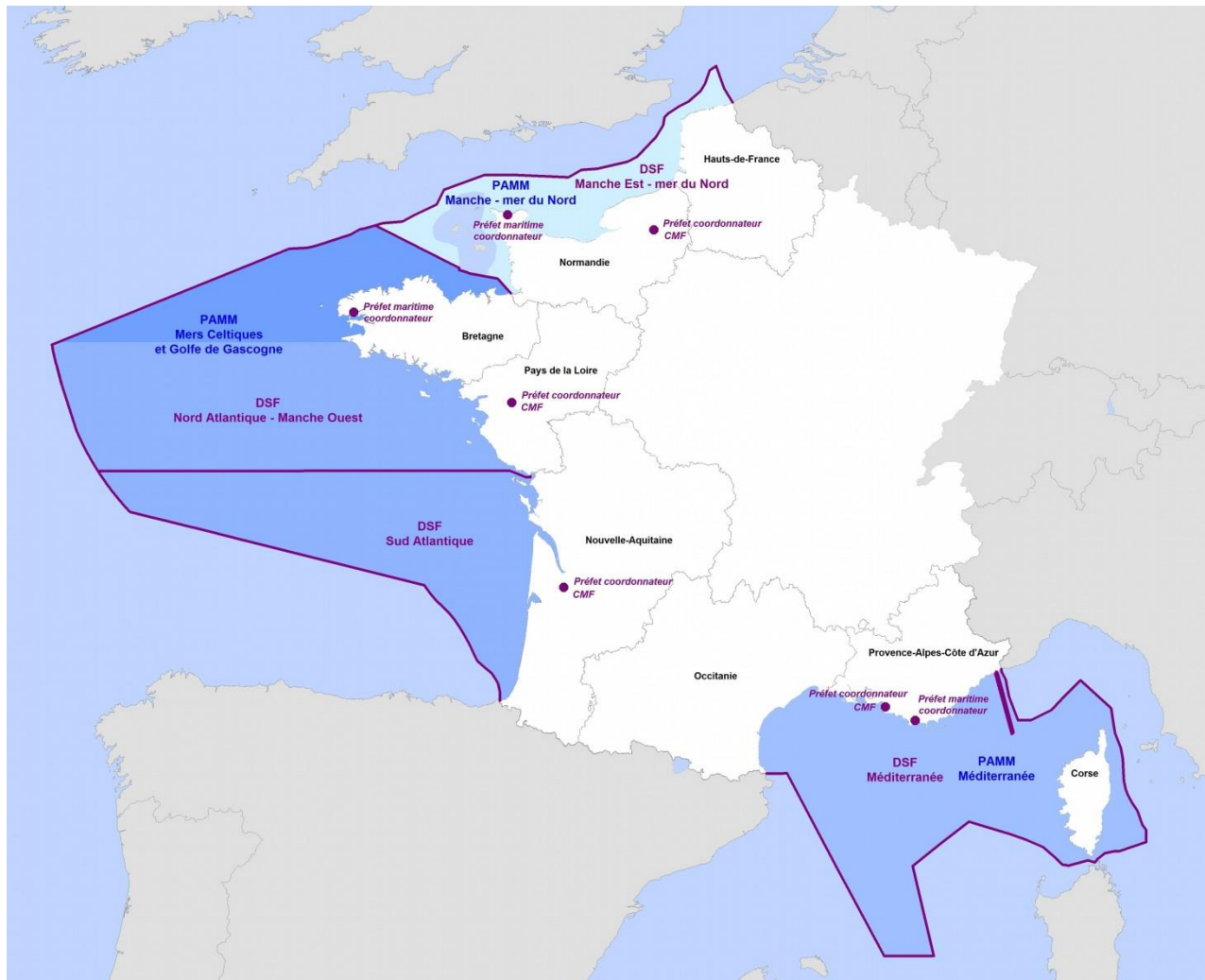
As well as providing an opportunity to learn more about maritime and coastal space, the strategy document is also a process. It is revised every six years and is first drawn up, then implemented, monitored and assessed.

The guide should allow strategy documents to be drawn up on the basis of a common framework, but they are nevertheless documents adapted to the specific features of each territory. The strategy document can focus on a more detailed scale when a zone with important issues justifies it, or according to geographical or geopolitical characteristics. It must be adapted to different levels of knowledge in different areas.

## 4. Geographic scope

The maritime and coastal areas to which the strategy documents apply are:

- Four sea basins for mainland France: East Channel - North Sea, North Atlantic - West Channel, South Atlantic and Mediterranean (see map 1);
- Four overseas sea basins: West Indies, South Indian Ocean, Guyana, and Saint-Pierre-and-Miquelon (see map 2).



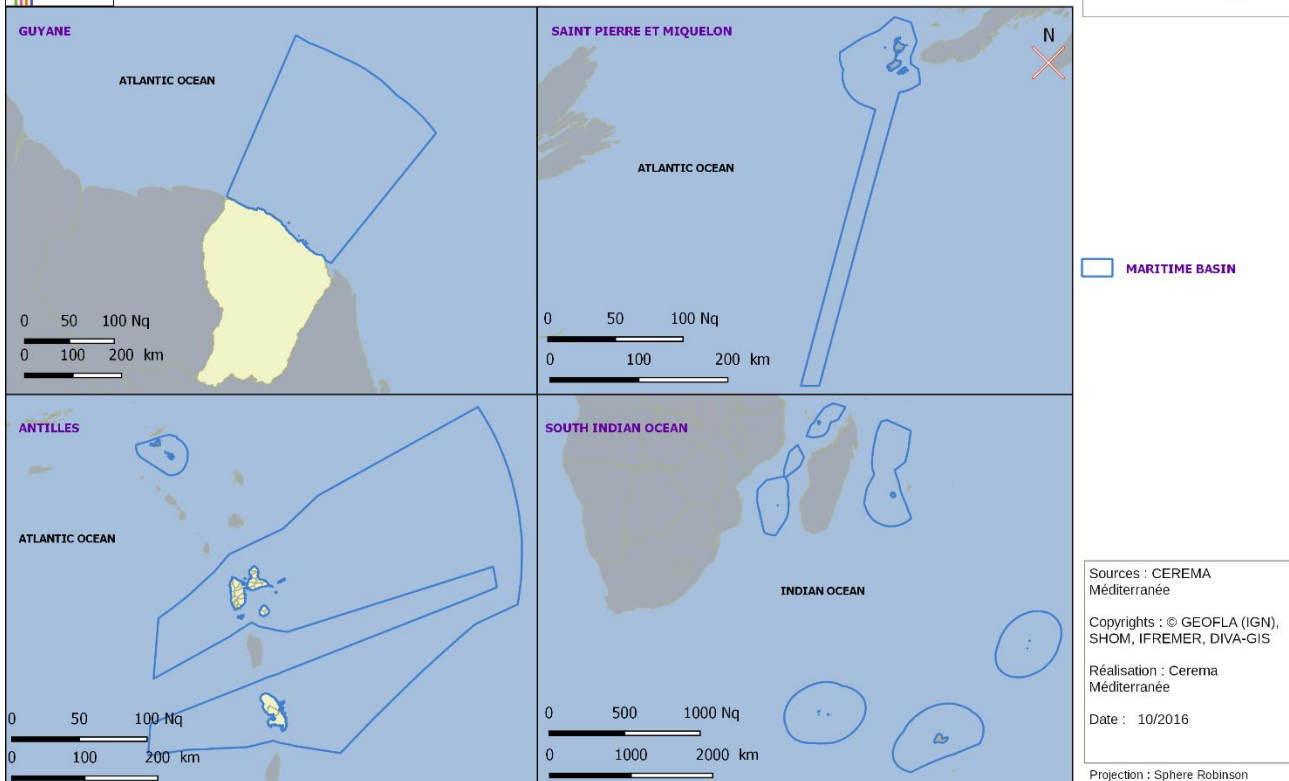
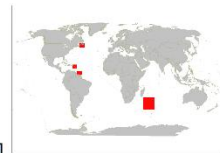
**Map 1: Scope of strategy documents in mainland France**

The strategy documents concern maritime, land and air areas:

- A maritime perimeter corresponding to the marine waters under French sovereignty and jurisdiction: Exclusive Economic Zone (maximum 200 nautical miles) and extension of the continental shelf. The maritime area is zoned in three dimensions: surface, water column and seabed;
- An air perimeter: the airspace overlying the maritime perimeter;
- A land perimeter that corresponds to the activities located in the territory of the coastal administrative regions having an impact on maritime areas. The depth of the land perimeter varies according to the activity being examined.

## Scope of strategy documents overseas

### Maritime basin strategy document



**Map 2: Scope of strategy documents overseas**

The overseas maritime council is presided:

- For the "West Indies" basin, jointly by the prefects of Martinique and Guadeloupe (the prefect delegate for Saint-Martin and for Saint-Barthélemy is by right vice-president of the council);
- For the "South Indian Ocean" basin, jointly by the prefect of Reunion, the prefect of Mayotte and the senior administrator of the French Southern and Antarctic Territories;
- For the "Guyana" basin, by the prefect of Guyana;
- For the "Saint-Pierre-et-Miquelon" basin, jointly by the prefect and the president of the territorial council.

## 5. The topics covered by the strategy document

As a version of the SNML, the strategy document covers the economic, environmental and social topics that will lead the DIRMs and DMs in coordination situations to seek help from other State departments, under the authority of the coordinating Prefects:

- the sustainable development of economic, maritime and coastal activities and the sustainable use of natural mineral, biological and energy resources (DIRM and DM, DIRECCTE, DDTM);
- the protection of environments, resources, biological and ecological equilibrium and the preservation of sites, landscapes and heritage, and in particular reaching or maintaining good ecological status adopted at national level under the DCSMM (DREAL and DEAL);
- risk prevention and coastline management (DDTM, DREAL and DEAL);
- knowledge, and particularly research and innovation, and education and training in seafaring occupations (DIRM and DM, DRRT).

The DCPEM particularly targets sustainable development of the following sectors:

- energy sectors at sea;
- maritime shipping;
- fisheries and aquaculture sectors;
- promotion of sustainable tourism (optional);
- sustainable extraction of raw materials (optional).

Maritime spatial planning also involves identifying the spatial and temporal distribution of relevant, existing and future activities and uses in marine waters (article 8 of the DCPEM). In maritime and coastal areas more than in any other area, the deployment of activities and uses remains intrinsically linked to the time factors (tides, seasonality, diurnal and nocturnal rhythms, etc.). In this respect, each sector of activity is approached in accordance with its own characteristics. For example, maritime fishing activities are characterized by high seasonality, mobility of fishing effort which extends to the marine waters of other Member States, and possible transfer of the fishing effort which, in order to adapt to the specific features of this multifaceted activity, no doubt requires introducing a significant temporal component into the maritime spatial planning exercise.

These various topics must be addressed throughout the process, from the inventory of the current situation to the action plan.

The SNML and the directive establishing a maritime spatial planning framework do not apply to activities the sole purpose of which is defence or national security. However, these activities have a high level of occupancy of the body of water and have significant interactions with other uses of the sea. Defence issues must therefore be assessed in the strategy documents as a basic component of territorial integrity, security of citizens and the security of vital interests for which operational capacities (training, detection and intervention must be maintained). Military training areas and other available public data must therefore be taken into account in the preparation of strategy documents, without defence and national security activities being restricted by the implementation of public policies at sea.

## 6. Development components and timing laid down by regulations

The process of drawing up the strategy document can be broken down into two main components:

### 1st strategic component by July 15, 2018 which includes:

- **The existing situation** inventoried in the perimeter of the sea basin. This situation exposes the uses of marine and coastal space, the economic activities linked to the sea and enhancement of the coastline, by proposing a graphic representation and the main socio-economic and environmental perspectives. It is based on the best available data. It includes identification of the main **issues**, including **ecological issues** and **emerging needs** of the sea basin, taking into account existing or foreseeable conflicts of use;
- Definition of priority **strategic objectives** and **related indicators**. These include the environmental objectives to be defined under the DCSMM in mainland France. They define conditions and rules for the spatial and temporal co-existence of activities and uses and aim at achieving or maintaining good ecological status. They include the resulting graphical representations, especially the identification, in maritime areas, of zones that are coherent from the standpoint of the general challenges and objectives assigned to them through a **vocation map**.

### 2nd operational component by late 2021, which includes:

- **The means for assessing** implementation of the strategy document, including the definition of a set of relevant criteria and indicators which, in mainland France, include the **monitoring programme** developed under the DCSMM. Deadline: 15 July 2020;
- The action plan of the strategy document, which in mainland France, fulfils the requirements of the programme of measures established under the DCSMM. Deadline: 31 December 2021.



#### Box 4 Assessment of marine environments in mainland France

The assessment of marine waters, which is one of the 5 components of the DCSMM (and therefore of the PAMMs integrated into the DSF), is due to be revised in 2018. It will be the subject of a detailed scientific report for each sea basin, written by the technical operators of the DCSMM (AFB and Ifremer) in connection with the Technical Secretariats

of the PAMMs (decentralized State departments and public institutions concerned). It is structured in 4 chapters according to the DPSIR method:

1 *Drivers*: Uses of the marine environment (activities); 2 *Pressure*: Pressure from these activities;

3 *State*: State of marine ecosystems;

4 *Impacts*: Economic and social impacts: cost of deterioration;

(5 *Response*: response from the authorities in terms of environmental objectives)

The aforementioned chapters 2 and 3 will be fuelled by calculating the DCSMM's 11 descriptors of the marine environment (4 state descriptors and 7 pressure descriptors). For each of these descriptors, the distance from the good ecological state, which will be defined in early 2018, is assessed. And then propose coherent environmental objectives for the 2nd cycle.

These scientific and technical reports on the assessment of marine waters will provide information for the DSF environment chapters.

## 7. Governance

Many different players co-exist in maritime and coastal areas. It is essential for them to subscribe to, and be involved in both the development and implementation of the strategy document in order to obtain efficient and sustainable integrated management of the sea and the coastline. It is therefore appropriate to set up suitable governance to achieve this, involving local authorities, particularly in the overseas territories where the commission responsible for drawing up the strategy document associates on a parity basis, firstly, the State and its public institutions and, secondly, representatives of local and regional authorities and their associations.

The strategy documents fall within the competence of the State (ministers responsible for the sea, the environment and overseas territories; coordinating prefects for sea basins).

Stakeholders are partners and can submit proposals alongside the State: Elected representatives, trade unions, companies and associations as part of a five-member governance within the National Council for the Sea and Coastal Areas (*Conseil National de la mer et des littoraux* - CNML), maritime councils for sea basins and maritime councils for overseas basins.

Cooperation between Member States bordering on marine waters is also used to ensure that plans are coherent and coordinated within the marine region concerned.

Cooperation may be set up, as far as possible, with third countries.

Figure 3 shows the links between these different bodies, taking as focal points the competent authorities of the strategy document and the national coordinators.



# Governance of the strategy document

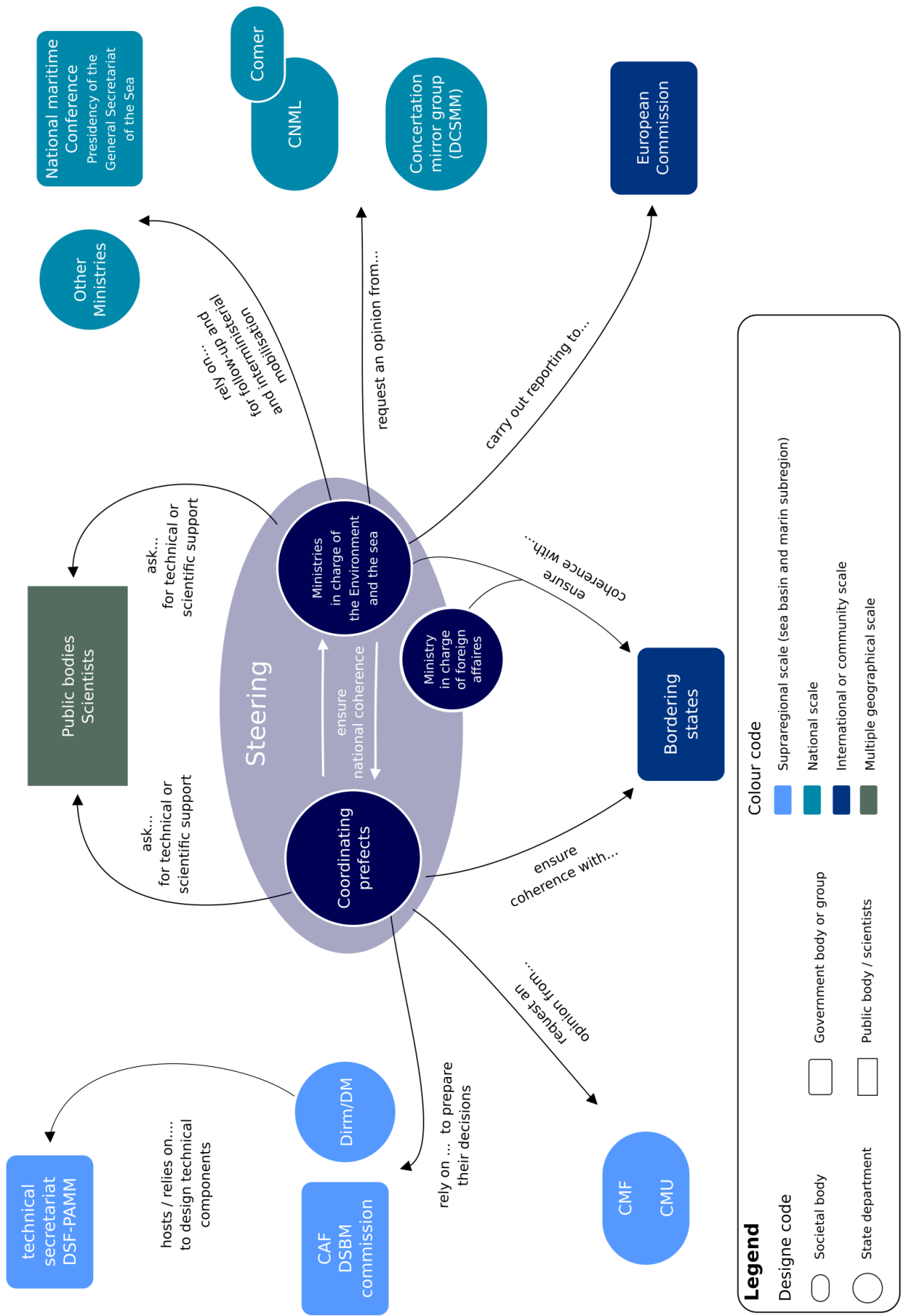


Figure 3: Governance of the strategy document

## 7.1 The competent authorities

Without prejudice to inter-sea basin coordination at national level, the coordinating prefects for sea basins are the competent authorities for drafting the strategy document, coordinating its implementation and having it approved. For the whole process (see box 5), they draw support from the interregional directorates of the sea for sea basins, and on directorates of the sea for overseas territories where the strategy document is jointly produced with the local authorities.



### Box 5 The role of DIRMs and DMs in the field of the sea

The interregional directorates of the sea (*Directions interrégionales de la mer* DIRM) for sea basins, and the Directorates of the Sea (*Directions de la mer* DM) in overseas territories assist the coordinating prefects in carrying out their missions. They provide the secretariat for the sea basin maritime council, for the sea basin administrative commission and for the overseas maritime council, and lead and coordinate the action of the decentralized State departments working in the field of the sea.

They contribute to the drawing up, implementation and monitoring of the strategy document, marine environment action plans and marine environment monitoring plans. They coordinate the actions necessary to manage marine resources, activities related to usage and planning at sea. They also ensure coherence at interregional level in the exercise of marine environment, marine fishery and marine aquaculture policies.

In mainland France, the coordinating prefects draw support from the sea basin administrative commission (*Commission administrative de façade* - CAF). They preside jointly. Its composition and means of operating are established by decree.

The coordinating prefects also receive technical support from the French Agency for Biodiversity (*Agence Française pour la Biodiversité* - AFB), Cerema and Ifremer. They may draw support from other public institutions (BRGM, CNRS, ANSES, SHOM, IGN, etc.) or other competent bodies (IRD, IPEV).

## 7.2 Stakeholder involvement

Four forms of stakeholder involvement are used during the sea and coastal strategic planning process for sea basins: information, association, "downstream" consultation and "upstream" consultation (see figure 4).

A significant part of the process is carried out in consultation with the stakeholders. The sea basin Maritime Councils (*Conseils Maritimes de Façade* - CMF) and Overseas Maritime Basin Councils (*Conseils Maritimes Ultramarins* - CMU) provide consultation at local level. They provide a forum for debate and decision-making as part of the process of drawing up the strategy document, with a view to promoting the sustainable growth of maritime and coastal activities and respecting the objectives of restoring and maintaining good ecological status of the environment.

Participation des acteurs

Étapes du processus

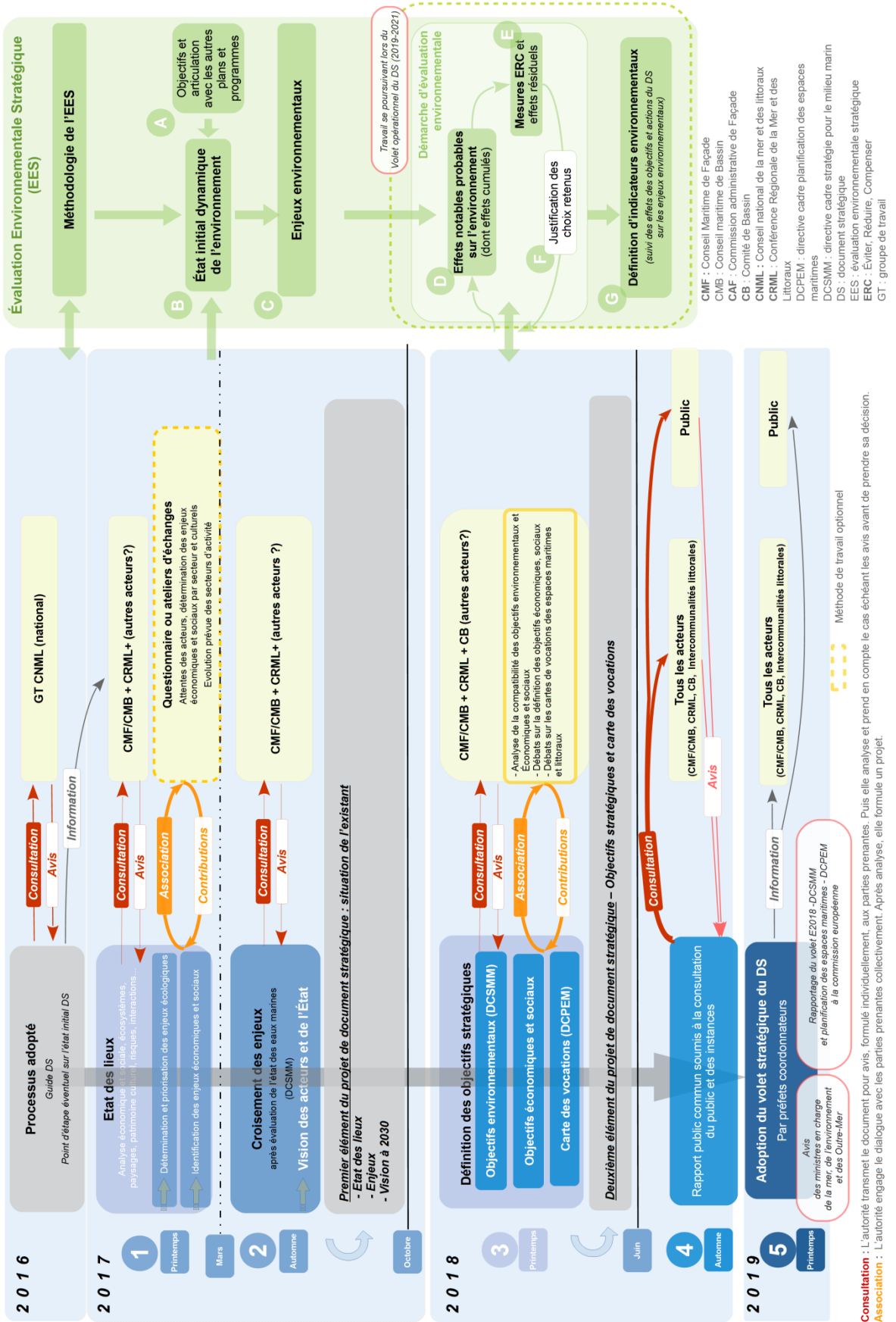


Figure 4: Stakeholder involvement in the process of drawing up the strategy document - 1st section

## 8. Strategic environmental assessment (EES)

Directive no. 2001/42/EC on the assessment of the effects of certain plans and programmes to do with the environment states that Member States shall define plans and programmes for environmental assessment. Article R.122-17 of the French Environmental Code states that DSF (including PAMMs) and DSBM are subject to environmental assessment. An environmental report is made public at the time of public consultation on the action plan of each strategy document.

SEA is an ongoing, iterative process, carried out under the responsibility of the contracting authority as early as possible with the objective of contributing to sustainable development by taking the environment into account throughout the preparation of the strategy documents. To do this, it is essential to organize the process so that the SEA accompanies work at every stage of drawing up the strategy document.

In accordance with Article R.122-20 of the French Environmental Code amended by Decree No. 2016-1110 of 11 August 2016 - Art. 1, the environmental report shall consist of:

- A) a general presentation summarizing the objectives of the strategy document and its content, and how it coordinates with other plans, schemes, programs or planning documents;
- B) a description of the initial state of the environment in the area concerned, and the likely prospects of change if the strategy document is not implemented (because of the dynamic state of the environment);
- C) the main environmental issues of the area<sup>1</sup>;
- D) reasonable alternatives to address the purpose of the strategy document;
- E) an explanation of the reasons for which the draft strategy document has been adopted, in particular with regard to environmental protection objectives;
- F) an explanation:
  - a) of the likely significant effects of implementing the environmental strategy document and, where appropriate, on human health;
  - b) of the assessment of Natura 2000 impacts referred to in article L. 414-4;
- G) a presentation of measures taken to avoid, reduce or offset the negative impacts of the strategy document on the environment and on human health;
- H) a presentation of criteria, indicators and means, including deadlines, to verify, after adopting the strategy document, that the adverse effects identified in F and the adequacy of the measures taken under G have been properly assessed;
- I) a presentation of the methods used to prepare the environmental report;
- J) a non-technical summary of the information provided above.

The flow chart in figure 4 shows how the EES phases and preparation of the strategy document are coordinated.

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<sup>1</sup> These issues are the environmental issues of the DSF and those identified by the EES

## 9. Assessing the social and economic impacts of the strategy document

Assessing the impact of the strategic objectives aims to evaluate and optimally guide public decisions, with a view to the sustainable development of maritime activities and respecting the environment and areas they are deployed. A balance between economic development and preservation of the environment must be struck, by analysing the economic and social impacts of the strategy documents.

Assessing the social and economic impacts of the strategy document includes

- economic and social analysis of the use of marine waters and the cost of degradation of the marine environment required by the DCSMM (article 8.1.c);
- an evaluation of the cost effectiveness of measures in the action plans for the marine environment and assessments of their impacts, in particular through cost-benefit analyses (see DCSMM Article 13.3);
- taking account of economic and social aspects in the implementation of maritime spatial planning (article 5.1 of the DCPEM) and the use of the best available data relating thereto (article 10.2 of the DCPEM);
- annex IV of the DCSMM also stresses the need for "sufficient consideration of social and economic concerns when defining objectives".

Cost-benefit analyses are means of assessing a number of socio-economic impacts and they can be implemented with different levels of accuracy depending on the time and resources available. They may be based, for example, on:

- identification of economic and social issues for the sea basin;
- assessment of selected key ecosystem services;
- the cost of the measures;
- assessment of the contribution of the maritime spatial planning process to the sustainable development of maritime activities and improved resilience to the effects of climate change.

## 10. How the strategy document coordinates with other public policies

The strategy for the sea and the coastline sets out four complementary and indissociable long-term objectives that are intended to connect the various public policies affecting maritime and coastal areas:

- ecological transition for the sea and the coast;
- development of a sustainable blue economy;
- good ecological status of the marine environment and preservation of an attractive coastline;
- the influence of France.

### 10.1 A variety of offshore and coastal planning measures

The area to which the strategy document applies already includes planning, cross-sectoral or sectoral schemes or urban planning strategies.

There are a number of documents concerning public policies relating to the development of activities, development and planning as well as environmental protection and the responsible authorities are many:

- The State with, for example: implementation of the water framework directive through SDAGE/SAGE, the "habitats, wildlife and flora" directive, the "birds" directive, national parks and natural marine parks, etc.;
- local authorities, with: schemes for regional development, sustainable development and territorial equality (*schéma régional de développement durable et d'égalité des territoires* - SRADDET), urban planning documents such as Scots, which include a coastal component serving as a maritime development scheme (*Schéma de mise en valeur de la mer* - SMVM), regional schemes for economic development, innovation and internationalization (*schémas régionaux de développement économique, d'innovation et d'internationalisation* - SRDEII), and regional nature parks;
- The various professional bodies responsible for drawing up and implementing sectoral policies relating to economic activities.

There is a need to improve the consistency of these documents. This is the purpose of the strategy document. It is also intended to highlight a vision and to be a cross-cutting integrative tool. Integrated management of the sea and the coastline carried by the SNML and its offshoot, the strategy document, are a means to improve the co-existence of all maritime activities and the good state of the marine environment. The strategy document is therefore a tool for increased consistency.

## 10.2 Coordination principles

Coordination between the strategy document and other public policies requires the following principles to be implemented:

- organise the integrated management of the sea and the coast using the objectives of the strategy document in order to reinforce the land-sea interface, notably by coordinating it with watershed and coastal management, or local initiatives by local and regional authorities as part of integrated coastal zone management (ICZM);
- comply with the environmental requirements laid down, in particular at European level, especially the attainment and maintenance of good ecological status and the good state of conservation of habitats and species of Community interest by ensuring that they are properly taken into account in the various sectoral policies;
- strengthen the governance process at the drafting stage by defining how coordination between the various consultative bodies should take place. In this way, when drawing up strategy documents and water development and management master plans, it is important for the controlling structures to coordinate with each other and for the consultative bodies to be mobilized in a cross-fertilized way (in particular the maritime councils, and the basin committees and their sea and coast commissions);
- develop regional projects by implementing the strategy document at the various scales of infrastructure planning down to intercommunal level: SRADDET, DTADD, bay contract, maritime component of the SCoT serving as an SMVM, etc.;
- putting existing sectoral plans in perspective by seeking cross-sectoral coordination as part of a global approach to development (e.g.: SRDAM, offshore wind energy planning document).

## 10.3 The system by which the strategy document becomes binding

### Compatibility

The following must be compatible, or made compatible, with the objectives and provisions of the strategy document for the sea basin:

- Plans, programmes and schemes relating to activities exclusively located at sea;
- At sea, public or private works, engineering or development projects, subject to impact assessment and exclusive research permits or concessions concerning mineral substances;
- Schemes to enhance the sea;
- Regional schemes for the development of marine aquaculture.

### Taking the strategy document into account

With the exception of those mentioned above and when they are likely to have a significant impact on the sea, plans, programs and schemes applicable at sea or in coastal administrative regions take into account the sea basin strategy document.



## 10.4 In practice

If the document has a legal enforceability relationship with the strategy document, for documents that have already been approved two cases arise:

- 1) the strategy document does not call into question the other planning document which is then consistent with the strategy document: no revision of the existing planning document is necessary;
- 2) The strategy document calls into question certain points of the existing planning document, which implies a revision of the latter so that it is consistent with the strategy document. Revision of the documents is carried out within three years of approval of the strategy document. After this deadline, the provisions of the strategy document are automatically binding on these documents<sup>2</sup>. However, where the regulations provide for a compulsory periodic review, planning documents must be compatible with, or take account of the objectives and provisions of the strategy documents/ during the first review to occur.

When the planning documents and the strategy document are drawn up together, the coordination between the planning document and the strategy document must make it possible to respect the principle of compatibility or taking into account when the document has been approved.

When the planning document does not have a legal enforceability relationship with the strategy document, it needs to be coordinated with it (some documents are not concerned by the system of enforceability of the strategy document), it is proposed that the principles set out above should be implemented.

## 10.5 Complementarity between documents / projects and strategy documents

The strategy document is both a reference framework and an integrating tool of the highest level and scale. It is taken into account by planning documents of lower scale, in order to make sure that its scope of intervention is consistent, in particular in territorial projects and dynamics (regional and departmental strategies, country ICZM initiatives, etc.), or sectoral planning.

In turn, these documents provide a strategic "field" approach. At their level, they feed the content of the strategy documents, which take important information from them in their different stages of development: inventory of the current situation, interactions with other activities, interactions of activities with the environment, definition of environmental and socio-economic issues and objectives, etc.

These territorial dynamics can thereby enrich the guidelines of the strategy documents.

The strategy document process promotes the principle of reciprocity, solidarity and complementarity between documents/projects and the strategy document. It is the higher level integrating document which defines strategic guidelines on a relatively broad scale.

To this end, and as part of the first cycle of the strategy document for which adjustments will be necessary, the strategy document could set the stage so that the convergence of all documents would go through a transitional period over a time frame corresponding to the compulsory periodic review of documents.

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2. Article L219-6 of the French Environmental Code.

# 11. Cooperation with other countries

## 11.1 Background

Since maritime activities and marine ecosystems do not have national boundaries, cross-border cooperation is necessary for the development of transnational activities such as energy networks, shipping lanes or installing submarine cables and pipelines. It also promotes the protection of the marine environment by helping to develop a coherent network of protected marine areas in all marine regions.

Cross-border cooperation concerns the states bordering French marine regions and sub-regions of French sea basins. It also involves third countries sharing these maritime regions and sub-regions (e.g. the countries of the southern Mediterranean).

## 11.2 Framework for community and multilateral cooperation

Within the framework of the EU, for mainland France, the DCSMM and PEM directives require the Member States to coordinate and ensure the regional coherence of each of the components of the strategy document being developed.

The European Commission ensures the regional coherence of planning documents and the strategic frameworks for the protection of the marine environment adopted by the EU Member States concerned, through regular reporting by the latter and using the comitology procedures provided for in the above-mentioned directives. It also works with the third countries concerned as part of the neighbourhood policy and other instruments of international cooperation.

Significant multilateral work is also carried out within the framework of the OSPAR and Barcelona regional sea conventions.

With regard to overseas territories, the existing regional sea conventions (Cartagena and Nairobi) allow a regional cooperation initiative for the protection and enhancement of the marine and coastal environment to be set up.

## 11.3 Establishing a framework for cross-border cooperation with neighbouring countries

A proposal will be made to the Member States sharing maritime sub-regions with France (the United Kingdom<sup>3</sup>, Belgium and the Netherlands for the North Atlantic-Channel-North Sea subregion, Spain and Portugal for the South Atlantic subregion, Spain and Italy for the Western Mediterranean subregion) to set up informal cooperation groups bringing together all those involved (ministries, public agencies, decentralized state services, etc.) to ensure coherence of planning and strategies for the protection of the marine environment. These discussions will include planning frameworks, strategic instruments and the principles of coordinated measures for the protection of the marine environment.

In this context, the ministers responsible for the environment, the sea and foreign affairs, together with the coordinating prefects, are responsible for regularly ensuring the coherence of components of the

<sup>3</sup> These discussions will be influenced by the forthcoming negotiations with the UK as part of "Brexit". The latter will become a non-EU third country, with which it will be necessary to specify the possible means for a desirable collaboration.

strategy documents with the planning of the neighbouring states in a manner to be determined by interministerial instructions.

The following information and documents are sent to the authorities of the State concerned by the ministers responsible for the environment and the sea through the diplomatic network:

- the draft plan;
- the name of competent authority to approve the plan;
- details of the department from which further information may be obtained.

Consultation of the EU Member States also concerns the environmental report of the DSF with the following additional documents being sent:

- the environmental report;
- the opinion of the environmental authority.

Draft strategy documents may possibly be amended to reflect the advice and comments received.

Equivalent information will be requested from neighbouring countries in accordance with the procedures specified in the interministerial instructions mentioned above.



#### Box 6

#### SEA provisions for EU Member States

Article R.122 22 of the French Environmental Code states that: *Any public entity responsible for drawing up or modifying a plan, scheme, programme or planning document likely to have a significant impact on the environment of another European Union member State, or where such a State so requests, sends the documents and information referred to in the first paragraph of article L. 122 84<sup>4</sup> to the authorities of that State, asking whether it wishes to enter into consultations before adopting the plan, scheme, programme or planning document and, where appropriate, the reasonable period within which it intends to conduct such consultations. It informs the minister of foreign affairs .*

**Such a process must be anticipated well in advance, given the time required** for consulting the people of another State. Precious time can be saved by informally questioning the state concerned beforehand so as to anticipate its wish to consult.

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<sup>4</sup> Draft plans or programmes, the implementation of which is likely to have significant effects on the environment.

## 12. List of abbreviations and acronyms

<b>AFB</b>	Agence française pour la biodiversité ( <i>French biodiversity agency</i> )
<b>Anses</b>	Agence nationale de sécurité sanitaire de l'alimentation, de l'environnement et du travail ( <i>French national agency for food safety, environment and labour</i> )
<b>BEE</b>	Bon état écologique ( <i>Good ecological status</i> )
<b>BM</b>	Bassin maritime ( <i>Maritime basin</i> )
<b>BRGM</b>	Bureau de Recherches Géologiques et Minières ( <i>Bureau of geological and mining research</i> )
<b>CAF</b>	Commission administrative de façade ( <i>sea basin administrative commission</i> )
<b>Cerema</b>	Centre d'études et d'expertise sur les risques, l'environnement, la mobilité et l'aménagement ( <i>Centre for Studies on Risks, the Environment, Mobility and Urban Planning</i> )
<b>CMF</b>	Conseil Maritime de façade ( <i>sea basin maritime council</i> )
<b>CMU</b>	Conseil maritime de bassin ultramarin ( <i>Overseas sea basin council</i> )
<b>CNML</b>	Conseil national de la mer et des littoraux ( <i>Council for the sea and coastal areas</i> )
<b>CNRS</b>	Centre national de la recherche scientifique ( <i>French national scientific research centre</i> )
<b>Comer</b>	Comité spécialisé pour la recherche marine, maritime et littorale ( <i>Specialized committee for marine, maritime and coastal research</i> )
<b>DCPEM</b>	Directive-cadre pour la planification de l'espace maritime ( <i>Framework directive for maritime spatial planning</i> )
<b>DCSMM</b>	Directive-cadre "stratégie pour le milieu marin" ( <i>Marine strategy framework directive</i> )
<b>DDTM</b>	Direction départementale des territoires et de la mer ( <i>Departmental directorate of territories and the sea</i> )
<b>DEAL</b>	Direction de l'environnement, de l'aménagement et du logement ( <i>Directorate for the environment, land use planning and housing</i> )
<b>DIRECCTE</b>	Directions régionales des entreprises, de la concurrence, de la consommation, du travail et de l'emploi ( <i>Regional directorates for business, competition, consumer affairs, work and employment</i> )

<b>DEB</b>	Direction de l'eau et de la biodiversité ( <i>Water and biodiversity directorate</i> )
<b>DIRM</b>	Direction interrégionale de la mer au niveau des façades ( <i>Interregional directorate of the sea for sea basins</i> )
<b>DM</b>	Direction de la mer ( <i>Directorate of the sea</i> )
<b>DML</b>	Délégation à la mer et au littoral ( <i>Sea and coast delegation</i> )
<b>DPSIR</b>	<i>Driver-pressure-state-impacts-response</i>
<b>DREAL</b>	Direction de l'environnement, de l'aménagement et du logement ( <i>Regional directorate for the environment, land use planning and housing</i> )
<b>DRRT</b>	Délégation régionale à la recherche et à la technologie ( <i>Regional delegation for research and technology</i> )
<b>DSBM</b>	Document stratégique de bassin maritime ( <i>Maritime basin strategy document - MBSD</i> )
<b>DSF</b>	Document stratégique de façade ( <i>sea basin strategy document</i> )
<b>DTADD</b>	Directive territoriale d'aménagement et de développement durable ( <i>Territorial planning and sustainable development directive</i> )
<b>EES</b>	Évaluation environnementale stratégique ( <i>Strategic environmental assessment - SEA</i> )
<b>EMR</b>	Énergie marine renouvelable ( <i>Renewable marine energy</i> )
<b>GIZC</b>	Gestion intégrée des zones côtières ( <i>Integrated coastal area management</i> )
<b>Ifremer</b>	Institut français de recherche pour l'exploitation de la mer ( <i>French research institute for exploitation of the sea</i> )
<b>IPEV</b>	Institut polaire français Paul-Emile-Victor ( <i>Paul-Emile-Victor Polar Institute</i> )
<b>IRD</b>	Institut de recherche pour le développement ( <i>Research institute for development</i> )
<b>OSPAR</b>	Oslo – Paris with reference to the convention for the protection of the marine environment of the North-East Atlantic
<b>PAMM</b>	Plan d'action pour le milieu marin ( <i>Marine environmental action plan</i> )
<b>PEM</b>	Planification de l'espace maritime ( <i>Maritime spatial planning</i> )
<b>PMI</b>	Politique maritime intégrée ( <i>Integrated maritime policy</i> )
<b>SAGE</b>	Schéma d'aménagement et de gestion des eaux ( <i>Water development and management scheme</i> )
<b>SCoT</b>	Schéma de cohérence territoriale ( <i>Regional integrated development plan</i> )

<b>SDAGE</b>	Schéma directeur d'aménagement et de gestion des eaux ( <i>Water development and management masterplan</i> )
<b>SHOM</b>	Service hydrographique et océanographique de la Marine ( <i>French navy hydrographic and oceanographic department</i> )
<b>SMVM</b>	Schemes to enhance the sea
<b>SNML</b>	Stratégie nationale pour la mer et le littoral ( <i>National strategy for the sea and the coast</i> )
<b>SRADDET</b>	Schéma régional d'aménagement, de développement durable et d'égalité des territoires ( <i>Regional scheme for planning, sustainable development and territorial equality</i> )
<b>SRDAM</b>	Schéma régional de développement de l'aquaculture marine ( <i>Regional scheme for the development of marine aquaculture</i> )
<b>UE</b>	Union européenne ( <i>European Union – EU</i> )





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