COMPARATIVE ANALYSIS OF POLISH AND CROATIAN MARITIME POLICY IN THE CONTEXT OF THE INTEGRATED MARITIME POLICY OF THE EUROPEAN UNION

Katarzyna Skrzeszewska, Tihomir Luković, Ivo Šperanda

Abstract

Traditional activities based on sea resources (maritime transport, shipyards, fishery) always played the key role in increasing production possibilities of the economies with the access to the sea. The development of technique and technology distinctly contributed to broadening the horizons and diversification of activities based on exploitation of maritime basins. Despite the positive results connected with greater and more intense exploration of seas resources, there also appeared the negative effects. First and foremost, they are connected with degradation of the natural environment and growing conflicts of interests of different groups of the basins users. The issue of split entitlement to use seas resources was brought to the world forum in 1982 by enacting the United Nations Convention on the Law of the Sea (UNCLOS). The European Commission, having conducted consultations on a large scale, accepted the Integrated Maritime Policy of the European Union (IMP EU). It was based on the assumption, that all maritime activities are interconnected and that is why they should be performed in a coordinated manner to achieve the established goals. The Integrated Maritime Policy created the framework, in which the member states were to find appropriate solutions to their economy specificity, inter alia – the maritime economy. In the paper, the results of the research of maritime policies of two countries - Poland and Croatia are presented. The goal of the research is to check how far the policies of these two countries are coherent with each other and with the assumptions of the IMP. In the research the deductive method was used - it was based at conclusions from the comparative analysis. The surveys were conducted on the basis of the EU, Polish and Croatian strategic documents.

Keywords: Integrated Maritime Policy, EUSBSR, EUSAIR, Maritime Policy of Poland, Maritime Policy of Croatia
Introduction

The first worldwide document which constituted grounds for ‘organizing’ human activity in marine environment was the United Nations Convention on the Law of the Sea (UNCLOS) of 1982, binding from 1994. It had been recognized that it was necessary to take actions on various management levels to protect the marine and oceanic waters, and exploit the marine resources more rationally. The entry into force of the so-called „Constitution for the Oceans” initiated the process of organizing and regulating marine issues not only on the international level but also on mega-economic (European Union), regional (e.g. Baltic Sea Region, Adriatic and Ionian Sea Region) and national level (particular countries) (Fig. 1.).

*Maritime Policy of the Republic of Poland until 2020 (with perspective up to 2030)
**Maritime Development and Integrated Maritime Policy Strategy of Republic of Croatia for the period from 2014 to 2020

Figure 1. Strategic documents related to the exploitation of marine resources of various scope of impact

Source: own study.

The triangle shape selected to represent documents dedicated to the issues of seas and oceans reflects to some extent the level of detailed information included in each document. The broadest range refers to UNCLOS Convention related to all seas and oceans. The Integrated Maritime Policy for the European Union comprises framework defining issues concerning the sea and ocean resources management and their development directions, most important for Europe. At the level of the European macro-regions the most important issues for a particular area and expectations as for their development were specified. Whereas, at the level of particular countries maritime policies were formulated; they should implement objectives resulting from the national development strategy, based on their marine potential. Combing the national maritime policies with the framework of regional and EU policies will provide better access to various EU funds.
1. Integrated Maritime Policy for the European Union

The work regarding common maritime policy was carried out since 2005, which resulted, as the first stage of work, in publishing *Towards a future Maritime Policy for the Union: A European vision for the oceans and seas*\(^1\). The document specified the scope of issues and priorities to be included in the EU maritime policy, which referred to comprehensive approach to seas and oceans - specification of issues related to exploitation of resources and threats resulting from the said exploitation. In 2007, the so-called *Blue Paper*, i.e. *An Integrated Maritime Policy for the European Union*\(^2\) was enacted. It was underpinned by conviction providing that „all matters relating to Europe’s oceans and seas are interlinked, and that sea-related policies must develop in a joined-up way if we are to reap the desired results”\(^3\). It means that coastal countries – member states of the EU, while establishing the maritime policy, should take into consideration not only the interest of their own country. The threats resulting from climatic changes, condition of marine environment, challenges related to globalisation, safety and security at sea (ships traffic, growing terrorism threat), and energy security, require common decisions in order to achieve the effect of synergy wherever it is possible, not to incur unnecessary costs and to avoid conflicts. The areas of activity for which objectives were specified were grouped in five parts (Table 1).

<table>
<thead>
<tr>
<th>Maximising the Sustainable Use of the Oceans and Seas</th>
<th>Shipping</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>European seaports</td>
</tr>
<tr>
<td></td>
<td>Shipbuilding, repair and marine equipment industries</td>
</tr>
<tr>
<td></td>
<td>Multi-sectoral clusters</td>
</tr>
<tr>
<td></td>
<td>Maritime jobs</td>
</tr>
<tr>
<td></td>
<td>Quality of the marine environment</td>
</tr>
<tr>
<td></td>
<td>Fisheries management</td>
</tr>
<tr>
<td></td>
<td>The growth of aquaculture</td>
</tr>
</tbody>
</table>

Table 1. Areas covered by Integrated Maritime Policy for the European Union

<table>
<thead>
<tr>
<th>Building a Knowledge and Innovation Base for the Maritime Policy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delivering the Highest Quality of Life in Coastal Regions</td>
</tr>
<tr>
<td>Promoting Europe’s Leadership in International Maritime Affairs</td>
</tr>
<tr>
<td>Raising the Visibility of Maritime Europe</td>
</tr>
</tbody>
</table>


---

Expectations were specified for each area - directions for demanded changes and results. However, they were not quantified. The European Commission determined only the qualitative changes which should be introduced. In order to support as well as motivate member states to implement the defined objectives, actions to be taken by the Commission, within particular areas, were specified. Lack of detailed objectives results from the nature of the EU maritime policy – it is not the strategic plan including resources and specificity of coastline and the development level of each member state. The European maritime policy provides some framework where the activities related to broadly understood maritime economy should be developed. The issue is all the more important since negative impact of mismanaged marine economy may bring about consequences for all countries within a particular sea basin. Whereas, coordinated sustainable management, thanks to the synergy effect, can increase the effectiveness of efforts of particular countries.

2. The EU development strategies for marine macro-regions

The strategies for macro-regions were developed to support the implementation of Europe 2020 strategy aiming at smart and sustainable economic development promoting social inclusion. So far, four EU macro-regional strategies were developed: the EU Strategy for the Baltic Sea Region - EUSBSR (2009), The EU Strategy for the Danube Region - EUSDR (2010), the EU Strategy for the Adriatic and Ionian Region EUSAIR - (2014), the EU Strategy for the Alpine Region - EUSALP (2015). Thanks to the synergy effect, the cooperation in macro-regions aims at counteracting adverse phenomena more efficiently as well as using the potential of areas covered by the strategies⁴.

2.1. The EU Strategy for the Baltic Sea Region

The Baltic Sea region (Fig. 2.) is especially important for the European Union because of its potential and threats originating from the Baltic Sea and from the countries of the Baltic Sea region.

![Figure 2. The EU macro-region of the Baltic Sea](https://www.interreg-baltic.eu/home.html)

The Baltic Sea region is not limited to only eight countries – the EU member states. Some common issues (resulting e.g. from the location within the Baltic Sea catchment area), especially those related to the natural environment require broader cooperation – with Norway, Russia and Belarus.

The potential of the Region inhabited by approximately 80 million people has largely been created thanks to the wealth and high competitiveness of the northern and western economies. They belong to the wealthiest countries in the world with GDP per capita between 50 - 70 thousand American dollars annually. In the economies competitiveness ranking they are placed among the top ten economies. Whereas, the countries from southern and eastern coast represent economies of completely different economic potential, economy development level and competitiveness (GDP per capita between 9 – 17 thousand American dollars, in the economies competitiveness ranking they are placed among the top forty economies). Such significant differences constitute an obstacle in sustainable development, disturb the process of solving problems related to the Baltic Sea pollution; and therefore, in 2006 the European Parliament called for formulating the BSR development strategy. In the initial period following the introduction of EUSBSR (2009 – 2013) four thematic pillars were specified: prosperity, accessibility and attractiveness, safety and security, environmental sustainability. In the new financial perspective (though no separate fund was allocated for the implementation of EUSBSR) the priorities were slightly changed. At present, the EUSBSR aims at achieving three objectives: Save the Sea (in order to achieve good condition of natural environment), Connect the Region (thanks to improved transport connections and communication), Increase Prosperity (thanks to better competitiveness and attractiveness of the region).

2.2. The EU Strategy for the Adriatic and Ionian Region

The initiative combing the Adriatic countries and the Ionian Sea coast was established already in 2000. It aimed at creating conditions for better economic and political cooperation which would guarantee stable development and facilitate the European integration. The work on the European Union strategy for the Adriatic and Ionian region started in 2012 finished in 2014. The area covered with the strategy comprises the EU member states (Italy, Slovenia, Croatia, and Greece) and countries from outside the EU (Serbia, Bosnia and Herzegovina, Montenegro, Albania) (Fig. 3.). The Region is inhabited by approximately 70 million people whose lifestyle and development prospects are considerably diversified.

The main threats for the region result from shortages in the transport infrastructure, insufficient energy connections, and excessive use of marine and coastal areas endangering the ecosystems. Another factor complicating the situation in the region involves adverse natural phenomena (significant seismic activity) and phenomena resulting from climatic changes (first of all, rising sea level, droughts). The region is difficult to manage due to various levels of development and transparency of administrative structures and processes, and also due to external hazards – influx of immigrants and cross-border organized crime. The possibilities provided by sustainable economy based on the sea resources constitute an opportunity for the development in the region.

---

7 COM(2014) 357: 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, Brussels.
The strategy focused on the sea as a source of wealth for the whole region, in particular thanks to:

- blue growth – emphasizing that aquaculture, coastal tourism and development of marine biotechnologies are possible as well as the development of traditional sectors, including e.g. shipyard sector whose transformation and start of energy-efficient vessel production as well as those of low SO\textsubscript{2} and NO\textsubscript{2} emission may exert positive impact on the related sectors,
- location at the intersection of important transport routes and competitive advantage of the Adriatic and Ionian Sea ports over the ports of Northern Europe,
- tourism based on tourist attractions – (i) natural and cultural heritage attractions (Venice, Dubrovnik, Athens), which through their access from the sea provide opportunities for developing complementary tourist services, (ii) generated by MSP e.g. near-coastal voyages, recreational fisheries. The EUSAIR strategy was based on four pillars: 1. Blue Growth, 2. Connecting the Region, 3. Environmental quality, 4. Sustainable tourism. Those pillars include possible actions to be implemented also inland within the marine approach of management in the region\textsuperscript{8}.

3. Maritime Policy of the Republic of Poland until 2020 (with forecast until 2030)

Polityka morska Rzeczypospolitej Polskiej do roku 2020 (z perspektywą do 2030 roku) (PMRP) - Maritime Policy of the Republic of Poland up to 2020 (with perspective up to 2030) was passed by the government in 2015, seven years after the work on the policy had been commenced. The 66-page document presents the characteristics of selected elements of the Polish maritime economy and expectations as for its development. The Polish maritime policy aimed, according to the authors, at contributing to the implementation of objectives defined in the Polish strategic documents and the EU strategy Europe 2020. The document, Maritime Policy of the Republic of Poland, was developed as per the European Commission guidelines presented in the Integrated Maritime Policy for the European Union and guidelines regarding integrated approach to the maritime policy.

\textsuperscript{8} COM(2014) 357: 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, Brussels, pp. 4-6.
The introduction to maritime policy is a short description of the content of document specifying grounds for establishing maritime policy, principles regarding its establishment, entities and addressees on three levels – local, provincial and national.

Particular objectives to be fulfilled within the policy are preceded with preliminary information presenting basic quantities defining the Polish marine potential and legal conditions regulating issues concerning the exploitation of seas and coastal areas. In eight pages, in fact in one paragraph, the issue of the Polish marine resources was presented – it was limited to geographical aspect only. The other part contains information on laws regulating the issues of territorial status of marine areas defining the principles of Poland’s activities within international organizations, and the place of marine policy in the national development strategies: long-term, medium-term and 9 integrated development strategies.

Then, the mission, strategic objective, directions for development of various social and economic and environmental areas defined in PMRP were specified. The mission formulated in the maritime policy represents more the objective than the mission as such - it does not determine the specific role the broadly understood marine economy should play. The document provides that the mission „(…) is to maximise comprehensive benefits for the citizens and the economy resulting from sustainable use of near-the-sea location of Poland and marine resources”9. The Integrated Maritime Policy for the European Union refers to one of the areas of activity – objectives in exactly these words: „maximising the sustainable use of the oceans and seas”, which will result in „the growth of maritime regions and coastal regions”10. With reference to the strategic objective, namely „(…) to increase the share of the maritime economy sector in the GDP and to boost employment in the maritime economy”11 there is some doubt whether the authors formulated the objectives correctly. Less importance of other sectors and their participation in GDP structure may contribute to fulfilling the objective of PMRP without any changes or progress in the organizational or technical and technological sphere of the Polish maritime economy.

Another element of PMRP involves marine economy areas which define directions for its development and detailed objectives, such as: „(…) 1. Strengthening the position of Polish sea ports; 2. Increasing the competitiveness of maritime transport; 3. Ensuring maritime safety and security; 4. Improvement of the state of marine environment and coastal protection; 5. Creating conditions for the development of the economy based on knowledge and qualifications; 6. Rational use of the natural resources of marine environment; 7. Sustainable management of marine fisheries; 8. Strengthening the national Energy security; 9. Streamlining maritime governance”12.

Each of those areas was defined as per the outline: characteristics of direction – objective and activities related to particular direction – expected results of actions taken in relation to particular direction.

“System for the implementation of maritime policy of the Republic of Poland” is the final element related to the activities taken within the policy. It contains information on the principles regarding monitoring of the progress of work following the guidelines of maritime policy and indicators for assessing the progress in implementing the said policy. It is slightly surprising that

---

10 COM(2014) 357: 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, Brussels, pp. 4-6.
“general indicator” involves „maritime economy sector contribution to the GDP”, while the document completely fails to specify which areas of marine activity fall within the marine economy. If we are to recognize that marine economy comprises all of the said economic activities mentioned in PMRP, there are still many missing, for instance large sector of services for handling maritime transport. The presentation of “detailed indicators” raises even more questions. There are neither initial nor reference values. The authors of the document limited themselves only to listing the quantities which should be included in the reports on the policy implementation. The sets of indicators will not reflect precisely the results of activities taken within each of the 9 specified directions.

The final element of PMRP involves defining the sources of financing for the implementation of the policy. The information is general and limited only to listing possible national sources (public and private funds; state budget, budgets of local governments, economic entities) and foreign sources (the EU funds).

4. Maritime Policy of Croatia


The document was formulated based on guidelines for strategies, including sector-related strategies, by the Croatian government and the strategic EU directives related to the marine sector.

The introduction contains the Croatian quantifiable marine resources which unambiguously indicate significant importance of marine economy in the national economy. Then, the vision, mission and strategic objectives were presented, regarding managing the areas exploiting marine resources. Croatia is to become the developed country, recognizable on the international arena: maritime country. They aim to do so by increasing the role of marine sector in the economic development and the competitiveness of the Croatian economy. The policy and activities conducted for the purpose of sustainable development of economic activity at sea and on the coast are to strengthen the impact of the Croatian marine sector on the European and global market. The overriding objective involves achieving the developed and competitive status by the Croatian marine sector. They aim to do so by implementing the strategic objectives: „(…)"

1. Sustainable growth and competitiveness of the maritime economy in the following fields: (i) shipping and services in maritime transport, (ii) port infrastructure and port services, (iii) education and labour and living conditions of seafarers.

2. Safe and environmentally sustainable maritime, maritime infrastructure and maritime domain of the Republic of Croatia”.

Then the document specifies areas related to the activities regarding the implementation of the strategic objectives. They were presented in four chapters: “Sustainable growth and competitiveness of the maritime economy”, “Safe and environmentally sustainable maritime transport, maritime infrastructure and maritime space of the Republic of Croatia”, “Administrative capacity strengthening” and strengthening of maritime knowledge and culture”. The structure of the first two chapters differs from the other two. The chapter “Sustainable growth …” defines economic activities most important in establishing the Croatian marine economy. They include: (i) shipping and maritime transport services, (ii) coastal line passenger transport, (iii) seafarers, (iv) port system and (v) nautical tourism. Each of the said activities was

---

characterised qualitatively and quantitatively, which helped defining at the same time the importance of those activities for the marine and national economy. Then, the objectives to be achieved within particular activities were specified. In order to provide directions for activities indispensable for achieving the said objectives, methods for achieving the results were determined for each of them. Each objective has its quantifiable measure and base value of measure (value from 2012), two values in the period forecasted for the implementation of the task, which will help monitoring the progress in achieving the objective (value in 2015, 2017) and final value forecasted for 2020. The chapter „Save and environmentally sustainable maritime transport …” indicates the areas of activity important for the protection and security of the Croatian „maritime space”. They include: (i) navigation safety, safety of human lives and property, and maritime ship and port security, (ii) marine environment protection. As in the previous chapter, each aspect was defined in the same manner: quantitative and qualitative characteristics of particular activity, objective and methods for achieving it, quantifiable measure / measures with initial values (2012), monitoring values (2015, 2017) and final value (2020). The implementation of economic and environmental objectives requires proper support on the one hand, and supervision on the other. Therefore, chapter: „Administrative capacity …” defines methods for exerting influence on entities conducting their business activity at sea/in the sea/on the coast so that their activity would comply with international, EU and national laws. While defining objectives within the area of „Administrative capacity” special attention was paid to administration – transparency of structures, accessibility, use of modern communication tools and application of recent techniques and technologies in current activities.

„Strengthening of maritime knowledge and culture” is the final area of activity specified in the Croatian maritime policy. As in the case of marine administration, the scope of activity is broad – it comprises economy and environment. Taking into account the vision for the development of marine economy – “Croatia as recognizable maritime country” the scope of activity and objectives refer in general to promoting all aspects related to the exploitation of the sea, from horizontal and sectoral, current and retrospective perspectives.

The subsequent element of the strategy involves „Implementation and financing” which defines the action plan prepared by the government. The plan includes activities and responsibilities of authorities and other entities with methods and sources of financing regarding the determined objectives. The responsibility for implementing the action plan and maritime policy falls on the Ministry of Maritime Affairs and Infrastructure. Every two years, report on the progress of work shall be provided; but in order to ensure the continuity of the plan and maritime policy implementation the Monitoring Committee shall be established. The Minister of Maritime Affairs and Infrastructure shall be the chairman of the committee and the representatives of all other ministries – its members. The committee shall convene at least once a quarter to: present progress in the implementation of the plan, coordinate activities performed by entities subordinate to various ministries, and solve problems occurring during the implementation of the maritime policy.

With reference to financing the activities specified in the policy, three main sources were defined: state budget, European funds and private funds of legally operating entities, with the state supervision.

The maritime policy is supplemented with the following aspects included in the annex: SWOT analysis of the Croatian marine economy, sources of statistical data, list of national, EU and international strategic documents, laws, guidelines and codes.

5. Comparative Analysis

The structure, level of detail and reliability of documents related to the Polish and Croatian maritime policy indicate the importance of marine economy in those countries (Table 2.).
The specified elements indicate that these are two documents of completely different quality. The Croatian maritime policy is a document prepared for the important sector of national economy indicating priority activities. The authors presented particular expectations for the sector; the defined activities are to provide particular, quantifiable results. Their implementation supported by the administration shall also be properly promoted. The Croatian policy is becoming part of the EU Strategy for the Adriatic and Ionian Sea Region in areas related to the exploitation of the sea and the framework defined in the Integrated Maritime Policy for the European Union.

The Polish maritime policy is a document defining almost all economic activities specified as important for Europe in the Integrated Maritime Policy for the European Union. Unfortunately, the list is limited to referring to documents which regulate particular areas of economic activity and to superficial characteristics, in particular the qualitative one. The statistical data is scarce. In some cases the expected results are presented as points on a wish list, rather than feasible objectives to be achieved. It seems that the authors founded their work too strongly on the Integrated Maritime Policy for the European Union, developed while the Lisbon Strategy had been in force, which approached the expected results slightly differently than the current strategy Europe 2020. The fact that „maximization of benefits” was replaced with „sustainable de-
development” was not taken into account. Moreover, the "expectations" of the Baltic Sea Region were not taken into account either.

Conclusion

For the analysis of strategic documents related to the development of marine economy two countries were selected; countries from two different EU macro-regions and two sea basins of different natural and economic conditions. Although in both cases the framework for defining the maritime policy were identical (UNCLOS, Integrated Maritime Policy for the European Union), the challenges for each region are slightly different and were determined in the EU strategies separately for each region. The analysis of maritime policy of Poland and Croatia proves that the maritime sector is more important for Croatia. Reliable data, precise activities, measurable objectives and administrative support and promotion on the European and global scale will definitely contribute to the development of the maritime sector which is certainly going to strengthen the national economy of Croatia. In the Polish document there is a lot to be changed – the mission and strategic objective, the quantitative characteristics indicating which segment of the sector is the most important for the economy and which activities, as priority ones, should be implemented first. The conducted studies help to draw the conclusion providing that upon adopting the Maritime Policy of the Republic of Poland, the marine economy was not an important area - for the Polish national economy and for the decision-makers.

Literatura

4. COM(2014) 284: Report from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions concerning the governance of macro-regional strategies, Brussels
5. COM(2014) 357: 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, Brussels
ANALIZA PORÓWNAWCZA POLSKIEJ I CHORWACKIEJ POLITYKI MORSKIEJ W KONTEKŚCIE ZINTEGROWANEJ POLITYKI MORSKIEJ UNII EUROPEJSKIEJ

Streszczenie


Słowa kluczowe: Zintegrowana Polityka Morska, EUSBSR, EUSAIR, polska polityka morska, chorwacka polityka morska

dr Katarzyna Skrzeszewska
Gdynia Maritime University
ul. Morska 83; 81-225 Gdynia; Poland
k.skrzeszewska@wpit.am.gdynia.pl

prof. dr. sc. Tihomir Luković
University of Dubrovnik
Lapadska obala 7; 20000 Dubrovnik; Croatia
tihomir.lukovic@unidu.hr

doc. dr. sc. Ivo Šperanda
University of Dubrovnik
Lapadska obala 7; 20000 Dubrovnik; Croatia
ivo.speranda@unidu.hr