

# U.S. Coast Guard Headquarters



## Marine Planning Overview

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25 MAY 2015





## Background and Guidance



- **Over 27 Federal Departments and Agencies have marine related responsibilities, and there are over 140 Federal laws that impact the oceans and coasts**
  - **Oceans Act of 2000:** Developed recommendations to ensure the oceans, coasts, and Great Lakes are clean, safe, prospering, and sustainably managed  
<http://www.gpo.gov/fdsys/pkg/BILLS-106s2327enr/pdf/BILLS-106s2327enr.pdf>
  - **Ocean Action Plan (December 2004):** Established principles for management decisions from the coast out to 200 miles
    - [http://www.cmts.gov/downloads/US\\_ocean\\_action\\_plan.pdf](http://www.cmts.gov/downloads/US_ocean_action_plan.pdf)
  - **Interagency Ocean Policy Task Force (June 2009):** Developed recommendations to promote the long term conservation and use of resources and published the **Final Recommendations of the Interagency Ocean Policy Task Force (July 2010)**
    - [http://www.whitehouse.gov/files/documents/OTPF\\_FinalRecs.pdf](http://www.whitehouse.gov/files/documents/OTPF_FinalRecs.pdf)
  - **Executive Order (EO)13547 (July 2010):** Established a National Policy for the Stewardship of the Ocean, Coasts, and Great Lakes
    - <http://www.whitehouse.gov/the-press-office/executive-order-stewardship-ocean-our-coasts-and-great-lakes>
  - **National Ocean Policy Implementation Plan (April 2013):** Approved and described specific actions for Federal agencies to meet National Ocean Policy goals
    - [http://www.whitehouse.gov/sites/default/files/national\\_ocean\\_policy\\_implementation\\_plan.pdf](http://www.whitehouse.gov/sites/default/files/national_ocean_policy_implementation_plan.pdf)
  - **National Ocean Council Marine Planning Handbook (July 2013):** Describes procedures for establishing Regional Planning Bodies (RPBs)
    - [http://www.whitehouse.gov/sites/default/files/final\\_marine\\_planning\\_handbook.pdf](http://www.whitehouse.gov/sites/default/files/final_marine_planning_handbook.pdf)

• This slide chronologically reflects the bipartisan efforts focused on marine planning.

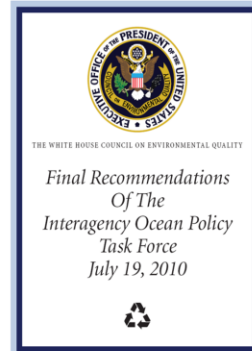
• Admiral Thad Allen, then Commandant, U.S. Coast Guard, represented the USCG as a member of the Interagency Ocean Policy Task Force. Dr. John Oliver, Senior Ocean Policy Advisor on the Emerging Policy Staff at Coast Guard Headquarters was also part of the Coast Guard team that supported the Commandant on the Interagency Ocean Policy Task Force.



## Nine National Priority Objectives



- **Interagency Ocean Policy Task Force Final Recommendations**
  - ***How We Do Business Priorities***
    1. Ecosystem-Based Management
    2. Coastal and Marine Spatial Planning\*
    3. Inform Decisions and Improve Understanding (of management and policy decisions and the capacity to respond to change and challenges)
    4. Coordinate and Support (Federal, State, tribal, local, and regional management of the ocean, our coasts, and the Great Lakes)
  - ***Areas of Special Emphasis Priorities***
    1. Resiliency and Adaptation to Climate Change and Ocean Acidification
    2. Regional Ecosystem Protection and Restoration
    3. Water Quality and Sustainable Practices on Land
    4. Changing Conditions in the Arctic
    5. Ocean, Coastal, and Great Lakes Observations, Mapping, and Infrastructure



\* Coastal and Marine Spatial Planning is now referred to as Marine Planning as per the National Ocean Council Marine Planning Handbook, July 2013

• The National Priority Objectives are located on Page 28 of the Final Recommendations of the Interagency Ocean Policy Task Force.

• The White House National Ocean Policy website:  
<http://www.whitehouse.gov/administration/eop/oceans/policy> also refers to CMSP as Marine Planning.



## National Ocean Council



- **The National Ocean Council (NOC) was established by Executive Order 13547, *Stewardship of the Ocean, Our Coasts, and the Great Lakes* and is charged with implementing the National Ocean Policy**
- **NOC Membership includes the following, with additional officers designated by the Co-Chairs as needed:**
  - The Secretaries of: State, Defense, the Interior, Agriculture, Health and Human Services, Commerce, Labor, Transportation, Energy, and Homeland Security
  - The Attorney General
  - The Administrators of the Environmental Protection Agency (EPA) and the National Aeronautics and Space Administration (NASA)
  - The Chairs of the Council on Environmental Quality (CEQ), the Federal Energy Regulatory Commission (FERC), and the Joint Chiefs of Staff
  - The Directors of the Office of Management and Budget (OMB), National Intelligence, the Office of Science and Technology Policy (OSTP), and the National Science Foundation (NSF)
  - The Assistants to the President for National Security Affairs, Homeland Security and Counterterrorism, Domestic Policy, Economic Policy, and Energy and Climate Change
  - An employee of the United States designated by the Vice President
  - The Under Secretary of Commerce for Oceans and Atmosphere (National Oceanic and Atmospheric Administration (NOAA) Administrator)
- **The NOC is co-chaired by the Chair of the CEQ and the Director of OSTP**

• NOC membership information derived from the Final Recommendations of the Interagency Ocean Policy Task Force, Page 20.

• For the USCG: The Commandant, ADM Papp, is the Principal Level Representative on the NOC (the alternate is VADM Carrier) and VADM Neffenger is the Deputy Level Representative (the alternate is RADM Lee).



## National Ocean Policy Vision Statement



- “An America whose stewardship ensures that the ocean, our coasts, and the Great Lakes are healthy and resilient, safe and productive, and understood and treasured so as to promote the well-being, prosperity, and security of present and future generations”



- these strategic principles were incorporated into the National Ocean Policy vision statement. The Final Recommendations recognize the broad spectrum of equities and uses, from the health of reefs and the living marine resources the ocean and Great Lakes support, to commercial and recreational fishing, to the production of offshore energy, from both traditional and emerging sources, to marine transportation and telecommunications, and including national and homeland security interests.

- Verbiage from E.O. 13547, Section 2, Policy.

- Photo References: Dr. Oliver’s NOC and OP Briefing and the Final Recommendations of the Interagency Ocean Policy Task Force (Page 10).



## Development of Marine Plans

- **The Final Recommendations of the Interagency Ocean Policy Task Force (July 2010) describes a phased approach for the development of Marine Plans**
- **The NOC will facilitate the regional development and implementation of Marine Planning**
- **There are three overlapping phases:**
  - *Phase I (1-12 months)*
    - Establish a Regional Planning Body (RPB) and conduct a capacity assessment and initial planning efforts
  - *Phase II (9-24 months)*
    - Develop the Marine Plan and submit to the NOC for certification
  - *Phase III (18 months to 5 years)*
    - Work on the implementation of the approved Marine Plan
- **Phase I was initiated when the Final Recommendations of the Interagency Ocean Policy Task Force were disseminated in July 2010**
- **However, due to the lack of funding, all milestones have been delayed and the process is behind schedule**

• For additional information on the capacity assessment, reference the Final Recommendations of the Interagency Ocean Policy Task Force: “During the latter six to twelve months of Phase I, the regional planning bodies would conduct a regional CMSP capacity assessment. The assessment would evaluate capabilities, expertise, and resources in each region available to develop and implement CMSP. In addition, the assessment would help to identify and prioritize initial regional steps described below in Phase II. The NOC, in coordination with the regional planning bodies, would make a determination on how best to meet the needs identified in the capacity assessment and to support the initial regional steps through existing mechanisms, and possibly new resources and/or funding mechanisms.”

• Further, the content of the capacity assessment is described in the Marine Planning Handbook, July 2013 and in the Final Recommendations of the Interagency Ocean Policy Task Force, July 2010: “A capacity assessment helps guide the work of the region by identifying and building on existing resources and initiatives at the regional, State, territorial, tribal, and local levels. The assessment should also identify non-governmental resources, information, and expertise that may support marine planning. The capacity assessment does not need to inventory all data and resources within a region, but should include those products, tools, data, expertise, and other information that can directly contribute to advancing regional goals and objectives. Types of information to consider for a regional capacity assessment include, but are not limited to:

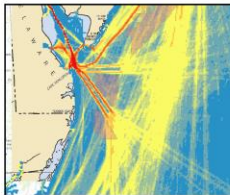
- **Expertise.** Identify national and regional sources of expertise and skill sets available to the regional planning process and identify gaps and additional expertise needed.
- **Information.** Identify information and data collection and management efforts that can contribute to a regional assessment. Regional data portals and [ocean.data.gov](http://ocean.data.gov) provides access to a broad range of information.
- **Tools and Services.** Identify products and decision support tools, such as mapping resources, scientific modeling, and observation capabilities that can contribute to planning analyses. [Ocean.data.gov](http://ocean.data.gov) provides a listing of many of these tools.
- **Authorities and Management Activities.** Identify authorities, management, and existing planning efforts that the planning process can build upon, or that can support and inform the planning process.

To support this assessment, regional planning bodies may want to develop a template to inventory the contributions each regional planning-body member agency can make to marine planning in that region. The individual assessments can then be compiled and used to form the basis for the regional capacity assessment. Contributions to this assessment should include government partners and, where applicable, non-governmental organizations, to ensure that all aspects of relevant projects, conditions, data, tools/products, and expertise are included.”



## Marine Planning Defined

- **Marine Planning is a comprehensive, adaptive, integrated, ecosystem-based, and transparent spatial planning process for analyzing current and anticipated uses of ocean, coastal, and Great Lakes areas**
- **Marine Planning identifies the areas most suitable for various types or classes of activities in order to reduce conflicts among uses, reduce environmental impacts, facilitate compatible uses, and preserve critical ecosystem services to meet economic, environmental, security, and social objectives**
- **Marine Planning provides a public policy process for society to better determine how the ocean, coasts, and Great Lakes are sustainably used and protected now and for future generations**



- Definition of Marine Planning, then called Coastal and Marine Spatial Planning, is derived from the Final Recommendations of the Interagency Ocean Policy Task Force, June 2009, Page 41.

From the White House Marine Planning Fact Sheet:

- Marine planning is a science-based tool that regions can use to address specific ocean management challenges and advance their economic development and conservation objectives. It builds on and complements existing programs, partnerships, and initiatives, and engages stakeholders and the public.



## National Goals of Marine Planning



1. Support sustainable, safe, secure, efficient, and productive uses of the ocean, our coasts, and the Great Lakes, including those that contribute to the economy, commerce, recreation, conservation, homeland and national security, human health, safety, and welfare;
2. Protect, maintain, and restore the Nation's ocean, coastal, and Great Lakes resources and ensure resilient ecosystems and their ability to provide sustained delivery of ecosystem services;
3. Provide for and maintain public access to the ocean, coasts, and Great Lakes;
4. Promote compatibility among uses and reduce user conflicts and environmental impacts;
5. Improve the rigor, coherence, and consistency of decision-making and regulatory processes;
6. Increase certainty and predictability in planning for and implementing new investments for ocean, coastal, and Great Lakes uses; and
7. Enhance interagency, intergovernmental, and international comm. & collaboration



• Excerpt from the Final Recommendations Of The Interagency Ocean Policy Task Force, Page 48.



## Marine Planning Stakeholders



- **Marine Planning will involve stakeholder groups at all levels**

- Federal agencies, States, tribes, and indigenous groups
- Local government
- Recreational fishermen and boaters
- Commercial fishermen
- Commercial shipping and ports industry
- Nation's Armed Forces
- Offshore energy industries
- Aquaculture industry
- Coastal communities
- Industry
- Academic and research institutions
- Non-governmental organizations
- Beachgoers, birders, conservationists, and others



- Stakeholder information derived from the Marine Planning Handbook (July 2013), page 8 and the National Ocean Policy Implementation Plan (April 2013), Page 3.



## Regional Marine Planning



***“Regional marine planning builds on and complements existing programs, partnerships, and initiatives. Robust stakeholder engagement and public participation are essential to ensure that actions are based on a full understanding of the range of interests and interactions that occur in each region.”***

--National Ocean Policy Implementation Plan



- Regional marine planning brings together ocean users to share information to plan how we use and sustain ocean resources.
- The Final Recommendations conclude that a top-down planning process would not work. Rather, the Federal government wanted to work with regional leaders and stakeholders as partners in the process of developing a comprehensive plan, and then enforcing it in their respective waters through existing or future authorities. The States and tribal authorities would have primary responsibility and interest in the inland and near coastal waters, while the Federal government would have primary say in the exclusive economic zone and outer continental shelf. However, both should have an input to make sure that the overall plan was comprehensive and effective.
- Photo References: Final Recommendations of the Interagency Ocean Policy Task Force (Pages 10, 11, and 41). Aquaculture picture from:  
[http://www.noaanews.noaa.gov/stories2009/20090903\\_aquaculture.html](http://www.noaanews.noaa.gov/stories2009/20090903_aquaculture.html).



## Regional Planning Areas

- **The U.S. is divided into nine regions based on large marine ecosystems**
  - These regions will establish their Regional Planning Bodies (RPBs) to identify and address regional concerns
  - Each RPB will have one Federal Co-Chair, one State Co-Chair, and in some regions a Tribal Co-Chair will be identified
  - All regions will develop goals and charters to assist with establishing their Marine Plans
  - The nine Regional Planning Areas encompass all U.S. waters from the mean high-water line to the Exclusive Economic Zone (EEZ), and include the Great Lakes



- Reference: Final Recommendations Of The Interagency Ocean Policy Task Force.



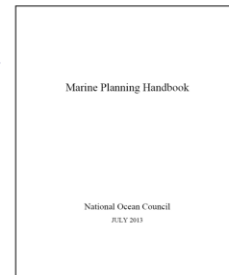
- Graphic exported from the Final Recommendations Of The Interagency Ocean Policy Task Force, Page 52.



## Regional Planning Bodies (RPBs)



- RPBs are groups composed of representatives from different levels of government in a region: Federal, State, and Tribal representatives, and Regional Fishery Management Council
- The purpose of a RPB is to coordinate with stakeholders, scientific, business, and technical experts, and members of the public to identify and address issues of importance to the region
  - RPBs are not regulatory; accordingly, they have no independent legal authority to regulate or otherwise direct Federal, State, Tribal, or local government actions
  - RPB members do not delegate to the RPB or any other entity the decision-making or legal authority of the government they represent
  - RPB actions do not alter or supersede any legal authority, including jurisdiction or decision-making authority over a matter
- RPBs will use the Marine Planning Handbook as a guide (July 2013) to develop their Marine Plans



- Slide content and excerpts below are from the Marine Planning Handbook, July 2013:
- **State Members:** State participants represent their respective State interests, mandates, and goals in the overall regional planning process. State representative(s) must be an elected official, or the elected official's designated employee with the authority to act on his or her behalf on the regional planning body. To ensure balanced representation on the regional planning body, each State in a region can designate up to two representatives.
- **Tribal Members:** Through the regional planning body structure, federally recognized tribes will ensure that tribal interests, lands, reserved rights, and co-management agreements are appropriately respected and included in the regional planning process. The tribal representative to a regional planning body will be an elected or duly appointed tribal official, or the tribal official's designated employee with the authority to act on his or her behalf on regional planning body matters. The lead Federal representative in these regions will work with interested federally recognized tribes, through government-to-government consultation, to develop representation for tribal participation on the regional planning body.
- **Local Government Members:** Consistent with local government interests in the region, regional planning bodies will invite substantive participation of local governments in the marine planning process. Regional planning bodies will coordinate with city, county, State, or Federal municipal associations and similar groups as appropriate to help determine the approach that works best in a given region.
- **Federal Members:** Federal agencies with ocean interests will identify one representative for each regional planning body as appropriate. These individuals serve as their agency's sole official representative to the regional planning body. Federal representative members are subject-matter experts with sufficient seniority, positional authority, and expertise to enable them to represent their agencies on the regional planning bodies and have sufficient authority to make marine planning recommendations on their agency's behalf. The Federal participants will: (1) represent their respective agency mandates and goals in the overall regional planning process; (2) help provide data, resources, and tools that may be applicable in addressing regionally identified planning challenges; (3) ensure coordination of Federal agency actions at the regional level in support of regional objectives; (4) encourage regional consistency with national programs and activities; (5) serve as the Federal Government point of contact for government-to-government consultation with federally recognized tribes in the regions; and (6) work to ensure compliance with the Freedom of Information Act, the Federal Advisory Committee Act, and other applicable Federal laws.
- **Regional Fishery Management Council Members:** Regional fishery management councils are quasi-regulatory bodies with jurisdiction over the marine fisheries in the exclusive economic zone (not in State waters) and have expertise about those resources in their respective regions. Fishery management councils can designate one Federal, State, tribal, or local

government official who serves as a voting member on the fishery management council to sit on the regional planning body in those regions that overlap with the fishery management councils' respective ocean areas of responsibility. An official identified by fishery management councils to serve as regional planning body members will represent the fishery management council in his/her capacity as a Federal, State, tribal, or local government official.



## RPBs (cont.)



- **RPB Decision-Making Process:**

- RPB decisions are not made by vote, but through discussion and agreement (general consensus) among the members
  - General consensus means the absence of express disagreement by a member, but does not require unanimous concurrence
  - This approach ensures that all members of the RPB have an equal voice in decision-making
- There may be times when RPB members cannot come to agreement on a particular issue
- In an instance where express disagreement by a member on a particular issue prevents general consensus, the co-leads will facilitate discussion to develop a solution that addresses the member's concern
  - This may entail providing more information, modifying a proposed action, or developing an entirely new approach to address the issue
  - If an issue between Federal agencies prevents the RPB from achieving general consensus, and the RPB cannot resolve the issue, it can be raised to the NOC for resolution



- Reference the Marine Planning Handbook, July 2013.

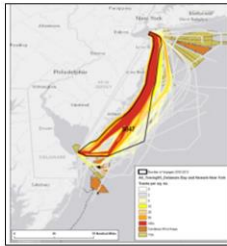
- Photo from public MidA RPB meeting in September 2013 (pictures exported from <http://www.boem.gov/Environmental-Stewardship/Mid-Atlantic-Regional-Planning-Body/index.aspx>).



## USCG's Role in Marine Planning



- The USCG's role in Marine Planning is to develop policy and provide technical guidance, participate in Regional Planning Bodies (RPBs) and other meetings, coordinate Marine Planning activities, and represent Coast Guard missions and equities
- The USCG is responsible to waterways users for safe and efficient operation of the Marine Transportation System (MTS)
- The USCG is required to have comprehensive plans in place to facilitate safe navigation and protect key environmental areas



• Reference Ports and Waterways Safety Act (PWSA), P.L. 95-474; 33 U.S.C. 1221 (Navigation and Vessel Safety; Protection of Marine Environment; and Safety of US Ports and Waterways) and 43 U.S.C. 1333(d) for additional information.

• As per COMDINST 16003.2, The USCG will develop detailed strategic action plans designed to best implement each of the nine priority objectives and develop procedures and regulations to best carry out the national policy objectives consistent with Coast Guard missions, equities, and resources. At least one Coast Guard representative will prepare for and participate in each meeting of a RPB to discuss and develop Marine Plans.

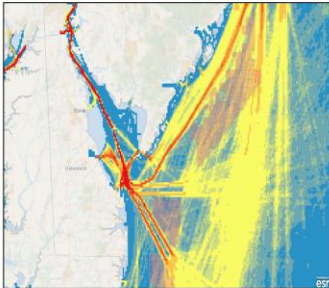
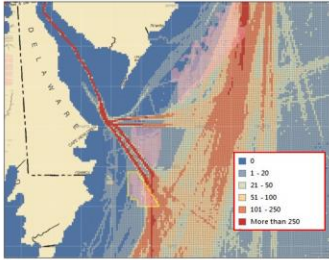
• Ensure appropriate participation and support to comply with the provisions of EO 13547 and Interagency Task Force to develop procedures and regulations to best carry out the national policy objectives consistent with Coast Guard missions, equities, and resources. CG-553 will develop policy and technical guidance... Represent the CG on each of the regional planning bodies (RPBs)... CG contributes, experience, communications, etc...

• Photo References: USCG website, Pacific Northwest National Laboratory

(PNNL) Preliminary Port to Port Analysis, and National Ocean Policy Implementation Plan (Page 5).



## Maritime Shipping



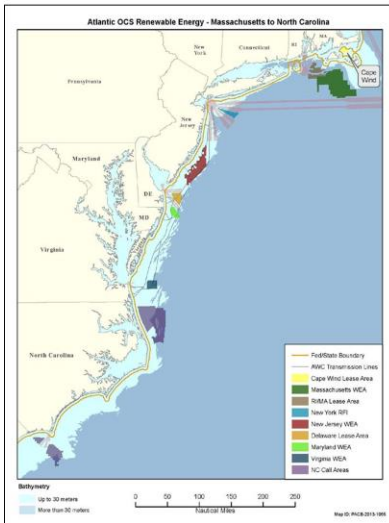
- **Coast Guard is responsible to waterways users for the safe and efficient operation of the MTS**
  - Coast Guard assists with identification of navigational risk concerns and conflicts with existing navigational routes, as well as identifying potential mitigation options
  - Marine Planning must consider maritime safety and maritime mobility (management of maritime traffic, commerce, and navigation)



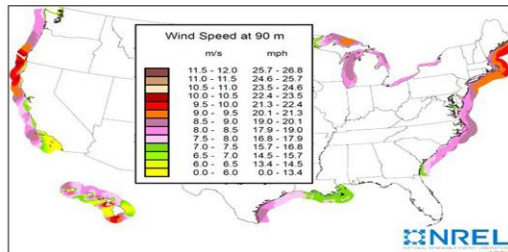
- Photo References: USCG and BOEM, [www.ncbpanama.com](http://www.ncbpanama.com)



## Offshore Renewable Energy Wind Farms



- **Potential offshore Wind Energy Areas (WEAs) have been identified along the East and West Coasts**
- **Tapping into offshore wind energy as one of the multiple uses of ocean space reiterates the importance of Marine Planning**



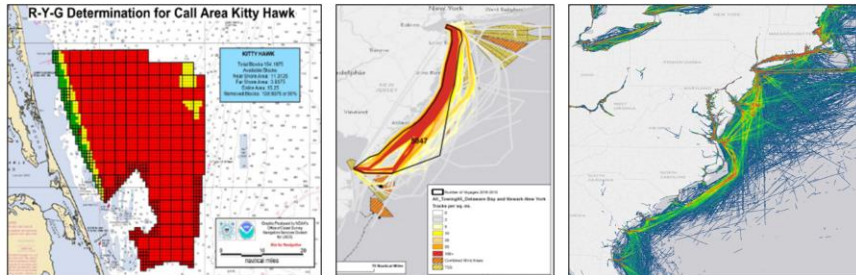
- Graphic depicts wind energy areas in the Mid Atlantic Region (NJ, DE, MD, VA, and NC), as well as New York (extracted from the BOEM website).
- National Renewable Energy Laboratory (NREL) graphic shows the offshore wind capabilities (by wind speed). NREL graphic can be found at: [http://www.nrel.gov/wind/offshore\\_resource\\_characterization.html](http://www.nrel.gov/wind/offshore_resource_characterization.html).



## ACPARS



- Determine whether the USCG should initiate actions to modify or create safety fairways, Traffic Separation Schemes (TSSs), or other routing measures
- Provide data, tools, and/or methodology to assist in future determinations of waterways suitability for proposed projects
- Develop Automatic Identification System (AIS) products and provide other support to assist with assessing multiple waterway conflicts
- ACPARS process is a major tool for Marine Planning
  - Characterizes existing MTS/shipping routes, balances multiple uses, and ensures safe access routes



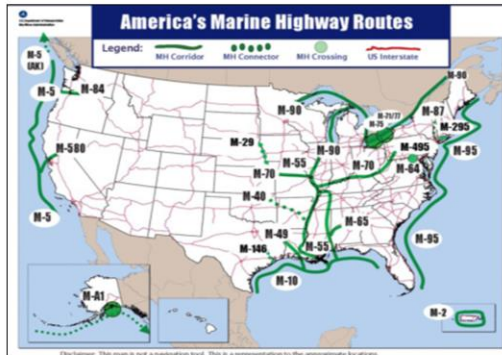
- Photo Reference: USCG and NOAA, PNNL Port to Port Analysis, and USCG (CG-NAV-3).



## Marine Highway Routes and Short Sea Shipping



- Port capacity constraints and more concentrated port calls could lead to greater use of marine highway services to move containers via water between U.S. ports
- Marine Planning needs to incorporate potential increased use of the Marine Highway



- Photo Reference: MARAD Website:  
[www.marad.dot.gov/documents/AMH\\_Fact\\_Sheet\\_V11.pdf](http://www.marad.dot.gov/documents/AMH_Fact_Sheet_V11.pdf)



## Post-Panamax Vessels



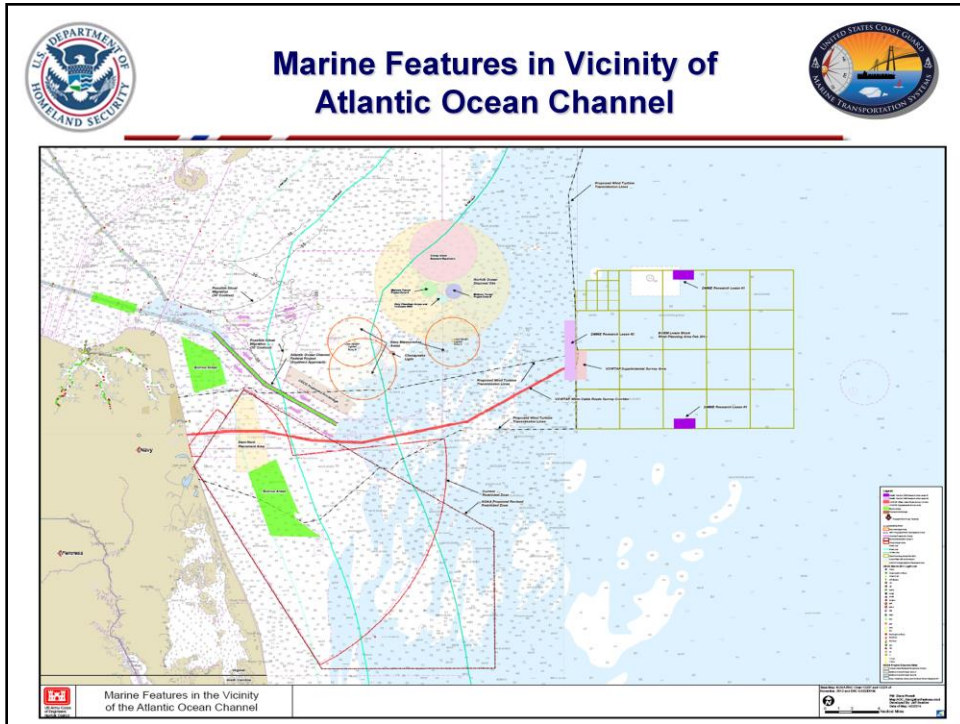
- **The Post-Panamax way ahead is uncertain**
  - Uncertain which ports they will call; when vessels will arrive in large numbers; how much the vessels will draw when arriving and departing; and what specific supporting infrastructure is needed
- **Need to consider how Post-Panamax vessels will impact Marine Planning efforts**
- **Port and inland waterway modernization is needed to accommodate Post-Panamax vessels**
  - Need to consider impact of trade flows, ship sizes, volume of traffic, transshipment port development, etc.



- The post-Panamax vessels are expected to represent upwards of 62% of total container ship capacity by the year 2030. In recent years, post-Panamax vessels have increased calls at U.S. ports, and in the future, the post-Panamax size vessels will call in increasing numbers at U.S. ports that have the capability to accommodate them.

- A post-Panamax vessel is a ship that is too large to fit through the existing locks on the Panama Canal, thus larger than 965 ft x 106 ft x 39.5 ft. Post-Panamax vessels typically exceed 80,000 dead weight tons in size, and can carry more than 5,200 Twenty-Foot Equivalent Units (TEUs).

- Photo References: MARAD Panama Canal Expansion Study, Phase I Report, USACE U.S. Port and Inland Waterways Modernization: Preparing for Post Panamax Vessels (Report Summary),



Photo/Graphic Reference: USACE.



## Marine Planning Challenges & Benefits



- **Challenges:**

- Ensuring safe and efficient navigation routes
- Balancing uses, e.g., energy and renewable energy areas, fishing, aquaculture, recreation, tourism, etc.
- Protecting and preserving marine habitat
- Identifying regional objectives and capacity
- Integrating data from multiple sources
- Lack of additional resources to complete tasks



- **Benefits:**

- Provides a regionally based, collaborative planning process to identify most suitable areas for specific uses
- Builds on and complements existing programs, partnerships, and initiatives, and engages stakeholders and the public
- Leverages/strengthens local planning objectives with regional and national efforts
- Improves decision-making across multiple levels of government
- Improves ecosystem health by planning for human uses, conservation, and ecological areas
- Addresses specific ocean management challenges and advances economic development and conservation objectives

- Challenges and benefits gleaned from White House National Ocean Policy Fact Sheets.

- Photo Reference: Final Recommendations of the Interagency Ocean Policy Task Force (pages 62 and 68).



## Conclusion



- Verbiage extracted from White House Marine Planning Website. Screen shot from MARCO's Ocean Data Portal. Slide shows maritime shipping (all vessels), routing measures, wind energy areas, AWC hubs, etc. Screen shot does not include varying other uses, to include commercial and recreational fishing, recreational uses, marine life and mammals, right whales, etc.



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## QUESTIONS?

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