Fitness Check on Freshwater Policy

The Fitness Check of EU Freshwater Policy

As part of its Smart Regulation policy, the European Commission announced in its **Work Programme for 2010** that, "to keep current regulation fit for purpose, the Commission will begin reviewing, from this year onwards, the entire body of legislation in selected policy fields through "**Fitness Checks**". The purpose is to identify excessive burdens, overlaps, gaps, inconsistencies and/or obsolete measures which may have appeared over time. To take this forward a Fitness Check on the protection of EU freshwater resources will be published in the first half of 2012. The Fitness Check will also be a building block of the **Blueprint** to Safeguard Europe's Waters to be published in November 2012. The Fitness Check will look, inter alia, at:

- any barriers (including in other policy areas) to meeting the already agreed objectives;
- issues related to implementation and measures that could improve the implementation of EU water policy;
- coherence of the legislation in place and whether there are any overlaps, inconsistencies and/or obsolete measures.

The scope of the Fitness Check includes 1) the Water Framework Directive, 2) the Groundwater Directive, 3) the Directive on Environmental Quality Standards (EQS), 4) the Urban Waste Water Directive, 5) the Nitrates Directive and 6) the Floods Directive. It also examines quantitative and adaptive water management issues, for which there is currently no legislation at EU level (except for Floods), namely the Communication on Water Scarcity and Drought and the Policy paper accompanying the White Paper on Adapting to Climate change On Water, Coasts and Marine Issues.

More information on the Fitness Check of EU Freshwater Policy, including a scoping study undertaken to support the Fitness Check, can be found here.

This public consultation

To support the European Commission in developing the Fitness Check of EU Freshwater Policy, it is necessary to obtain views and evidence on issues relevant to the Fitness Check from as wide a range of stakeholders as possible. This internet questionnaire provides an opportunity for everyone to comment on issues of relevance to the European Commission's Fitness Check of EU Freshwater Policy.

Please note that this public consultation focuses specifically on issues being addressed by the Fitness Check. Other issues of concern to stakeholders regarding EU freshwater policy will be addressed in the wider context of the Blueprint to Safeguard Europe's Waters. A separate public consultation will take place in 2012 to seek views and evidence to support the analysis and conclusions of the Blueprint.

The consultation is provided in English, French and German.

This consultation is open for 12 weeks.

The questionnaire

The questionnaire follows the major themes of the Fitness Check: the relevance, coherence, efficiency and effectiveness of EU freshwater policy. Questions consider different aspects of these four themes for the policies included in the Fitness Check as well as interactions with other EU water law, other environmental policy and other EU policies.

The questionnaire begins with questions about you and your organisation. This is followed by 20 substantive questions on key issues of the Fitness Check. Each question includes both 'tick boxes' to respond to the question as well as the opportunity to elaborate on any or all of your responses.

If you have any additional comments or information that you think is relevant to the Fitness Check of EU Freshwater Policy, we invite you to upload them at the end of the questionnaire.

How we will use the results

The information that is provided through this public consultation will be fully taken into account by the European Commission in the production of the Fitness Check of EU Freshwater Policy to be published in the first half of 2012.

An analysis of the results of the public consultation will be undertaken after the conclusion of the consultation period and this will be made available on the Fitness Check website.

Introductory questions

Your name (optional) (between 3 and 20 characters; count: 0)

Please select your country of residence

* (compulsory)

Austria

Ireland

Latvia Belgium Bulgaria Lithuania Cyprus Luxembourg Czech Republic Malta Denmark Netherlands Estonia Norway Finland Poland France Portuga Germany **IRomania** Greece Slovakia Hungary Slovenia

Sweden Switzer Land

United Kingdom Croatia Former

Yogoslav

Republic of Macedonia

Iceland Montenegro

Turkey

Other non - EU country

Please insert the name of the organisation you represent. If you are an individual, please indicate this.

Spain

Italy

What organisation do you represent?

* (compulsory) (between 1 and 30 characters; count: 0)

Please choose from the following categories the m * (compulsory)	nost relevant to the organisation you represent.	
National Administrative Body	International Organisation NGO	Other
River Basin Authority or other water manager Industry	Academic member of general public	If other please specify (optional)
If your work or concerns are associated with a hydropower, energy, other]. (optional) (between 2 and 100 characters; count: 0)	a particular sector, please give the name of tha	t sector [examples: agriculture, navigation
If your work or concerns are associated with a par (optional) (between 2 and 200 characters; count: 0)	ticular river basin, please give the name of that river	r basin.

Relevance of EU freshwater policy

Droughts* (compulsory)

1. Since the 1970s a range of EU Directives have been adopted to protect Europe's waters. Do you consider that this EU legislation has improved the quality of Europe's surface and ground waters? * (compulsory) Ves No, it has not significantly improved the quality of waters No, most changes would have happened in any case I don't know						
Addressing the challenges facing Europe's waters						
2. There are many challenges facing Europe's waters and its scope and detail to address the following issues (now		oon them. Do you con	sider that EU freshwa	ter policy is adequate in		
	Yes	No	Partially	Do not know		
Protection of ecosystems and biodiversity * (compulsory)	C	C	C	C		
Protection of human health * (compulsory)	•	6	•	C		
Pollution from industry* (compulsory)						
Pollution from urban areas * (compulsory)	0	0	0	0		
Pollution from agriculture* (compulsory)						
Over abstraction of water by agriculture* (compulsory)						
Sustainable land use* (compulsory)						
Hydromorphological changes of surface waters* (compulsory)						
Reduction of flood risks* (compulsory)				C		
Climate change* (compulsory)						
Water scarcity and water availability * (compulsory)	0	C	C	C		

Water efficiency by users* (compulsory)		C		
Leakage from water distribution systems* (compulsory)			0	
Fostering innovative solutions to deal with challenges* (compulsory)	water	6	•	
Protection of river basins as a whole* (compulsory)			C	
Please comment to explain any or all of your answeyou consider would improve the way EU water policy		re commenting on)	and make any recommend	ations
(optional) (maximum 2000 characters; count: 0)				

Type of instrument

3. Different types of policy instrument have been adopobligations, framework legislation, non-binding guidal		ss different challen	ges of water mar	nagement, includi	ng Directives with specific	С
Please rate on a scale of 1 to 5 how successful the follows	wing instrume	ents addressed by the	e Fitness Check I	nave been in addre	essing the challenges facing	g
water management? [1] is not successful at all and [5] is very successful.						
[-] to the constraint at all all a left to to y constraint						
	1	2	3	4	5	
Water Framework Directive* (compulsory)						
Groundwater Directive* (compulsory)						
Directive on environmental quality standards in the fie		-	-		P.0	
water policy * (compulsory)		•				
Nitrates Directive* (compulsory)		•		•	E	
• • • • • • • • • • • • • • • • • • • •		<u> </u>	0	<u> </u>	0	
Urban Waste Water Treatment Directive* (compulsory)		 -				
Floods Directive* (compulsory)						
Communication on Water Scarcity Droughts* (compulsory)	and	•	0		0	
White paper on climate adaptation* (compulsory)						
Please comment to explain any or all of your answers (optional) (maximum 2000 characters; count: 0)	(please be cl	ear which policies y	ou are comment	ing on).		

Gaps in the policy framework

4. Even with the adoption of the Water Framework Dire that there are still gaps in the policy framework at EU le				st ten years you may consider		
Do you consider that there are still gaps in the policy fr * (compulsory)	amework at El	J level?				
Yes						
No						
Please comment to explain your answer and, if possible suggest how any gap should be addressed (e.g. by guidance, funding, binding legislation, etc.). (optional) (maximum 2000 characters; count: 0)						
Climate adaptation						
5. Adapting to future climate change is a major challenge to many policy areas, including water policy. The Commission has outlined its views in a White Paper on Adaptation and in the Communication on Water Scarcity and Droughts. Some EU water policy was developed at a time when climate adaptation thinking was not so advanced. Do you think that the requirements of the following Directives can accommodate climate adaptation needs?						
	Yes	No	Partially	Do not know		
Water Framework Directive* (compulsory)			0			
Floods Directive* (compulsory)			0	C		
Nitrates Directive* (compulsory)	0			0		
Urban Waste Water Treatment Directive* (compulsory)			C	•		

Please comment to explain any or all of your answers and, if possible, highlight any specific aspect of any Directive where you have concerns over its ability to accommodate climate adaptation needs.

(optional) (maximum 2000 characters; count: 0)
Subsidiarity
6. EU water law sets out a wide range of obligations on Member States. However, it does not address every issue or prescribe every detail of water management. For instance the Water Framework Directive establishes policy objectives but leaves it to the Member States to identify the implementing measures. Is the current water policy framework correct in its balance between obligations set out at EU level and Member State action on other issues? * (compulsory)
To a larger extent Yes
To a larger extent No
Other
Do not know
If other, please explain (optional) (maximum 2000characters)

Please comment to explain your answer and, if possible, indicate any specific issues which illustrate your views. (optional) (maximum 2000 characters; count: 0)	
Coherence of EU water law	
7. Ideally, the different EU Directives should be consistent with each other with regard to objectives, timetables, implementation methodological standards, etc. For the Directives of the Fitness Check (Water Framework Directive, Nitrates Directive, Urban Treatment Directive, Groundwater Directive, Floods Directive and the Directive on environmental quality standards in the field of working you consider that there are inconsistencies between them that have practical consequences for implementation? * (compulsory)	Waste Water
Significant inconsistencies	
Limited inconsistencies	
No inconsistencies with practical relevance	
Where you consider there to be inconsistencies between any EU water Directives please explain. (optional) (maximum 2000 characters; count: 0)	

Coherence	with	other	EU	water	law	and	polic	V

8. The Fitness Check addresses a range of EU vare a number of potential interactions between a policies included in the Fitness Check are consistent.	these Directives and th	nose included in the F	itness Check. Do you	consider that the Directives	
	Yes	No	Partially	Do not know	
Bathing Water Directive* (compulsory)					
Drinking Water Directive * (compulsory)	•			•	
Marine Strategy Framework Directive* (compulsory)				C	
Please explain any or all of your answers (please (optional) (maximum 2000 characters; count: 0)	e be clear which Direct	ives you are comment	ting on).		
Coherence with other EU environmental law and	l policy				
9. Implementation of EU water policy contribute Implementation of EU water law may also be environmental liability, etc). However, it is also policy and other EU environmental policy. Do yo	e assisted by impler possible that the obj	nentation of other e ectives, obligations o	nvironmental policies r procedures may not ntal policy areas are co	(e.g. on industrial emissi be coherent between EU w herent with EU water policy	ions, vater
Facility of the second section (FIA	Yes	No	Could contribu	te more Do not know	
Environmental impact assessment policy (EIA Directives)	and SEA	E	C	C	
* (compulsory)		<u>—</u>	<u>—</u>	<u>—</u>	
Biodiversity policy (Birds and Habitats Directive Biodiversity Strategy)* (compulsory)	e and EU		•		
Pesticides Framework Directive * (compulsory)	C	E	C		

Detergents Regulations* (compulsory)		•			
Climate change mitigation policies* (compulsory)		•		C	
Air protection policy* (compulsory)		•		C	
Chemicals policy* (compulsory)		•		C	
Pharmaceutical policy* (compulsory)		0			
Industrial pollution control policy (IPPC/IED)* (compulsory)		0			
Waste policy* (compulsory)		0			
Resource efficiency policy* (compulsory)		0			
Policy on public participation and access information* (compulsory)	to		0	C	
Environmental liability* (compulsory)		0			
Environmental crime* (compulsory)		0			
LIFE+ funding* (compulsory)					
Please explain any or all of your answers (please be cleaded in the above list. colicies could be achieved. (optional) (maximum 4000 characters; count: 0)					

Coherence with other EU law and policy

10. The implementation of EU policies other than those concerned directly with the environment and can contribute to delivering the objectives or EU water policy or can threaten those objectives. Do you consider that there is coherence between EU water policy and the following other areas of EU policy?

Agriculture policy (CAP)* (compulsory)	Yes	No	Partially	Do not know	
Regional policy (Structural and Funds)* (compulsory)	Cohesion	0	C	C	
Energy policy (Renewable Energies, TEN-E etc) * (compulsory)	C			C	
Transport policy* (compulsory)					
Industry/enterprise policy* (compulsory)					
Development policy* (compulsory)					
Health protection policy* (compulsory)					
Research and innovation policy* (compulsory)					
Please explain any or all of your answers (pleas EU policy not included in the above list. Plea achieved. (optional) (maximum 4000 characters; count: 0)					

Efficiency and effectiveness

Common Implementation Strategy

11. The Common Implementation Strategy (CIS) has supported the implementation of the Water Framework Directive and other EU water policy. It has worked through expert and working groups, inter alia, to develop guidance to support many different aspects of practical implementation of EU water policy in the Member States. Do you consider that:

The CIS proce * (compulsory		essed the right issues?				
YES	NO	PARTIALLY	DO NOT KNOW			
The guidance produced has proved helpful in practical implementation of EU water policy? * (compulsory)						
YES	NO	PARTIALLY	DO NOT KNOW			
The CIS working methods have been well structured? * (compulsory)						
YES	NO	PARTIALLY	DO NOT KNOW			
that could ma	ake it more rel	your answers (please be levant or efficient. characters; count: 0)	lear to which issue you are referring to) and feel free to comment on any changes to the CIS proce	ess		

Administrative co-ordination

12. The Water Framework Directive encourages integrated management of river basins including administrative co-ordination as a necessary condition to achieve water management objectives. Do you consider that there is effective co-ordination of administration for the achievement of water management objectives in the following cases in your experience?

Between national public authorities within a Member State (e.g. between national Ministries)

* (compulsory)

YES IMPROVEMENT NEEDED

Between the river basin authorities and other regional public authorities

* (compulsory)

YES IMPROVEMENT NEEDED

Public authorities within a river basin in a Member State

* (compulsory)

YES IMPROVEMENT NEEDED

Between national and river basin authorities

* (compulsory)

YES IMPROVEMENT NEEDED

Among river basin authorities in a river basin across national frontiers

* (compulsory)

YES IMPROVEMENT NEEDED

Between water management authorities and other public authorities for environmental protection

* (compulsory)

YES IMPROVEMENT NEEDED

Between water management authorities and other public authorities for spatial planning

* (compulsory)

YES IMPROVEMENT NEEDED

Between water management authorities and Stakeholders

* (compulsory)

YES IMPROVEMENT NEEDED

lanning 3. Directives contain obligations for Member States to develop and implement plans to deliver the implementation of practical meas ollowing Directives do you consider the planning obligations to be clear and achievable?
3. Directives contain obligations for Member States to develop and implement plans to deliver the implementation of practical meas
B. Directives contain obligations for Member States to develop and implement plans to deliver the implementation of practical meas
3. Directives contain obligations for Member States to develop and implement plans to deliver the implementation of practical meas
3. Directives contain obligations for Member States to develop and implement plans to deliver the implementation of practical meas
3. Directives contain obligations for Member States to develop and implement plans to deliver the implementation of practical meas
Yes No Partially Do not kno
Vater Framework Directive* (compulsory)
Sitrates Directive* (compulsory)
Jrban Waste Water Treatment Directive* (compulsory)
loods Directive* (compulsory)

Public participation

14. EU water Directives contain different requirements for public access to information and participation in decision making. Guidance also encourages more active public participation than the legal minimum. Your organisation may have been responsible for ensuring public participation or have taken part in the participation process. Please answer the following:

Are the requirements in EU Directives a sufficient legal basis for public participation in water management?

* (compulsory)

Yes No Partially Do not know

Do you consider that the process of public consultation has effectively provided for a possibility to influence water management in your river basin/country?

* (compulsory)

Yes No Partially Do not know

Do you consider public participation in water management in your river basin/country to be sufficient?

* (compulsory)

Yes No Partially Do not know

Are there permanent structures for continuous involvement of stakeholders in your basin/for your sector?

* (compulsory)

Yes No Partially Do not know

Is current guidance sufficient to promote active participation?

* (compulsory)

Yes No Partially Do not know

Please comment to explain any or all of your answers and (optional) (maximum 2000 characters; count: 0)	d make any reco	mmendations you cons	sider would improve publi	c participation.
Monitoring obligations				
5. Directives contain obligations for Member States to r	nonitor the vario	ous pressures and impa	acts acting on surface wat	er and groundwater
he following Directives do you consider the monitoring o	bligations to be	targeted at the right is	ssues?	-
Mater Framework Directive * (compulsors)	Yes	No C	Partially	Do not know
Vater Framework Directive * (compulsory)				
Groundwater Directive* (compulsory)		•	C	
Directive on environmental quality standards in the field vater policy* (compulsory)				
Vitrates Directive* (compulsory)		C	C	
Jrban Waste Water Treatment Directive* (compulsory)				
Floods Directive * (compulsory)	C	0	C	0
N				
Please comment to explain any or all of your answers and optional) (maximum 2000 characters; count: 0)	make any reco	mmendations you cons	sider would improve the m	nonitoring obligation

Reporting obligations

16. Directives contain obligations for Member States to report to the European Commission on various aspects of their implementation. For the following Directives do you consider that the information that is reported adds value to understanding the challenges facing Europe's waters and/or how well EU water policy is implemented?						
	Yes	No	Partially	Do not know		
Water Framework Directive* (compulsory)						
Groundwater Directive* (compulsory)		0	0			
Directive on environmental quality standards in the field water policy* (compulsory)	of C	•	C	6		
Nitrates Directive* (compulsory)		0				
Urban Waste Water Treatment Directive* (compulsory)						
Floods Directive* (compulsory)		0				
consider would add value to the reporting undertaken by (optional) (maximum 3000 characters; count: 0)	vicinisci State					

Obligations in EU water policy

objectives of those Directives?	Sufficient	Insufficient	Too excesive	Do not know
Water Framework Directive* (compulsory)			•	
Groundwater Directive* (compulsory)				
Directive on environmental quality standards in the field water policy* (compulsory)	of C	C	0	
Nitrates Directive* (compulsory)	0	•	0	
	E S	E-9	p=9	p-9
Urban Waste Water Treatment Directive* (compulsory)				
Floods Directive* (compulsory) Please comment to explain any or all of your answers (plyour answers.		E	C	C
Floods Directive* (compulsory) Please comment to explain any or all of your answers (pl		E	C	C
Floods Directive* (compulsory) Please comment to explain any or all of your answers (plyour answers.		E	C	C
Floods Directive* (compulsory) Please comment to explain any or all of your answers (plyour answers.		E	C	C
Floods Directive* (compulsory) Please comment to explain any or all of your answers (plyour answers.		E	C	C
Floods Directive* (compulsory) Please comment to explain any or all of your answers (plyour answers.		E	C	C
Floods Directive* (compulsory) Please comment to explain any or all of your answers (plyour answers.		E	C	C

Costs and administrative burdens

produces b	enefits to the		vider environment	. Do you consider that the o		ever, improved water conditions I with the implementation of the
			Lower	Similar proportion	Higher	Do not know
Water Fran	nework Directiv	e * (compulsory)				
Groundwat	er Directive* (c	ompulsory)				0
Directive o water polic	n environment y* (compulsory	al quality standards in the fi	eld of	C	C	C
Nitrates Dir	ective* (compu	ılsory)	0			C
Urban Was	te Water Treatr	ment Directive* (compulsory)				
Floods Dire	ctive* (compuls	sory)				C
specific cha	•	raint for effective implement	•		• •	which of the following has been a e Directives themselves should be
Objectives	of EU water po	licy not properly formulated*	(compulsory)			
Yes	No	Partially [o not know			

Poor transposition into Member State law* (compulsory)						
Yes	No	Partially	Do not know			
Lack of politica	Lack of political will in the Member States* (compulsory)					
Yes	No	Partially	Do not know			
Lack of integration of water policy objectives in other policy areas* (compulsory)						
Yes	No	Partially	Do not know			
Lack of (or late) establishment of river basin authorities* (compulsory)						
Yes	No	Partially	Do not know			
Lack of legal status of River Basin Management Plans* (compulsory)						
Yes	No	Partially	Do not know			
Insufficient ability to control water demands* (compulsory)						
Yes	No	Partially	Do not know			
Too many bodies involved in water decision making* (compulsory)						
Yes	No	Partially	Do not know			
Poor co-ordina	ition between r	iver basin and national	bodies* (compulsory)			
Yes	No	Partially	Do not know			
Poor coordinate	tion with other	authorities (spatial plan	ning, agriculture, economic planning, etc)* (compulsory)			
Yes	No	Partially	Do not know			

Poor co-ordination between authorities across national frontiers* (compulsory)						
Yes	No	Partially	Do not know			
Lack of capacity in relevant public bodies* (compulsory)						
Yes	No	Partially	Do not know			
Insufficient guidance to public bodies* (compulsory)						
Yes	No	Partially	Do not know			
Poor stakeholder consultation* (compulsory)						
Yes	No	Partially	Do not know			
Lack of political support* (compulsory)						
Yes	No	Partially	Do not know			
Lack of support from some key stakeholders* (compulsory)						
Yes	No	Partially	Do not know			
Strong resistan	ice from some k	ey stakeholders* (comp	oulsory)			
Yes	No	Partially	Do not know			
Insufficient fina	ance* (compuls	ory)				
Yes	No	Partially	Do not know			
Lack of sufficient understanding on pressures and impacts on water* (compulsory)						

Yes	No	Partially	Do not know			
Please comment to explain any or all of your answers (please been clear as to which issue you are referring to) and in particular provide practical examples which you consider to be relevant. (optional) (maximum 3000 characters; count: 0)						

Way forward

You are invited to upload a document, position paper, etc. elaborating on all the subjects questioned from you or your organisation. Addressing issues in EU water policy

20. If you have identified issues, problems or gaps in any part of EU freshwater policy, different types of measures might be considered to be appropriate to address those problems. These could include:

- Amending law or developing new law
- •Developing new or improved guidance
- •The Member States to reinforce their implementation of the current policy
- •The Commission to take a stronger focus on enforcement of Member State obligations
- •The Commission to take a stronger focus on coordination of different stakeholders
- More or better targeted EU funding
- Other

For any specific problem(s) concerning the effective achievement of the objectives of EU water policy (please specify what these are), please comon which measure(s) you consider might be appropriate to address those problems. (optional) (maximum 8000 characters; count: 0)					