



**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 3 December 2008

16722/08

**RECH 405
COMPET 545
IND 215
TRANS 449
POLARM 56
DEVGEN 257
ENV 930**

OUTCOME OF PROCEEDINGS

From :	Competitiveness Council of 1-2 December 2008
Prev. Doc.	16267/08 RECH 387 COMPET 523 IND 202 TRANS 425 POLARM 53 DEVGEN 248 ENV 882
Subject :	Council Conclusions on Global Monitoring for Environment and Security (GMES): "Towards a GMES programme" <i>- Adoption</i>

Delegations will find attached the Council Conclusions "Towards a GMES programme", as adopted by the Competitiveness Council meeting on 2 December 2008.

**Council Conclusions on GMES
"Towards a GMES Programme"**

THE COUNCIL OF THE EUROPEAN UNION,

RECALLING:

- a) The Commission Communication of 23 October 2001 on GMES "Outline GMES EC Action Plan (Initial Period: 2001 – 2003)"¹;
- b) The Commission Communication of 3 February 2004 on GMES "Establishing a GMES Capacity by 2008 (Action Plan (2004 – 2008))"²;
- c) The Commission Communication of 10 November 2005 on GMES "From Concept to Reality"³;
- d) Its orientations on GMES given on 28 November 2005⁴;
- e) The decisions taken at the November 2005 and November 2008 ESA Ministerial Councils for the implementation of a GMES Space Component Programme;
- f) The Decision⁵ on the Seventh Framework Programme (FP7) for research, technological development and demonstration activities (2007-2013) and the Decision⁶ concerning the Specific Programme "Cooperation", under which R&D budgets have been allocated to GMES;

¹ Doc. 13203/01.

² Doc. 6094/04.

³ Doc 14443/05.

⁴ Doc. 14155/05 (Presse 287).

⁵ Decision No 1982/2006/EC of the European Parliament and of the Council of 18 December 2006 concerning the Seventh Framework Programme of the European Community for research, technological development and demonstration activities (2007-2013) (OJ, 30.12.2006, L 412).

⁶ Decision No 971/2006/EC of the the Council of 19 December 2006 concerning the Specific Programme "Cooperation" implementing the Seventh Framework Programme of the European Community for research, technological development and demonstration activities (2007 to 2013) (OJ, 30.12.2006 L 400/86).

- g) The GMES governance and architecture principles reflected through the Graz Dialogue and the Munich Roadmap;
- h) The "Africa-EU strategic partnership: A Joint Africa-EU Strategy"⁷ of 9 December 2007 and the Lisbon Declaration on "GMES and Africa" of 7 December 2007;
- i) The discussions among European ministers in charge of space at their informal meeting in Kourou, the space port of Europe, on 21 and 22 July 2008;
- j) Its Resolution of 26 September 2008 "Taking forward the European Space Policy"⁸;
- k) The demonstration of the first set of GMES Services on the occasion of the GMES Forum 2008 in Lille, showing that the GMES information is available from now in a pre-operational mode to provide for user community needs and requirements;
- l) the Resolution of the European Parliament of 20 November 2008 on the European Space Policy: "How to bring Space down to Earth"⁹;

STRESSING:

- that GMES is a civil system under civil control, and defined on the basis of civil requirements;
- the necessity to develop adequate EU instruments and funding schemes, taking into account the specificities of the space sector, the need to strengthen its overall and its industry's competitiveness and the necessity of a balanced industrial structure;
- the need to take into consideration the lessons learnt from the Galileo programme in order to reap the full benefit of this experience;

(1) EMPHASISES the following Kourou guidelines applicable to GMES:

- GMES consists of operational Earth monitoring information Services integrating Earth observation data collected from space and non-space (*in situ*) infrastructure;

⁷ Doc 16344/07 (Presse 291).

⁸ Doc. 13569/08.

⁹ B6-0582/2008.

- GMES is user-driven by integrating user requirements throughout the development and delivery phases of the Services, thus guaranteeing optimal usability of these Services; all GMES Services should meet the quality and reliability standards required by their users;
- the implementation of GMES should be based on Partnerships between the European Union (EU) and the Member States in compliance with their respective rules and procedures; Member States should voluntarily commit their contributions to those partnerships;
- GMES Services should be considered a public good; the information that they deliver should be openly accessible to all users, at the exception of restrictions mainly driven by security purposes and national and Community rules;
- the sustainability of the GMES Services, which is linked to the availability of related observation infrastructure and to the continuity of their data, constitutes a pre-requisite for their uptake by their user communities, and therefore a priority of the GMES governance; it must be guaranteed by the EU, in particular through long-term funding, based on partnerships for the various GMES components;
- GMES Services should in particular, through economies of scale induced by the availability of the general interest GMES Services and related observation infrastructure, stimulate the downstream sector for providing value-added information services at the destination of institutional and private users;
- GMES should be cost-efficient and maximise the use of existing relevant capacities and services in Europe, when available;

(2) In this context, WELCOMES the Commission Communication of the 12 November 2008 on “Global Monitoring for Environment and Security (GMES): We Care for a Safer Planet”¹⁰;

¹⁰ Doc. 14906/08 + ADD1 + ADD2

(3) HIGHLIGHTS in particular:

- the intention of the Commission to make a legislative proposal for a EU GMES Programme in 2009 allowing its adoption by 2010, and STRESSES that this EU programme will constitute the core of GMES;
- the intention of the Commission to examine the operational funding necessary for GMES during 2011–2013, respecting the ceilings of the current Financial Framework;
- the Commission proposals regarding the GMES Service provision schemes, STRESSING that the national service provision capacities should not be unnecessarily duplicated at European level; and INVITES the bodies already identified in the Commission Communication to prepare, by the end of 2009 and for each individual GMES Service, detailed proposals about Service provision and management schemes to be included within the GMES programme proposal;
- the intention of the Commission to propose an approach for the contribution of GMES to climate change monitoring and other global change issues, and to continue the development of security services, and CONSIDERS that these issues should be clarified by end 2009;
- that the GMES programme should be open to international agreements with Third Countries¹¹ with the possibility of financial contributions; and STRESSES that it constitutes an important asset for the EU as a global actor, especially regarding contribution to international endeavours for Earth observation data collection and exchange;

(4) WELCOMES the overall GMES governance and management scheme proposed in the Commission Communication, and STRESSES:

- That Member States will have important roles and responsibilities in the decision processes;

¹¹ For example, Members of ESA, European Organisation for the Exploitation of Meteorological Satellites (EUMETSAT) and European Centre for Medium-Range Weather Forecasts (ECMWF) which are not Member States of the EU.

- The necessity to rapidly assess the need for and, if appropriate, define the role and functionalities covered by the different bodies proposed in this GMES governance and management scheme and their links and dependencies; in particular, the user involvement and responsibility in the governance structure should be clarified;
 - That an effective funding approach for GMES should avoid ambiguity in funding responsibilities;
- (5) REAFFIRMS the role of ESA as development and procurement agency for the dedicated GMES Sentinel missions, and as coordinator for the whole GMES Space Component, including contributions made available by Member States, EUMETSAT and further GMES partners and CONSIDERS that a sustainable funding approach for the GMES Space Component has to be defined, based on an assessment of the overall financing needs for this infrastructure and the definition of the budgetary strategy at national and European levels, taking into account the three successive stages: R&D stage to be funded from R&D appropriations, transition stage with mixed R&D and operational funding, operational stage with dedicated funding involving the users;
- (6) WELCOMES the new coordinating roles for the GMES observation infrastructure assigned to the European Environment Agency, in coordination with the Commission, for *in situ* observation infrastructure and related information external to GMES;
- (7) HIGHLIGHTS the need to ensure an open and equal access to the benefits of GMES activities for Member States and, where appropriate, for other stakeholders;

(8) INVITES the Commission, in line with the key orientations attached:

- To propose by 1st quarter of 2009 an interim GMES governance and management scheme to be instrumental until the GMES Programme implementation and in particular to set up a Steering Group involving Member State representatives as a precursor to the Partners Board proposed in the Communication;
- To develop by mid-2009 a detailed action plan for the further implementation of GMES including the relevant decision milestones, and in that context to define the EU funding approach until 2013 respecting the ceilings of the current Financial Framework;
- To develop a EU funding approach for the steady state of GMES to be decided in the overall agreement of the next Financial Framework;
- To define a transparent mechanism for a wider user involvement and consultation that enables endorsement of user requirements at European and national level;
- To define, in line with the Kourou guidelines affirming the public good nature of the GMES Services and the open access to their information, the detailed access and dissemination policy for the GMES Services and data, taking into account existing Intellectual Property rights, national and Community rules and overall security management;
- To foster the implementation of the GMES climate change monitoring and the GMES security services to support the related European Union policies¹²; and to analyse by the end of 2009 the possibility to include a European geographical reference information based on Member States geographical infrastructures in the GMES Service portfolio and the applicability of the GMES Services to the Outermost Regions and the Overseas Countries and Territories;
- To propose by the end of 2009 an approach and related measures for stimulating the downstream sector benefiting from GMES Services, in particular SMEs, and for promoting GMES towards citizens, policy makers and users;

¹² In line with the civil character of GMES stressed above

- (9) INVITES the Commission and the Member States, in line with the key orientations attached:
- To define their respective roles and responsibilities in the GMES governance process;
 - To estimate in 2009 the GMES costs including EU and Member States contributions, following consultation with ESA and European Environment Agency (EEA);
 - To define the GMES international cooperation strategy (in particular with regard to the Group for Earth Observation (GEO));
- (10) INVITES the Commission, after close consultation with ESA and EEA, in line with the key orientations attached, to provide by the end of 2009 proposals formalising their new coordinating roles taking into account existing structures and the contributions made available by Member States and further GMES partners;
- (11) ASKS the Commission to report in the first semester of 2009, the progress about the preparation of a legislative proposal for a GMES Programme.

Key orientations

1. Preparation of the GMES Programme

The GMES Programme preparation should in particular provide clarifications on:

- The mechanisms and rules of the overall GMES decision processes, including prioritisation and arbitration approaches, based on the structure of GMES which should encompass its different contributions, including those of the EU and the Member States, and their related roles and responsibilities, in line with the Commission Communication proposals;
- A cost estimate for all GMES components for the preoperational phase and during the initial operational phase starting in 2014, including the GMES Services, the observation infrastructure and the external information services required by GMES, separating the costs for running the systems from the costs for major infrastructure upgrading and renewal, in particular for the GMES Space Component;
- An assessment of the way Member States and the European Union will support the different GMES components, i.e. directly, or through other intergovernmental stakeholders; this approach should:
 1. reflect the leading role of the European Union in GMES Service domain and the increasing role of the European Union in the space domain;
 2. avoid complex future funding schemes combining unnecessarily different regulatory and funding environments;
- A strategy on international cooperation, including in particular the GMES contribution to the Group for Earth Observation and its System of Systems (GEOSS) and to other existing international coordination endeavours (e.g. World Meteorological Organisation) as well as the GMES support to development, emergencies and humanitarian aid actions, especially for Africa;

- A definition of the roles of the bodies and entities contributing (through financial or in-kind contributions) to the different components of GMES (Services, observation infrastructure, either space based or *in situ*, and required external information services), including the Community, intergovernmental, international and national agencies and bodies, in the GMES implementation and operation.

2. GMES Service provision schemes

The GMES Service provision schemes should define:

- the roles of the various bodies involved in the GMES Service provision and their sharing of functionalities and responsibilities;
- the governance and management processes, including user involvement and scientific and technical assessment;

with the objective of guaranteeing the sustainability of these Services and the satisfaction of their users.

3. Coordination of the GMES observation infrastructure

The formalisation of the coordinating roles attributed to ESA for the space observation infrastructure, and to EEA (in coordination with the Commission) for the *in situ* observation infrastructure and external service information should in particular address:

- the definition of functions, working practices and mechanisms associated to the coordination of the observation components;
- the links with, and roles of, other relevant European and national entities contributing to the related GMES observation infrastructure (in particular national and other *in situ* data and service providing organisations) and, when applicable, to its coordination;

For the GMES Space Component, the coordination approach should be based on the three successive stages defined in paragraph 5 of the current Conclusions.

For the *in situ* observation infrastructure, the coordination should consider the transition towards operational sustainability as well as the national networks operated according to international standards. In addition, the INSPIRE principles in relation to geographical infrastructures should be taken into account.

4. GMES governance and management scheme

The definition of the overall GMES governance and management scheme should in particular clarify and/or assess:

- The respective roles and attributions of the GMES Programme Committee and of the Partners Board;
- The need for, and if appropriate the mandate and working practices of, a GMES Scientific and Technical Committee,
- The mandate and working practices of the GMES Security Board and its links with the overall GMES governance process;
- The role and functioning of the User Forum as stakeholder discussion body which should involve Member State representatives, and its links with the overall governance process;
- The links between the governance and management of the Services and observation infrastructure and those of the overall GMES.

5. Approach for the GMES Service evolution

This approach should define the process applicable for implementing the evolution of GMES Services, especially in terms of user need collection, scientific and technical assessment, requirements for observational data and related infrastructure and implementation approaches, with an emphasis on:

- the role of EU and Member States in the decision process;
- their respective contribution to this evolution.

This GMES Service evolution approach should in particular consider major drivers such as European environment and security policy issues and initiatives, the lifetime of the observation infrastructure, either space based or *in situ*, and the financial frameworks of the EU, Member States and European agencies and bodies and should be in line with the three successive stages defined in paragraph 5 of the current Conclusions.

6. Interim GMES governance

Until the implementation of the GMES programme, the interim GMES governance should involve the European Commission and Member States for decision and commitment purposes, and building upon mandates and decisions of current management bodies. When appropriate, it could be enlarged to Associated Countries. An observer status could be provided to ESA, EUMETSAT, ECMWF, relevant Community agencies, European Union Satellite Centre (EUSC) and other appropriate bodies.

This interim GMES governance should address the issues enabling to reach the following goals:

- the GMES Services should be provided in pre-operational mode from 2009 to 2011, and should move towards a sustained operational mode thereafter;

- The GMES Programme should be running in 2011 for starting a GMES initial operational phase by 2014, based on dedicated funding for operations;
- The quality and reliability control for the GMES Service information should be defined by 2011 and fully applicable by 2014.

7. Stimulating the Downstream Sector

Appropriate measures and instruments should enable:

- integrating the GMES information and creating innovative value-added services in major socio-economic sectors (such as energy, health, agriculture, water management, transport) and better serving national, regional and local authorities, as well as market applications;
- supporting R&D activities for reaching sustainable business models, but also networking and clustering of public and private sectors (and in particular SMEs) for federation of user needs, best practice exchanges, mutualisation of R&D activities and understanding and considering the legal applicability of GMES services within Member States, the European Union and internationally;
- taking advantage of the availability and sustainability of GMES Services and, when applicable, of observation infrastructure data;
- using EU existing instruments, such as Framework Programme for Research and Technological Development, and if possible the European Investment Bank instruments;
- considering these services as a candidate to be included into the Lead Market Initiative.