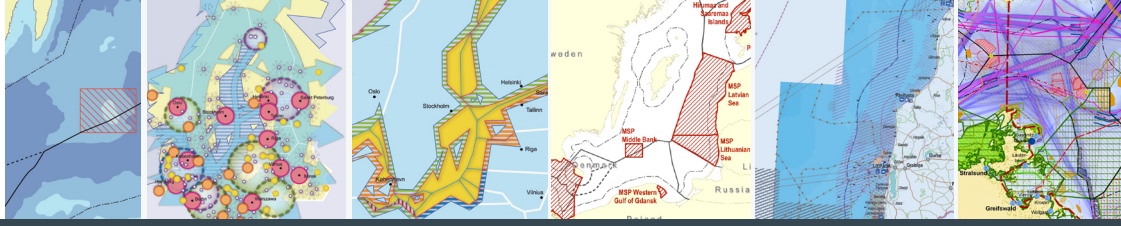
MULTI-LEVEL GOVERNANCE IN MARITIME SPATIAL PLANNING THROUGHOUT THE BALTIC SEA REGION

PartiSEApate



Stakeholder Dialogue on Maritime Spatial Planning

Purpose of the PartiSEApate sector workshops

One of the priorities of the PartiSEApate project was to stimulate a dialogue on Maritime Spatial Planning at the pan-Baltic level between sectors and planners. Through a series of nine single sector workshops stakeholders gained an understanding of what MSP is and why it is important to treat certain topics on a transnational level. Planners in turn received insight into the different sectors' priorities, objectives, expectations, hopes and fears.

Sea use sectors	Sectors setting conditions for MSP	Sectors supporting the MSP process
Shipping and ports	Environmental protection and nature conservation	Research
Fishery (cooperation with HELCOM)	Underwater cultural heritage	Data networks
Offshore wind energy	Climate change	
Aquaculture		
Cross-sectoral workshop with representatives from Shipping and ports, Fishery, Offshore wind energy and Environmental protection and nature conservation		

The main objectives of the workshops were to:

- Introduce principles to spatial allocation and expectations to the MSP expressed in the BaltSeaPlan Vision 2030
- Identify and evaluate sectoral priorities and objectives with regard to MSP
- Identify topics for consultation at the transnational level
- Review expectations and potential concerns with regard to MSP
- Identify the specific nature of conflicts and synergies with other sectors
- Explore the range of MSP tools potentially available for sea use solutions

Workshops were conducted and evaluated with a harmonised methodology. The results in this brochure are based on workshop discussions as well as responses to a questionnaire filled out by all participants.

Main results

The PartiSEApate workshops revealed the following opportunities and challenges for MSP from a stakeholder perspective:

Opportunities	Challenges
• MSP is acknowledged as a valuable framework for representing sector interests and even as a trigger for debate within each sector. • MSP supports communication with other sectors and solves conflicts. • By serving as an incentive for data collection, data sharing and research, MSP supports improvement of the knowledge base. • MSP may lead to better business decisions. • Many sector representatives, especially from new sea use sectors, are motivated to become involved in the planning process at a very early stage to help find smart solutions. However, so far very few stakeholders have personally taken part in consultations.	• Knowledge and understanding of the MSP process is still insufficient. There is a need for improved communication. • Currently, there is insufficient dialogue and coordination of sea uses at the pan-Baltic level. • In some sectors, the internal dialogue at the transnational level is not well institutionalised, which hampers cross-sectoral dialogue on MSP at the pan-Baltic level. Existing international platforms should be used to initiate and further develop intra-sectoral communication and coordination. However, in some sectors (e.g. shipping, ports) high fragmentation and/or competitiveness constitute barriers to such a dialogue. • Human and financial resources for sector representatives to engage in MSP are limited. External funding programmes might be a solution.

PartiSEApate Single Sector Workshop Findings

Sea use sectors

Traditional uses

Shipping and ports

Main sector issues raised in the workshop:

- A big increase is expected in general cargo but most of all in container shipping. Container ships are becoming larger, which leads to deeper and wider shipping lanes.
- Stricter safety standards and environmental regulations will enter into force soon. This will make sea transport more expensive. Application of LNG technology is a possible solution, which will put new demands on ships and ports.
- Ports are moving out of the city centres into coastal sea areas, closer to shipping lanes.
- There is a tendency towards concentration in fewer but highly developed ports.

Links to MSP:

- Most shipping and port companies lack understanding of what MSP means for their sector. This explains why they currently do not play an active role in the MSP process. Therefore, more communication with this sector is needed.
- Early involvement of shipping authorities is essential due to long licensing procedures for port development.
- It is difficult for BSR ports and for the shipping sector to speak with one voice, as companies are individual, competitive players. However, platforms for a more fruitful dialogue already exist (IMO, IALA, IHO, ICS).

Links to other sectors:

- Future navigation structures and corridors should take into account other installations, e.g. pipelines, cables, offshore wind turbines.
- In Norway shipping lanes have been shifted for a more efficient protection of the marine environment and fishing areas. This shows what MSP can achieve with regard to balancing user interests.

Fishery

Links to MSP:

- There is little interest from the sector to become involved in the MSP process as there is fear it will be urged to make concessions.
- Improved communication with this sector and independent funding to enable all stakeholders to become involved are needed.
- Involvement of fishery in MSP should be fostered through pilot projects, e.g. improved stocktaking.
- From an MSP point of view, data on spatial distribution of fishing activities, including recreational fishing, as well as on fish habitats and their connectivity is crucial. Controlled harmonised data systems should be established across the BSR. Lack of international access to anonymised VMS is a significant problem.
- Essential fish habitats should be treated as priority areas.

New uses

Offshore wind energy

Main sector issues raised in the workshop:

- Offshore wind energy production is an emerging sea use especially in Denmark, Germany and Sweden, promoted through national policies and regulatory systems.

Links to MSP:

- MSP and offshore wind development may reinforce each other. National targets for offshore wind development often act as a driver for MSP, while MSP can prepare the ground and accelerate offshore energy development.
- Offshore wind as a sector has the potential to push for a real pan-Baltic cooperation between political and economic sectors with regard to coordinated offshore energy and grid development.
- MSP and terrestrial planning need to go hand in hand.

Links to other sectors:

- Planning of offshore wind parks requires reliable data.
- Areas designated for offshore wind production are incompatible with many other uses, such as navigation routes, military areas, extraction of mineral resources (including shale gas) as well as cables and pipelines.
- Minor conflicts occur with fisheries (if compensation schemes are in place), with nature conservation as well as with the local population and tourism (due to negative visual impacts).
- Synergies with coastal (industrial) development should also be considered.
- At the same time co-uses may be envisioned, e.g. offshore biomass production (aquaculture).
- So far, there is no real pan-Baltic cooperation with regard to offshore energy and grid development.

PartiSEApate Single Sector Workshop Findings

Aquaculture

Main sector issues raised in the workshop:

- Rising demand for fish/seafood and declining natural fish stocks means growing demand for aquaculture.
- Less than 1% of Baltic Sea space is used by aquaculture (mainly in DK, FI, SE).
- Development of the sector is hampered by strict environmental requirements (e.g. zero nutrient discharge policy/different treatment of agriculture versus aquaculture)
- More environmentally friendly and innovative solutions are being developed, which might allow for an expansion of aquaculture sites.
- Current sites are not allocated based on optimal criteria.
- Larger and further offshore areas may be more suitable both economically and environmentally.
- So far no targets and claims for sea space have been voiced at the pan-Baltic level by the sector.

Links to MSP:

- MSP offers a chance for greater recognition of the sector's interests.
- Siting criteria for the cultivation of different species need to be developed and research on optimal sites is needed.

Links to other sectors:

- Aquaculture is currently a weak sector, with low power of competition for space against more established uses.
- Aquaculture sites are no permanent infrastructures and can be moved in case of changing future demands.
- Aquaculture has the potential of providing ecosystem services (nutrient removal, clear water) in cases of algae, seaweed or mussel cultivation, but more space is required and a compensation scheme as incentive is needed.

Sectors setting conditions for maritime spatial planning

Environmental protection and nature conservation

Links to MSP:

- MSP is seen as a tool for nature conservation, especially for ensuring connectivity of the marine ecosystem (network of Marine Protected Areas).
- Designation of MPAs should be based on expert work and in-situ surveys.
- Although the ecosystem based approach was endorsed in all relevant strategies on MSP, there is a lack of knowledge, common understanding and practical application. The "Guidelines on the application of Ecosystem Approach in transnationally coherent MSP" to be adopted by the HELCOM-VASAB Working Group by 2015 are urgently needed.
- MSP is an important tool for the achievement of the MSFD objective of a good environmental status. Some of the indicators could be used for defining MSP objectives and measuring implementation. The problem is that MSFD descriptors are currently not spatially defined.

Links to other sectors:

- By ensuring viability of the marine ecosystem, this sector ensures the preservation of resources on which many other sea uses depend.
- Management plans and zoning for MPAs are necessary. Other uses may co-exist in MPAs, especially in coastal areas. Temporal (instead of permanent) restrictions should be considered in dialogue with other sea-users. A coherent approach for the use of MPAs needs to be developed.

Climate change

Links to MSP:

- Appropriate communication and information strategies are needed to allow spatial planners to access and interpret climate change data. Planners at the local level require support in down-scaling global and regional trends to their local situation.
- Due to the uncertainty of prognoses concerning environmental as well as socio-economic changes, MSP legislation needs to become more flexible regarding climate change adaptation issues, e.g. through "adaptive licensing".
- A pan-Baltic multi-level strategy for integrating climate change adaptation into MSP and ICZM should be developed.
- To this end, collaboration between MSP and climate change adaption experts is required both at the practical as well as the policy level.

Links to other sectors

- Climate change may have significant impacts on many sectors. So far, however, only consequences resulting from sea level rise are taken into account. The value of maintaining and strengthening ecosystem services (securing sectors like fishery, tourism, energy production, etc.) should receive greater attention.

PartiSEApate Single Sector Workshop Findings

Underwater cultural heritage

Main sector issues raised in the workshop:

- The ground of the Baltic Sea is covered with many UCH assets, including wrecks and other artefacts, submerged historical sites and landscapes.

Links to MSP:

- The UCH sector is a new actor in MSP in the BSR as it is so far not considered and involved to the same extent as other sea use sectors.
- Problems with identification of spatial solutions (zoning and site designation) to address present UCH interests in MSP have been noted. Possible approaches must be further discussed with planners at the pan-Baltic level.
- A cooperation platform at the pan-Baltic level already exists, namely a working group established under the Council of the Baltic Sea States (CBSS).
- MSP is perceived as a means of cooperation with other sectors.

Links to other sectors:

- UCH protection goals potentially conflict with almost all sectors, which can cause physical destruction of UCH sites. However cooperation and synergies are possible.
- The CBSS working group facilitates information exchange between the UCH sector and other sectors.
- Because UCH assets can be found almost everywhere, the precautionary principle has to be applied, i.e. areas that have not yet been investigated should not be left without regulation. There is a need for general rules and guidelines for how to act when UCH artefacts are found.

Sectors supporting maritime spatial planning processes

Data network

Links to MSP:

- Availability and exchange of data is a pre-requisite for transnational coordination of the MSP process. National MSP data contact points are to be established.
- A pan-Baltic MSP spatial data infrastructure should be set up:
  - The system should be decentralised and national authorities (but also regional data providers) should be responsible for their data storage and updating.
  - Accessibility should be granted through a dedicated internet platform.
- Member states need to agree on priorities for data compilation with concrete purpose and evidence to be generated in mind, mainly for answering questions relevant to the planners and the planning process.
- Member states need to agree on a minimum set of required data and common data standards.
- There is a specific need to fill gaps with regards to relevant socio-economic and -cultural data.
- Sufficient metadata should be provided to ensure transparency regarding data significance, reliability, quality, etc.
- Data from publicly funded work should be freely accessible.

Next steps:

- Creation of an expert group under the HELCOM-VASAB MSP working group on data products needed for MSP, harmonisation of data and metadata for exchange (focusing on transboundary MSP issues) and development of terms of reference for set-up of a Baltic MSP SDI.
- Initialise national inventories on main MSP issues and available data/metadata.

Research

Links to MSP:

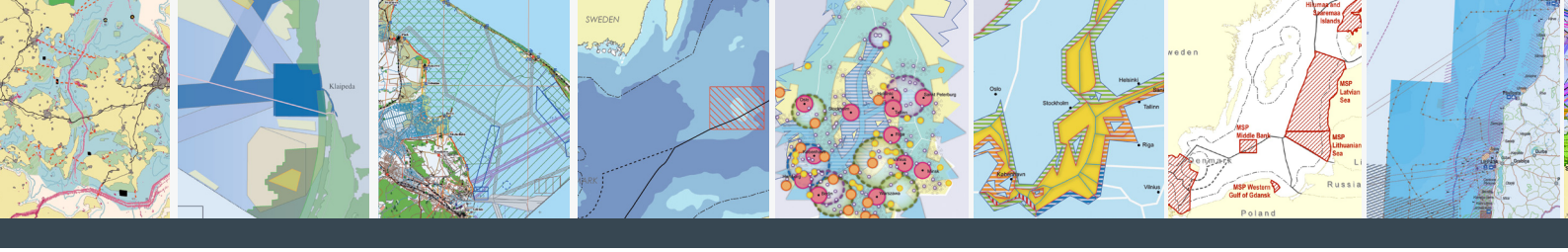
- MSP is an incentive for research and data collection. It is hoped that it will contribute to further development of systematic surveys and data collection of (environmental) parameters at sea.
- Improved data availability is a precondition for research to provide valuable insights.

Pressing research topics:

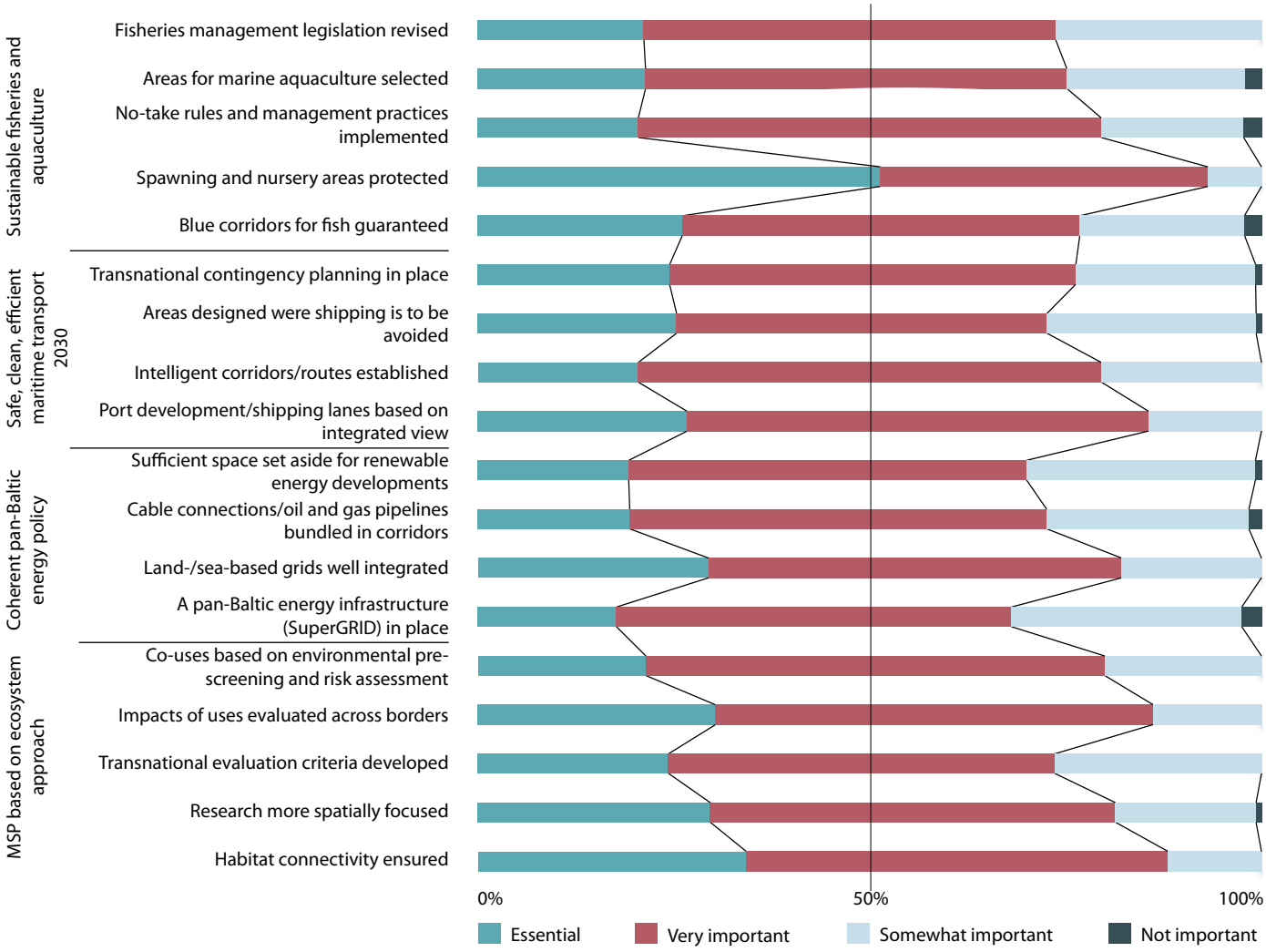
- Strengthening of socio-economic research aspects, such as:
  - Development of new socio-economic impact assessment tools
  - Better data on spatial distribution of costs and benefits (including impact of maritime uses on land)
  - Development of trade-off analysis tools capable of assessing costs and benefits in multiple sea uses scenarios
- Investigating the role of MPA networks as well as assessing the provision of ecosystem services from ecological networks.

Sector needs for dialogue

Sector	Sectors to be consulted	Sectors to be consulted
 Aquaculture	Research / Environmental protection	• Allocation of sites based on natural conditions • Need for regulations on environmental standards
	Fishery	• Allocation of space • Possible use of fishery infrastructure
	Offshore wind energy	• Possibilities / limitations for combined uses
	Tourism	• Allocation of space • Synergies: tourist attraction and local food production
 Offshore wind energy	Pipeline and cable construction / Transmission system operation	• Development of Baltic offshore electricity grid system and joint market • Connections to onshore electricity transmission grid • Safety buffers along the cables and pipelines
	Coastal municipalities and industries	• Local tourism development, impacts on landscape and coastal protection • Nearby energy intensive industries, infrastructure and related supply chains
 Shipping and ports	Environmental protection	• Impacts of noise and emissions on air quality and marine biodiversity
	Offshore wind energy	• Allocation of space to avoid long detours for ships and risks of collision
	Pipeline construction	• Deepening of fairways
	Transport market players	• Prospects for transportation sector and development of port infrastructure
	Land based planners and industries	• Port and related infrastructure development • New logistic solutions (road/rail infrastructure)
 Underwater cultural heritage	Sea use sectors impacting sea bottom (shipping, fishery, offshore industries)	• Assessing potential impacts (and including them into EIAs) • Conditions for transfer of wrecks to designated locations • Designation of UCH protection areas
	Research / Environmental protection	• Impacts of environmental conditions and invasive species on UCH artefacts • Synergies in designation of environmentally protected areas and areas for UCH assets
	Tourism	• Regulation of diving activities to ensure protection of UCH and divers' safety. • Designation of areas not accessible for diving. • Designation of areas for relocation of wrecks (underwater museums).
	Coastal municipalities	• Information on UCH assets in coastal areas • Information on how to act when UCH sites are looted
 Climate change	Research / MSP and land-based planners	• Modelling approaches integrating long-term trends in natural conditions and socio-economic developments • Elaboration of new (adaptive) planning instruments taking into account climate change impacts
	Research / Planners / Policy makers / Society	• Raising awareness of impacts of climate change (visualisations, maps) and adaptation needs
	Research / Planners / Aquaculture / Tourism	• Adaptation of fisheries and aquaculture management strategies • Changes in recreation/tourism patterns
	Research / Planners / Coastal municipalities	• Holistic, multi-functional perspective and adaptive approach to coastal area planning • Land-sea integration in the planning process
 Research / Environmental protection / Data	Research / MSP planners / Sea use sectors	• Scenario based impact assessments • Stakeholder involvement methods for sea use planning and development of bio-economic models • Ecosystem service concept as a tool to assess conflicts, benefits and trade-offs between different uses
	Research / Environmental protection / MSP planners	• Application of MSP for achievement of GES (addressing MSFD descriptors in MSP) • Assessing ecological effects of MPA designation and management, appropriate size of MPAs and coherence of MPA network
	Research / Data / MSP planners	• Providing data and developing existing databases (e.g. MSFD data basis to be linked with MSP) • Decentralised data systems to be coordinated at the international level



Workshop participants' views on MSP objectives expressed in BaltSeaPlan Vision 2030



Differing perspectives on MSP

In a subsequent step to the single sector workshops, individual telephone interviews were conducted with sector representatives as well as with members of the HELCOM-VASAB MSP Working Group. The interview results fed into the governance framework, which was developed in the scope of the PartiSEApate project. The table below shows some differences in expectations/views on MSP between sectors and governance experts.

Governance view	Sector view
Coherence in approach taken to MSP and greater predictability: • Better information about the sea and sea uses • Cooperation between countries • Common understanding of MSP • Comprehensive perspective of the sea • Common framework conditions, vision and strategic perspective • Roadmap, goals, concrete steps and deadlines	Mostly perceived as an opportunity but could also bring costs: • A framework for consenting processes • A tool for balancing and coordinating activities • Can lead to better business decisions • Trigger for debate within the sector • Could create more fairness But: • Restrictive • "Monopolised by nature conservation organisations" • "Don't know what it means"

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