Lithuanian Model Case

Case study report

Authors: Nerijus Blažauskas [a], Valdas Langas [a], Daniel Depellegrin [a], Anda Ruskule [b], Ilze Kalvane [b]

[a] Coastal Research and Planning Institute, Klaipeda University, Lithuania
[b] Baltic Environmental Forum, Latvia

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Content

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Introduction

The Lithuanian model case was one of three PartiSEApate cases in order to develop and test methodologies for multi-level maritime spatial planning process. It was based on the official initiative to develop the extension of existing terrestrial General Plan of Republic of Lithuania by supplementing it with marine spatial solutions. The Ministry of Environment of Lithuania contracted the Klaipeda University Coastal Research and Planning Institute (CORPI) with the specific task - extension of the existing Lithuania General Plan (terrestrial) further to the sea to cover the whole Lithuanian EEZ. The extension of the Plan was developed in 2013 and currently is being adopted by the Government of Republic of Lithuania.

The contract ensured sufficient resources for the planning expertise and SEA procedures as it is obligatory according to the existing (very much terrestrial oriented) legislation and foresaw a minimum number of formal stakeholder and governmental institution consultation events. It did not, however, cover the full spectrum of specific national and transnational dialogue with and among the different interest groups and stakeholders on a national level as well as with neighbouring countries. The comprehensive mechanism on communicating properly along the vertical governance line from the ministerial level down to coastal municipalities was not required either.

In order to fill this gap, the CORPI team had formulated the complimentary task within the EU funded project in order to facilitate the formal planning exercise by developing a communication and participation strategy between and among national and cross-border stakeholders. The specific model case was aiming to develop and test transnational MSP governance methods as well as interlinkages between national and local level in Lithuania. PartiSEApate complemented the ongoing process by developing and testing multi-level governance instruments:

- Across sectors in order to identify more precisely the problems related to current and future sea space use and to promote MSP for existing and possible conflict management and/or fostering development.
- Across the vertical governance line by establishing a tight connection between local county authorities bordering the sea and national authorities/ministries setting targets, plans, and strategic aims related to marine uses, especially in the nearshore zone (LNG terminals, deep sea port facilities, energy transmission infrastructure, offshore wind energy, and others).
- With neighbouring countries (Latvia, Sweden, Russia/Kaliningrad) seeking ensuring a smooth transnational consultation with regard to MSP instruments to be used, content and topics with transnational implications, and possible data gaps.

Little practical experience exists on how to achieve all of the above requirements. PartiSEApate therefore developed and tested methodologies for how to carry out such multi-level maritime spatial planning processes. As MSP cannot only be based on a national level perspective, it must incorporate the demands and needs of local and regional coastal communities; ensure that they are consistent with and supportive of the spatial plans for land, create synergies with Integrated Coastal Zone Management, and balance the interests of the various stakeholder groups. Furthermore, MSP must take into account the transnational interdependencies and considerations of neighbouring countries.

RESULTS EXPECTED:

Testing of new communication tools, including the use of “Boundary GIS” which supposed to facilitate the transnational stakeholder processes; developing and testing the multi-level governance mechanisms and transnational consultation process.

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1. Methodology

1.1. Multi-level governance

The multi-level governance approach is based on consideration of the interests of the various sectors concerned. These interests are in turn expressed at all governance levels, from individual interests up to those of local, regional, national as well as transnational bodies. MSP ensures that sea and land should be tightly interlinked, planning systems coherent, both environments when expressed on the plan are consistent and supplement each other. Simultaneously, planners need to take into account that some elements of the plan have transnational character, therefore should form the backbone of each national or regional MSP. Experience with cross-border cooperation and consultation in MSP has so far remained very limited, at least at statutory level. Recommendations for strengthening cross-border consultation and cooperation mainly draw on findings from the EU funded projects such as BaltSeaPlan and Plan Bothnia.
Cross-border consultation has the following objectives:

1. Sharing experience on the national MSP process by presenting the Lithuanian MSP concept solutions for the spatial allocation of marine uses as well as demonstrating key planning principles and guiding MSP concepts;
2. Discussing with stakeholders of neighbouring countries and responsible authorities topics of transnational relevance and identifing potential cooperation synergies for new/future uses of the maritime space;
3. Testing the cross-border consultation methodology relating to the MSP process.

MSP context in Lithuania
In Lithuania there is no specific legal act dealing with maritime spatial planning. An amendment to the Lithuanian General Territorial Plan is based on the Resolution No. IX-1154 of 2002 in order to extent the existing General Plan to the maritime space.
The proposed concept of spatial allocation of marine uses has to undergo a strategic environmental assessment (SEA) including an official public consultation process. National consultations had to be launched in order to prepare the draft version of the proposed solutions (conceptual Plan) which is the subject of further official transboundary consultations launched by Lithuanian Ministry of Environment later this year.
The Plan will have to be approved and adopted by the Lithuanian Parliament and the Government of the Republic of Lithuania.

Formal procedures:
Stakeholder involvement process in Lithuania is based on:

- Regulation of public participation in territorial planning process (Žin., 2007, Nr. 33-1190) which is based on:
- Law of territorial planning of Republic of Lithuania (Žin., 1995, Nr.: 107-2391; 2004, Nr.: 21-617);

Consultation Procedure
The national consultation process is based on the existing legal acts for terrestrial planning and SEA procedure (see above). The following list of obligatory measures need to be taken in order to perform minimum required consultations with involved authorities as well as the general public:

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- Public information about the beginning of planning process;
- Public presentation of SEA of Plan Concept and spatial solution alternatives;
- Dissemination of SEA summary to neighbouring countries (ministerial level);
- Publication of the Plan Concept;
- Public presentation of spatial solutions and assessment of their impact;
- Publication prepared solutions;
- Final Conference – public presentation of the prepared results.

Apart of formal presentations and public expositions, planners are encouraged to have discussions/meetings with key stakeholders in order to manage potential spatial conflicts and facilitate acceptance of proposed solutions.

The formal transnational consultation process requirement, as set out in the Espoo convention, only comes into play once a plan has been drafted. This limits the usefulness of cross-border consultation as the draft plan has most probably not been designed on the basis of relevant input from the neighbouring countries, and any corrections to the plan are likely to be minor at this stage.

All materials related to the all stages of the Plan development need to be publicly accessible (available online) and there needs to be a possibility to voice proposals, clarifications, and concerns to the organizer of the planning processes and planners.

The general conclusion is that the formal consultation process is sufficient to produce the Marine Spatial Plan. But the quality of the Plan and the support of key stakeholders much depends on willingness and competence of planners who are free to launch focused/dedicated stakeholder consultations.
The weakest part is cross-border consultations which are launched on the ministerial level when the draft plan has already been developed. Planners do not have any formal possibility to conduct consultations with stakeholders in neighbouring countries.

Supplementary actions (carried out in the scope of the PartiSEApate project):

The Lithuanian case was the first attempt to test the multi-level governance approach on Lithuanian MSP. The process in general combines the formal procedures and the methodology agreed by PartiSEApate partners.
During the process several groups of bodies were involved in the process:

- State institutions which issued the Terms of Reference for the Plan;
- Administrations of municipalities in the coastal zone;
- Non-governmental and public organizations as well as communities which have expressed (in written form) their interest in participation in planning process;
- Responsible institutions for transnational SEA in the Republic of Latvia, the Kingdom of Sweden and the Russian Federation.

Different goals were set for different levels.
The municipal/regional level was consulted to map the marine related interests and find the most suitable spatial solutions for localization and regulations.
The cross-border consultations were performed with the aim to support the SEA process, foster awareness rising and facilitate formal transnational consultation process.

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In the official consultations all stakeholders and the general public took part. In the ad-hoc meetings - own contacts were used with the aim to keep the number of participants at a reasonable level.
The public consultations started right after the stocktaking and involved all levels (for the preparation of the plan);
Two official meetings (one in the concept phase and one for presenting final spatial solutions) were organised fulfilling the requirements of SEA Apart from that there were 2-3 rounds of informal ad-hoc meetings with 1-2 topic related stakeholder:

- First – introduction to the situation, information on objectives, possible alternatives;
- Secondly – gathering of the requirements, specific requests, and conditions;
- Third – generating common solutions/alternatives;

After the draft plan was finalised, further consultations were carried through on governmental and international level. Only after these have been concluded, the plan is ready for adoption.
These unofficial consultations were organized in order to solve very particular and clear tasks like:

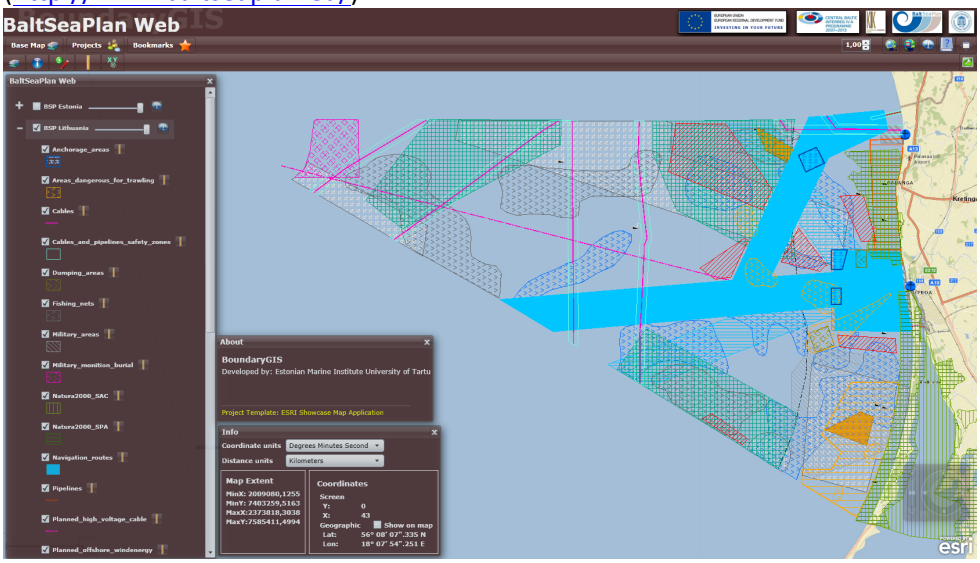
- Optimization of the navigation routes, clarification of the demand of new routes and safety issues;
- Extension of the roadstead of Klaipeda State Seaport due to new developments and establishment of a new roadstead for deep port facilities
- New military training areas due to newly established Natura 2000 site;
- Expansion of new protection sites;
- OWE developments near navigation routes and port roadsteads;
- Potentials for marine aquaculture

After the project was finished consultations were continued on governmental and international levels only (for adoption).

1.2. Communication tools

BoundaryGIS Web Application

For the communication purposes we tried to use the modern "BoundaryGIS Web Application" tool created by Tartu University. The application was developed and tested during the BaltSeaPlan project (http://www.baltseaplan.eu/).



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The tool allow us to share the georeferenced information via internet without professional GIS skills and sophisticated programming. The applications allows commenting the information provided on the map using the straight forward "note editing" tool, which attributes the ready-to-read revisions and corrections (simple text) to the geographic position on the map. The comments on the maps can be made visible to other stakeholders in order to start interactive discussion.
The service allows:

- to share your GIS resources across stakeholders and across the Web;
- publish maps online;
- to query an ArcGIS Server map service and display the resulting features as graphics in the map;
- to specify the tasks and data among the groups of users (interests);
- to enable users to create their own scenario of the project and then edit the presentation of map services, add own graphic layers with graphic objects, provide comments, assign images and attach documents to objects.

Questionnaires for planners and stakeholders.

There was a specific questionnaire prepared along with the presentations for the transnational workshops. The aim was to get an overall understanding of the level of awareness among stakeholders regarding the overall MSP process and different modes of involvement as well as to receive input on the ongoing planning process from different sectors. The set of questions (apart of general ones) is listed below:

- Based on the knowledge acquired during this meeting on the current MSP process which are on your opinion 3 main possible synergies of your sector with other sectors?
- Based on the knowledge acquired during this meeting on the current MSP process which are on your opinion 3 main possible conflicts of your sector with other sectors?
- Which are the fears of your sector in relation to the MSP process?
- Which are MSP related topics that would you be interested in discussing and at which level (national or transnational)?
- Are you interested in participating in such discussions in the future and at which level?
- Would you be interested in further discussions with PartiSEApate project partners on MSP issues?

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2. National stakeholder consultations

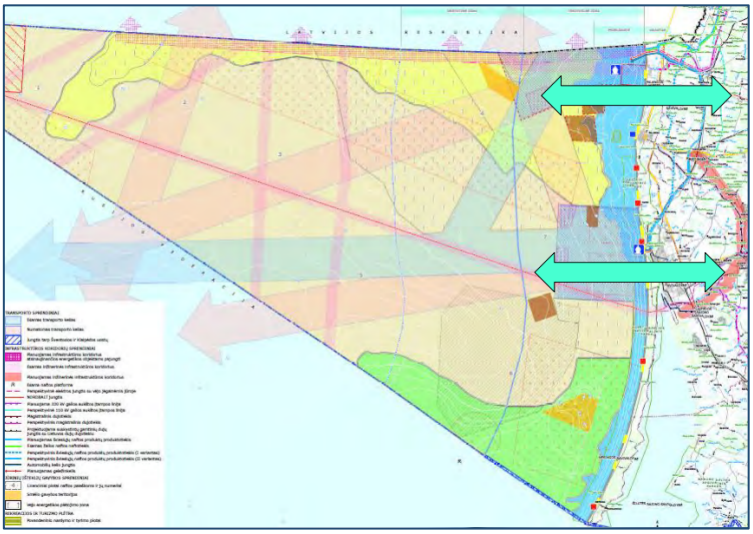
A number of local meetings and consultations have been organized during the whole MSP process. The main objective was to explain the concept of planning as well as possible solutions when prioritizing or changing existing uses. Another very important output expected was to gain an understanding of the characteristics and demand of particular sea users helping to justify the pre-selected solutions as well as to avoid potential functional and regulatory obstacles. The following key stakeholders were intensively involved in the planning process: Klaipeda Sate Seaport authority, navy, nature conservation experts, navigation safety representatives, city planners (municipality level), fishermen and the aquaculture sector. Consultations were organized in such a way that it was still possible to facilitate the official MSP process and that they contributed to the final spatial solutions of the draft MSP.

2.1. Workshop on port development and navigation

22nd of February, 2013

Venue: Klaipeda State Seaport Authority, Klaipeda, Lithuania

A consultation meeting was arranged by CORPI on February 22nd, 2013 in Klaipeda between planners and specialists from the Lithuanian Maritime Safety Administration and Klaipeda State Seaport Authority. Discussions centred around how to deal with differences between existing/established shipping routes and those suggested in the current MSP concepts, as well as additional data requirements especially regarding neighbouring countries and better identification of types and sizes of ships operating on the various shipping routes.



Two concepts of the new arrangement of the navigation routes, location of anchorage sites and roadsteads were discussed in details. Both – the Maritime Safety Administration and the Klaipeda State Seaport Authority agreed on a combination of the two concepts proposed. The suggestions were included into new concept.

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2.2. Workshop on marine aquaculture perspectives

05th of March, 2013

Venue: Hotel „Vecekrug“, Klaipeda, Lithuania

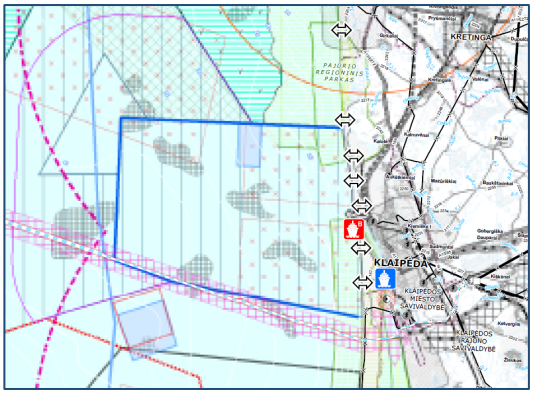
The meeting was organized together with an AQUAFIMA project event devoted to the issues related to problems and opportunities of the Lithuanian fishery and aquaculture sector. The strategic development vision for 2014-2020 was presented by the Fishery Department of the Lithuanian Ministry of Agriculture. Actual problems and the state of fishery sector were discussed and presented by a number of key authorities of the sector.
The aim of the joint meeting was to share information on the current planning process and to discuss possible solutions to be introduced in the spatial concept of the Plan. In general, it was agreed that available technologies are not suitable for the development of marine aquaculture in Lithuanian waters and therefore sites for aquaculture were not integrated into the concept map. But participants agreed on statements that the marine aquaculture development should be sustained as a strategic action.

2.3. Local meetings: port and city developments and interactions

September-December, 2013

Klaipeda University and Klaipeda State Seaport Authority, Klaipeda, Lithuania

Several round table discussions have been organized on the premises of Klaipeda State Seaport Authority to discuss and decide on the new limits of the port roadstead, establishment of new anchorage areas as well as new dumping sites. Extension of the Klaipeda port roadstead limits is necessary because of the planned establishment of an LNG terminal and the necessity to accommodate natural gas carriers. The deepening of the sea port naturally requires the disposal of the dredged material. Therefore problems related to dumping were also discussed.



The Municipality of Klaipeda was contacted in order to discuss the effects of the planned port developments on the city. Land-sea interaction was one of the key points of the consultations. Planners explained the strategic role of the Plan. Special attention was put on the possible development of new marinas already agreed by the Municipality. The main task was to keep these initiatives in the marine Plan.
The main challenge of the meetings was to reconcile current plans of port expansion with other maritime activities integrated in the Plan. Important results were agreements on the configuration of new limits of the roadstead, a re-location of main dumping site to fit better the needs of the Navy and a configuration of engineering infrastructure corridors.

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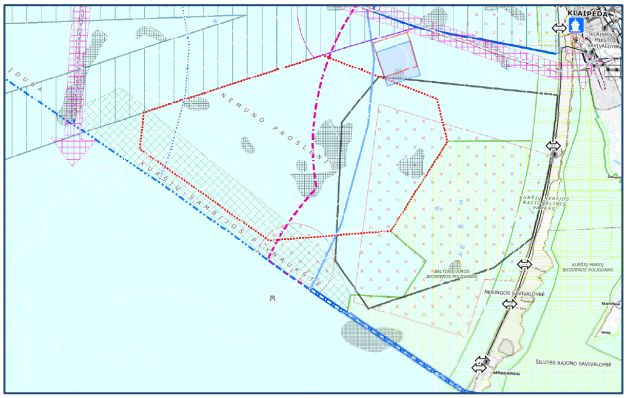
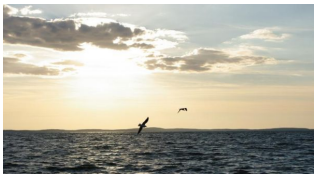
2.4. Local meetings: Navy

October, 2013
Lithuanian Navy, Klaipeda, Lithuania

Two meetings were held at the Navy's premises in order to present and discuss the current planning process and results. Main concerns of the Navy were the establishment of new marine protected areas and the development of offshore wind energy projects. Planners received very positive feedback and valuable information regarding safety zones related to the modern requirements of the radar system. Due to the expansion of nature protection areas, planners proposed to change the configuration of the existing training zones and thereby avoid some seasonal limitations of the activities due to wintering of protected birds.



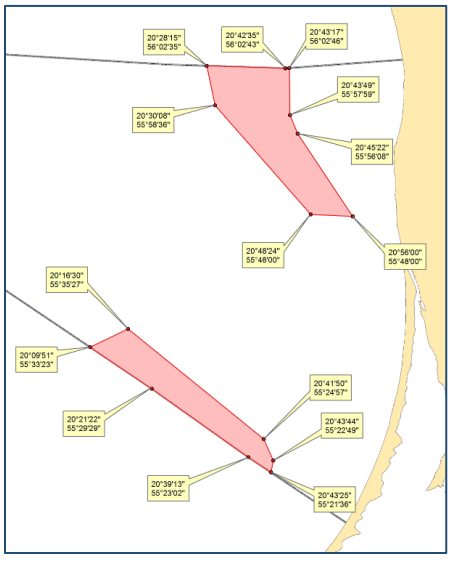
2.5. Local meetings: nature conservation



March, December, 2013

Klaipeda University, Ministry of Environment, Klaipeda, Vilnius, Lithuania

The establishment of new protected areas at the sea was the main topic of the consultations with environmental scientists of Klaipeda University and the State Service for Protected Areas of the Ministry of Environment. On the one hand, planners have introduced the concept of the planning and ways of organizing the establishment of blue corridors at the sea. On the other hand, different pieces of scientific evidences had to be harmonized, in order to agree on one concept of new designations of protected areas at the sea.
The positive outcome of the meetings was a commonly agreed configuration of the potential areas for a further development of the Natura 2000 network in Lithuania. Proposed areas have been agreed upon during the consultations with representatives from navigation safety, Navy, port development and OWE developers.



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2.6. Key findings

The consultations with local stakeholders and representatives of the sectors have to be made at a very early stage of MSP development. Practical and operational particularities of each economic sector need to be understood and taken into account in order to optimize the dialogue between and among the competing, conflicting or interacting sectors.

Face-to-face meetings with key stakeholders are much more efficient than official procedures required by the existing regulations of planning process. The round table and individual discussions foster the understanding and acceptance of the proposed solutions, and also facilitate the process on a higher, ministerial level.

Modern interactive tools, such as Boundary GIS application, did not prove to be efficient or easily used by stakeholders. Acceptance of hard copies of the map and physical meetings was much higher than of digital communication platforms and interactive mapping facilities (web based maps with commenting/revision possibilities).

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3. Transnational Stakeholder Meetings

Four transnational meetings have been organized in order to prepare for official consultations with neighbouring countries:

- LT-LV-SE planners meeting in Riga;
- LT-LV stakeholder meeting in Liepaja;
- LT-RU-PL meeting in Baltiysk (Kaliningrad oblast) in order to establish EU-Russian relations on MSP, facilitate political acceptance, and create conditions for decision harmonization on transboundary level.
- LT-LV meeting in Riga in order to formally present the results of the SEA study on the drafted Lithuanian MSP.

3.1. Transnational LT-LV-SE Planners meeting

04th of December 2012

Venue: Latvian Ministry of Environmental Protection and Regional Development, Riga, Latvia

The first transnational meeting was organized in Riga in order to establish the transnational (LT-LV-SE) working group of experts involved in the national maritime spatial planning process in Latvia, Lithuania and Sweden. The main task for the group was to reach an agreement on the communication strategy and most important topics to be covered during the multi-level consultation/participation process of the Lithuanian MSP.

In the first part of the meeting the following introductory presentations were given:

- The Lithuanian MSP - Model case: overall concept for LT Model case and input of transnational Planners meeting for LT Model case and stakeholder involvement;
- LT MSP planning concept;
- Implementation of national MSP in Latvia;
- Current Situation of MSP in Sweden;
- Stakeholder involvement experience.

In the second part, various topics were discussed in more detail:

- Transnational topic identification (conflicts and development synergies)
  - Result: List of transnational topics

LT topic input	LV topic input
Oil extraction	Fishery
Offshore wind parks	Recreational boating
Port development in Butinge	Environmental concerns

- Stakeholder involvement strategy to facilitate the formal Lithuanian MSP process

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- Result: Clarification on the Lithuanian formal MSP consultation procedure; Stakeholder workshop scheme.
- It was decided to have several meetings:

Meeting 1.	Illustration of stocktaking concepts, identifying critical issues and zoning approach
Meeting 2	Wide discussions on the MSP stakeholder consultation process
Meeting 3	Lessons learned on how to better involve identified/targeted stakeholders

- Data availability

The discussion focused on the issues on data availability in order to improve transnational cooperation, GIS data availability in Latvia and possibilities of receiving a holistic view on topics within the LT model case by integrating existing stocktake results from other countries.

- Involvement of Russian stakeholder

The group discussed the possibilities and ways on how to better involve Kaliningrad stakeholders.
It was decided to identify Russian experts able to cover MSP topics and together with these experts determine who to officially invite. The main purpose of the meetings is mainly dissemination of information as awareness raising is still considered difficult.

3.2. Transnational LT-LV planners and stakeholders meeting No 1

19th of June, 2013

Venue: Hotel Fontaine Royal, Liepāja, Latvia

Around 50 participants including representatives of Latvian ministerial departments, the energy and shipping sectors, local municipalities, NGOs, VASAB representatives, researchers and planners joint the first LT/LV Transnational Stakeholder Meeting of the Lithuanian Model Case. The meeting aimed at:

1. Discussing with stakeholders the current state of the Lithuanian MSP process, key concepts, applied MSP stocktake, protection priorities and the different MSP concept solutions for the Lithuanian sea space;
2. Defining existing sea uses and addressing future developments that require cross-border coordination in order to avoid conflicts;
3. Identifying potential cooperation synergies for new/future spatial uses in the LT/LV sea border area.

Structure of the Workshop

The meeting started off with a series of presentations on overall definitions, key principles, approaches in MSP in the Baltic Sea Region (Baltic Environmental Forum, Latvia), followed by a lecture (N. Blažauskas, Coastal Research and Planning Institute, Lithuania) on Lithuanian MSP principles and concept solutions applied in the Lithuanian maritime space and by a lecture (I. Urtāne,

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Department of Spatial Planning, Ministry of Environmental Protection and Regional Planning of Latvia) on current situation of Latvian MSP.
The presentations were followed by working group sessions and a final plenary discussion on the outcomes and further cooperation opportunities for Latvian stakeholders.

Three working groups were created:

- Planning process (in English);
- Situation at the LT-LV border (in Latvian);
- Economic interests (in Latvian).

The task of each group was

- to define existing sea uses and address future developments that require cross-border coordination in order to avoid conflicts and
- to identify potential cooperation synergies for new/future spatial uses in the LT/LV sea border area.

LT planners introduced the overall process, structure, aim and of objectives of the Lithuanian MSP:

- The planning process is composed of four parts:

1. Analysis of the current state of marine resources and existing uses
2. Preparation of conceptual solutions (alternatives A and B)
3. Performance of SEA on proposed concept solutions in order to select the most suitable ones
4. Drafting of the final spatial maritime development concept to be integrated into the General Plan of the Republic of Lithuania

1. Current and potential future uses of the Lithuanian sea space

Current uses	**Emerging/future uses**
Shipping • Four dedicated shipping routes	Offshore Wind energy (OWE) • 7 areas suitable for OWE are currently under EIA
Port • Multi-purpose deep-water port of Klaipėda • Dedicated offshore dumping sites for dredged soil	Energy transition/engineering infrastructure • NORDBALT HVDC cable connecting LT and SE • Future requirements to connect OWE with land and/or offshore grid
Recreational port • Reconstruction of Šventoji port (including roadsteads, anchorages and dedicated offshore dumping sites for dredged soil)	Ports development • Expansion of Klaipeda port • LNG terminal construction & accommodation of LNG tankers • New dumping sites • Reconstruction of Šventoji port • Establishment of marinas network along Baltic Sea coast
Nature protection • UNESCO World Heritage site • Natura 2000 sites	Oil prospects • Oil fields in the Lithuania marine areas
Oil terminals in Būtingė and Klaipėda • Oil pipeline at Būtingė oil terminal • Underwater telecommunication cables	Nature Protection • Demand for expansion of NATURA 2000 towards Lithuanian offshore areas

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Military • Offshore military training polygons	
Fishery	

2. Conceptual alternatives:

Conceptual solutions for the supplementing the General Plan with the marine solutions were based on MSP principles of sustainability, pan-Baltic thinking, spatial efficiency and connectivity in line with international MSP standards. The distribution of marine resource and natural, cultural as well as socio-economic assets was conducted resulting in two alternative concepts (alternative A and B) according to the main priorities, functional zones determining future development trends and spatial allocation of future uses:

Alternative A	**Alternative B**
• Clear division of priorities in Northern and Southern part • Economic development is concentrated in the North: Elevations in Klaipeda-Ventspils plateau and Klaipėda Bank are prioritized for new Būtinge port development, extraction of oil, development of offshore wind energy parks and relevant infrastructure • Southern part: Curonian-Sambian plateau is reserved for nature conservation purposes mainly	• No strict division • Economic development and conservation priorities remain the subject to case-by-case solutions/planning. • This alternative does not foresee the development of Būtingė port, meaning that port related activities will continue to be organized through Klaipėda port
Common solutions for alternatives A and B	
• Expansion of protected areas in the nearshore zone finalised • Exploration and extraction of the mineral resources is possible in all marine areas, except the nearshore zone and protected areas • Central part of EEZ (deepest parts including Gdansk and Gotland basins and their slopes) are devoted to navigation and fishing purposes. Some parts are reserved for unspecified national purposes and future developments • The nearshore zone (20m isobath) is prioritized for recreation, nearshore fishery, marinas development and tourism purpose	

3. The SEA procedure will be the basis for the selection of most suitable spatial solutions to be agreed and adopted on national and transnational level.

SEA addresses adverse impacts to natural and the socio-economic environment, defines advantages/disadvantages, ensures minimum required consultation with authorities, stakeholders and the general public as well as that their proposals are taken into account when developing the plan.

4. The final spatial maritime development concept foresees 4 zoning areas:
   - Nearshore zone: nature protection, ports and marinas development;
   - Northern part (water depths of 20-50 m): new developments (including oil, wind energy, offshore grid infrastructure);

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- Southern part (20-50 m water depth zone): nature protection;
- Central part: navigation and fishery and reserved space for (unknown) future activities.

Summary of working group discussion on LT planning:

- The current Lithuanian MSP concept solutions foresee two alternative deep water port facilities outside of Klaipėda or Butinge ports. However, the areas indicated on the map are indicative only, no exact locations have been determined so far. A full SEA is in process and will be ready with the final version of the MSP concept solutions by November 2013.
- The Latvian side raised environmental concerns with regard to the deep water port development plans especially in terms of erosion processes and the risk of oil spills towards the Latvian coast.
- On national level in Lithuania the most relevant discussion points at current stage of the process are:
  1. Environmental protection issues in relation to any other sea use;
  2. Compensation to fishery and other measures improving the efficiency of the sector;
  3. Development of deep water port facilities (Klaipeda or Butinge). Discussions were launched with coastal communities and municipalities.
- It was noted that the approved new shipping route in Lithuania from Klaipeda Seaport in northern direction does not match Latvian shipping routes. At the current state, this issue has not further been considered by the responsible Latvian authorities
- Transboundary consultation will be launched after the full SEA and the finalization of the MSP concept solutions. After that, the plan will be approved by the Lithuanian Parliament and the Government. An inter-ministerial supervision group composed of vice ministers was created for the Lithuanian MSP process. It was stated (from Latvian side) that a similar group could be set up for the Latvian MSP process and that a joint LT/LV inter-ministerial working group could be in charge of cross-border consultations.
- Areas traditionally used by established sea use sectors were designate as priority areas for these uses, unless they caused environmental or socio-economic effects. For new uses other areas were designated. The regulation of activities is not in the scope of MSP. The plan should define areas suitable for particular uses. The Lithuanian government is responsible for regulation of each of the (new) sea uses. The MSP concept solutions are based on the Law of the Terrestrial General Plan, but it in the ongoing MSP process it became clear that different/additional legal solutions/instruments are required for the marine environment.
- It was noticed that joint datasets for the LT/LV seaborder already exist due to projects like Natura Life and BaltSeaPlan. However there is the requirement to use official trusted data. It was stressed that in order to ensure connectivity in the cross-border area Latvia should deliver mainly biological maps, bathymetry maps and data on infrastructure development to Lithuania.
- The Latvia-Lithuania seaborder agreement is still a relevant issue for the seaborder area. According to Franck (2001) the agreement was signed by both parties in 1999, it was ratified by the Lithuanian Parliament, but is still awaiting ratification by the Latvian Parliament. Key issue in the agreement is Article 4, as it concerns with the distribution of natural resources in the seaborder area (e.g. oil prospects). In this context the need to define solutions on how to deal with the presence of oil prospects at the seaborder was stressed by several participants.
- It was furthermore stated that meeting data requirements and data harmonization are essential and that especially symbology and colour codes applied in the Lithuanian MSP concept solutions could be adopted for the Latvian MSP stocktake as well. The Lithuania legislation foresees the application of a scale of 1:400.000 for the MSP plan, but indeed more

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detailed maps are produced for nearshore areas (similarl to the Dutch MSP experience) and are indeed needed for transnational consultation.

- Future/new activities require the development of joint environmental monitoring programmes in order to prevent anthropogenic induced risk in the cross-border area such as oil spills and coastal erosion. A potential way to enforce cross-border cooperation in terms of nature protection is the development of a regional action plan to ensure GES.
- Underwater cultural heritage was discussed as a pre-mature issue in the Lithuanian MSP process, requiring further investigation as well as guidelines on how to deal with the publication of exact coordinates of ship wrecks in the Lithuanian maritime space and how to avoid looting. In the LT MSP plan, measures are included on how to protect underwater heritage.
- Risk is still going out from former mine fields are still from World War 1 and 2. These have been marked in the LT MSP Concept solution maps. It was stressed that any activity in proximity of the mine fields will require careful ex-ante assessment. It was assumed that there are similar problems in Latvian waters (especially in port areas).
- It was stressed that OWE development is still uncertain in Latvia, due to the absence of investors. Furthermore it was shown that OWE can have a positive impact on fishery in terms of shelter provision to fish stocks.

Conclusions

- The meeting showed a congruence of issues with regard to the LT MSP process between LT and LV stakeholders. In particular nature protection and deep water facilities development at Būtinge – Šventoji area are the most relevant issues for both stakeholder groups and require cross-border consultations in more depth.
- The Latvian – Lithuanian Seaborder Agreement is still an unsolved/uncertain issue, which might have impact the transnational MSP consultation process especially with regard to Article 4 of the Agreement, which concerns natural resources in seaborder areas. The question is contested if ratification by the Latvia is a precondition for cross-border consultations on the economic development of the border area.
- Identified synergies refer to the harmonisation of potential LT/LV OWE park development plans using joint cable connections and ensuring land-sea integration (e.g. cabling) through Būtinge port, where pipelines, cables and infrastructure already exist. Reserved areas for OWE development are manly related to the uncertain development perspective of the sector in Latvia. In terms of environmental protection several proposals were made for the development of joint environmental monitoring programmes for new sea uses and the development of a joint (cross-border) regional action plan to ensure GES. The example of the Lithuanian inter-ministerial panel of vice minsters as major decision-making body in the Lithuanian MSP process could be transferred to Latvia and furthermore could be entrusted with cross-border consultations process.
- Data availability on biological conditions and infrastructure development is essential to avoid conflict and is fundamental for ensuring planning continuity in the seaborder area. Especially in LT/LV model case where both countries face different planning stages, data availability from neighboring countries was seen as a crucial aspect to ensure connectivity and facilitate cross-border consultations. Furthermore, transfer of experience to Latvia with regard

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tomapping scales, colour code, symbology from the LT MSP concept solutions could facilitate harmonization of plans in the seaborder area.

3.3. Transnational RU-LT-PL stakeholders and planers meeting

7th – 8th of November, 2013

Venue: Sports Complex of the Central Sports Club of the Army, Baltiysk, Kaliningrad Oblast Region, Russia

Around 30 participants from Russia, Lithuania and Poland attended this meeting, which was held in the context of the seminar on "Spatial Planning in the Vistula Lagoon" in the framework of the VILA Project "Features and benefits of sharing the Vistula Lagoon" (Lithuania-Poland-Russia ENPI Cross-Border Cooperation Programme 2007-2013).
The meeting was started with a series of presentations on Lithuanian MSP and concept solutions, legal aspects of MSP in Poland, planning of the Vistula Lagoon and basic principles of MSP in the Russian Federation, zoning priorities and stocktake. On day two, Russian and Lithuanian MSP experts and researchers formed a focus group to identify synergies and conflicts in the RU – LT sea space.

Goals of the workshop:

- Present the current state of the Marine Spatial Planning (MSP) process in Lithuania, including key principles, concept solutions suggested and potential future uses of the Lithuanian sea space;
- Identify existing seas uses and future development perspectives of the Russian and Lithuanian sea space that require cross-border consultation;
- Discuss with stakeholders potential conflicts and synergies of sea uses in Russian-Lithuanian sea space.

Participants
26 persons from the following BSR based institutions/organisations participated in this workshop:

Russia	Atlantic Branch of P.P.Shirshov Institute of Oceanology of Russian Academy of Sciences (ABIORAS), Immanuell Kant Baltic Federal University, Marine Administration, , St. Petersburg NGO "*Ecology and Business*", JSC St – Petersburg "*NIIPGradostroitel'stva*", Baltiysk, IKBFO, Magazine "*Point*" (Media), Fishing Company, Administration of Svetly, Baltiysk Municipality, Institute for Spatial Planning, Development and Foreign Relations (*NON Profit Partnership*).
Lithuania	Coastal Research and Planning Institute (CORPI), Klaipeda University
Poland	Maritime Institute of Gdansk (MIG), Consulate General of Poland in Kaliningrad

Meeting overview
The Stakeholder Meeting was structured in two sessions:

1. MSP in the Russian Federation, Lithuania and Poland
   The Stakeholder Meeting was held as a parallel session of the Seminar on "*Spatial planning in the Vistula Lagoon*". This session brought together stakeholders from Poland

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Russia and Lithuania and aimed at introducing the four steps of the current MSP processes and planning principles in this specific part of South Eastern Baltic Sea.

2. Basic principles and the situation of spatial planning of maritime activities in the Russian Federation, presented by Viazilova Julia Semionov, "NIIPGradostroitel'stva", St. Petersburg, Russia.

The general criteria for the classification of functional zones and their respective marine zones are defined as follows:

- Degree of priority;
- Nature of activities and functional purpose;
- Restriction on prohibitions on the use of areas of water (buffer zones);

Types of marine zones:

- Operational
- Main priorities for the state target use;
- General use;
- Shipping zone;
- Sea port areas
- Zone polygons for navy;
- Zones for underwater cables and pipelines;
- Fishing zones and areas for the development of aquaculture;
- Ares for objects of the electric power industry;
- Production areas and exploration of minerals;
- Touristic/recreational zones;
- Environmentally protected areas;
- Zones with special conditions for the use of water;
- Areas where navigation and anchoring is forbidden;
- Zones of protection of underwater engineering communications;
- Protection zone of artificial constructions;
- Protection zones of waterways;
- Spawning areas and areas for feeding fish, migratory birds, nesting waterfowl and birds whose habitat is close to the water
- Specially protected areas and their buffer zones;
- Areas and zones of protection of objects of cultural heritage;

The basic structure of the Russian MSP Stocktake for MSP includes the following parts:

1. Data on natural resources such as hydrological conditions, geomorphological conditions, marine habitats, spawning areas, bird migration and nesting areas as well as specially protected natural areas.
2. Ecological data on sources of anthropogenic contamination, chemical pollution of water and sediments, eutrophication and the sustainability of the marineenvironment
3. Socio-economic activities such as administrative structures, human settlements and resources as well as marine, industrial and infrastructural potential.
4. Cultural heritage features.
5. Normative documents regarding nature management, national standards, sanitary regulations and assessment standards of the marine environment components

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Conclusions:

- It was noted that the Russian Federation has no experience in MSP. There are about 100 legal acts related to marine planning, but they are not integrated into a comprehensive system. The Federal Government is responsible for sea use planning. The Russian government approved a strategy on maritime activities until 2030. The strategy foresees the development of sea use planning legal documents and instruments. Therefore the preparation a law on activities planning at sea has already started.
- The sea space in the Kaliningrad Oblast Region is predominantly a military area. One of the Russian stakeholders was interested in the Lithuanian regulations of military areas, which also serve as protected areas.
- At the current stage it is complicated to identify any sea use conflict between LT and RU MSPs, because the development of the Russian sea-use plan has yet not started and is on a conceptual stage only.
- It was agreed to directly involve Russian representatives responsible for sea space planning activities in the next LT-RU meeting.

3.4. Transnational LT-LV planners and stakeholders meeting No 2

09th of January, 2014, Riga, Latvia

Venue: Latvian Ministry of Environmental Protection and Regional Development.

Goals of the meeting:

- Introduce Latvian stakeholders to the finalized draft Lithuanian maritime spatial plan;
- Present the results of the SEA of the Lithuanian MSP to stakeholders
- Discuss issues related to potential cross-border environmental impacts.

Participants:

50 persons from the following Latvian institutions participated in the workshop:
Baltic Environmental Forum, Kurzeme Planning Region, Latvian Institute of Aquatic Ecology, VASAB Secretariat, Ministry of Defence, Ministry of Environmental Protection and Regional Development, Ministry of Agriculture, Ministry of Economics, Environmental State Bureau, Maritime Administration of Latvia, State Land Service, Ventspils city municipality, Freeport of Riga Authority, Freeport of Ventpils Authority, Latvenergo AS, Association of Latvian Transit Business, Latvian Maritime Community, Latvian Association of Local and Regional Governments, Institute of Food Safety, Animal Health and Environment, University of Latvia, Faculty of Geography and Earth Sciences, Latvian Fishermen association, State Environmental Service, spatial planners practitioners, Environmental NGOs;
Additionally, the following Lithuanian organisations were represented: Coastal Research and Planning Institute (CORPI KU), Ministry of the Environment, UAB Sweco Lietuva.

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Meeting overview

- Presentation of the process and results of Lithuanian MSP (CORPI);
- Presentation of three alternative MSP concepts (A, B and combined spatial concept) in the Lithuanian sea and decisions on zoning (The Lithuanian sea space is divided into seven zones including the designation of primary and secondary priority uses as well as a hierarchy of priorities in each of the two groups).
- The main results and topics for discussion were presented in order to mitigate possible negative impact of the planned new port infrastructure, small marinas and dumping sites.

The following critical aspects have been highlighted by the planners and also audience:

- Increasing the intensity of the shipping requires an optimisation of shipping traffic as well as actions to minimize air pollution and increase safety of shipping;
- Baltic Sea Region grid developments should be taken into account, when planning linear corridors for underwater infrastructure (communication cables, power lines etc.);
- Exploration and exploitation of natural resources can be allowed according to MSP zoning and after EIA only. Sand from sea bottom can be used for coastal protection purposes only.
- Participants pointed out the erosion risk and potential negative impacts on the Natura 2000 site "Nida-Pērkone", which is located close to the border with Lithuania.
- It was criticized that a linear infrastructure corridor has been planned along the border which has not been officially agreed with Latvia.
- Latvian local authorities were interested in how MSP is taking into account the land use and developments plans of Lithuanian municipalities and Latvian municipalities close to the border. Questions arose as all development plans in the sea foresee intensive development in the Northern part of Lithuanian sea. However, Latvian coastal municipalities plan to develop their local economy based on tourism, recreation and nature protection. Although according to Lithuanian legislation it is not obligatory to consult neither Lithuanian nor Latvian local municipalities, Lithuanian planners tried to take into account the plans of local coastal municipalities.
- Latvian environmental representatives were interested in how the Lithuanian MSP is supporting the achievement of a good environmental status (GES) prescribed by the Marine Strategy Framework Directive (MSFD). Planners stressed that the priority of the Lithuanian MSP is to foster the maritime economy and minimize the negative impact of economic development.

3.5. Key findings

Participants of all transnational meetings were asked to fill out a questionnaire (see chapter 1.2 of this report). The responses were assessed and the main points of the analysis are presented below.
Establishment of pan-Baltic stakeholder dialogue (within as well as between the sectors) is an essential precondition for enabling in a long term perspective a coherent and integrated approach to MSP within the Baltic Sea region. Transnational coordination and consultation is listed among the HELCOM-VASAB "Baltic Sea Broad-sale MSP principles" calling for joint pan-Baltic dialogue that should be conducted in a cross-sectoral context between competent organisations and stakeholders form all coastal countries and noting that MSPs should be developed with Baltic Sea Region perspective in mind. However, the implementation of such pan-Baltic cross-sectoral MSP dialogue seems to be one of major challenges, if looking at current situation.

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The sectors lack information and understanding of MSP, however benefits for being more involved in this process are being more and more realise and enhanced communication with planners is deemed essential.
The limited human and financial resources were mentioned as the main constraints preventing participation in pan-Baltic stakeholder dialogue/consultations and in the continuous planning process.
It has been recognised that most of ports and shipping companies lack interest, resources and competence to be part of the MSP process and thus are left to react to the changes resulting from MSP.
A need for external funding sources was stressed also by representatives of the fisheries sector. To improve this situation. New dialogue mechanisms to communicate between the sectors were considered to be necessary.
So far, trans-national consultations between sectors have been limited and most experience with cross-sectorial consultations is related to national or pilot MSP cases. Nevertheless, there is an interest in cross-sectoral consultations, particularly from the side of new sea users (e.g. aquaculture, offshore wind energy).
The results of the questionnaire survey shows that fishery, aquaculture and offshore wind energy are the sectors that are most often mentioned as conflicting sectors and meanwhile as sectors with largest potential for synergy with other sectors. Aquaculture and fishery as well as aquaculture and tourism are sectors that are most often mentioned as mutually conflicting with each other and at the same time have also a potential to make use of spatial synergies.

4. Conclusions

Most of the stakeholders interviewed had had experience with cross-border consultation on sea use issues. So far, there have been no structures for preparing joint opinions for cross-border consultation cases within the sectors. To strengthen such co-operation in the future, respondents are in favour of both unofficial/non-bidding forms for exchange of information as well as more formal set-ups, e.g. cross-border working groups with colleagues from neighbouring country. The sector representative should be appointed by the respective ministry responsible for the co-ordination of sectors interests in cross-border context
In order to increase the interest in cross-border consultation the respondents indicated a need for a clear definition of the role of the neighbouring country in the cross-border consultation, timely involvement as well as additional financing to facilitate the consultation process. In general the sectors are interested to defend their interests, however some respondents noted that the own interest of the sector still has to be clarified.

The results of the survey show that sector representatives agree on prioritisation of the sea space between different sea uses when necessary, thus acknowledging the steering role of MSP in the development of sea uses. The workshops have highlighted the great role research plays for achieving the ecosystem based approach in management of the sea space.

Although a need for pan-Baltic stakeholder dialogue between the representatives of different sectors has been realized, the workshops have revealed also that co-ordination of sea uses at pan-Baltic level within the sectors is necessary. The sectors are interested to be involved in the MSP process as early as possible, to ensure that their interests are recognised and taken into consideration. It is also important for sectors in order to adjust their development.

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The overall evaluation of the process was positive. All neighbouring countries are willing to participate, to be consulted and informed. The meetings have improved the understanding of the purpose of MSP as well as MSP concepts and final outputs among the stakeholders. This has resulted in better official response to the formal process. To improve the process, more meetings focused on different topics should be organised. Lack of time made the scope of the meeting too wide and scattered.

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