PartiSEApate

MSP Governance Framework Report

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CONTENT

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MSP Governance Report

Baltic Sea Region
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0. Executive Summary

0.1. The Task

In the context of the PartiSEApate project, the VASAB Secretariat contracted sustainable-projects s.Pro GmbH together with the University of Liverpool to develop recommendations for the design of a future multi-level governance structure for MSP within the Baltic Sea Region. The recommendations will provide the background for a set of guidelines expected to be adopted by the HELCOM/VASAB Working Group on MSP in 2015:

- Guidelines on transboundary consultation and cooperation in the field of MSP within the BSR,
- Guidelines on public participation for MSP with transboundary dimensions.

The recommendations are based on the findings from multiple activities and surveys carried out within the PartiSEApate project during 2013 and 2014. They build on the existing institutional setup and take into account the different dimensions and scales of MSP governance, encompassing the pan-Baltic and cross-border level as well as processes of formal consultation and informal cooperation.

0.2. Pan-Baltic cooperation & consultation

The following represent the key elements of the multi-level governance framework for MSP at the pan-Baltic level:

- A BSR (HELCOM/VASAB) MSP Working Group,
- MSP dialogue coordination,
  hosted by the VASAB secretariat and assisted by the HELCOM secretariat,
- Expert groups,
- An MSP practitioners network,
- Pan-Baltic sector/stakeholder organisations.

0.2.1. The Policy Level: The HELCOM/VASAB MSP Working Group

The HELCOM/VASAB MSP WG plays an important role as a facilitator of pan-Baltic MSP debate. Currently, participants as well as the topics dealt with by the WG include both practitioner and decision-making levels. Both VASAB ministries (spatial planning) and HELCOM ministries (environment) are represented in the group.

In order to clarify roles, it is suggested that the authorities responsible for MSP take the lead within the HELCOM/VASAB MSP WG in future.

It is also suggested that the work of the HELCOM/VASAB MSP WG concentrates more strongly on policy and decision-making. National decision-making processes and MSP policy discussions – which

4

are a prerequisite for decision-making in the HELCOM/VASAB WG - should be organised by each country independently.

The group should provide a mandate to the MSP expert groups, discuss the results presented by them and filter them down to the national policy level.

0.2.2. The Practitioners' Level: A pan-Baltic practitioners' network

In parallel to the HELCOM/VASAB MSP WG, a pan-Baltic practitioners' network is suggested for those responsible for developing and implementing maritime spatial plans in their countries as an informal discussion platform on MSP issues. Regular meetings should take place to foster information and knowledge exchange and create trust among Baltic Sea MSP practitioners, thereby enhancing future transboundary MSP processes.

0.2.3. Expert Groups

In order to drive the work of the HELCOM/VASAB MSP WG, expert groups are suggested to be created, which deal with pertinent hot topics related to MSP development within the Baltic Sea Region. They are expected to work within a given timeframe towards clearly defined outputs to be presented for decision-making to the HELCOM/VASAB MSP WG.

Expert groups should represent a broad range of relevant perspectives for a given topic. The MSP contact points in each BSR country should be consulted in nominating relevant experts. However, nominees should not be seen as political representatives. Experts are expected to act in their personal capacity as experts in their field.

Each expert group elects a chairperson who is tasked with organising and driving the work of the group and acts as a spokesperson. Experts should be compensated for their time spent working on the group.

Expert group topics should be selected based on the following criteria:
- The urgency of the issue for all BSR countries,
- Manageability of the task and achievement of a clear output,
- Interest on the part of sectors and stakeholders in becoming involved.

0.2.4. A permanent and competent coordination point

The VASAB secretariat should host a permanent and competent coordination point for facilitating the MSP governance process. Tasks include: to pro-actively suggest topics and members for expert groups, to facilitate the MSP practitioners' network, and to pro-actively engage with other pan-Baltic sector organisations and projects.

0.2.5. Other pan-Baltic Organisations

Sectors have expressed the need to coordinate pan-Baltic MSP issues within their own sectors. The coordinator tasked with supporting the MSP governance process should pro-actively engage with

sector organisations, provide input to their work and facilitate their integration into the other elements of the MSP governance framework.

0.3. Cross-Border Consultation & Cooperation

Cooperation and consultation across borders should exceed Espoo minimum requirements. BSR states should ensure that cross-border consultation starts at the very beginning of the MSP planning process, and that consultation does not only focus on environmental impacts but extends to socio-economic impacts and planning issues as well as positive synergies. The MSP authority in charge in the neighbouring country should determine the appropriate forms of stakeholder involvement within their country.

In particular, MS should:
- inform their neighbouring counterparts early of the intention to begin an MSP process,
- make clear the intention and type of the maritime spatial plan,
- invite neighbouring countries to provide and present relevant documents, data or information,
- inform the neighbouring country of the beginning of stakeholder consultation,
- offer input to stakeholder consultation processes in the neighbouring country,
- extend the terms of reference for MSP practitioners charged with preparing an MSP to require pro-active input from neighbouring countries,
- Foster more informal cross-border cooperation processes among MSP practitioners and stakeholders to build trust and commitment.

0.4. Funding Needs & Ways

New funding needs will arise from the more extensive, pro-active and ongoing coordination and facilitation of the work of the HELCOM/VASAB MSP WG, especially:
- Formation and operation of the expert groups,
- Dialogue with other sector organisations,
- MSP practitioners' meetings.

It is highly recommended to operationalise the MSP governance framework through voluntary contributions by some of the VASAB/HELCOM contracting parties using national funding opportunities. The MSP practitioners' network meetings should be hosted on rotating basis by BSR MSP contact points.

From 2016 onwards, additional funding may become available through existing European programmes. Funding expected to be made available until 2020 for the coordination of the HA Spatial Planning may cater for some of the basic financing needs. In addition, the HELCOM/VASAB MSP WG should pro-actively ensure the creation of an appropriate set of flagship project(s). The VASAB Secretariat as well as MSP authorities may seek to become a direct partner in such projects(s) and/or may interact with other appropriate players such as the SUBMARINER EEIG, which has recently been established involving some key MSP players around the Baltic Sea, to take on this role.
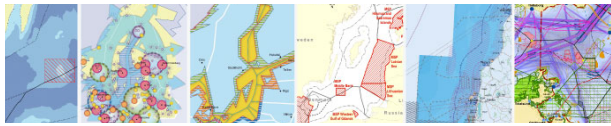
1. Introduction

1.1. The need for a transboundary MSP governance framework within the Baltic Sea Region

There are many reasons for taking a transboundary approach to MSP in the Baltic Sea. One is the Baltic Sea itself as a single and unique natural system. Another is that sea uses and their impacts transcend national borders, exemplified in linear infrastructure and place-based uses such as offshore wind farms but also in fleeting uses such as fisheries. There is widespread agreement that a coordinated approach can help avoid costly conflicts and incompatibilities and maximise future opportunities for sustainable sea use. Thus, while it is understood that MSP is the responsibility of national bodies, a transboundary perspective clearly supplements national MSP. This has also been acknowledged within the new EU MSP Directive which was endorsed in April 2014.

Various common principles have already been established for MSP in the Baltic. These include the HELCOM/VASAB MSP principles as well as the conditions for transboundary planning set out within the BaltSeaPlan Vision 2030. Initial experience has also been gained in earlier pilot initiatives and projects on how to handle cross-border aspects within MSP.

HELCOM-VASAB MSP Principles:

- Sustainable management
- Ecosystem approach
- Long term perspective and objectives
- Precautionary principle
- Participation and transparency
- High quality data and information basis
- Transnational coordination and consultation
- Coherent terrestrial and maritime spatial planning
- Planning adapted to characteristics and special conditions at different areas
- Continuous planning

Given recent policy developments in MSP, and given that countries are already making rapid progress in establishing MSP systems, existing experiences now need to be built on. In this context, "governance framework" means the structures and processes necessary to ensure effective MSP across scales in the Baltic Sea. A well-structured MSP governance framework should be capable of addressing both strategic and pragmatic aspects of MSP at different geographical scales, providing essential support to national MSP processes and ensuring that maritime spatial plans are not across purpose but aligned with each other.

The governance framework should:

- Provide a mechanism for the development of a common strategic perspective for Baltic Sea space,
- Help identify, and find appropriate mechanisms for dealing with conflicts and synergies between sectors,
- Help identify, and find appropriate mechanisms for dealing with conflicts between the pan-Baltic and the national level (e.g. national interests vs. a strategic vision for the Baltic),
- Provide a platform for political debate and, where appropriate, the development of pan-Baltic targets,
- Help to set up an appropriate and coherent pan-Baltic MSP support infrastructure; i.e. data, research and information networks for MSP
- Help planners at the national level to deliver their tasks more effectively,
- Facilitate sectoral involvement in cross-border as well as pan-Baltic MSP processes, providing a platform for sectors to put forward their "case",
- Clarify the roles and responsibilities of relevant institutions and organisations.

BaltSeaPlan Vision 2030: Principles for sustainable planning of Baltic Sea space	
Principle	**Implication**
• Pan-Baltic thinking	• Consider the Baltic Sea as ONE planning space and ONE ecosystem
• Pan-Baltic topics	• A healthy marine environment • A coherent pan-Baltic energy policy • Safe, clean and efficient maritime transport • Sustainable fisheries
• A pan-Baltic approach	• Transnational cooperation • A coordinating body for MSP
• Spatial allocation based on	• Baltic Sea wide environmental assessment • Socio-economic cost-benefit analysis
• Spatial connectivity	• Consider linear infrastructure, corridors and patches as the backbone of national MSPs
• Spatial efficiency	• Baltic Sea space is used sparingly • Maximize the use of "used" space and foster co-location
• Spatial subsidiarity	• Challenges are dealt with at lowest most appropriate spatial scale
• National prerequisite	• All Baltic Sea States have structures to carry out MSP
• International prerequisites	• Coherence between overall aims & targets for maritime space and national MSPs • Planners ensure coherence by international consultation during the preparation of national / sub-national MSPs

MSP Governance Report

1.2. PartiSEApate and the development of the framework

PartiSEApate, co-financed under the BSR programme, was designed to create a basis for developing an appropriate governance model for transnational MSP consultation and coordination within the BSR. As such, the project plays a key role in meeting the MSP targets set out within the EU Strategy for the Baltic Sea Region. Recognising this, PartiSEApate was assigned flagship project status by the HELCOM-VASAB MSP WG which acted as an advisory board to the project.

The recommendations presented in this report are based on the findings from the multiple activities carried out within the PartiSEApate project during 2013 and 2014, including:

- A **series of pan-Baltic dialogues** carried out with the following groups of stakeholders:

Traditional and new sea uses	• Shipping/Ports • Offshore Wind Energy • Aquaculture • Fishery
Sectors setting conditions for MSP	• Environmental Protection • Climate Change • Underwater Cultural Heritage
Sectors supporting the development of MSP	• Research • MSP Data Network

- Pilot activities carried out on **three transboundary MSP cases**:
  - A pro-active stakeholder involvement process conducted with Latvian and Russian planners and stakeholders as part of the extension of the Lithuanian General Plan to the sea,
  - Stakeholder mapping and analysis in Sweden and Poland with focus on how to align stakeholder involvement processes for a cross-border area like "Middle Bank",
  - Identification of potential transboundary issues within the DE-SE-PL-DK cross-border area of Pomeranian Bight - analysis of actual and recommended consultation processes in two ongoing transboundary projects

- A series of semi-structured **telephone interviews** with selected sector stakeholders and members of the HELCOM/VASAB MSP WG (60 interviews in total) on their perception of the current MSP governance structure, possible MSP issues and suggestions for the future

- **Discussions and working groups** with sector representatives and PartiSEApate partners on possible conclusions / recommendations.

Figure 1: Setup of the PartiSEApate project
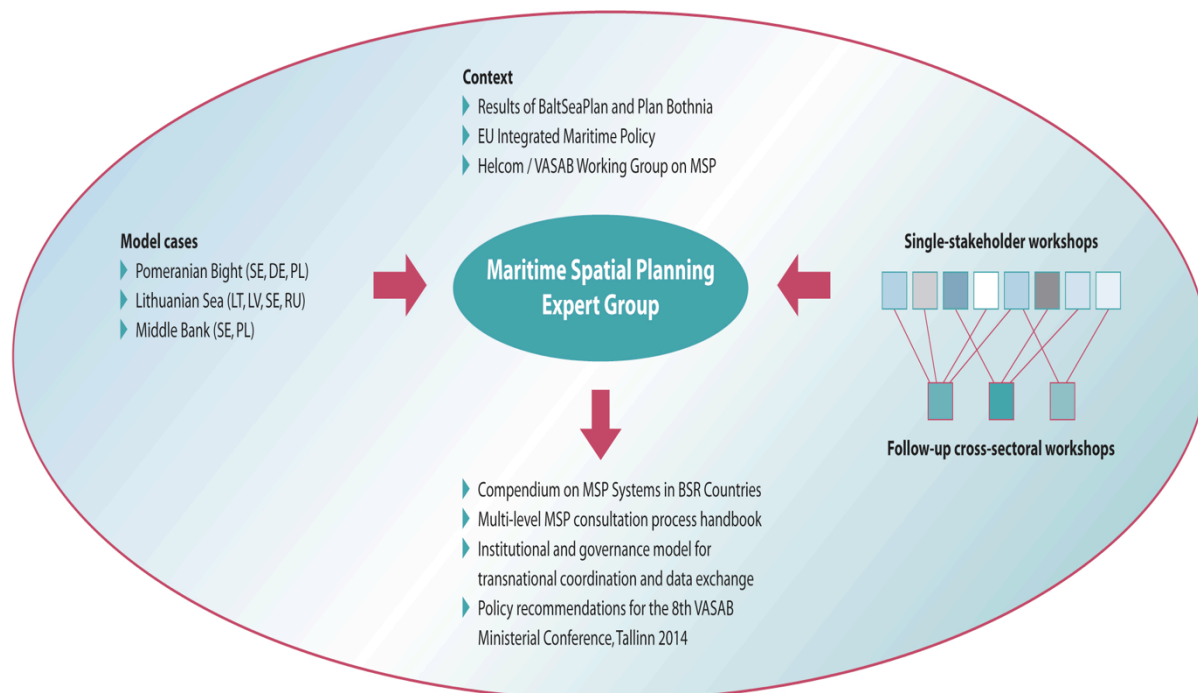
The recommendations also draw on the authors' knowledge of MSP in the EU and the Baltic Sea Region and a range of previous projects and studies. These include a pre-study carried out in 2013 within the PartiSEApate project (Wenblad et al. 2013), the BaltSeaPlan Findings (Schultz-Zehden & Gee 2013), the BaltSeaPlan Vision 2030 (Gee et al. 2011), the DG MARE study on Blue Growth within the BSR (European Commission: SWD(2014) 167) as well as the Minimum Requirements for MSP developed as part of the PlanBothnia project (Heinrichs & Gee 2011). A multitude of sector specific projects and studies related to MSP were also taken into account. The recommendations are therefore grounded in realism and should not be read as an idealistic vision.

1.3. Link to Regional Baltic MSP Roadmap 2013-2020

The Regional Baltic MSP Roadmap 2013-2020 adopted by the HELCOM Ministerial Meeting on 3 Oct 2013 and VASAB CSPD/BSR sets out that guidelines relating to MSP governance are to be adopted by 2015. The recommendations provided within this report provide a basis for the following guidelines:

a) Transboundary consultations and cooperation in the field of MSP
b) Public participation for MSP with transboundary dimensions

Figure 2: Timeline: MSP in the Baltic Sea Region
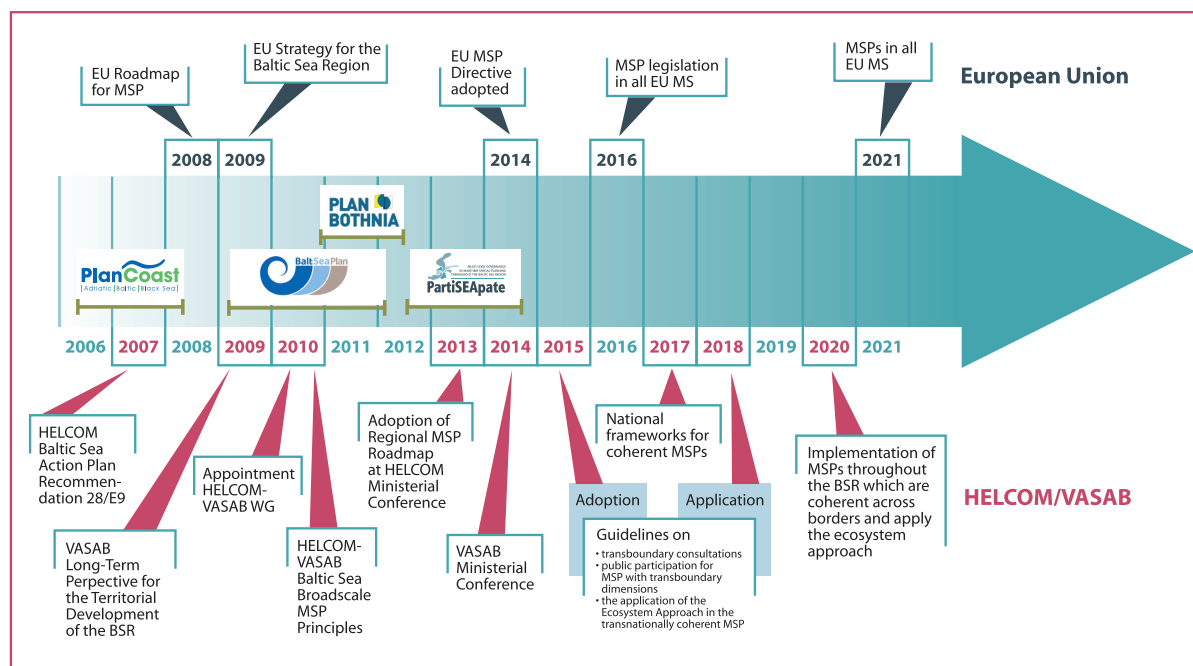
1.4. Definitions

Consultation: The formal process which takes place between Baltic Sea Region countries or authorities responsible for MSP.

Cooperation: A more open, informal and often preparatory process of information and knowledge exchange which involves a larger number of stakeholders.

Pan-Baltic: Issues affecting most or all of the Baltic Sea, and/or the level involving most or all BSR countries. The pan-Baltic level mainly deals with strategic issues, such as achieving coherence or providing general guidelines.

Cross-border: Issues which are relevant to two or more countries only. These are often related to concrete projects or plans.

Stakeholder involvement: Processes which take into account concerns and issues raised at stakeholder and/or expert level. Unlike **public participation** these processes do not necessarily involve the general public.

We also differentiate between maritime spatial plans generally, where some level of cross-border consultation may be called for, and specific consultation cases on specific issues and involving specific sectors.

2. Transnational governance structures and institutional expression

Over recent years the number of transboundary organisations dealing with MSP has increased considerably. MSP has become a topic of interest to formal and informal bodies and planning and sectoral organisations, and many policy documents include reference to it. Only few transnational organisations, however, deal with MSP on a continuous basis and from a policy perspective. VASAB, HELCOM, the HELCOM/VASAB MSP Working Group and the EU Strategy for the Baltic Sea Region are key players in pushing forward MSP and creating enabling conditions for its implementation. This chapter introduces these and other transnational organisations as potential partners in a wider pan-Baltic MSP dialogue.

2.1. VASAB as a starting point for MSP in the region

VASAB is an intergovernmental multilateral co-operation of 11 countries of the Baltic Sea Region in spatial planning and development (including Russia, Belarus and Norway). It was founded in 1992 by the 1st Ministerial Conference and became institutionalised two years later during the Tallinn Ministerial Conference with the adoption of the "Visions and Strategies around the Baltic Sea 2010 (VASAB 2010)" report.

Coastal areas and islands have been one of the pillars of VASAB spatial concepts since 1996. Spatial planning was gradually extended to offshore areas in subsequent years, making VASAB an early leader in the field. The "VASAB Long-Term Perspective for the Territorial Development of the Baltic Sea Region", adopted in September 2009, is the current strategic document which guides the work of VASAB. Sea use planning and integrated coastal zone management are one of three policy sectors covered in the LTP. By 2030, it is envisaged that the Region should have integrated land and sea space planning, with an understanding by all countries of the sea as a common asset and development resource. MSP is seen as a key instrument to alleviate potential sea use conflicts.

The VASAB LTP defines several policy guidelines towards enhancing MSP in the Region:

- Protecting the Baltic Sea environment and securing sustainable use of the sea resources requires integrated planning and management actions by all BSR countries and relevant sectors of economy (common approach for Baltic MSP and demonstration projects);
- The Baltic Sea Region has a potential to become a model region for the implementation of the EU Maritime Policy. Joint capacity building actions should be initiated to ensure exchange of experience, promote education availability and to increase competence in MSP.

The following steps have so far been taken to implement the VASAB LTP:

- Joint HELCOM-VASAB MSP WG established in 2010,
- Baltic Sea Broad-Scale MSP principles adopted in 2010,
- Knowledge exchange on good practices in MSP is taking place,
- Best practices and minimum requirements for MSP in the Region discussed in 2012,

- Experience gained and guiding documents generated through transnational projects and pilot activities (BaltSeaPlan: 8 pilot MSPs / Vision / 31 reports; PlanBothnia: 1 cross-border MSP stocktake),
- Education courses on MSP developed in cooperation with Baltic University Programme in 2013,
- In the recent progress report of the LTP (Dec 2013) the role of VASAB in the promotion of MSP throughout the Baltic Sea Region has been noted as one of its key achievements.

2.2. HELCOM and the Baltic Sea Action Plan

HELCOM is the governing body of the Convention on the Protection of the Marine Environment of the Baltic Sea Area, known as the Helsinki Convention, which entered into force in 2000. The Convention covers the whole of the Baltic Sea area; measures are also taken in the whole catchment area to reduce land-based pollution. The Convention can be viewed as the most important international instrument addressing nature and environmental protection among the contracting parties. While HELCOM's recommendations are not binding in terms of international law, they are of political and moral significance.

In 2007, HELCOM produced the new Baltic Sea Action Plan (BSAP) based on a clear set of ecological objectives. These reflect a jointly agreed vision of "a healthy marine environment, with diverse biological components functioning in balance, resulting in good ecological status and supporting a wide range of sustainable human activities." The BSAP introduced MSP as a process aiming at more coherent management of various human activities taking place in the Baltic Sea. The BSAP requires contracting parties to jointly develop, as well as to test, apply and evaluate by 2012, in cooperation with other relevant international bodies, broad-scale, cross-sectorial, MSP principles based on the Ecosystem Approach.

2.3. The HELCOM-VASAB MSP Working Group

In May 2010 the VASAB CSPD/BSR and HELCOM established a joint Baltic Sea MSP Working Group as a forum for intergovernmental discussions on MSP. The Working Group has since become a key platform for debating MSP at a policy level.

The Working Group is open to nominated representatives from relevant ministries or government agencies in all VASAB and HELCOM Member Countries/Contracting Parties, as well as experts delegated by them. In addition VASAB and HELCOM observers are able to participate. Other guests, organisations and initiatives from around the Baltic Sea and from other parts of Europe have been invited as observers on a case by case basis. The Working Group is jointly co-chaired by Ms. Anita Mäkinen for HELCOM (nominated by the group and adopted by HELCOM HOD) and Mr. Andrzej Cieslak for VASAB (nominated by the group and adopted by the VASAB CSPD/BSR).

The Working Group has no dedicated secretariat, but secretariat services are jointly provided by the two HELCOM and VASAB Secretariats out of their normal budgets. Costs for the participants including travel costs have to be covered by the delegating institutions.

An important overall function of the Working Group has been to host a general dialogue on recent and upcoming developments in the field of MSP in each of the countries of the Baltic Sea Region. Key topics for discussion have included the legislative basis of MSP in the Region, the Ecosystem Approach in MSP, transboundary forms of planning, data for planning as well as pilot initiatives (e.g. BaltSeaPlan, PlanBothnia and PartiSEApate).

The Regional Baltic MSP Roadmap 2013-2020

The HELCOM/VASAB MSP WG is responsible for guiding the implementation of the Regional MSP Roadmap 2013-2020, which was adopted by the HELCOM Ministerial Conference in 2013 and which supports the achievement of a wide range of HELCOM and VASAB objectives. One is to draw up and apply maritime spatial plans by 2020 throughout the Baltic Sea Region which are coherent across borders and apply the ecosystem approach. Other focal areas within the roadmap are to facilitate intergovernmental cooperation on MSP, encourage public participation in MSP, implement an ecosystem approach in MSP, facilitate the exchange of data and information for MSP, and promote education and the professional development of MSP planners, and conduct evaluation and follow-up of MSP activities.

2.4. EU Strategy for the Baltic Sea Region (EUSBSR)

Launched in 2009, the EU Strategy for the Baltic Sea Region (EUSBSR) was the first example of an intensive regional cooperation approach. The strategy was initially divided into four pillars, but in order to provide more focus it has by now been reorganised according to three overall objectives (saving the sea, connecting the region, and increasing prosperity).

The 2013 Action Plan is divided into 17 thematic Priority Areas (PAs) and 5 cross-sectional Horizontal Actions (HAs). PAs and HAs are managed by designated Priority Area Coordinators and Horizontal Action Leaders. Priority Areas are often coordinated by representatives from national administrations and ministries of one or two BSR EU Member States; whereas Horizontal Actions (HA) are often led by transnational organisations.

Figure 3: The European Strategy for the Baltic Sea Region (EUSBSR)

There are no special funding sources for the EUSBSR as a macro-regional strategy. Recently, however, some limited funding has been made available for specific actions in support for the PAC/HALs.

Horizontal Action "Spatial Planning"

In 2009 the secretariats of VASAB and HELCOM jointly took on the role of Leaders for the Horizontal Action "Encouraging the use of Maritime and Land-based Spatial Planning in all Member States around the Baltic Sea and develop a common approach for cross-border cooperation" (HA Spatial Planning)". Amongst others, the tasks of a Horizontal Action Leader include:

• Facilitating the involvement of and cooperation with relevant stakeholders from the entire macro-region,
• Implementing and following up of all activities of their Horizontal Action with regard to the defined targets and indicators,
• Facilitating policy discussions in the region,
• Developing and implementing actions and flagship projects,
• Conveying relevant results and recommendations of on-going and completed flagship projects to the policy level,
• Maintaining a dialogue with funding programmes on an alignment of funding flagship projects under their Horizontal Action,
• Liaising and cooperating with other Priority Area Coordinators and Horizontal Action Leaders to ensure coherence between the operational levels and avoid the duplication of actions,
• Monitoring and reporting progress within the Horizontal Action.

2.5. Other non-sectoral transnational organisations & policies

Apart from VASAB, HELCOM and the joint MSP Working Group, a number of other transnational organisations throughout the Baltic Sea Region have engaged in discussions on MSP. However, these efforts have had a relatively low visibility among stakeholders and/or are seen as singular, ad hoc activities rather than continuous work on MSP.

MSP Governance Report

2.5.1. CBSS

The Council of the Baltic Sea States (CBSS) is an overall political forum for regional intergovernmental cooperation with a permanent international secretariat located in Stockholm (members include Denmark, Estonia, Finland, Germany, Iceland, Latvia, Lithuania, Norway, Poland, Russia, Sweden and a representative from the European Commission). CBSS activities address five priority areas: environment, economic development, energy, education and culture, civil security and human dimension. CBSS engages with MSP-related issues via its Expert Group on Maritime Policy, which gathers experts from all Baltic States' maritime authorities with a focus on maritime traffic management and surveillance.

2.5.2. Nordic Council

The Nordic Council is the official inter-parliamentary body in the Nordic Region, established in 1952, while the Nordic Council of Ministers is the forum for Nordic governmental co-operation (at prime ministerial and ministerial level). Ministers responsible for specific policy areas meet in a council of ministers a couple of times a year – there are currently 10 constellations of policy councils of ministers. A working group of the Nordic Council of Ministers for the Environment, the Marine Group, is responsible for addressing "marine spatial planning and coastal management" as part of the 2014 priorities.

2.5.3. CPMR – Baltic Sea Commission

The Conference of Peripheral Maritime Regions of Europe (CPMR) brings together around 160 regions from 28 Member States, both members and non-members of the European Union. It fosters regional development and territorial cohesion in Europe, acting as an incubator for cooperation projects between its members. The CPMR Maritime Issues Working Group closely monitors developments on MSP, including the proposed EU directive. Furthermore, the Multi-Level Governance Working Group has organised workshops on pan-Baltic governance issues (e.g. "Multi-level governance in the implementation of the EUSBSR" in June 2013 in Stockholm).

2.5.4. BSSSC

The Baltic Sea States Subregional Co-operation (BSSSC) is a political network for decentralised authorities (subregions) in the Baltic Sea Region. Its members are regional authorities from the 10 Baltic Sea littoral states: Germany, Denmark, Finland, Sweden, Norway, Poland, Latvia, Lithuania, Estonia and Russia. The Finnish Chairmanship highlighted MSP as a "topical issue" in outlining the priorities for BSSSC activities during the period 2013-2014.

2.6. Relevant Transnational Sector Organisations

2.6.1. Fisheries

The fisheries sector can draw on established structures on a wide range of issues relevant to MSP. BSRAC is a forerunner in this respect with a dedicated workshop organised in 2009 in Tallinn. Other organisations such as the Fisheries Secretariat have also been active on MSP issues. The BALTFISH Forum operates as the steering group for the PA Agri under the EUSBSR, and a dedicated HELCOM Fisheries and Environment Forum has been set up to promote the cross-sectoral integration of environmental and fisheries policies. Furthermore a number of (mainly research) projects are active in exploring the relationship between fishery and MSP (i.e. DISPLACE project - coordinated by DTU-Aqua in Denmark - models spatial interactions between fishery and stock dynamics to inform broader spatial planning).

2.6.2. Shipping and Port

The shipping and port industry is organised in a wide number of networks and industry associations, which traditionally are however more internationally than sea-basin focused. Within the Baltic Sea the sector's focus has so far been mainly on clean shipping and environmental impacts (HELCOM Maritime, EUSBSR PA Ship) rather than cross-sectoral discussions on the redesigning of long-established infrastructure networks. New developments such as the HELCOM Baltic Sea Region e-Navigation Forum, as well as efforts to advocate flexible regulatory instruments (via BIMCO, ECSA and other associations), may provide interesting new platforms for the sector to engage in a pan-Baltic MSP dialogue.

2.6.3. Environment and Climate change

The environment sector in the Baltic Sea Region is represented by both public institutions (e.g. HELCOM Habitat) and civil society actors and NGOs (e.g. Coalition Clean Baltic). The sector's main objectives with regards to MSP are to ensure adequate levels of nature protection, biodiversity and mitigation of the impacts of climate change. Environmental actors therefore focus on the full implementation of related EU directives (e.g. Natura 2000, MSFD) and their compatibility with new MSP instruments, as well as awareness-raising campaigns and initiatives. With regard to Climate Change, the CBSS-Baltic 21, acts as the EUSBSR Horizontal Action Leader for this topic and host for instance a Pan-Baltic Climate Change Round Table in May 2014.

2.6.4. Energy

The energy sector is constantly adapting its governance structures to the profound changes in terms of regulatory framework and business environment over the past twenty years (EU competition guidelines, emergence of renewable energies, emissions targets, etc.). The Baltic Sea Region Energy Cooperation (BASREC), founded in 1998, is the ministerial process acting under the umbrella of the CBSS, It covers all energy sectors, but also covers the emerging renewables industry (in particular offshore wind). A study concluded in 2012 aimed to serve as key input for strategic actions to

MSP Governance Report

promote wind power in the BSR. The main political strategy, which also serves as the basis for the PA Energy under the EUSBSR is the Baltic Energy Market and Interconnection Plan (BEMIP). The industry itself is mainly organised at the European level (i.e. European Network of transmission system operators for electricity / ENTSO-E, European Wind Energy Association / EWEA), but ENTSO-E has also initiated a Baltic Sea Regional Group.

2.6.5. Aquaculture

A number of large-scale transnational research projects have emerged to develop guidelines on infrastructure and spatial planning for aquaculture, in cooperation with the BALTFISH Forum. However no specific pan-Baltic organisation exists yet. The growing importance of the sector has been recognised by the European Commission with the decision to set up a dedicated Advisory Council on aquaculture as part of the new Common Fisheries Policy.

2.6.6. Cultural heritage

The Cultural Heritage sector is represented at pan-Baltic level by the CBSS Baltic Sea Monitoring Group on Heritage Cooperation. Its activities with regards to MSP include the identification of 100 most valuable sites of underwater cultural heritage and the development of a Code of Good Practice for the Management of Underwater Cultural Heritage in the Baltic Sea Region.

2.6.7. Research and Data

Research and data actors have a crucial role to play in supporting fact-based decision-making in the field of MSP. A wide range of pan-Baltic research programmes and projects contribute to the development of guidelines and good practices on MSP as well as related data generation and/or modelling exercises. Already by now, but more notably some of those will be financed under the umbrella of the BONUS programme (see below). In terms of data collection and management, the Baltic Sea Hydrographic Commission, the ICES Data Centre as well as the HELCOM secretariat are important players, which provide extensive marine datasets to MSP stakeholders and the general public. Nevertheless neither an overall research strategy nor a coherent data framework & structure exists so far for MSP development around the Baltic Sea.

2.7. Transnational financing mechanisms

Resources devoted to MSP processes at national / regional level vary substantially. Most of the transnational processes have so far been financed on a project basis rather than the (limited) regular budgets of the transnational organisations mentioned above. In all cases funding for projects is decided on a competitive basis based on independent expert evaluations. Projects are limited in their duration (18-36 months) and also limited to certain types and numbers of organisations and/or countries (i.e. often excluding private entities / non-EU countries).

The role played by some of these projects in developing MSP throughout the Baltic Sea Region can, however, not be overestimated. Projects like BaltCoast, PlanCoast, BaltSeaPlan and PlanBothnia have provided major input to actual MSP processes in the form of guidelines and recommendations developed on the basis of a range of pilot projects. On top, by drawing in experts and stakeholders across the whole knowledge triangle in intensive continuous joint working processes over a course of two to three years, they have created an important Baltic Sea Region MSP "community".

2.7.1. BSR Programme

In the current draft of the operational programme for the new upcoming BSR Programme (2014-2020), Maritime Spatial Planning is mentioned under specific objective 2.4. as a key instrument to enable "resource efficient blue growth" with examples of actions including:

- Developing and testing integrated management plans on marine environment in sea sub-basins using maritime policy tools
- Testing models to exchange know-how and establish common standards concerning ecosystem services and harmonisation of maritime spatial plans across the borders.

Under objective 4.2 "Coordination of macro-regional cooperation" the new BSR Programme also includes a funding line specifically dedicated to additional costs for selected activities by Priority Areas / Horizontal Action Coordinators. The overall funding dedicated to this suggests, however, a maximum of around 300.000 € for the whole period between 2016 – 2020 for each of the EUSBSR coordinators.

2.7.2. BONUS

BONUS allows for strategic combinations of EU and national funding to address specific macro-regional challenges. It builds on the ERA-NET and BONUS+ programmes to combine research related to the Baltic Sea system into a joint, durable, interdisciplinary and focused multinational programme. The programme has so far engaged over 100 research institutes and universities in nine Baltic Sea countries.

MSP has been addressed in the most recent BONUS call 2014 "sustainable ecosystem services" under theme 4.3. "MSP from local to Baltic Sea region scale". According to the latest BONUS newsletter eight research consortia have applied for this theme. One is expected to receive funding of approximately 2 mio € for the period between 2015-2018.

2.7.3. DG MARE Transnational MSP Pilot Projects

In order to support the process of transnational MSP development, DG Mare has so far also directly funded one pilot action each within the Baltic Sea (Plan Bothnia 2010-2012), North Sea (MASPMOSE 2010-2012), Atlantic & Celtic Sea (TPEA 2012-2014) and the Adriatic Sea (AdriPlan 2013-2015). Budgets made available for these initiatives vary between 300.000 € and 1 mio € per project. They are given in form of a grant, but nevertheless also require some co-finance from the participating

institutions. The duration is limited to 18 month only, which substantially limits the scope of possible activities in these projects.

It is expected that a new call for proposals for a transnational MSP project with focus on the Baltic Sea will be issued over the course of 2015.

2.7.4. European Maritime and Fisheries Fund (2014-2020)

It should be highlighted that in addition to the above, the newly designed EMFF also provides opportunities to support the implementation of Maritime Spatial Planning including sea-basin and cross-border cooperation networks and approaches.

3. Relevant International / EU Regulations & Conventions

3.1. EU MSP Directive

A major recent development has been the endorsement of a new Framework Directive for Maritime Spatial Planning by the European Parliament in April 2014. The aim of the Directive is to help Member States to develop plans to better coordinate the various activities that take place at sea.
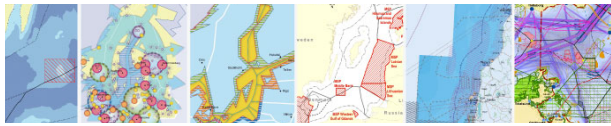
The MSP Directive is based on the principle that whilst competence for MSP remains in the hands of Member States, planning in shared seas is made more compatible by applying a common set of minimum standards. The Directive is thus best viewed as a framework within which Member States remain responsible for designing and determining the format and content of maritime spatial plans, including the institutional arrangements, and for assigning maritime space to different activities and uses.

In preparing maritime spatial plans, the Directive requires Member States to adhere to the following minimum standards:

- take into account land-sea interactions,
- take into account environmental, economic and social aspects, as well as safety aspects,
- aim to promote coherence between maritime spatial planning and the resulting plan or plans and other processes such as integrated coastal management or equivalent formal or informal practices,
- ensure the involvement of stakeholders,
- organise the use of the best available data,
- ensure transboundary cooperation between Member States,
- promote cooperation with third countries.

Without prejudice to Member States' competences, possible maritime activities, uses and interests include:

- aquaculture areas,
- fishing areas,
- installations and infrastructures for the exploration, exploitation and extraction of oil, gas, mineral and aggregates, and other energy resources and the production of renewable energy,
- maritime transport routes and traffic flows,
- military training areas,
- nature and species conservation sites and protected areas,
- raw material extraction areas,
- scientific research,
- submarine cable and pipeline routes,
- tourism,

- underwater cultural heritage.

The Directive also refers to cross border cooperation, articulated in Article 12 as follows:

"Member States bordering marine waters shall cooperate with the aim to ensure that maritime spatial plans are coherent and coordinated across the marine region concerned. Such cooperation shall in particular take into account issues of a transnational nature. This cooperation shall be pursued through (a) regional institutional cooperation structures such as Regional Seas Conventions and/or (b) networks/structures of Member States' competent authorities."

Once adopted by ministers, **Member States must transpose the Directive into national legislation by 2016 and nominate the competent authority in charge of the implementation of MSP**. Maritime spatial plans are to be reviewed at least every 10 years, and the plan and any updates are to be sent to the Commission to monitor the implementation of the Directive.

3.2. Other EU Policy with relevance to MSP and the MSP Directive

From the perspective of the Integrated Maritime Policy, MSP is a tool with close links to other policy aims. An important premise, for example, is that MSP should apply an ecosystem-based approach (Article 1(3) of the MSP Directive), which directly links the MSP Directive to the Marine Strategy Framework Directive. MSP is also set to contribute to achieving the aims of the Water Framework Directive, the Natura 2000 Directive, the Common Fisheries Policy, the Renewable Energy Directive, and a range of others (see Appendix 3 for a comprehensive list).

Importantly, the MSP Directive also refers to the **SEA Directive** which plays a special role in the context of **cross-border consultation**. Where maritime spatial plans are likely to have significant effects on the environment they are therefore subject to the provisions of the SEA Directive.

3.2.1. SEA Directive (2001/42/EC)

The SEA Directive ensures the integration of environmental considerations into the preparation and adoption of plans and programmes that set the framework for future development. It has *no specific focus on marine development* and excludes national defence, civil emergency, financial and budget plans and programmes. **Consultation refers only to environmental issues**, and no mention is made of functional or socio-economic effects. Member States are only required to identify those who are or will likely be affected and designate authorities for further **consultation after the draft plan has been prepared**, but before it is officially adopted.

Transboundary consultations are initiated if a Member State considers the implementation of the plan or programme to likely have significant effects on the environment in another Member State.

3.2.2. Espoo Convention and Protocol on SEA to the Espoo convention

The SEA Directive is interlinked with the "Convention on Environmental Impact Assessment (EIA) in a Transboundary Context", commonly known as the *Espoo convention* **(1991)**, which aims to prevent,

reduce and control significant adverse transboundary environmental impact from proposed activities.

The convention introduces the transboundary consultation mechanism to be launched when certain activities are recognized as having transboundary context. The original set up of the Espoo convention was very much project oriented, but with the legally binding *subsequent protocol on SEA to the Espoo convention* **(2003)** this basis has been extended to also address the transboundary context when preparing and adopting plans and programmes.

Even though EIA procedures are a national process, parties of origin must notify affected parties if a proposed activity is likely to have a significant adverse transboundary impact. A list of activities is provided which covers almost all main relevant issues and marine activities, even though it is not specifically marine-oriented.

Parties are encouraged to run the consultation process via an appropriate joint body where such a body exists. However, the process only starts during the consultation and approval phase of the proposed activity, i.e. when an EIA study is already being conducted. The convention does foresee a dispute and inquiry procedure including arbitration when bi- or multi-lateral agreement cannot be achieved or disputes cannot be resolved.

The convention also promotes the setup of transboundary institutional, administrative and other agreements including harmonization of policies and measures for the protection and assessment (including monitoring) of the impact to the environment. The voluntary provisions also mention the establishment of region specific thresholds and criteria to define the significance of transboundary impacts.

MSP Governance Report

4. PartiSEApate Results and Findings

4.1. The empirical basis

In addition to the above, the suggestions for a governance framework are based on empirical work carried out within the PartiSEApate project during 2013 and 2014. This included stakeholder-specific workshops on conflicts and synergies with other sectors and marine uses, as well as a semi-structured telephone survey of a range of sector and governance representatives. The survey included questions on:

- expectations of transboundary MSP,
- existing transboundary cooperation within the sector,
- expectations of a pan-Baltic MSP dialogue,
- barriers to a pan-Baltic MSP dialogue,
- the forms and structures such a dialogue should ideally take,
- the role of existing pan-Baltic organisations in organising such a dialogue.
- previous experiences with cross-border MSP.

Information was also obtained from the PartiSEApate pilot cases, including Pomeranian Bight/Arkona Basin and the drafting of an MSP for Lithuania. This particularly applies to cross-border cooperation and collaboration.

Detailed results and a profile of the respondents are provided in Appendix 4 and 5. Here we present a summary of the main results and findings from the stakeholder workshops and questionnaire surveys, focusing on pan-Baltic cooperation first and then on cross-border consultation.

4.2. Pan-Baltic Cooperation

4.2.1. The need for a pan-Baltic MSP dialogue

The two sets of respondents (governance and sector) expressed overwhelming support for a broader pan-Baltic dialogue on MSP. This confirms the perceived relevance and need for new channels of MSP dialogue across the Baltic Sea by key regional stakeholders. It also confirms the readiness to engage in open dialogue on the part of both planners and sectors.

Governance representatives agreed that a transnational MSP dialogue should involve a mix of public agencies, NGOs, industries and experts. The majority view is that an **MSP dialogue should focus on "real" users and sectoral interests rather than ministerial level representatives**. Most also emphasised the importance of including the business and economic perspective and to ensure sufficient involvement of companies. Some sector representatives felt that greater transboundary dialogue had to be developed within the sector first before engaging in a transboundary MSP dialogue. When asked who should represent them in a pan-Baltic MSP dialogue, most sectors found this difficult to answer because few already have an organised industry voice.

When asked about organisations already dealing with MSP at the transnational level, governance representatives mentioned a wide range of organisations. HELCOM is clearly perceived as an environmental organisation with an environmental agenda, whilst VASAB is seen as a rather neutral spatial planning body. Governance representatives consider the HELCOM/VASAB WG as one of the most important contacts and think VASAB should play a stronger role.

4.2.2. Purpose of a pan-Baltic MSP dialogue

All regard improved information exchange as the main purpose of a pan-Baltic MSP dialogue (between planners and sectors on the one hand, on different approaches to MSP on the other). Governance representatives particularly value more sectoral information, such as economic trends and strategies, as well as the development of a coordinated approach to MSP criteria. The creation of common vision was also considered an important purpose of an MSP dialogue.

Establishing common sectoral targets was not considered a task of MSP; there was also a strong feeling that creating obligatory goals would be unrealistic. One suggestion was also that the transboundary MSP dialogue should focus on „easier" tasks to begin with.

4.2.3. Expected outcomes of an MSP dialogue

In terms of the expected outcomes of the MSP dialogue, sector representatives favoured **sectoral strategies** and **joint position papers** over projects and guidelines for further sectoral involvement in MSP. Sectors seem willing to contribute to such outcomes, but it first requires sectors to better organise themselves, which is a question of time and resources.

Not all sector representatives are convinced of the added value for the sector, at least not in the short term. Sectors will therefore need to be convinced of the value of this dialogue. **A key aspect is that sectors need to feel they are taken seriously in this dialogue and that their input is acknowledged and utilized**. If this is the case, sectors perceive a range of benefits, such as the opportunity to be heard, the opportunity to develop a joint voice for the sector, more effective use of sea space leading to more realistic investment, a more coherent permit processes, inclusion of all sectors and better understanding of other positions, and ultimately fewer conflicts. Another important benefit is that planners can develop better understanding of economic realities.

4.2.4. Barriers to establishing an MSP dialogue

A key barrier to establishing a pan-Baltic MSP dialogue is the fact that many developments in the sectors are driven by national interests and policy. Space is not the only dimension for sectoral decision-making, so national systems sometimes leave little room for taking a pan-Baltic perspective. This applies to sectors such as energy, but also to nature conservation where Natura 2000 targets for example are set nationally.

Both governance and sector representatives mention lack of time and resources as another important barrier to successfully establishing a pan-Baltic MSP dialogue. Other barriers include the lack of political will, the fact that **MSP has not become established in all countries**, lack of

understanding of the added value of pan-Baltic MSP cooperation, sectoral power plays and conflicting interests, as well as the lack of a clear aim. Different cultures and language issues (including terminology) also represent barriers.

4.2.5. Link to national MSP

The pan-Baltic MSP dialogue is considered a strategic-level dialogue which should have close links to the (more pragmatic) national MSP process. Mutual exchange should be ensured, so that national processes/issues feed into the pan-Baltic debate and jointly developed pan-Baltic goals act as a guiding framework to national MSP processes. This could be achieved by greater integration of planners in the HELCOM/VASAB WG (ensuring the results of the dialogue are translated into practice) and information exchange through dedicated workshops.

4.2.6. Format and tools

For governance representatives, the focus should be on joint regional projects, workshops, setting up of **dedicated sub-groups** and a regular MSP conference. Sector representatives favour regular, but above all **needs-based meetings** that are multi-level and multi-sectoral. Important elements were information on the latest research, workshops, updates on sectoral developments and joint regional projects, to be delivered through expert groups, conferences, meetings and a "living portal". Emphasis was made of the fact that the dialogue needs to be organised by competent hands.

Figure 4: Results from interviews with governance experts- tools facilitating the MSP dialogue

MSP Governance Report
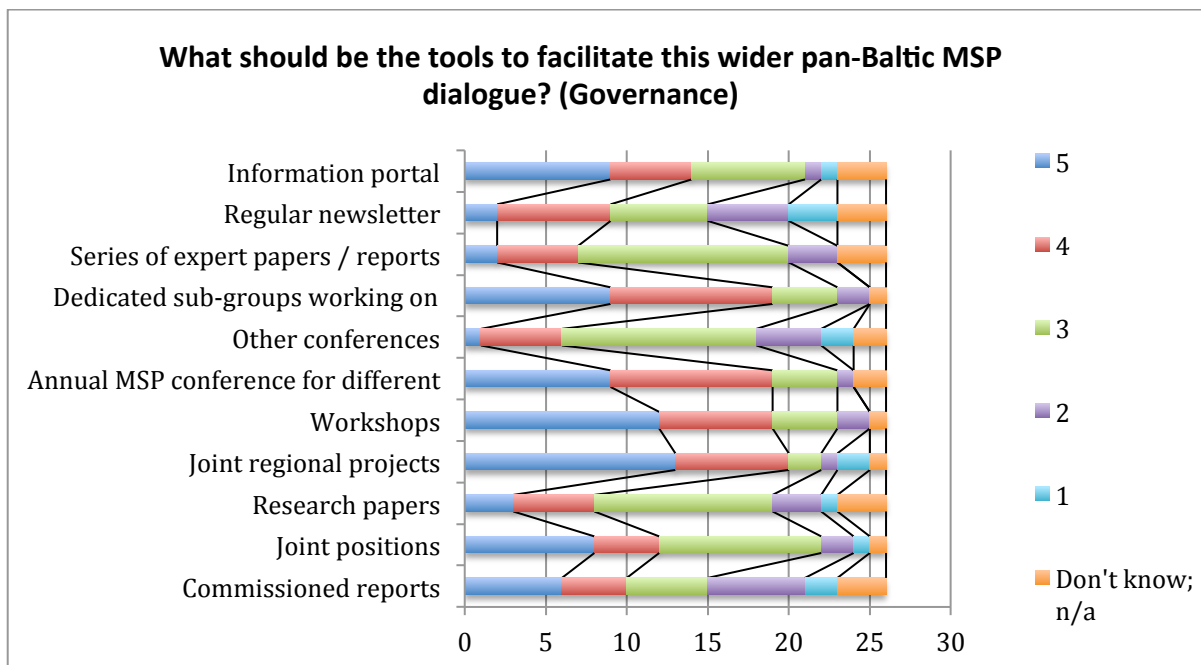
4.2.7. Structures for a pan-Baltic MSP dialogue

All agreed that coordination would be necessary, and that a permanent point of contact will need to be established, most likely with dedicated staff.

The structure facilitating the pan-Baltic MSP dialogue should be an independent body coordinated by spatial planners. A strong majority of sector representatives were familiar with the HELCOM Secretariat, but there was broad consensus that HELCOM is not as suitable for taking on this task as it is perceived as an environmental organisation. VASAB in turn has insufficient visibility.

4.2.8. The role of the HELCOM/VASAB MSP WG

According to governance representatives, the HELCOM/VASAB MSP WG is currently seen to mostly focus on information and knowledge exchange. In order for the HELCOM-VASAB MSP WG to instigate a pan-Baltic MSP dialogue, the role of the WG would need to be strengthened. Suggestions for achieving this range from including practitioners, experts (scientists) and environmentalists, NGOs, industry representatives, to increasing the practical focus of the working group (e.g. considering actual planning situations), working on socio-economic impacts and ecosystem services, and meeting more frequently. Dedicated expert working groups were also mentioned as a way of expanding the capacity of the WG. Involving practitioners to make the work of the WG more hands-on and extending the mandate to "put flesh on the bones of its work", however, was seen to require additional funding.

Opinions were divided with respect to the role of the WG in organising a future pan-Baltic MSP dialogue. Most agreed that no new structures should be created, but there was also agreement that the existing secretariats at HELCOM and VASAB need to be strengthened if the WG were to take on a more active role. Many respondents thought that VASAB should take the lead on the MSP dialogue because of its focus on planning, and that HELCOM should support this through data collection and environmental monitoring. Respondents suggested a joint work programme should be developed which both secretariats should work to. A dedicated "MSP secretariat" was not considered necessary at this stage, but considered a future option once the MSP dialogue grows. This secretariat could then also become a centre for future MSP projects, with responsibility for organising conferences and engaging with planners and professionals.

4.2.9. Lessons for building a pan-Baltic MSP dialogue

Based on the questionnaire results, the following overall lessons emerge for building a pan-Baltic MSP dialogue:

❖ **Building an effective pan-Baltic MSP dialogue will take time.**
In part, this is a practical matter, requiring the establishment of structures and processes and the securing of commitment from the participating stakeholders. Once a suitable format for the dialogue has been established, it will take additional time to establish routines of communication and working modes. More importantly though, engaging in a constructive dialogue is also a matter of trust between the participating partners (planners, experts,

MSP Governance Report

sector representatives). Participants in the dialogue need to be confident that processes are transparent and that their input will not only be respected, but also contribute to tangible benefits both for MSP and the sectors. Building this trust requires partners to actually work together over a certain period of time.

❖ **Gradually build more mature forms of cooperation.**

Following on from the above, one of the initial aims of the pan-Baltic MSP dialogue should be to gradually build more mature forms of cooperation. The INTERACT project has defined the following scale to measure the maturity of cooperation which illustrates this point:

1. **Meeting:** Getting to know each other, learning about motivation, interests, needs, skills, expectations, cultural and structural aspects;
2. **Information:** Delivering (targeted) exchange of information, building basic cooperation structures and trust, shaping common ideas
3. **Coordination/Representation**: Creating a joint partnership structure, first allocation of functions and roles
4. **Strategy/Planning**: Defining joint objectives and developing concrete actions
5. **Decision**: Binding commitments of partners, partnership agreement
6. **Implementation:** Joint implementation of actions, efficient joint management, fulfilment of requirements by each partner

❖ **The nature of the pan-Baltic dialogue may change over time.**

Results make clear that the focus of the pan-Baltic MSP dialogue may shift as more countries gain experience with MSP in practice and as maritime spatial plans become more established as a tool. Structures and processes therefore require enough flexibility to take account of this.

❖ **Start with obvious topics and manageable tasks first.**

Particularly in the crucial early stages, there is a danger of over-tasking the pan-Baltic MSP dialogue. In order to establish trust and working routines, it makes sense to start with more immediate, manageable tasks, delivering good results on those before engaging in more complex matters.

❖ **Informal and formal processes and structures are required.**

The pan-Baltic MSP dialogue is not necessarily a formal structure. Importantly though, it must be purpose-led. A clear aim is required which is communicated to all (potential) participants and which especially sectors can subscribe to. At the same time, informal structures and processes of dialogue need to be complemented by a formal decision-making process and body. This body should be tasked with translating the outputs of the dialogue into tangible practice (e.g. policy, MSP practice) – a prerequisite for attracting sectors to the dialogue and ensuring their ongoing commitment.

❖ **Establish stronger sectoral pan-Baltic dialogue.**

In order to speak with "one voice", sectors should first talk amongst themselves at the pan-Baltic level before engaging with other sectors.

❖ **The pan-Baltic MSP dialogue should be coordinated by competent hands.**
As described above, the pan-Baltic MSP dialogue brings together a wide range of actors and stakeholders across different spatial levels. It is also taking place in a changing environment, where experience with MSP in the BSR states is expected to grow and where different demands continue to arise. Establishing a working dialogue between these various actors, interests and developments not only requires skills in management and administration, but above all knowledge of MSP, the BSR environment including sectors, and the existing institutional and political framework.

4.3. Cross-border consultation and cooperation

Cross-border **consultation** is understood as a formal process where neighbouring countries consult each other during the drafting of a maritime spatial plan. Formal frameworks are required for facilitating this between the authorities responsible for MSP. Consultation also takes place with stakeholders through formal and informal processes. The PartiSEApate project has established that stakeholder consultation – also in case of cross-border issues - is still best organised at the national level (see below).

Cross-border **cooperation**, on the other hand, is informal and takes place at different levels and between a wide range of partners. The following transnational frameworks play a role also for cross-border (i.e. bilateral) processes:

- Cross-border cooperation between the authorities responsible for MSP, for example with respect to data exchange,
- Cooperation within the sector, e.g. building transnational sector networks and becoming more organised in presenting a voice,
- Sectors cooperating with other sectors at the transnational level, e.g. as part of a cross-sectoral MSP dialogue,
- Cross-border cooperation between MSP practitioners as part of or facilitated by the practitioners' network (see 8.1.4).

4.3.1. Experience and findings on cross-border consultation

In the Baltic, experience with cross-border consultation and cooperation is still limited, at least at a statutory level. Some practical experience has been gained in official transboundary processes (such as licensing, joint grid projects) and pilot projects, including PartiSEApate itself and its precursor projects (e.g. BaltCoast, BaltSeaPlan) as well as PlanBothnia. Important lessons can also be drawn from the maritime spatial plan which has now been developed by Lithuania, which included cross-border consultation. From this existing experience, the following facts can be highlighted:

MSP Governance Report

- **Consultation generally takes place too late in the MSP process** (see also chapter 8.2). If at all, formal cross-border consultation between countries only takes place once a plan is finalised. This gives neighbouring countries little room to influence the development of a plan. Rather than proper consultation, the present system is actually one of informing the neighbouring countries. Consultation is limited to environmental impacts, but neither relates to socio-economic impacts nor takes a positive, synergistic seeking outlook.

- Linked to this is the fact that **countries differ in their approach to MSP**. However, countries rarely explain the nature of the plan which is being produced. Understanding the strategic aims of the plan is important for understanding why certain spatial solutions are being proposed. This communication deficit not only applies to neighbouring countries, but particularly also to stakeholder communication. The Lithuanian example teaches that communication with all stakeholders is important at the stage where strategic aims are being developed. In other words, consultation should take place when stakeholders can still influence the outcome of the planning process and the proposed solutions. Care should also be taken to differentiate between the strategic level of planning and the operational level.

- Cross-border consultation is **not a formal requirement anchored in the national MSP process**. Neither is it set out in the TORs drawn up by ministries for developing maritime spatial plans. There is a need to formalise the principle of cross-border consultation and to make cross-border consultation an integral part of the national MSP process.

- At present, it is still **difficult for countries to respond to consultation**. Many countries have not yet engaged in MSP and are finding it difficult to know what is required of them. It is also unclear how consultation ultimately influences the development of a national maritime spatial plan.

- Sectors report **no urgent need** to engage in cross-border dialogue. Few "hot topics" have so far emerged that merit cross-border / cross-sectoral debate. This may change as MSP progresses and certain sea uses become more prominent.

PartiSEApate survey results reveal there is limited experience with cross-border MSP consultation on the part of sectors. Only few reported experience with localised conflicts, or specific issues such as consultation on Natura 2000 areas. The exception is Lithuania where stakeholder consultation on MSP has actually taken place.

Most sector representatives were unsure of how their sector would cooperate in cases of cross-border MSP consultation. Some suggested the development of joint positions, but this would require better internal structures (e.g. an appointed coordinator) and also means of communicating across borders. At present, no consistent positions appear to be taken within a sector in cases of cross-border conflict.

At the same time, respondents recognised the potential benefits of cross-border consultation for the sectors, such as the possibility of making similar demands in several countries. Greater cooperation within the sector is thought to lead to greater efficiency in developing and communicating positions, and would help to make the sector's voice heard.

Most respondents emphasised the importance of being involved early on in MSP processes rather than waiting until the plan is finished. Some described this as "scouting" in order to identify issues of relevance early and to be in a position to develop own priorities.

4.3.2. Lessons for building cross-border consultation and cooperation

Based on the above, the following lessons emerge for building cross-border consultation and cooperation:

❖ **Cross-border consultation should take place early in the MSP process.**
This applies to consultation between the responsible authorities as well as consultation with stakeholders. Early consultation has the advantage of being able to take into account additional information, and makes for better stakeholder engagement than mere information once the plan is finished.

❖ **Stronger sectoral pan-Baltic dialogue as a key to effective cross-border consultation**
Few sectors are organised transnationally in such a way that would enable them to respond to cross-border MSP consultation in a concerted manner. In order to speak with "one voice", sectors should first talk amongst themselves at the pan-Baltic level.

❖ **Assign clear roles and responsibilities**
Those involved in cross-border consultation should have a clear idea of what is expected of them and when they are required to give input. This means a clearly structured process of consultation and transparency in communication at all stages, including what will be done with the input received.

5. Suggestions for a MSP governance framework in the Baltic

This chapter sets out suggestions for a **multi-level MSP governance framework** in the Baltic. It is based on the assumption that over the course of the coming months and years, all Baltic Sea Region countries will have assigned a designated MSP authority and will enter into MSP processes. Rather than constructing an entirely new framework, the proposals build on a wide range of existing structures, suggesting slight alterations in key areas and some new elements to be added to existing ones. **The main focus lies on clarifying and highlighting the respective roles and responsibilities of each actor within this governance framework.**

Multi-level in this context means both the **pan-Baltic** and the **cross-border level**, touching upon formal consultation among authorities responsible for MSP as well as more informal cooperation among planners, stakeholders and authorities.

The MSP dialogue is at the heart of the governance process. This dialogue is understood as an ongoing exchange between all the actors involved in MSP in the Baltic. It includes the exchange between policy-makers at different levels, between MSP practitioners and experts, within and between sectors, as well as within and between the various national and pan-Baltic institutions and organisations. It is multi-level and multi-sectoral, driven by the common interest in managing the Baltic Sea and achieving sustainable maritime development.

The following describes structures and processes of the multi-level governance framework for MSP in more detail, focusing on the pan-Baltic level first and then on cross-border consultation and cooperation. **It is suggested that the overall MSP dialogue should be supported by a conference every 2-3 years, in line with new developments and phases of MSP.**

5.1. Pan-Baltic Level

At the pan-Baltic level, a comprehensive MSP governance framework should be built on the following formal and informal structures:

- The HELCOM/VASAB MSP Working Group ("BSR MSP Group"), which brings together representatives from the administrative level responsible for MSP in all BSR countries,
- The VASAB and HELCOM secretariats,
- Expert groups composed of selected topic specific experts - representing country, sector, planners, scientific as well as environmental perspectives,
- An MSP practitioners' network, bringing together those actually developing maritime spatial plans,
- National and transnational sectoral organisations, other institutions and projects.

Although these structures are strongly interlinked and may in some cases even involve the same persons, it is important to note that each plays a specific role:

- The HELCOM/VASAB MSP Working Group ("BSR MSP Group") should act as the main policy-driver and decision-making body within the pan-Baltic MSP dialogue,
- The VASAB secretariat, supported by the HELCOM secretariat, should serve as the main coordinator of the pan-Baltic MSP dialogue,
- The Expert groups should develop recommendations on the most pertinent MSP topics identified within the pan-Baltic MSP dialogue,
- The MSP practitioners' network should serve as the informal hub for information and knowledge exchange within the pan-Baltic MSP dialogue,
- Sectoral organisations, other institutions and projects are participants in the pan-Baltic MSP dialogue.

Figure 5: Multi-level MSP governance framework

5.1.1. BSR (HELCOM/VASAB) MSP Working Group

YES ☑	BSR (HELCOM/VASAB) MSP WORKING GROUP

WHO?

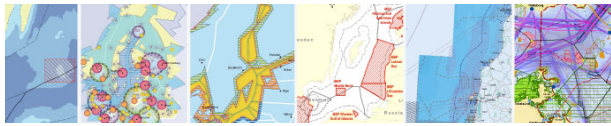- AUTHORITIES RESPONSIBLE FOR MSP IN ALL BSR COUNTRIES
- HELCOM AND VASAB APPOINTED REPRESENTATIVES FROM ALL BSR COUNTRIES
- CHAIRS OF EXPERTS GROUPS
- + OBSERVERS / EXPERTS / NGOS / OTHER PAN-BALTIC ORGANISATIONS

} ONE DESIGNATED MSP CONTACT POINT FOR EACH BSR COUNTRY (DECISION-MAKING)

FUNCTION:

- DECISION-MAKING FOR MEMBER STATES
- CONSENSUS VOTING AFTER EACH MEETING ON OUTCOMES
- DECISIONS ON EXPERT GROUPS →
  - PROVIDE MANDATE (TOPIC / TORS DEFINING EXPECTED OUTPUTS / EXPECTED EXPERT COMPOSITION)
  - ACKNOWLEDGE / TAKE INTO ACCOUNT DISCUSSIONS ON RESPECTIVE OUTCOMES / RECOMMENDATIONS OF EXPERT GROUPS
  - COMMUNICATE TO OUTSIDE BODIES, i.e. EU MSP EXPERT GROUP
- FEEDS INTO POLITICAL PROCESS

The HELCOM/VASAB MSP WG brings together the official organisations responsible for MSP in each BS State (see chapter 3.3.1). It is a decision-making body which feeds into the political process, but whose work is nevertheless a fairly loose exchange based on regular meetings and dialogue between group members. Member States are responsible for nominating official representatives to the group; usually these represent the ministries or subordinate authorities responsible for MSP in each country. Additional group members can be nominated as observers; these include experts in particular fields and NGO representatives. Some countries are represented by more than one delegate to the group, reflecting the combined nature of the group (HELCOM and VASAB) as well as federal structures in some countries. Presently, it is not always clear which delegate actually speaks for MSP in the respective country or which other roles they may represent.

In the multi-level MSP governance framework, **the HELCOM/VASAB WG takes on the important role of decision-making and legitimisation of outcomes of the pan-Baltic MSP dialogue.** As a decision-making body, it should therefore retain its current country representation, taking care that the group actually represents the authorities "in charge" of MSP in each country. Group members are therefore likely to represent ministries or other government authorities and not those responsible for developing maritime spatial plans in practice – a major difference to the practitioners' network outlined below. Without such clearly defined spokespersons for MSP in each country, it may be difficult for the group to adopt morally binding guidelines or endorse recommendations developed by expert groups, or to work on issues and take decisions between meetings. This does not imply that countries should be restricted to one delegate; it simply means that clarity is required on who is
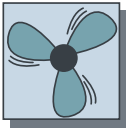
able to take MSP-related decisions for each country. This is very important given the transformation process in MSP and also the ambitious tasks the group has set itself.

An important immediate responsibility for the WG is thus to determine the national MSP contact points in each country. These may well be the organisations already represented on the WG, but may also include other organisations or specific set-ups in federal countries such as Germany. Clarity on this point is important as the national contact points also play an important role in establishing expert groups (see below).

The WG is not responsible for the pan-Baltic MSP dialogue. Instead, it is an **essential counterpart of the dialogue**. Its main responsibility is to give a formal mandate to the expert groups and to receive the recommendations put forward by these. Mandates for expert groups are issued based on suggestions for such groups put forward by the VASAB secretariat (assisted by HELCOM secretariat), and also include endorsement of the composition of the expert groups and TORs. After a set period, the WG receives position papers and other input from the expert groups and passes these on to the countries for comment. Based on these, the group then issues a joint statement and feedback to the expert groups. Expert group Chairs attend the meetings of the WG as observers.

Although the group mainly works through annual or twice-yearly meetings, it is important that work is also continued in the interim. This particularly means the preparation of decisions to be taken, and the in-country dialogue on the issues raised.

5.1.2. Coordination of the MSP Dialogue (VASAB and HELCOM secretariats)

COORDINATION OF THE MSP DIALOGUE	
HOSTED BY THE VASAB SECRETARIAT	ASSISTED BY THE HELCOM SECRETARIAT
• APPROACHES TO MSP • ENGAGEMENT WITH SECTORS • SOCIO-ECONOMIC PERSPECTIVES	• DATA INFRASTRUCTURE • MPAS / MFSD

TASKS:

- SUGGEST EXPERT GROUP TOPICS BASED ON MSP DIALOGUE
- SUGGEST SPECIFIC TORS / TIMELINES / OUTCOMES FOR EXPERT GROUP
- LIAISE WITH MSP NATIONAL CONTACT POINTS & OTHER PARTNERS ON SUGGESTIONS FOR EXPERTS
- DEVELOP COMPOSITION OF EXPERT GROUP (INDIVIDUALS) & CHAIR
- ORGANISE RELATED WORKSHOPS / CONFERENCES
- DOCUMENT OUTCOMES / REPORTS
- FACILITATE MSP PRACTITIONERS NETWORK
  (DATABASE, AGENDA SETTING, LIAISE WITH CHAIRS / HOSTS, EXTERNAL PRESENTATIONS)
- PRO-ACTIVELY FOSTER DIALOGUE WITH AND SUPPORT MSP WORK WITHIN OTHER SECTOR / PAN-BALTIC ORGANISATIONS

VASAB and HELCOM represent the planning and environmental sectors; both are recognised as leading organisations in their respective fields. Each operates a dedicated secretariat, which currently share the task of supporting the HELCOM/VASAB MSP Working Group. The secretariats have a history of working together well and complement each other in terms of roles and responsibilities. **Their collaboration should continue in the future**, not least with a view to linking the MSFD and MSP Directives.
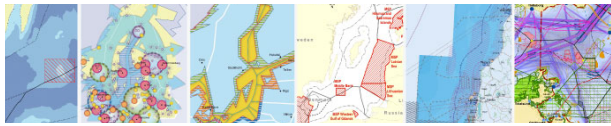
Since VASAB is the organisation directly responsible for planning, the VASAB secretariat should **take on the leading role in instigating and coordinating the pan-Baltic MSP dialogue**. This is a new task which extends the current responsibilities of the VASAB secretariat. It should be clear that as a coordinator of the pan-Baltic MSP dialogue, the VASAB secretariat does not act as a secretariat for VASAB as a whole, but as a facilitator of the pan-Baltic MSP dialogue under the roof of VASAB. "Secretariat" should therefore primarily be understood as a function <u>housed</u> by the VASAB secretariat.

All the various threads of the MSP debate come together in the pan-Baltic MSP dialogue. Facilitating this dialogue is thus a key responsibility. Stability and continuity are required for this function, especially considering the flexibility of other elements of the MSP governance framework, such as the number and composition of the expert groups.

Excellent communication and networking is required with all parties involved in pan-Baltic MSP. There should be continuous liaison not only with MSP practitioners, but also with policy makers, projects and sectors. During the early stages of the dialogue, relationships particularly need to be built with sector representatives in order to generate trust and encourage sectors to participate in the pan-Baltic MSP dialogue. Up-to-date knowledge of issues and trends will enable the secretariat to suggest topics for expert groups and nominate suitable members for expert groups including chairpersons. The role of the HELCOM secretariat is to provide essential support in areas of environmental competence, such as environmental data and monitoring.

Specifically, the secretariat should take on the following tasks:

a. To collate information and issues arising from national MSP processes and sectors. Good relationships therefore need to be cultivated with sector representatives (e.g. national and transnational organisations), the national contact points for MSP and those actually developing maritime spatial plans in practice. This will enable the VASAB secretariat to take on a proactive role in the MSP dialogue and also help develop a higher profile for VASAB.

b. To act as a coordinator and supporting secretariat for the expert groups (see below), including liaison with the Chair, synthesis of results and technical support (e.g. sharepoint facilities). Specifically, the VASAB secretariat should be responsible for drawing up a list of "hot topics" that could be discussed by expert groups (see 8.1.4). It should also be responsible for drafting TORs for each expert group, for suggesting suitable members for each expert group, and for liaising with the "BSR MSP Group" with respect to endorsing the expert groups. In the case of environmental expert groups, the VASAB secretariat can delegate responsibilities to the HELCOM secretariat. In such cases, close liaison between the
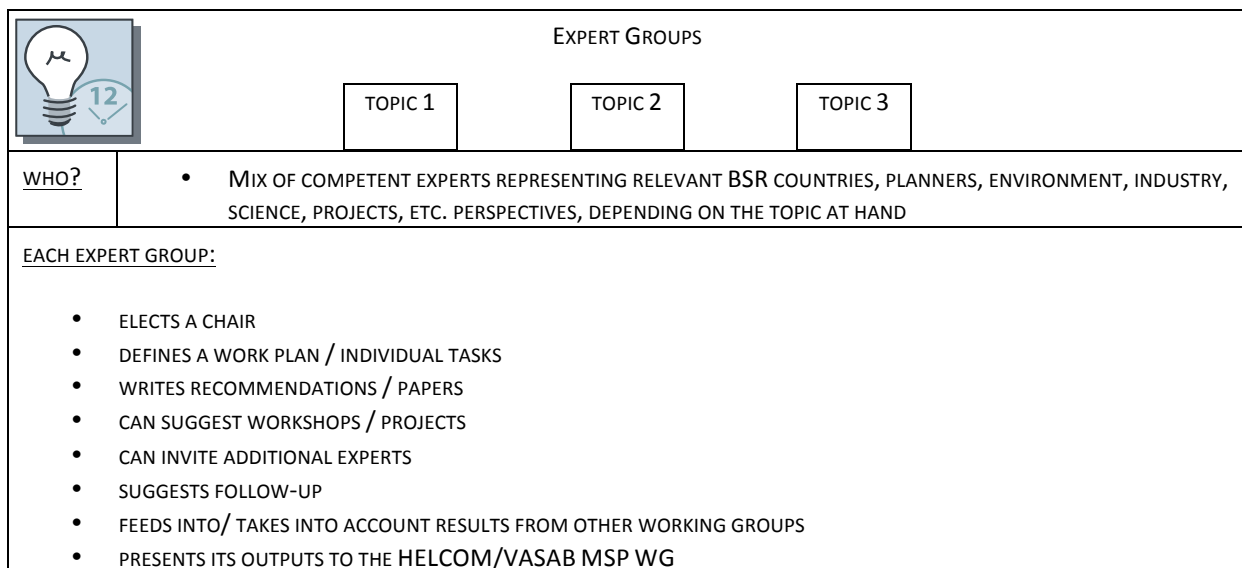
two secretariats must be ensured in order to keep the VASAB secretariat (the overall coordinator of expert groups) informed of developments.

c. To act as a supporting secretariat for the practitioners' network (see below), for instance by helping to develop / update a database of contact details of members of the practitioners' network, regular newsletters and most importantly organising the regular network meetings (incl. development of agenda, identifying & assisting the hosting organisation, documentation, invitation to possible external speakers).

d. To follow and provide advise to MSP groups within the other pan-Baltic stakeholder organisations and either to act as MSP advisor or nominate a suitable advisor from within the MSP practitioners' network and/or BSR MSP expert group.

A mandate from the VASAB ministerial conference is required to allow the VASAB secretariat to take on these tasks.

For the secretariat to fulfil this new role and to become the "competent hands" called for by the sectors, additional qualifications or expertise may be required. These may be delivered in-house, but could also be supplied externally if and when required. The secretariat will also require adequate resources both in terms of financial resources and dedicated staff time.

5.1.3. Expert groups

EXPERT GROUPS			
	TOPIC 1	TOPIC 2	TOPIC 3
WHO?	• MIX OF COMPETENT EXPERTS REPRESENTING RELEVANT BSR COUNTRIES, PLANNERS, ENVIRONMENT, INDUSTRY, SCIENCE, PROJECTS, ETC. PERSPECTIVES, DEPENDING ON THE TOPIC AT HAND		
EACH EXPERT GROUP: • ELECTS A CHAIR • DEFINES A WORK PLAN / INDIVIDUAL TASKS • WRITES RECOMMENDATIONS / PAPERS • CAN SUGGEST WORKSHOPS / PROJECTS • CAN INVITE ADDITIONAL EXPERTS • SUGGESTS FOLLOW-UP • FEEDS INTO/ TAKES INTO ACCOUNT RESULTS FROM OTHER WORKING GROUPS • PRESENTS ITS OUTPUTS TO THE HELCOM/VASAB MSP WG			

As MSP progresses and new trends and challenges in sea use emerge, countries need to intensify their decision-making in MSP. This requires knowledge of trends and developments, as well as ideas for how to deal with emerging challenges. Independent expert groups represent **a central new element** within the existing MSP governance framework in the Baltic specifically addressing this need. Independent expert groups are **at the interface of MSP policy, sectors and MSP practice,** providing important input to decisions taken within the HELCOM-VASAB MSP WG.

As an essential tool for operationalising the MSP dialogue, expert groups **respond to needs** arising from the MSP dialogue. Their task is to develop solutions for specific topic areas that arise from the MSP process in the BSR Member States or from developments within the sectors. Topics can be varied, covering aspects such as data, education, environmental issues or sectoral developments, and are likely to change over time, depending on emerging trends as well as growing experience with MSP in the Baltic. As a result, expert groups are **no permanent features**, but convened and discontinued on an ad-hoc basis. In a way, the expert groups act much like an independent consultant, in that they are tasked with producing targeted results (e.g. joint positions, recommendations) within a relatively short time. Responsibility for coordinating the expert groups should lie with the VASAB secretariat.

Selecting topics for expert groups

The ongoing MSP dialogue facilitated by the VASAB secretariat is the source of current issues and topics best addressed at the level of expert groups. MSP practitioners will be in a particularly strong position to identify pressing issues, but topics could also be directly suggested by sectors or policy makers, or arise from projects. The secretariat should actively solicit suggestions and keep an ongoing, iterative list of such topics, identifying urgent "hot topics" and suggesting these to the HELCOM/VASAB MSP WG as a potential new expert group.

Although potential topics are collated by the VASAB secretariat, and although a degree of pre-selection takes place there, the ultimate decision on whether to convene an expert group lies with the HELCOM/VASAB MSP WG. Decision-making criteria for establishing a new expert group include:

- The urgency of the issue at hand,
- Whether results can be delivered reasonably quickly,
- Willingness on the part of relevant experts or sector representatives to become involved.

The PartiSEApate project has so far identified "**MSP data needs and transnational MSP data requirements/network formation**" as a "hot topic". Even though this is obviously an ongoing tasks, clear milestones could be set for outputs to be delivered by such an expert group to work on. Other possible topics identified so far and suitable on the basis of the above criteria include:

1) Environmental planning: Interplay MFSD / GES indicators and measures and MSP
2) Linear infrastructures and their alignment across the sea: shipping lanes/grids/pipelines: identify where infrastructures are and connecting points.
3) Site allocation criteria for specific sectors, with aquaculture and underwater cultural heritage having indicated a high interest in working on this issue. Thus it may be suggested to have them as starting points for such expert groups.
4) Tools and criteria development on how to align environmental with economic impact assessment for MSP.
5) Cultural aspects, how to include cultural value in Maritime Spatial planning
6) Offshore development and impact on land, impacts on ports and associated infrastructure. Which ports have the capacities for offshore developments?
7) Aligning fisheries and nature conservation

Establishing TORs

When an expert group is proposed, TORs should also be proposed for the group by the VASAB secretariat. These should then be endorsed by the HELCOM/VASAB MSP WG at the same time as endorsing the group. The TORs should clearly indicate the expected outputs and deliverables to be developed by the expert group. They should contain a set timetable for the work to be carried out, ensuring that work is structured as clearly as possible and that the group can work together efficiently and maximise the time available. The TORs should also clearly indicate which type of experts should be looked for when convening the expert group.

At the same time, the TORs should allow enough flexibility for the groups themselves to define them more precisely based on the group's own expertise. The group should also be in a position to decide what can be realistically achieved in the timeframe available as well as identify possible gaps of expertise within the existing group, which may either be bought in by external services and/or by nomination of additional experts..

Composition of the expert groups

In line with the ad-hoc, needs-based concept of these expert groups, their composition, size and running time will strongly depend on the topic at hand. Each expert group should have a permanent core of members, with others able to join as needed. Expert group members should be hand-picked for their specific expertise or role within countries so that the topic at hand can be adequately dealt with. To ensure pan-Baltic representation, each BSR country should have the right to nominate one expert to each group.

Convening expert groups

Establishing an expert group is a shared task between the VASAB secretariat, the national MSP contact points, potential group members and relevant other actors within the MSP Dialogue.

a. Once a topic has been selected as a priority by the HELCOM/VASAB MSP WG, the VASAB secretariat draws up an initial list of **technical experts** that could be appointed to the group. This list should be independent of any country representation and collated based on expertise only. Picking potentially suitable candidates requires continuous dialogue with other organisations, projects and sectors and up-to-date information on what is going on in the field.

b. In parallel, the VASAB secretariat also contacts each national MSP contact point to ask if the country would like to nominate a **country expert** to the group. Organising this nomination process within the country is the responsibility of the national MSP contact points. Countries have no obligation to nominate a country expert; there is merely an opportunity for each country to do so.

c. Once the list of names is complete, the secretariat should then approach these candidates and identify their willingness to join the group and facilitate the first meeting, where the chair is elected (see below), TORs are refined and possible additional experts identified within the group.

Importantly, **all experts are invited on account of their individual expertise and are not expected to represent a specific organisational or country position.** Also country nominees should not be mistaken for political appointees. Expert groups are working groups where every participant is expected to make a real contribution, so all members should bring with them the knowledge required for dealing with the issue at hand. Country appointees may thus represent a particular government authority responsible for the issue in the country, or MSP practice, or research institute, but would not normally represent the ministries responsible for MSP for example.

If, during the course of the work, additional expertise becomes necessary, the group can decide to invite more members to join ("Chair invited members", see below). The expert groups should be in contact with other organisations and groups to ensure there is no duplication and that existing knowledge is properly utilised. Key to the work of the expert groups is their mandate received from the HELCOM/VASAB MSP WG.

The selection process, and the establishment of expert groups generally, should be as transparent as possible to ensure openness and motivation on the part of the sectors to participate.

Appointing a Chair

Each expert group should choose a Chair who should have a broader view of the group's aims. The main **responsibility of the Chair is to guide the work of the group in line with the TORs** and liaise with the HELCOM/VASAB MSP WG and the VASAB secretariat. Once elected, the Chair should be formally endorsed by the HELCOM/VASAB group. The Chair has the power to appoint additional "chair invited" members or specialists to the expert group if the group considers this necessary. The Chair is also responsible for feeding back the group's results to the HELCOM/VASAB WG. By attending the HELCOM/VASAB WG meetings, the Chair will in turn be able to feed back to the group any new issues that might be emerging at HELCOM/VASAB level.

Working mode and budget

Expert groups should not be too large in order to be efficient and should have some continuity with respect to members. In order to work together well, group members will need to get to know each other and grow together in terms of working routines and working modes. In order to be realistic, expert groups should have a reasonable time frame for completing their tasks as the work done by the group is usually an added commitment for its members. Expert groups should also have some decision-making powers, such as if and when to organise workshops, commission reports, instigate projects, or link up with existing projects.
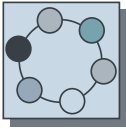
This implies that **each expert group requires a dedicated budget**. A dedicated budget, which should be administered by the VASAB secretariat, means that expert group members should receive some compensation for their time and a travel allowance, as well as time spent preparing for the meeting and writing up results. Extra funding is expected to be needed for the Chair to cover coordination tasks and other representative commitments. Also countries would not necessarily be expected to finance their respective country experts (at least not travel costs).

Evaluation of expert groups

After completion of their TORs, expert groups should be evaluated with respect to their continued need (by group members themselves, together with VASAB and HELCOM/VASAB WG). This ensures that groups and topics can change in response to actual needs. If the group has completed its tasks, and if there is no need for it to continue, it should be dissolved. Each expert group should work to the same process.

5.1.4. A pan-Baltic Practitioners' Network

MSP PRACTITIONERS' NETWORK
WHO?
• MSP PRACTITIONERS FROM ALL BSR COUNTRIES INVOLVED IN PREPARING/DEVELOPING MARITIME SPATIAL PLANS
FORMAT/PURPOSE: • "CLUB" FORMAT • ANNUAL OFF-PEAK MEETINGS IN COMFORTABLE SETTING • INFORMAL INFORMATION AND KNOWLEDGE EXCHANGE   – NEW TOOLS, ISSUES, PRACTICES • IDENTIFY PERTINENT ISSUES & TRAINING NEEDS • POSSIBLY ELECT/APPOINT CHAIR • OPEN, INDIVIDUALLY DRIVEN AGENDA SETTING • CAN INVITE GUEST MEMBERS/SPEAKERS AT NETWORK EVENTS • CREATION OF PERSONAL CONTACTS ACROSS BALTIC SEA REGION

In recent years, MSP projects in the Baltic Sea (e.g. BaltCoast, PlanCoast, BaltSeaPlan, PartiSEApate) have led to valuable exchange amongst the practitioners responsible for implementing MSP. Projects have provided opportunities to meet, to get to know one another and to discuss hands-on issues arising in MSP using real-life examples and pilot areas. Through these largely informal processes, capital has been created in the form of mutual trust, knowledge, and greater understanding of MSP across the BSR countries.

However, projects are sporadic and selected in their nature and partners / experts involved. Furthermore, given that MSP implementation is set to gain considerable importance in the coming years as a result of the EU MSP Directive, the number of MSP practitioners is set to increase. It is therefore important to create **a more stable format for this informal exchange amongst practitioners**.

Presently, the HELCOM/VASAB MSP Working Group is the only organisation wholly dedicated to MSP at the pan-Baltic level. The WG brings together those responsible for MSP at a policy level, and members of the WG are not commonly those who are responsible for developing or implementing a maritime spatial plan in their countries. The practitioner's network is envisaged as a parallel structure

to the HELCOM/VASAB group: a truly pan-Baltic institution, but one which is exclusively dedicated to MSP practitioners.

The practitioner's network is not an expert group in the sense of expert groups proposed above, although practitioners may well be involved in expert groups. The difference lies in the purpose of the two structures. Expert groups are tasked with working on a particular topic and usually pursue a specific goal, such as developing recommendations. Furthermore they may include experts who are not MSP experts, but included in the group due to their specific expertise in the given field (i.e. sector, economics, data).

In contrast, the practitioner's network is **not about generating a particular output**. The main objective of the network is to provide a platform for informal exchange and enable practitioners to report on current issues and challenges. It is a platform for practitioners to get to know one another, to exchange good practice, and to discuss up and coming issues, new developments and practical problems. On the one hand, it is therefore about education and training, on the other about intangible benefits such as building a community of practitioners. The practitioner's network is not unlike a club which is dedicated to the specific needs of practitioners and which seeks to establish a comfortable environment for practitioners to learn from each other, expand their knowledge base and understand each other's planning cultures, institutional structures and approaches to MSP.

The network could be organised around **one or two regular yearly meetings** which take place at suitable times of the year (e.g. January, other off-seasons). These meetings would have an open format, with the agenda dependent on the input from the network members. The programme would be put together based on what the members wish to report; it could also include external keynote speakers on particular topics. Input could also be given by representatives of expert groups or the HELCOM/VASAB WG.
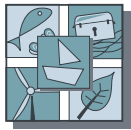
The network would be **coordinated by the VASAB secretariat** (see above). The VASAB secretariat would primarily be responsible for providing administrative support in organising the annual meeting(s), but would also act as an interface between the network and the work of expert groups (e.g. feed back results of the expert groups to the network). The VASAB secretariat would also host a website for the network; the generation of content and other features (e.g. database of members) would be the responsibility of the network members themselves. The network could establish links to other organisations (e.g. the MSP Research Network), and also educational establishments (e.g. MSP courses). It could also develop professional standards and qualifications.

The network may also benefit from an elected Chair who would act as a coordinator of interests and could represent the network at meetings and conferences.

The network would also act as an important conduit of ideas, as this is the main platform for discussion "live" MSP issues. Suggestions for topics and expert groups could therefore also originate from the network.

5.1.5   Sectors

PAN-BALTIC SECTOR/STAKEHOLDER ORGANISATIONS
WHO?
• FISHERY (BS RAC, BALTFISH), ENERGY (BASREC, ENTSO-E, EWEA), SHIPPING & PORTS, AQUACULTURE, RESEARCH, MPA NETWORK, ETC.
TASKS/FORMAT:
• INVITE THE COORDINATOR OF THE MSP DIALOGUE TO PROVIDE INPUT TO SECTOR EVENTS • COLLECT/ANALYSE SECTOR POSITIONS IN BSR COUNTIRES ON MSP • IDENTIFY SYNERGIES & OPPORTUNITIES FOR SECTOR & CROSS-SECTOR COLLABORATION • IDENTIFY AND EXCHANGE INFORMATION/DATA SOURCES • POSSIBLY FIND JOINT SOLUTIONS/STRATEGIES FOR SEA USE

As established in the empirical phase, sectors and their national and transnational organisations can play a key role in the pan-Baltic MSP dialogue. At the same time, many sectors are not yet adequately prepared for engaging with MSP. They are still uncertain with respect to the purpose of MSP, how they can and should become involved, and what sectoral and cross-sectoral issues might need to be addressed by MSP in the future. This applies both to the cross-border and pan-Baltic level.

In order to enable sectors to become constructive partners in the pan-Baltic MSP dialogue, **initial groundwork** therefore needs to be done both by the sectors themselves and by MSP representatives. As a first step, sectors should be encouraged to make a conscious effort to engage with MSP and develop positions on MSP issues, including joint positions on transnational issues. This will require MSP practitioners and the VASAB secretariat to actively approach the sectors, explaining the relevance of MSP to their respective contexts and also the benefits of involvement. Rather than wait for the sectors to come to MSP, effort should be made to bring MSP to them, via participation of MSP practitioners or the VASAB secretariat in sectoral conferences or workshops or other direct means of engagement. This type of groundwork is essential for working with sectors in the context of expert groups.

Secondly, and if relevant needs arise, sector representatives will become **active parts of expert groups**. They will either be approached by the VASAB secretariat as specific knowledge holders or contacted by the national MSP contact point. For this to lead to successful involvement, the VASAB secretariat and national MSP contact points need to ensure good relationships with the sectors. Above all, they need to communicate the purpose and scope of the expert group and the expected commitment clearly from the beginning. Once there are examples of successful expert groups, involvement of stakeholders is expected to become easier.

Nevertheless, involvement in expert groups is not the only means for sectors of contributing to the MSP dialogue. Sectors also need to actively engage with MSP themselves, asking how involvement in MSP can benefit the sector and how developments in other sectors might affect the sector. This not only applies to conflicts, but especially also to synergies and opportunities such as co-location and/or joint cross-border initiatives. The third aspect is therefore direct liaison between sector representatives and MSP practitioners, e.g. during the course of cross-border consultation processes. Stakeholder processes in MSP therefore become an essential element in engaging with sectors and in building a sense of mutual respect.

Interlinkage between the different governance elements

The effectiveness of the overall framework as an enabler of pan-Baltic MSP will depend on the successful interplay of these structures and processes. The following figure provides once more for an overview on the respective linkages – as suggested.

Figure 6: Multi-level MSP governance framework

MSP Governance Report
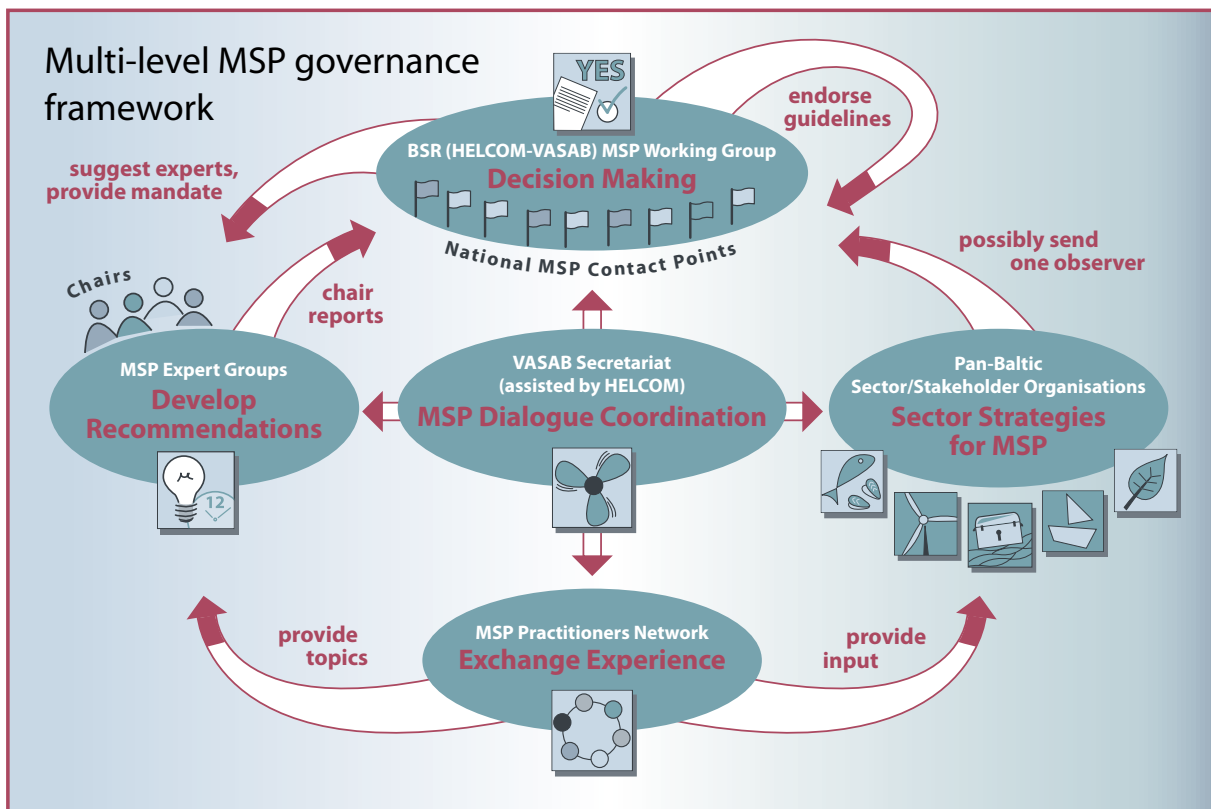
5.2. Cross-border consultation & cooperation

Whilst the pan-Baltic level is primarily a strategic level – e.g. an opportunity for discussing targets and guidelines for the BSR as a whole - the national level is the truly applied level of MSP as this is where maritime spatial plans are implemented. During the drafting of a maritime spatial plan, consultation of the neighbouring countries (requiring cooperation between the authorities responsible for drafting maritime spatial plans and the MSP practitioners) and stakeholder engagement are central elements. The purpose of consultation is to ensure coherence between the respective maritime spatial plans and avoid costly misalignments. The purpose of stakeholder engagement is to ensure that stakeholder voices are heard, not only from within the country developing the plan but also from a cross-border or pan-Baltic perspective. The following sections suggest governance structures and processes specifically for cross-border consultation (between MSP authorities) and stakeholder engagement.

5.2.1. Strengthening cross-border consultation: Extending the Espoo principles

As discussed in chapter 4.2.2., the Espoo (EIA) Convention and the subsequent protocol on SEA to the Espoo convention provides a framework for facilitating formal cross-border consultation between Neighbouring States. The convention sets out the obligations of Parties to assess the environmental impact of certain activities, plans and programmes at an early stage of planning, and lays down the general obligation of States to notify and consult each other on all major projects under consideration that are likely to have a significant adverse environmental impact across boundaries The convention also addresses the issue of language, requiring States to make available consultation documents in English.

In the context of MSP, a major disadvantage of the Espoo convention is that it relates to environmental impacts only. Although these are an important consideration in the MSP process, this makes the convention unable to deal with the full range of MSP issues, in particular socio-economic issues or user-related opportunities and synergies. It also means the range of authorities and institutions that are addressed as part of Espoo-based consultation processes is limited.

The cross-border element of the Baltic MSP governance framework can therefore be strengthened by extending the practical application of the Espoo convention to non-environmental aspects. Rather than restricting it to impacts, it could be extended to **encompass synergies, in particular socio-economic opportunities**. It should also cover general approaches to planning, such as the overall aims and objectives of maritime spatial plans. Rather than changing the essence of the convention, BSR States could voluntarily agree to extend the practical application of the convention.

5.2.2. Establishing a formal process of cross-border information and consultation early in the MSP process

Irrespective of the available framework, the timing of formal cross-border consultation remains a critical issue. Current experience shows that countries are finding it difficult to respond to consultation requests and that it can be difficult to understand the exact nature of the input which is

required of them. This is due to the fact that cross-border consultation presently occurs very late in the MSP planning process. This can give the impression that input from other countries is cosmetic and that all the important planning decisions have been taken already once the consultation takes place.

In order to avoid these situations, and to give neighbouring countries a chance to understand the essence of the plan that is envisaged, a voluntary agreement should be drawn up between all BSR States to **formally consult each other before maritime spatial plans** are fully drafted. This agreement, brokered by the HELCOM/VASAB MSP WG, should cover the following aspects:

1. The authorities responsible for MSP should be required to **formally inform** their neighbouring counterparts of their intention to begin an MSP process. This should apply to all national, but also to sub-national maritime spatial plans if these are expected to have transboundary impacts. TORs for drafting maritime spatial plans should therefore contain the requirement to consult neighbouring countries at this early stage as part of the normal MSP process.

2. In particular, the responsible authority should **make clear the intention** of the maritime spatial plan, for example, whether it will be a strategic plan or a zoning plan and what it aims to achieve. This could include communication of the TORs for the maritime spatial plan to the neighbouring MSP authorities.

3. The authority responsible for MSP should then **request relevant documents** and any other information from the neighbouring countries which could impact on the development of the plan. This will likely include environmental data and information, but should also include data and information on human uses of the sea, in particular uses with transboundary elements (e.g. nature conservation, fisheries, shipping, cables and pipelines, offshore renewables, sand and gravel extraction, oil and gas extraction, military use, archaeology and cultural heritage, recreational activities). Providing this data and information is not a must, but an option for the neighbouring countries, and it is up to the country drafting the maritime spatial plan how to use the information provided. Countries would probably be more likely to consider the opinion of neighbouring countries if all countries were part of a more permanent informal dialogue.

4. The responsible authority should also be required to inform the neighbouring countries once the **stakeholder process** begins. This would give the neighbouring country the option of instigating a parallel stakeholder process (in their own country, in their own language) on issues with transnational significance. Organising this parallel process would be the responsibility of the neighbouring country's authority responsible for MSP, but again, this would be an option and not a must. In this way, the involvement of all relevant stakeholders across borders could be ensured without the need to organise transnational and cross-sectoral stakeholder meetings which are costly, require a common language (English) and are less effective overall. The results of the stakeholder process would then be communicated to the neighbouring country by the national MSP authority.

Figure 7: Suggested amendments to the official current process
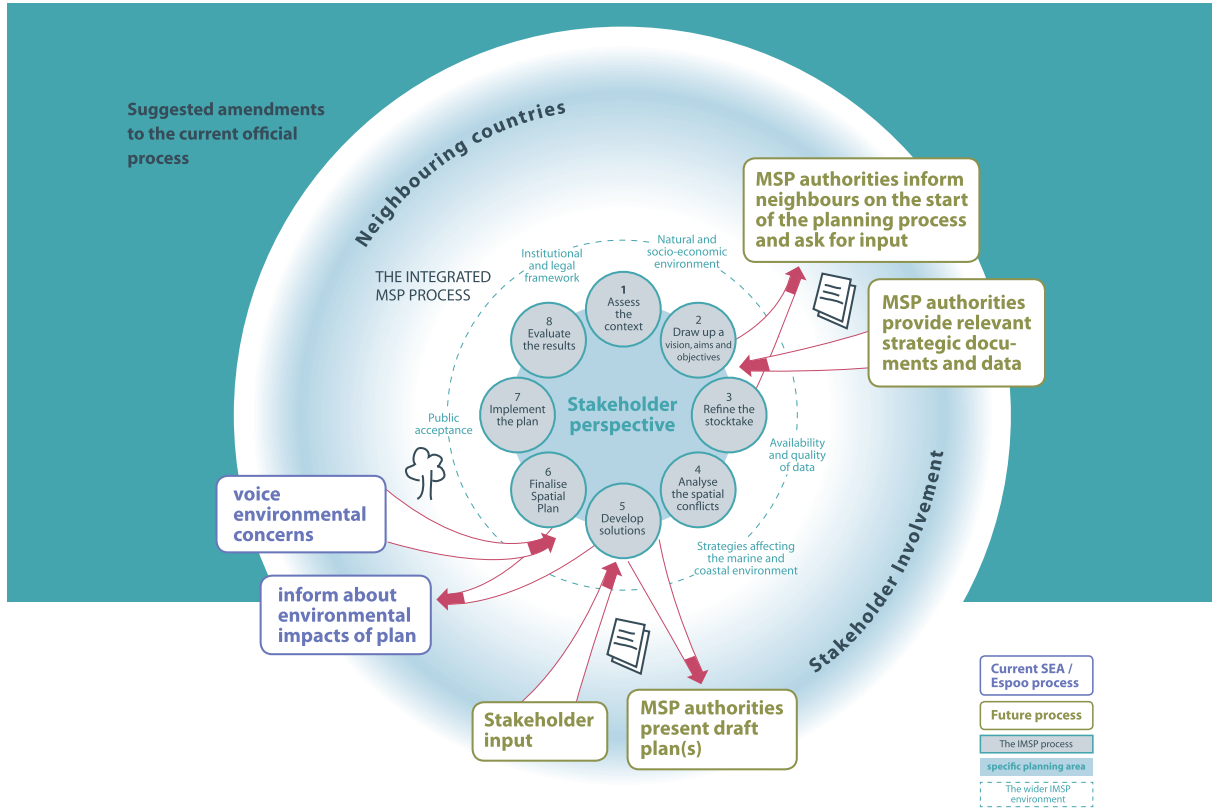
5.2.3. Stakeholder involvement in the cross-border consultation process

Stakeholder involvement is best organised at the national level, as each country needs to find its own way of involving stakeholders and engaging them in MSP. Cross-border consultation assumes that each BSR state has found a good means of ensuring widespread stakeholder integration. This is why stakeholder involvement is delegated to the neighbouring countries during the formal MSP consultation process (see above). Stakeholder involvement also requires stakeholders themselves to get more organised, so stakeholder cooperation at the transboundary level and cross-sectoral stakeholder cooperation and communication are important parallel processes (see section 8.1.5). The inter-sectoral dialogue could be strengthened by means of dedicated expert groups on particular topics.

5.2.4. Format of the cross-border consultation processes

The format of such early consultation processes is important. Written information alone is insufficient; face to face meetings should be encouraged together with the pro-active presentation of the planned maritime spatial planning process to the neighbouring countries. Direct communication at the level of the authorities responsible for MSP is essential for building up a capital of trust, so networking between the authorities responsible for MSP and MSP practitioners should be encouraged. In addition, direct communication of the planned MSP to stakeholders is also important,

MSP Governance Report

both in the country itself and in the neighbouring countries. MSP authorities in the early stages of preparing a maritime spatial plan should therefore be prepared to travel to the neighbouring countries and to explain their plans to different stakeholder groups including non-technical groups.

Language is a critical issue in this process. Countries should be required to make available all relevant information in English, and preferably also in the native language of the neighbouring country.

5.2.5. Strengthen informal cross-border processes

In parallel with formal processes of informing neighbouring countries, informal processes of exchanging information and experience should be strengthened. Informal routes of communication should be established between the relevant authorities and responsible ministries before a maritime spatial plan is drafted, as this can facilitate the informal supply of information outside the confines of (potentially restrictive) formal channels. Informal discussions can also be useful in brokering common solutions. Informally agreed solutions then need to be endorsed through formal channels.

Those in charge of maritime spatial plans should be in regular contact with each other, in order to build trust and also to know who to communicate with during formal processes. The practitioners' network suggested above can play a key role in this informal context.

Stakeholder involvement is also an essential part of the process. Language plays an important role here too, in the sense that technical language needs to be explained. Stakeholders can easily mistake a stocktake for a maritime spatial plan, so the different stages of MSP, the respective outputs and tools need to be clearly explained.

5.3. Funding Needs and Options

5.3.1. Funding Needs

The approach proposed for expert groups, the MSP practitioners' network and extended facilitation provided by the two secretariats (or sub-contractors to them) is expected to require some extra funding. Current staffing, be it via normal staff resources and/or an external contractor, and regular budget resources, especially within the VASAB secretariat, are insufficient to cover the additional tasks associated with expert groups and facilitation of a practitioners' network.

Expert Groups

In order to avoid duplication, and to act as cost-efficiently as possible, expert groups would be expected to draw on studies/reports/results from other working groups and projects in their given field, only resorting to original research where absolutely needed.

Funding needs for experts are expected to differ depending on the status of each expert. Where experts work for governmental institutions, it may be sufficient to cover travel costs. Other experts should be compensated for their time as the work demanded by an expert group can be considerable and cannot be expected to be "free of charge". Compensating experts is also important to ensure their independence and avoid Member States "appointing" political representatives. In general,

compensation should cover the time spent working for the expert group (time spent at meetings, time to compile studies or reports in between meetings) as well as some travel & meeting costs. The chair will require extra time (and thus funding) to be able to fulfil the coordination & spokesperson role.

As a rough calculation it can be expected that each expert group may require an annual budget in the range of 100.000 – 120.000 €.

Cost Item	Basis for Calculation	Unit Cost	Total Cost
Travel & accommodation	3 meetings / 2 days each / 10 experts	650 € / per travel	19.500 €
Compensation for working time (meetings and inter-sessional)	75 days (all experts)	750 € / daily rate	56.250 €
Extra compensation for chair	45 days	750 € / daily rate	33.750 €
Total average yearly cost for one expert group			110.000 €

This may seem a large budget, but is in line with the average costs of outsourcing these tasks to a sub-contractor. The proposed expert group structure offers two advantages: a) more expertise can be brought in than what has to be budgeted for (due to experts drawn from publicly funded institutions), and b) experts are selected and appointed via the process described above, leading to higher acceptance by the BSR member states' authorities.

Ultimately, funding needs strongly depend on the scope of each expert group and its TORs as well as the choice of additional communication modes. At the same time, if the process is well organised, some cost-efficiencies can be generated, i.e. leading to smoother MSP processes at a national level (i.e. MSP data gathering, MSP stakeholder processes, MSP (SEA) consultations, etc.)

MSP Dialogue Facilitation

In addition to the expert groups, additional costs will be generated by the coordination of the MSP dialogue. This encompasses the facilitation of the expert groups, coordination of the MSP Practitioners' network as well as the pro-active dialogue with sector organisations. This may require an extra budget of 100.000 € / year including all overhead and travel costs.

Cost Item	Basis for Calculation	Total Cost
Travel & accommodation	Attendance of 12 meetings / conferences	8.500 €
MSP Dialogue Coordinator	75 days	57.000 €
MSP Dialogue Assistance	60 days	24.000 €
Other costs	Web, Design, Printing, etc.	13.000 €
Total Cost (including overheads)		100.000 €

MSP Practitioners Network

In addition to the facilitation of the MSP Practitioners' network described above, some extra funding will be required for the location and catering of the actual informal network meetings as well as some extra budget to allow for key note presentations of invited guests from experts / practitioners from outside the Baltic Sea Region. Travel and accommodation for each individual practitioner would normally be expected to be covered by the practitioners' themselves.

5.3.2. Funding Sources

Transnational Funding Programmes

As described above, some funding opportunities may arise within the upcoming *Baltic Sea Region programme.*

Priority axis 4.2 is specially designed as to cater for the needs of EUSBSR PACs/HALs. The organisation and facilitation of expert groups combined with studies, workshops and a regular conference seems to match the scope defined for this priority very well. It should, however, be noted that this funding line seems to be limited to approx. 300.000 € for the period up to 2020.

At the same time, priority axis 2.4 "Resource efficient blue growth" mentions the "testing of models to exchange know-how, establish common standards concerning ecosystem services and harmonisation of maritime spatial plans across the borders". Depending on the project design this axis may therefore also offer funding opportunities, e.g. funding of a number of expert groups. Careful project design is required, however, to ensure the selection process for experts can be aligned with the project (programme) requirements and related project partner set up.

As already tested within the PartiSEApate project, the VASAB secretariat may opt to become a direct partner in such projects. A transnational set-up like the not-for-profit SUBMARINER EEIG may take on board such tasks within the framework of these project(s). Funding under this priority axis is expected to be of much greater scale (i.e. approx. 8 mio € in total for several projects).

In both cases it has to be noted that this funding line is expected to become operational only by the end of 2015. Also, project partners are always expected to bring in their own co-finance (15-25%) and all expenses require pre-finance. Current operational rules seem to indicate greater flexibility, however, to adapt to project changes in between (i.e. bringing in new partners).

Given the call has just closed, and given there is no influence on the selection of proposals submitted, the **BONUS Research Programme** can **no longer be targeted** as a potential funding source. BONUS is therefore best regarded as an indirect contributor to the processes described.

Close alliance should, however, be sought by the HELCOM-VASAB WG MSP and the VASAB Secretariat with the winning consortium for MSP as well as consortia for related priorities of relevance for the MSP process. The aim should be to initiate knowledge brokerage process from the start of a given research project and to **seek involvement (if appropriate) of some of the researchers in expert groups**.

The **DG MARE pilot initiative** is unsuitable as a funding source for an ongoing process due to its limited duration. However, this funding line could cater for the financial needs of one specific expert group and/or feed into the work of one or two expert groups.

It should be noted that funding lines, such as the DG MARE pilot initiative, tend to operate at a project level, meaning that funding is limited in duration and often requires a very clear action plan and partner consortium to be established. This is in contradiction to the needs of an ongoing process and a flexible approach towards creating new expert groups. Nevertheless, as the examples of previous projects have shown, project funding may well cater for the initial years of establishing the MSP dialogue (esp. 2016-2020).

An important condition to using project funding to support the MSP governance process is a **pro-active approach** and **direct involvement of the HELCOM-VASAB MSP WG** and the VASAB Secretariat in setting up an appropriate set of project(s) over the next months/year. These should reflect the expert group approach and focus on MSP input to sector developments and cater for the respective financial needs. All the topics suggested so far for possible expert groups (see chapter 5.1.3. Expert groups) could be suitable for such a set of project(s).

Ideally all administrations responsible for MSP around the Baltic Sea Region should be involved in such project(s). Rather than using them for internal staff resources, projects could be designed to cater for sufficient external expertise from each country, allowing for a flexible approach when appointing experts. Expert groups will not be the only elements in such projects (which may be more implementation oriented), but they can always become an integral part of a project.

Increase of regular national contributions to VASAB

Rather than project level funding, an extension of the VASAB mandate and related budget would obviously represent a more secure funding option. This could be limited to a trial period at first. At least for EU Member States, it could also be financed via the related budget lines under the new EMFF.

National responsibilities / funding for expert groups

Rather than increasing the regular VASAB budget, individual BSR Member States could take responsibility for a given expert group and finance it form regular budgets and/or related national funding programmes, such as the Swedish Institute and/or the German BBR.

However, whilst increasing the responsibility and thus possible ownership of individual member states for elements of the MSP dialogue, this could lead to a certain bias in the process. It should also be noted that not all BSR countries have access to such budget lines, even though the newly structured EMFF may also offer such options.

Voluntary national contributions may be a good way of financing the regular meetings of the proposed MSP practitioners' network. Travel costs would be covered by the practitioners themselves, but all other costs (venue, catering, external speakers) could be provided for by the host country.

MSP Governance Report

Using the full mix of funding options

The most suitable strategy for funding the described process is to make use of a mixture of the funding options described above based on a well-defined funding strategy, which also takes into account the given timelines and conditions of each funding tool.

A voluntary increase of national contributions to the VASAB regular budget to enable the "hosting" of a secretariat responsible for organising the MSP dialogue has the substantial advantage of being of more continuous, less conditional and potentially faster to implement than project funding (available from 2016 only). Furthermore, it has the great advantage that the time-line between identification of a pertinent hot topic and the creation of an expert group is much more limited compared to the time spent on a project application process.

In addition, some time-limited seed money potentially available via German and Swedish national programmes could be used to finance the preparation and initial launch of structured BSR Programme MSP (EUSBSR Flagship) project(s) integrating the MSP governance elements described (i.e. expert groups, MSP practitioners' network meetings, MSP dialogue with sectors). This seed money may be available from autumn 2014 onwards and has the advantage of immediate access to pre-finance, allowing at least some of the processes to be funded from late 2014 until the end of 2015 (i.e. development of expert topics / TORs / expert group formation, initial meetings).

Furthermore a rotating scheme is proposed among the national MSP contact points to provide the necessary finance to organise and host the meetings of the MSP practitioners' network.

From 2016 onwards some limited finance (a total of 300.000 €) is expected to be provided for the VASAB and HELCOM secretariats to act as MSP Dialogue Forum coordinators in their function as EUSBSR Horizontal Action Leaders.

On the basis of a structured and complementary set or cluster of MSP-related projects, further finance can be drawn down for the running of the expert groups and specific MSP sector activities. However, for these projects to operationalise the MSP governance process as described, it will be important to ensure the integration of the VASAB Secretariat, BSR MSP authorities and other suitable bodies (i.e. SUBMARINER EEIG) within the MSP projects to be financed under BSR Programme as well as CBC programmes.

Annex

A. Transnational governance structures and institutional expression

A.1. VASAB

A.1.1. Institutional Set-up

VASAB is an intergovernmental multilateral co-operation of 11 countries of the Baltic Sea Region in spatial planning and development (including Russia, Belarus and Norway), which was founded in 1992 by the 1st Ministerial Conference and became institutionalised two years later during the Tallinn Ministerial Conference in Dec1994 with the adoption of the "Visions and Strategies around the Baltic Sea 2010 (VASAB 2010)" report.

It is guided by the Conference of Ministers responsible for spatial planning and development and in between steered by the Committee on Spatial Planning and Development of the Baltic Sea Region (CSPD/BSR) composed of representatives of respective ministries and regional authorities. Since 2010 it is integrated into the network of the Council of the Baltic Sea States (CBSS) organisations. The VASAB chairmanship follows the one year long CBSS rotating principle.

The VASAB CSPD/BSR is supported by a Secretariat with four permanent staff members. Initially located in Karlskrona, Sweden it had its seat in Gdansk, Poland from 1994 to 2006. Since January 2007 the VASAB Secretariat is located in Riga, Latvia hosted by the State Regional Development Agency of Latvia (until June 2015). The VASAB budget is financed by annual contributions from the VASAB Member States according to annual budgets approved by the CSPD / BSR.

A.1.2. VASAB as a starting point of MSP in the BSR

As early as in 1996 the VASAB Stockholm Ministerial Conference introduced "Recommendations for Spatial Planning of the Coastal Zone in the BSR". Since then coastal areas and islands have been one of the pillars of VASAB spatial concepts. By 2001 the VASAB Wismar Ministerial Conference passed the "VASAB 2010 PLUS Spatial Development Action Programme" where the sustainable development of coastal zones and islands is one of the six key themes for transnational spatial planning cooperation extending spatial planning also to off-shore side. Between 2002-2005 the BaltCoast project developed recommendations on the role of spatial planning in ICZM. Based on these recommendations the VASAB Gdansk Ministerial Conference in 2005 suggested "sea use planning as a tool to prevent conflicts in intensively used offshore areas". One year later, in 2006 the VASAB Working Group on sea use planning and ICZM was established as part of the East West Window project. By 2008 the Working Group, chaired by the Polish Ministry of Regional Development, elaborated a concept of sea use planning in the BSR calling for the development of a vision for long term development of the Baltic Sea space, as well as principles and priorities upon which such vision can be implemented. The Working Group also produced the 1st Compendium on MSP Systems in the BSR countries.

A.1.3. MSP as part of the VASAB LTP – the strategic guiding document

The "VASAB Long-Term Perspective for the Territorial Development of the Baltic Sea Region" adopted in September 2009 is the strategic guiding document for the work of VASAB. It identifies the most important assets, development trends and challenges affecting the long-term development of the Baltic Sea Region and presents the most important instruments and actions to guide the development of the Region towards territorial cohesion. Not all LTP actions are, however, to be implemented or led by VASAB alone, but can only be promoted via a strategic dialogue and cooperation with other players within the Baltic Sea Region.

Sea use planning and integrated coastal zone management is one of the three policy sectors covered by the VASAB LTP. The other two sectors being: 1) urban networking / urban-rural relations and 2) accessibility and transnational development zones. The VASAB LTP envisages that by 2030 the Region should have integrated land and sea space planning, with a an understanding by all countries of the sea as a common asset and development resource, with MSP being a key instrument to alleviate potential sea use conflicts.

The VASAB LTP defines several policy guidelines towards enhancing MSP in the Region:

- Protecting the Baltic Sea environment and securing sustainable use of the sea resources requires integrated planning and management actions by all BSR countries and relevant sectors of economy (common approach for Baltic MSP and demonstration projects);
- The Baltic Sea Region has a potential to become a model region for the implementation of the EU Maritime Policy. Joint capacity building actions should be initiated to ensure exchange of experience, promote education availability and to increase competence in MSP.

The following steps have been taken to implement VASAB LTP:

- Joint HELCOM-VASAB MSP WG established in 2010
- Baltic Sea Broad-Scale MSP principles adopted in 2010
- Knowledge exchange on good practices in MSP is taking place
- Best practices and minimum requirements for MSP in the Region discussed in 2012
- Experience gained and guiding documents generated through transnational projects and pilot activities (BaltSeaPlan: 8 pilot MSPs / Vision / 31 reports; PlanBothnia: 1 cross-border MSP stocktake)
- Education courses on MSP developed in cooperation with Baltic University Programme in 2013
- In the recent progress report of the LTP (Dec 2013) the role of VASAB in the promotion of MSP throughout the Baltic Sea Region has been noted as one of its key achievements.

A.2. HELCOM

A.2.1. Institutional Set Up

HELCOM (Baltic Marine Environment Protection Commission - Helsinki Commission) was established about four decades ago to protect the marine environment of the Baltic Sea from all sources of pollution through intergovernmental cooperation.

According to its own website HELCOM is:

- an environmental policy maker for the Baltic Sea area by developing common environmental objectives and actions
- an environmental focal point providing information about the state of and trends in the marine environment, the efficiency of measures to protect it and common initiatives and positions, which can form the basis for decision-making in other international fora
- a body for developing, according to the specific needs of the Baltic Sea, recommendations of its own and recommendations supplementary to measures imposed by other international organisations
- a supervisory body dedicated to ensuring that HELCOM environmental standards are fully implemented by all parties throughout the Baltic Sea and its catchment area
- a coordinating body, ascertaining multilateral response in case of major maritime incidents.

The Headquarters of HELCOM, the Secretariat, are located in Helsinki, Finland. The international team consists of an Executive Secretary, three Professional Secretaries, an Information Secretary, an Administrative Officer, three Assisting Professional Secretaries and four Assistants. There are also many staff members working for projects.

A.2.3. HELCOM Convention & Baltic Sea Action Plan

HELCOM is the governing body of the Convention on the Protection of the Marine Environment of the Baltic Sea Area, known as the Helsinki Convention. The Convention entered into force on 17 January 2000, after the ratification instruments were deposited by the European Community and Germany, Latvia, Sweden, Estonia, Finland, Denmark, Lithuania, Poland and Russia.

The Convention covers the whole of the Baltic Sea area, including inland waters as well as the water of the sea itself and the sea-bed. Measures are also taken in the whole catchment area of the Baltic Sea to reduce land-based pollution. The Convention is amended when deemed necessary, e.g. following the developments in international environmental and maritime laws. (latest amendment 15 Nov 2008). The Convention can be viewed as the most important international instrument addressing nature and environmental protection among the contracting parties. While HELCOM's recommendations are not binding in terms of international law, they are of political and moral significance.

In 2007, HELCOM produced the new Baltic Sea Action Plan (BSAP), a plan different from any previously undertaken in its approach, as it is based on a clear set of ecological objectives defined to

reflect a jointly agreed vision of "a healthy marine environment, with diverse biological components functioning in balance. Resulting in good ecological status and supporting a wide range of sustainable human activities." While not legally binding, the Plan was developed through stakeholder participation and is considered a joint regional policy with common objectives, actions and obligations.

A.2.4. MSP in the Baltic Sea Action Plan

The HELCOM Baltic Sea Action Plan (BSAP) introduced MSP as a process aiming at more coherent management of various human activities taking place in the Baltic Sea. The BSAP requires contracting parties to jointly develop by 2010, as well as to test, apply and evaluate by 2012, in cooperation with other relevant international bodies, broad-scale, cross-sectorial, MSP principles based on the Ecosystem Approach.

The VASAB chairmanship statement on cooperation with Helsinki Commission on marine spatial planning issues in the Baltic Sea Region, Nov 2007 welcomed the HELCOM initiative.

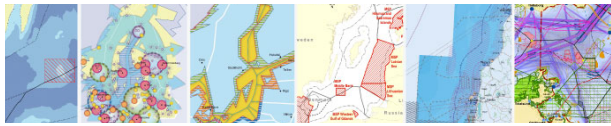## A.3. The HELCOM-VASAB Working Group on MSP

A.3.1. Institutional Set-up

In May 2010 the joint Baltic Sea MSP Working Group was established by the VASAB CSPD/BSR and the Helsinki Commission or HELCOM in 2010 to provide a forum for the intergovernmental discussions on Maritime Spatial Planning (MSP) in the Baltic Sea region.

Based on earlier work and recommendations within the field of MSP adopted within VASAB and HELCOM the two organisations formed a joint working group to provide a solid cross-sectoral forum for MSP dialogue in the region. Such a joint solution would, besides attracting a wider range of stakeholders, enable the group to draw expertise directly from both marine/maritime management (HELCOM) and spatial planning (VASAB) fields.

The Working Group has been open to nominated representatives from relevant ministries or government agencies in all VASAB and HELCOM Member Countries/Contracting Parties as well as for experts delegated by them. In addition VASAB and HELCOM observers have been able to participate. Other guests, organisations and initiatives from around the Baltic Sea and from other parts of Europe have been invited as observers on a case by case basis.

The Working Group is jointly co-chaired by Ms. Anita Mäkinen for HELCOM (nominated by the group and adopted by HELCOM HOD) and Mr. Andrzej Cieslak for VASAB (nominated by the group and adopted by the VASAB CSPD/BSR), who have jointly led all meetings assisted by their vice-chairs Mr. Sten Jerdenius (Sweden/HELCOM) and Mr. Nico Nolte (Germany/VASAB, replaced by Mr. Kai Trümpler at the 7th meeting).

The Working Group has no dedicated secretariat on its own, but secretariat services are jointly provided by the two HELCOM and VASAB Secretariat out of their given normal budgets. Costs for the participants including travel costs have to be covered by the delegating institutions.

The Working Group documents its meetings with a concise outcome being adopted and agreed by consensus before the end of each meeting. The Group sends its outcomes and progress reports for approval both to the CSPD-BSR and HELCOM, including proposals for creation of sub-groups. All meeting documents and outcomes are made freely available to the public shortly after the meeting trough the HELCOM and VASAB websites.

A.3.2. Developments 2010-2013

Since its establishment in autumn 2010 until spring 2013 the Baltic Sea regional Working Group has convened seven times. According to its mandate meetings can take place up to three times a year, but have so far taken place on average twice a year, alternatingly in Riga (VASAB Secretariat) and Helsinki (HELCOM Secretariat). On average the first seven meetings have been attended by 28 (20-31) participants, representing on average more than ten different delegations (country, EU Commission or observer). The Group may however change the frequency of meetings according to need. In addition to meetings, exchange of e-mails are used for intersessional work.

An important overall function of the Working Group has been a general dialogue on recent and upcoming developments in the field of MSP in each of the countries of the Baltic Sea Region. In addition, key topics under discussion have been i.e. legislative basis of MSP in the Region, the Ecosystem Approach in MSP, transboundary forms of planning, data for planning as well as to initiate and follow-up pilot initiatives running parallel to the Working Group work (i.e. BaltSeaPlan, PlanBothnia and the still ongoing PartiSEApate).

The MSP principles adopted in 2010 based on earlier work within HELCOM, VASAB as well as a Roadmap adopted by the European Commission have provided a starting point for all these discussions.

MSP Governance Report

EU MSP PRINCIPLES₁	HELCOM – VASAB MSP PRINCIPLES₂
• Use MSP according to area and activity	• Sustainable management
• Define objectives to guide MSP	• Ecosystem approach
• Develop MSP in a transparent manner	• Long term perspective and objectives
• Ensure stakeholder participation	• Precautionary principle
• Ensure coordination with Member States and simplify decision processes	• Participation and transparency
• Ensure the legal effect of national MSP	• High quality data and information basis
• Engage in cross-border cooperation and consultation	• Transnational coordination and consultation
• Incorporate monitoring and evaluation in the planning process	• Coherent terrestrial and maritime spatial planning
• Achieve coherence between marine and terrestrial spatial planning – establish a relations with ICZM	• Planning adapted to characteristics and special conditions at different areas
• A strong data and knowledge base	• Continuous planning

A.3.3. The Regional Baltic MSP Roadmap 2013-2020

In October 2013 the Regional MSP Roadmap 2013-2020 was adopted by the HELCOM Ministerial Conference and shall be implemented via the HELCOM-VASAB WG on MSP, for which as a consequence the mandate was prolonged for another three years. The roadmap shall support the achievement of a wide range of HELCOM and VASAB goals and policies relevant to the Baltic Sea including VASAB LTP and the HELCOM BSAP and aims to draw up and apply maritime spatial plans throughout the Baltic Sea Region by 2020 which are coherent across borders and apply the ecosystem approach.

Within this roadmap the following steps are perceived as necessary:

1. **Intergovernmental cooperation on MSP**
   1.1. Cooperate in the field of MSP using inter alia the HELCOM-VASAB MSP WG framework and thus facilitate reaching the target of drawing up and implementing transnationally coherent Maritime Spatial Plans applying the ecosystem approach throughout the region by 2020.
   1.2. Take into consideration and cooperate upon global and European policy and regulatory developments related to MSP.
   1.3. Draft and adopt by 2015 Baltic Sea regional "Guidelines on transboundary consultations and cooperation in the field of MSP". These guidelines could address the initiation of the process, consultations, cooperation, institutional arrangements and time schedules as well as possibilities for preparing joint transboundary MSPs.
   1.4. Coordinate the MSP related actions and projects, including those implemented within the framework of the EU Strategy for the Baltic Sea Region and its Action Plan, noting the role of HELCOM and VASAB as the Horizontal Action Leaders for MSP.

2. **Public participation**
   2.1. Draft and adopt by 2015 Baltic Sea regional "Guidelines on public participation for MSP with transboundary dimensions". These guidelines should address means of public consultation and transparency of information.

3. **Ecosystem approach in MSP**

   3.1. Draft and adopt by 2015 procedurally oriented Baltic Sea regional "Guidelines on the application of Ecosystem Approach in transnationally coherent MSP".

4. **Information and data for MSP**

   4.1. Identify by 2013 competent contact points for MSP for the purpose of transboundary consultation and joint planning.

   4.2. Share basic, relevant and available MSP related information as soon as possible.

   4.3. Promote the creation and sharing of MSP relevant Baltic Sea regional datasets.

   4.4. While creating and sharing MSP related information and datasets utilize existing processes for sharing of spatial information including, for those Baltic Sea States who are EU member states, the implementation of the EU INSPIRE Directive (2007/2/EC).

   4.5. Prepare a future oriented report by 2015 on marine and maritime activities and developments of Baltic Sea regional importance.

5. **Education for MSP**

   5.1. Promote the education and professional development of MSP planners.

   5.2. Initiate and draw lessons from practical sub-regional experiences of coherent MSP to try out guidelines and joint regional working practices.

6. **National and Baltic Sea regional frameworks for MSP in place**

   6.1. National frameworks for coherent MSP are in place in all Baltic Sea countries by 2017.

   6.2. Apply by 2018 Baltic Sea regional "Guidelines on transboundary consultations and cooperation in the field of MSP".

   6.3. Apply by 2018 Baltic Sea regional "Guidelines on public participation for MSP with transboundary dimensions".

   6.4. Apply by 2018 Baltic Sea regional "Guidelines on the application of Ecosystem Approach in transnationally coherent MSP".

7. **Evaluation and follow-up**

   7.1. Take further steps related to regular monitoring and evaluation needs of MSP.

   7.2. Update the Roadmap, if necessary, in 2014 after HELCOM and VASAB ministerial meetings and assess the implementation of this Roadmap 2016, 2018 and 2020.
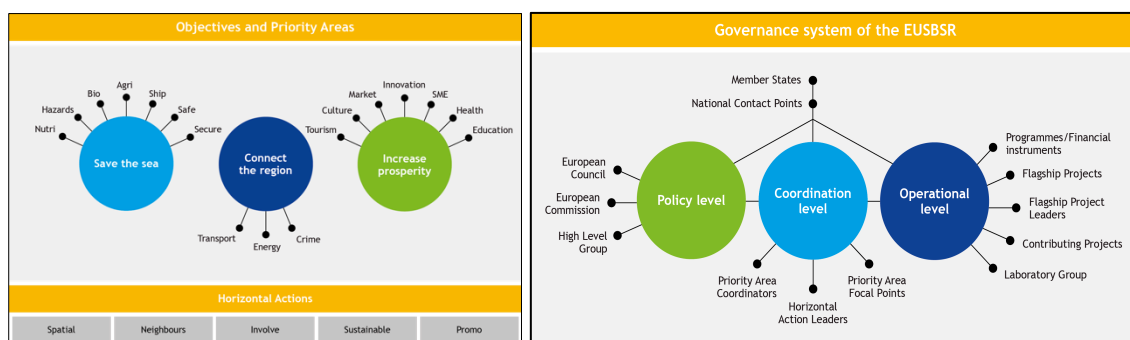
A.4. EU Strategy for the Baltic Sea Region (EUSBSR)

Launched in 2009, the EU Strategy for the Baltic Sea Region (EUSBSR) was the first example of this intensive regional cooperation approach, and shaped the Baltic Region into a cooperation model for the whole EU. The strategy was initially divided into four pillars, but in order to provide more focus it has by now been reorganised according to three overall objectives (saving the sea, connecting the region, and increasing prosperity). These are further divided into sub-objectives, for which targets and indicators have by now been developed.

The 2013 Action Plan is divided into 17 thematic Priority Areas (PAs) and 5 cross-sectional Horizontal Actions (HAs). PAs and HAs are managed by designated Priority Area Coordinators and Horizontal Action Leaders. Priority Areas are often coordinated by representatives from national administrations and ministries of one or two BSR EU Member States; whereas Horizontal Actions (HA) are often led by transnational organisations.

MSP Governance Report

Figure 8: The European Strategy for the Baltic Sea Region (EUSBSR)

The EUSBSR governance system can be characterised as a complicated multi-level governance system. Tasks are divided between three main levels, i.e. (a) the policy level, (b) the coordination level, and (c) the operational level. However, all three levels are interlinked and connected to each other.

The EUSBSR is mainly implemented at flagship project level. Often, flagship projects result from policy discussions within a Priority Area/ Horizontal Action and translate policy desires and ambitions into specified actions. A flagship project may develop for example key solutions, new methodologies or practices or even new cooperation forms. A project qualifying as a flagship projects must:

- Demonstrate that it will apply to, and have an impact on the macro-regional challenge,
- Contribute to the general objectives of the EU Strategy for the Baltic Sea region
- Be related to one or more actions of the Priority Area or Horizontal Action that it is concerned.
- Be characterised by a transnational dimension, addressing cooperation between and/or impact on at least three Baltic Sea Region countries.
- Show maturity in implementation (realistic timeframe, clear financial and activity plan, established partnership including lead partner).

There are no special funding sources for the EUSBSR as a macro-regional strategy. In fact it functions under the 3 NOs principle, under which no additional funding mechanism is foreseen for the implementation of the Strategy. This was a deliberate decision taken right at the beginning. Instead, existing funding sources should be more effectively coordinated and aligned. Recently, however, some limited funding has been made available for specific actions in support for the PAC/HALs (approx. 160.000 € in 2013 per PAC/HAL) as well as a SEED money facility for the design of new flagship projects (approx. 50.000 € for one flagship per PAC/HAL). Within the new BSR Programme 13 Mio € are dedicated to continue these both funding lines. However, this still rather limited funding source will start by the end of 2016 at the earliest (see following chapter).

One of the main aspirations of the macro regional strategies is to coordinate sector policies, to use the full potential of the current institutions and to bring together actors and stakeholders from different policy levels. A recent study implemented to assess the maritime dimension of the EUSBSR has, however, shown that there is still relatively little connection between the different priority areas / horizontal action leaders even if they all deal with the Baltic Sea.

MSP Governance Report

A.4.1. Horizontal Action "Spatial Planning"

Since 2009 both secretariats of VASAB and HELCOM have jointly taken up the role of acting as Leaders for the Horizontal Action "Encouraging the use of Maritime and Land-based Spatial Planning in all Member States around the Baltic Sea and develop a common approach for cross-border cooperation" (HA Spatial Planning)".

Horizontal Actions as cross-sectoral entities of the EUSBSR intend to support territorial cohesion in the Baltic Sea, by:

- Aligning available funding and of policies to the priorities and actions of the EU Strategy,
- Cooperating on the transposition of EU Directives,
- Developing of integrated maritime governance structures in the Baltic Sea region,
- Strengthening multi-level governance, spatial planning and sustainable development.

The tasks of a Horizontal Action Leader include:

- Facilitating the involvement of and cooperation with relevant stakeholders from the entire macro-region
- Implementing and following up of all activities of their Horizontal Action with regard to the defined targets and indicators,
- Reviewing the relevance of the Horizontal Action as it is described in the Action Plan and proposing updates or amendments,
- Facilitating policy discussions in the region,
- Developing and implementing actions and flagship projects,
- Conveying relevant results and recommendations of on-going and completed flagship projects to the policy level,
- Ensuring communication and visibility of the Horizontal Action,
- Maintaining a dialogue with funding programmes on an alignment of funding flagship projects under their Horizontal Action,
- Liaising and cooperating with other Priority Area Coordinators and Horizontal Action Leaders to ensure coherence between the operational levels and avoid the duplication of actions,
- Monitoring and reporting progress within the Horizontal Action.

As stipulated in the revised Action Plan, steering committees shall be introduced by all PAs/HAs to allow for the involvement of experts and representatives of all BSR states. The HELCOM-VASAB WG on MSP has taken up this role for the Horizontal Action Spatial Planning in relation to MSP. In this role the group is mainly responsible for i.e. recommending nominations for "flagship projects" as well as for providing input for this specific field of the EUSBSR.

The strategic target as expressed also as an indicator for success for the HA Spatial Planning corresponds to the Regional MSP Roadmap, i.e. to draw up and apply transboundary, eco-system based MSPs throughout the region by 2020.

At the same time, the HA Spatial Planning is one of the few PACs/HALs, which have so far only indicated the given "PartSEApate" project as a flagship initiative, but have not developed / initiated any other projects under this theme. Furthermore a recent survey undertaken in relation to the role of the EUSBSR in promoting the IMP throughout the region has shown a surprisingly interest of other EUSBSR sectors in MSP in comparison to the other three areas related to IMP.

Figure 9: Results of survey – Importance attributed to Integrated Maritime Policy aspects

Importance attributed to Integrated Maritime Policy aspects by EUSBSR PACs/HALs and NPCs
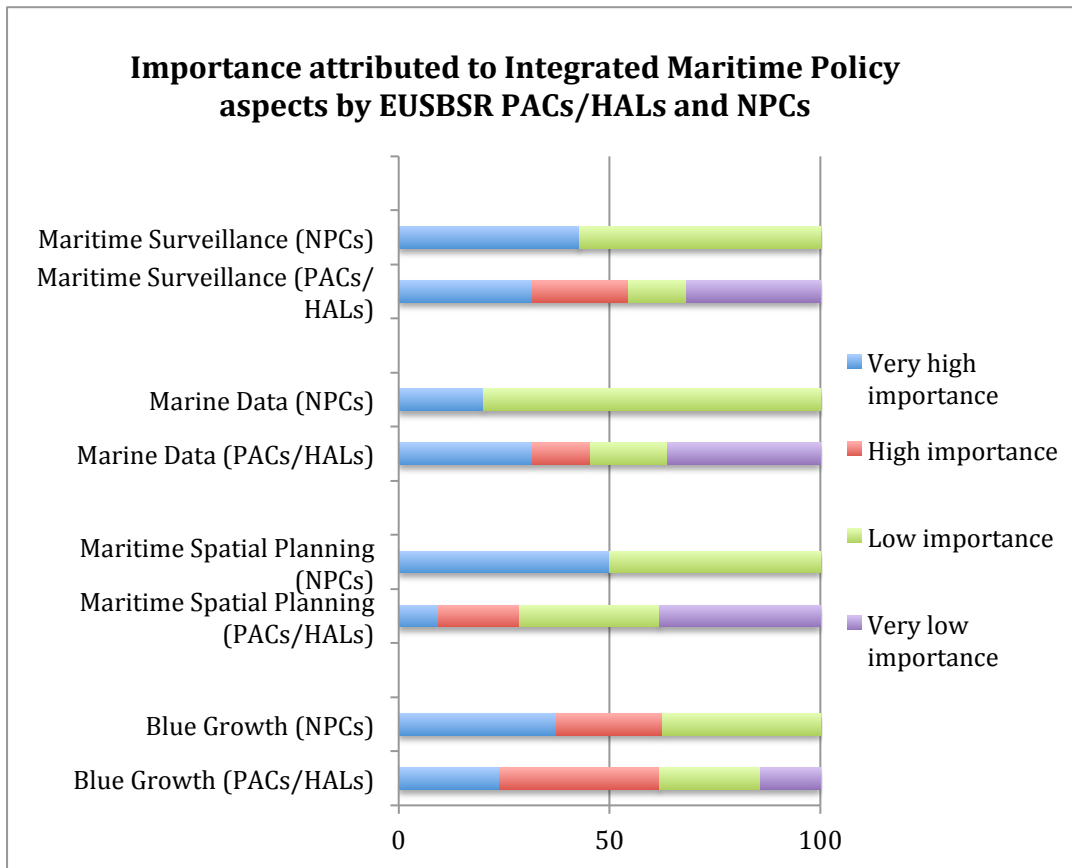
A.5. Other non-sectoral transnational organisations & policies

Apart from VASAB, HELCOM and the joint Working Group also a number of other transnational organisations throughout the Baltic Sea Region have engaged in discussions on MSP. However, as also evidenced through the various surveys conducted within the PartiSEApate project (see Figure 24, chapter B.4.8.), these efforts have had a relatively low visibility among stakeholders and/or are seen as singular, ad hoc activities to inform about MSP rather than working on MSP on a continuous basis.

A.5.1. CBSS

The Council of the Baltic Sea States (CBSS) is an overall political forum for regional intergovernmental cooperation with a permanent international secretariat located in Stockholm (members include Denmark, Estonia, Finland, Germany, Iceland, Latvia, Lithuania, Norway, Poland, Russia, Sweden and

MSP Governance Report

a representative from the European Commission). CBSS activities address five priority areas: environment, economic development, energy, education and culture, civil security and human dimension. CBSS engages with MSP-related issues via its Expert Group on Maritime Policy, which gathers experts from all Baltic States' maritime authorities with a focus on maritime traffic management and surveillance.

A.5.2. Nordic Council

The Nordic Council is the official inter-parliamentary body in the Nordic Region, established in 1952, while the Nordic Council of Ministers is the forum for Nordic governmental co-operation (at prime ministerial and ministerial level). Ministers responsible for specific policy areas meet in a council of ministers a couple of times a year – there are currently 10 constellations of policy councils of ministers. A working group of the Nordic Council of Ministers for the Environment, the Marine Group, is responsible for addressing "marine spatial planning and coastal management" as part of the 2014 priorities.

A.5.3. CPMR – Baltic Sea Commission

The Conference of Peripheral Maritime Regions of Europe (CPMR) brings together around 160 regions from 28 Member States, both members and non-members of the European Union. It fosters regional development and territorial cohesion in Europe, acting as an incubator for cooperation projects between its members. The CPMR Maritime Issues Working Group closely monitors developments on MSP, including the proposed EU directive. Furthermore, the Multi-Level Governance Working Group has organised workshops on pan-Baltic governance issues (e.g. "Multi-level governance in the implementation of the EUSBSR" in June 2013 in Stockholm).

A.5.4. BSSSC

The Baltic Sea States Subregional Co-operation (BSSSC) is a political network for decentralised authorities (subregions) in the Baltic Sea Region. Its members are regional authorities from the 10 Baltic Sea littoral states: Germany, Denmark, Finland, Sweden, Norway, Poland, Latvia, Lithuania, Estonia and Russia. The Finnish Chairmanship highlighted MSP as a "topical issue" in outlining the priorities for BSSSC activities during the period 2013-2014.

A.6. Relevant Transnational Sector Organisations

A.6.1 Fisheries

The fisheries sector can draw on established structures for pan-Baltic dialogue on a wide range of issues relevant to MSP. BSRAC is a forerunner in this respect with a dedicated workshop organised in 2009 in Tallinn, while other organisations such as the Fisheries Secretariat have also been active on MSP issues. The BALTFISH Forum operates as the steering group for the PA Agri under the EUSBSR and a dedicated HELCOM Fisheries and Environment Forum has been set up to promote the cross-

sectoral integration of environmental and fisheries policies. Furthermore a number of (mainly research) projects are active in exploring the relationship between fishery and MSP (i.e. DISPLACE project - coordinated by DTU-Aqua in Denmark - models spatial interactions between fishery and stock dynamics to inform broader spatial planning).

A.6.2. Shipping and Port

The shipping and port industry is organised in a wide number of networks and industry associations, which traditionally are however more internationally than sea-basin focused. Within the Baltic Sea the sector's focus has so far been mainly on clean shipping and environmental impacts (HELCOM Maritime, EUSBSR PA Ship) rather than cross-sectoral discussions on the redesigning of long-established infrastructure networks. New developments such as the HELCOM Baltic Sea Region e-Navigation Forum, as well as efforts to advocate flexible regulatory instruments (via BIMCO, ECSA and other associations), may provide interesting new platforms for the sector to engage in a pan-Baltic MSP dialogue.

A.6.2.3.   Environment and Climate change

The environment sector in the Baltic Sea Region is represented by both public institutions (e.g. HELCOM Habitat) and civil society actors and NGOs (e.g. Coalition Clean Baltic). The sector's main objectives with regards to MSP are to ensure adequate levels of nature protection, biodiversity and mitigation of the impacts of climate change. Environmental actors therefore focus on the full implementation of related EU directives (e.g. Natura 2000, MSFD) and their compatibility with new MSP instruments, as well as awareness-raising campaigns and initiatives. With regard to Climate Change, the CBSS-Baltic 21, acts as the EUSBSR Horizontal Action Leader for this topic and host for instance a Pan-Baltic Climate Change Round Table in May 2014.

A.6.4. Energy

The energy sector is constantly adapting its governance structures to the profound changes in terms of regulatory framework and business environment over the past twenty years (EU competition guidelines, emergence of renewable energies, emissions targets, etc.). The Baltic Sea Region Energy Cooperation (BASREC), founded in 1998, is the ministerial process acting under the umbrella of the CBSS, It covers all energy sectors, but also covers the emerging renewables industry (in particular offshore wind). A study concluded in 2012 aimed to serve as key input for strategic actions to promote wind power in the BSR. The main political strategy, which also serves as the basis for the PA Energy under the EUSBSR is the Baltic Energy Market and Interconnection Plan (BEMIP). The industry itself is mainly organised at the European level (i.e. European Network of transmission system operators for electricity / ENTSO-E, European Wind Energy Association / EWEA), but ENTSO-E has also initiated a Baltic Sea Regional Group.

A.6.5. Aquaculture

A number of large-scale transnational research projects have emerged to develop guidelines on infrastructure and spatial planning for aquaculture, in cooperation with the BALTFISH Forum. However no specific pan-Baltic organisation exists yet. The growing importance of the sector has been recognised by the European Commission with the decision to set up a dedicated Advisory Council on aquaculture as part of the new Common Fisheries Policy.

A.6.6. Cultural heritage

The Cultural Heritage sector is represented at pan-Baltic level by the CBSS Baltic Sea Monitoring Group on Heritage Cooperation. Its activities with regards to MSP include the identification of 100 most valuable sites of underwater cultural heritage and the development of a Code of Good Practice for the Management of Underwater Cultural Heritage in the Baltic Sea Region.

A.6.7. Research and Data

Research and data actors have a crucial role to play in supporting fact-based decision-making in the field of MSP. A wide range of pan-Baltic research programmes and projects contribute to the development of guidelines and good practices on MSP as well as related data generation and/or modelling exercises. Already by now, but more notably some of those will be financed under the umbrella of the BONUS programme (see below). In terms of data collection and management, the Baltic Sea Hydrographic Commission, the ICES Data Centre as well as the HELCOM secretariat are important players, which provide extensive marine datasets to MSP stakeholders and the general public. Nevertheless neither an overall research strategy nor a coherent data framework & structure exists so far for MSP development around the Baltic Sea.

A.7. Transnational financing mechanisms

Resources devoted to MSP processes at national / regional level vary substantially. Most of the transnational processes have so far been financed on a project basis rather than the (limited) regular budgets of the transnational organisations mentioned above. In all cases funding for projects is decided on a competitive basis based on independent expert evaluations. Projects are of course limited in their duration (18-36 months) and depending on each programme are limited to certain type and number of organisations and/or countries (i.e. often excluding private entities / non-EU countries).

The role played by some of these projects in developing MSP throughout the Baltic Sea Region can, however, not be overestimated. Projects like BaltCoast, PlanCoast, BaltSeaPlan and PlanBothnia have provided major input to actual MSP processes in the form of guidelines & recommendations developed on the basis of a range of pilot projects. On top, by drawing in experts and stakeholders across the whole knowledge triangle in intensive continuous joint working processes over a course of two to three years, they have created an important Baltic Sea Region MSP "community".

A.7.1. BSR Programme

One of the main mechanisms for funding transnational spatial development projects within the Baltic Sea Region has since 2001 been the so-called EU INTERREG programme, which is about to enter into its fifth phase. VASAB has in fact been one of the main contributors to the design of the operational programmes of Baltic Sea Region relevant tranches of the INTERREG IIC, INTERREG IIIB (2001-2007) as well as the subsequent Baltic Sea Region Programme (2007-2013).

In fact a whole, coherent string of projects, i.e. BaltCoast (3 mio €) – PlanCoast (3 mio €) – BaltSeaPlan (3.7 mio €) – PartiSEApate (1.1 mio €), has received substantial co-funding (75-85%) via this EU programme. On top the project "East-West Window" (0.5 mio €) was also financed via the specific funding line open for projects with Russian and Belarus partners between 2005-2007.

With the exception of the now still running PartiSEApate project, the VASAB secretariat was, however, not an active member to these projects nor did it provide active support to their set up or implementation. Each of the projects were mainly initiated and also co-funded by the respective member state bodies responsible for MSP (esp. Germany / Poland). Nevertheless VASAB was crucial in taking up policy recommendations developed within these projects.

Also in the current draft of the operational programme for the new upcoming BSR Programme (2014-2020), Maritime Spatial Planning is mentioned under the specific objective 2.4. as a key instrument to enable "resource efficient blue growth" with examples of actions including:

* Developing and testing integrated management plans on marine environment in sea sub-basins using maritime policy tools
* Testing models to exchange know-how and establish common standards concerning ecosystem services and harmonisation of maritime spatial plans across the borders.

In addition – as mentioned before – the new BSR Programme includes under the new objective 4.2 "Coordination of macro-regional cooperation" a funding line, which is specifically dedicated to additional costs for selected activities by Priority Areas / Horizontal Action Coordinators. The overall funding dedicated to this suggests, however, a maximum of around 300.000 € for the whole period between 2016 – 2020 for each of the EUSBSR Coordinators.

MSP Governance Report

Figure 10: MSP projects and related policy developments
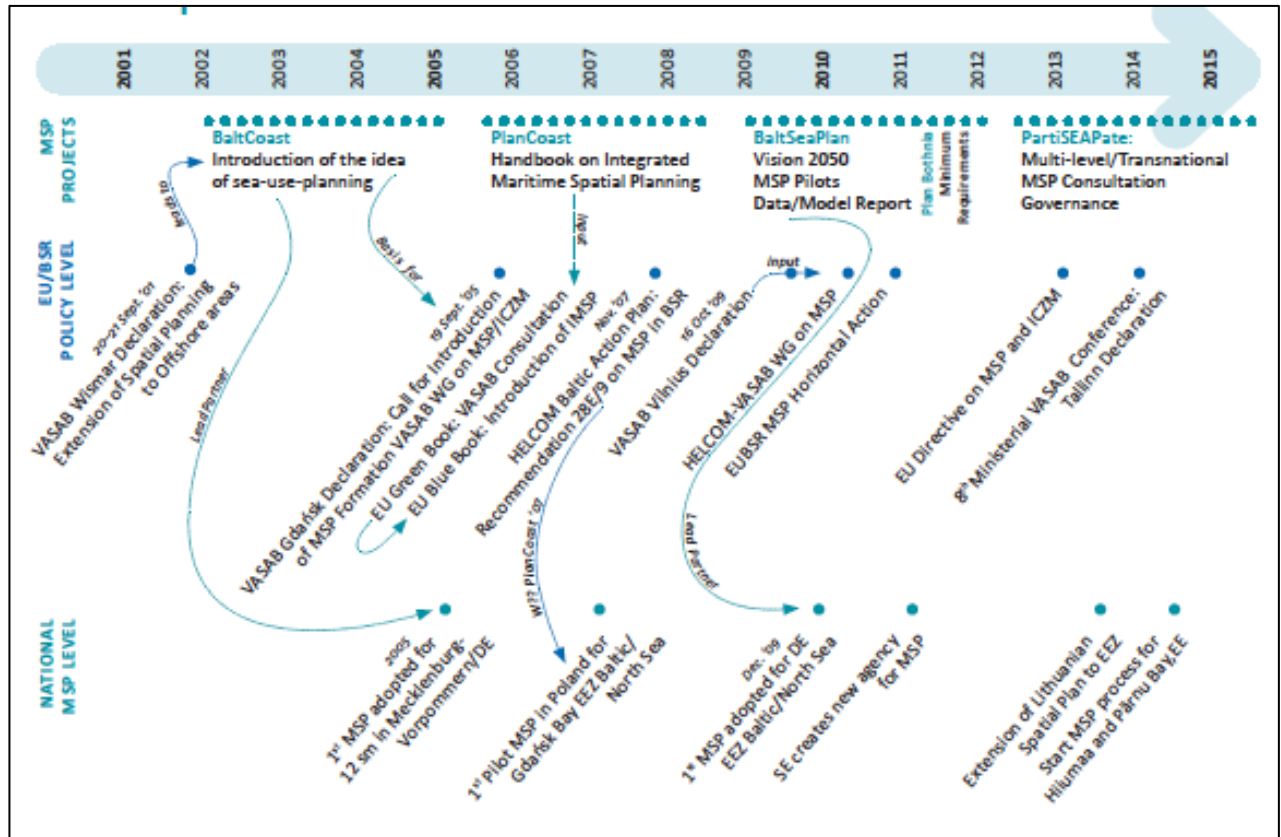
A.7.2. BONUS

The Joint Baltic Sea Programme "BONUS" is a newly established research and development programme to protect the Baltic Sea undertaken by several EU Member States under a mandate endorsed by the European Council and the European Parliament. It has a budget of EUR 100 million for the years 2010-2017 and is legally managed by the BONUS Secretariat (EEIG), based in Helsinki.

BONUS is a unique model case for the development of science-based management of the European regional seas. The programme shall bring together marine, maritime, economical and societal research communities to address the major challenges faced by the Baltic Sea region. It is designed to support European, regional and national coastal and marine environmental policies and plans, in particular HELCOM's Baltic Sea Action Plan. A fundamental aspect of BONUS is its inclusive approach towards relevant stakeholders to develop and shape its integrated strategic research agenda and exploit its outcomes.

BONUS allows for strategic combinations of EU and national funding to address specific macro-regional challenges. It builds on the ERA-NET and BONUS+ programmes to combine research related to the Baltic Sea system into a joint, durable, interdisciplinary and focused multinational programme.

The programme has so far engaged over 100 research institutes and universities in nine Baltic Sea countries.

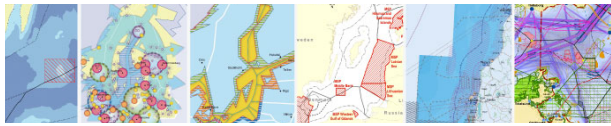Figure 11: BONUS programme governance and management structure (from BONUS website)
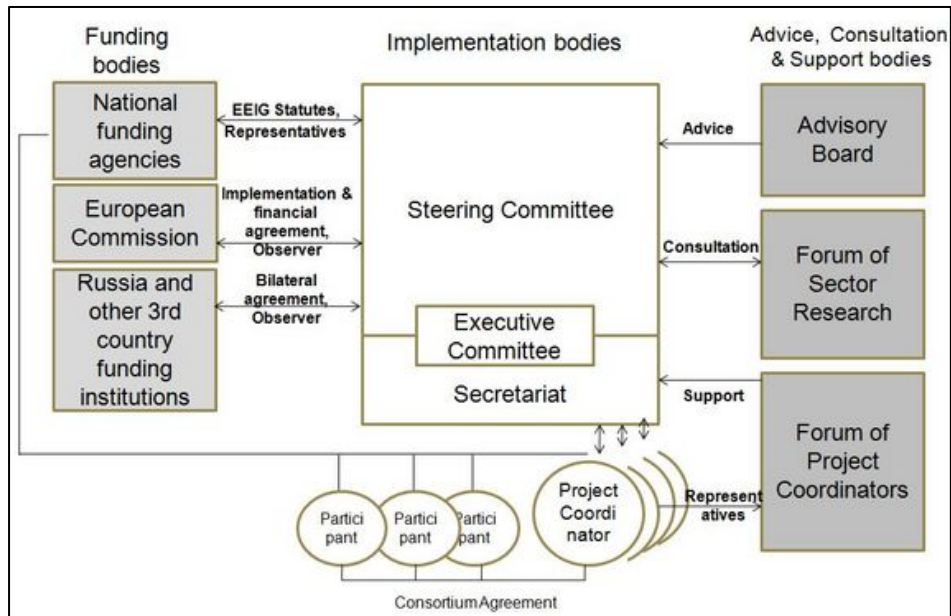
Whereas marine and maritime issues are in general in focus of the BONUS Programme, maritime spatial planning has been addressed in particular in the most recent BONUS call 2014 "sustainable ecosystem services" under the Theme 4.3. "MSP from local to Baltic Sea region scale". According to the latest BONUS newsletter eight research consortia have applied for this theme with one being expected to receive funding of approximately 2 mio € for the period between 2015-2018.

A.7.4. DG MARE Transnational MSP Pilot Projects

In order to support the process of transnational MSP development, DG Mare has so far also directly funded one pilot action each within the Baltic Sea (Plan Bothnia 2010-2012), North Sea (MASPMOSE 2010-2012), Atlantic & Celtic Sea (TPEA 2012-2014) and the Adriatic Sea (AdriPlan 2013-2015). Budgets made available for these initiatives vary between 300.000 € and 1 mio € per project. They are given in form of a grant, but nevertheless also require some co-finance from the participating institutions. The duration is limited to 18 month only, which substantially limits the scope of possible activities in these projects.

As mentioned above the "Plan Bothnia project" coordinated by the HELCOM secretariat was so far the only Baltic Sea project financed under this scheme. It is, however, expected that a new call for proposals will be issued over the course of 2015 by DG Mare.

MSP Governance Report

A.7.5. European Maritime and Fisheries Fund (2014-2020)

It should be highlighted that in addition to the above mentioned specific programmes, also the newly designed EMFF provides opportunities to support the implementation of Maritime Spatial Planning including sea-basin and cross-border cooperation networks and approaches.

A.8. European Directives relevant to MSP

- Directive 2009/28/EC on the promotion of the use of energy from renewable sources –
  - which requires that the share of energy from renewable sources in gross final consumption of energy in 2020 is at least 20% and which identifies coordination of authorisation, certification and planning procedures, including spatial planning as an important contribution to achievement of the EU's renewable energy targets
- Decision 884/2004/EC on Community guidelines for the development of the trans-European transport network,
  - which requires that the trans-European transport network shall be established by 2020 by integrating Europe's land, sea and air transport infrastructure networks
- Council Regulation 2371/2002 on the conservation and sustainable exploitation of fisheries resources under the Common Fisheries Policy
- Natura 2000: Directive 2009/147/EC on the conservation of wild birds and the Council Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora;
  - When maritime spatial plans include Natura 2000 sites, such an environmental assessment can be combined with the requirements of Article 6 of Directive 92/43/EC, to avoid duplication
- Directive 2000/60/EC establishing a framework for Community action in the field of water policy (Water Framework Directive)
- Directive 2008/56/EC establishing a framework for community action in the field of marine environmental policy (Marine Framework Strategy Directive),
  - which requires that Member States shall take the necessary measures to achieve or maintain good environmental status in the marine environment by 2020 and which identify maritime spatial planning as a tool to support the ecosystem-based approach to the management of human activities in order to achieve good environmental status.

The MSP Directive also refers to the following EU policy papers:

- the EU Biodiversity Strategy for 2020
- the Roadmap towards a Resource Efficient Europe
- the EU Strategy on Adaptation to Climate Change
- the Strategic goals and recommendations for the EU's maritime transport policy until 2018
- those of the EU Regional Policy, including the sea-basin and macro-regional strategies.

A.9. Overview on institutions dealing with MSP or affected by MSP activities

1. General				
Organisation/Project	Sector	Secretariat/Staff	Structure/Membership	MSP-related Activities
HELCOM	Gvt	Helsinki · 13 core staff · 12 project staff	· HELCOM Ministerial Meetings of 10 contracting parties (8 Baltic EU Member States, EU and Russia) · 2-year rotating presidency · Various levels: Helsinki Commission, Heads of Delegation, 6 main groups (see Shipping and Environment), 3 forums/working groups (including HELCOM-VASAB MSP WG)	· Adoption of Ministerial Declarations (e.g. "Regional Baltic Maritime Spatial Planning Roadmap 2013-2020") · MSP issues addressed within Habitat and Maritime groups (see Shipping and Environment)
VASAB	Gvt	Riga (until June 2015) · 4 staff	· 11 member countries: 8 Baltic EU countries plus Norway, Belarus and Russia · 7 VASAB Ministerial Conferences since 1992 (last in 2009, next in September 2014) · Steered by Committee on Spatial Planning and Development (CSPD/BSR), 1-year rotating chairmanship	· Long Term Perspective for the Baltic Sea Region (LTP) envisages integrated land and sea space planning in 2030 · Partner in a number of key MSP projects (BaltCoast, PlanCoast, Plan Bothnia, BALANCE, BaltSeaPlan, PartiSEApate, etc.)
HELCOM-VASAB MSP Working Group	Gvt	Co-chairs: · Finnish Transport Safety Agency in Helsinki · Maritime Office in Gdynia	· Steering Committee for EUSBSR Horizontal Action Spatial Planning · Members: HELCOM/VASAB secretariats, relevant ministries/agencies from 10 HELCOM contracting parties	· Follows, examines and makes use of the outcomes of relevant MSP projects (e.g. Plan Bothnia, BaltSeaPlan and PartiSEApate)
CBSS	Gvt	Stockholm · 22 staff	· 12 member states: 8 Baltic EU countries plus EC, Iceland, Norway, and Russia · 1-year rotating presidency · Committee of Senior Officials (CSO): high ranking representatives of the Foreign Ministries of 11 CBSS Member States and the European Commission · 6 expert groups (incl. Maritime Policy, see Shipping) and a taskforce	· CBSS Expert Group on Maritime Policy (see Shipping)

MSP Governance Report

Nordic Council of Ministers	Gvt	Copenhagen · Sec. to Nordic Council of Ministers 117 staff · Nordic Council Sec. 19 staff	· Ministers from Denmark, Finland, Iceland, Norway and Sweden (rotating presidency), together with Greenland, the Faroe Islands and Åland · Annual meeting of Prime Ministers, 10 further constellations of policy councils of Ministers	· Marine Group (HAV) priorities for 2014 include "marine spatial planning and coastal management"
International Maritime Organization (IMO)	Internatio nal org.		· Specialised UN agency, global standard-setting authority for the safety, security and environmental performance of international shipping · HELCOM has observer status via cooperation agreement	· Develops and implements global standards in maritime traffic management and the development of maritime infrastructure to provide the institutional framework necessary for a green and sustainable global maritime transportation system
Baltic Sea Hydrographic Commission (BSHC)	Internatio nal org.	Helsinki	· Part of the International Hydrographic Organisation (IHO) since 1983 · Representatives of maritime authorities from Denmark, Estonia, Finland, Germany, Latvia, Poland, Russian Federation, Sweden, as well as Lithuania as associate member	· Promotes technical co-operation in the domain of hydrographic surveying, marine cartography and nautical information among the neighboring countries of the Baltic Sea region
BSSSC	Regions/ cities	Helsinki-Uusimaa Region (rotating Chairperson and host institution)	· Regional authorities of the 10 Baltic Sea littoral states: 8 EU states plus Norway and Russia (close cooperation with CBSS) · Annual Conference in host region, open to local/state/EU representatives, NGOs and others · BSSSC Board sets priorities and political activities at the end of each year · National platforms coordinate BSSSC activities among regional and local governments	· MSP "topical issue" for 2013-14 Finnish Chairmanship
CPMR Baltic Sea Commission	Regions/ cities	BSC Exec. Sec. in Helsinki (CPMR Sec. in Rennes and Brussels)	· Members: 24 regions in seven countries around the Baltic Sea, incl. most Baltic Sea Islands (around 15 million inhabitants in total) · Chaired by Councillor of Norrbotten County Council (Sweden) · Working groups include: Multi-level Governance, Maritime Issues, Renewable Energies (see Energy) and Transport (see Shipping)	· Maritime Issues Working Group closely monitors EU Directive on MSP · Multi-Level Governance Working Group held policy workshop on "Multi-level governance in the implementation of the EUSBSR" (June 2013, Stokholm) · Renewable Energies (see Energy) and Transport (see Shipping) working groups also active on MSP

72

Organisation/Project	Sector	Location	Structure/Membership	MSP Activities
Union of the Baltic Cities (UBC)	Regions/ cities	Gdansk · 4 staff Turku · 16-20 staff (see Environment)	· Represents over 100 member cities from 10 countries surrounding the Baltic Sea · Activities run by 13 commissions: business, culture, education, energy, environment (see Environment), gender equality, health and social affairs, local safety, sport, tourism, transportation, urban planning, youth issues	· Commission on Urban Planning works on land-sea integration of spatial planning · Blue Growth Conference in October 2013
Euroregion Baltic	Regions/ cities	International Secretariat in Vǻxjö 9 Regional Secretariats	· Union of eight regions of Denmark, Lithuania, Poland, Russia and Sweden (southeast Baltic Sea)	· Active monitoring of EUSBSR and EU directive on MSP
Baltic Development Forum	Private/ industry	Copenhagen	· Network organisation of large companies, major cities, institutional investors and business associations in the Baltic Sea Region	· Blue Growth Conference October 2013
SUBMARINER Network	Private/ industry	Berlin	· Members from regional government, research, technology clusters (developed from EUSBSR flagship project) · Part of EUSBSR Priority Area Innovation	· Members active in various MSP projects in the BSR (BaltSeaPlan, PartiSEApate, etc.)
ICES	Acad./ Research	Copenhagen	· Global network of scientists on ocean sustainability (historical focus on fishing) · Over 4000 scientists from almost 300 institutes	· Published 2012 Report by Study Group on Spatial Analyses for the Baltic Sea (SGSPATIAL)
2. Fisheries				
Organisation/Project	Sector	Location	Structure/Membership	MSP Activities
BALTFISH Forum	Gvt	Rotating chair	· Fisheries forum of the EUSBSR o High Level Group (HLG): fisheries directors of the Baltic Sea member states and director of Baltic Sea fisheries at the Commission o Baltfish Forum Seminar: open to NGOs, industry and scientific community representatives (one or two meetings per year)	
HELCOM FISH/ENV FORUM	Gvt	Meetings organised by HELCOM Secretariat based in Helsinki	· Representatives from both fisheries management and environmental / nature protection authorities from the HELCOM Contracting Parties and Observers	· Promotes cross-sectoral integration of environmental and fisheries policies

Organisation/Project	Sector	Location	Structure/Membership	MSP Activities
Baltic Sea Regional Advisory Council (BS RAC)	Private/ industry	Copenhagen	· Representatives from the fishing sector and other interest groups (NGOs, consumers, etc.)	· BS RAC Workshop on Spatial Planning in Tallinn, February 2009
Fisheries Secretariat (FISH)	NGO	Stockholm	· Helsinki-based NGO promoting sustainable fisheries in Europe with a strong focus on the Baltic Sea	· Monitors MSP activities and workshops (e.g. March 2013 workshop in Region Skåne)
DISPLACE (EU Project)	Acad./ Research	Copenhagen (DTU-Aqua, Charlottenlund)	· Coordinated by DTU-Aqua together with European partners	· Models of spatial interactions between fishery and stock dynamics to inform broader spatial planning
3. Shipping				
Organisation/Project	Sector	Location	Structure/Membership	MSP Activities
HELCOM Maritime	Gvt	Helsinki	· Maritime Group of HELCOM, currently chaired by Swedish Transport Agency · Responsible for prevention of pollution from ships/compliance of shipping industry	
HELCOM Baltic Sea Region e-Navigation Forum	Gvt	Helsinki (HELCOM Secretariat), initially Chaired by Danish Maritime Authority	· Experts from maritime authorities from Denmark, Finland, Sweden, Poland, Estonia, Latvia and Norway · Other administrations, organisations and relevant individuals may be admitted to the forum by invitation	· Offers guidance to national maritime authorities (and other stakeholders) on the implementation of e-Navigation (as defined by the International Maritime Organisation) in the Baltic Sea Region · Promotes the continuous implementation and use of e-Navigation test beds in the region to fulfil the vision outlined in the EUSBSR of the BSR as a pilot region for e-Navigation
CBSS Expert Group on Maritime Policy (EGMP)	Gvt	Rotating Presidency (currently Finland) Secretariat in Stockholm	· CBSS Expert Group on Maritime Policy · 3 regular meetings in 2012-13 during Russian chairmanship (Ministry of Transport of the Russian Federation) · 2012-13 focus: maritime traffic management and surveillance, international conventions on ship pollution prevention (MARPOL, BWM)	

MSP Governance Report

Organisation/Project	Sector	Location	Structure/Membership	MSP Activities
Steering Committee for the EUSBSR Priority Area on Clean Shipping	Gvt	Copenhagen	· Priority Area Coordinator: Danish Maritime Authority (founding meeting in Copenhagen in October 2014) · On the model of SC for PA Maritime Safety and Security (created in 2010, coordinated by Finnish Transport Safety Agency)	
Baltic and International Maritime Council (BIMCO)	Private/ industry	Copenhagen	· Largest international shipping association representing shipowners · Members in more than 120 countries control around 65 percent of the world's tonnage	· Promotes the development and application of global regulatory instruments
European Community Shipowners' Associations (ECSA)	Private/ industry	Brussels	· Trade association representing national shipowners' associations of the EU and Norway · Largest international shipping association representing shipowners (close to 99% of the EEA fleet, about 20% of the world fleet)	
Interferry	Private/ industry	Brussels	· Shipping association representing the ferry industry worldwide · 225 members (representing approximately 600 individuals) from 38 countries · Consultative Status at the International Maritime Organization and Observer Status at the European Community Shipowners' Associations	· Represents the ferry industry regarding regulatory matters
CPMR Baltic Sea Commission – Transport Working Group	Regions/ cities	BSC Exec. Sec. in Helsinki (CPMR Sec. in Rennes and Brussels)	· 2013 chair: Executive County Leader of Nordland County Council · Policy monitoring for CPRM-BSC members on transport issues · Links up with CPMR-BSC Maritime Issues Working Group (see General)	
4. Port				
Organisation/Project	Sector	Location	Structure/Membership	MSP Activities

MSP Governance Report

Organisation/Project	Sector	Location	Structure/Membership	MSP Activities
Baltic Ports Organization	Private/ industry	Established in Tallinn Secretariat in Gdynia	· Represents the interests of Baltic Sea ports towards EU institutions and other relevant organisations · Observer status at HELCOM · BPO Environmental Working Group follows regulatory developments that affect the port business	
5. Environment				
Organisation/Project	Sector	Location	Structure/Membership	MSP Activities
HELCOM Habitat	Gvt	Helsinki	· Nature Protection and Biodiversity Group of HELCOM, currently chaired by Polish Ministry of Agriculture and Rural Development · Experts from relevant Ministries of HELCOM countries (see General)	
Union of the Baltic Cities (UBC) - Commission on Environment (EnvCom)	Regions/ cities	Environment and Sustainable Development Secretariat in Turku	· Represents over 100 member cities from 10 countries surrounding the Baltic Sea · 16-20 full-time professionals · Involved in EUSBSR flagship projects (PURE, PRESTO, INNOSHIP) and INTERREG IV (SmartComp)	
Baltic Environmental Forum (BEF)	NGO	Hamburg	· Country offices in Estonia, Germany, Latvia, Lithuania and Russia	
Coalition Clean Baltic	NGO	Helsinki	· NGO network founded in 1990 · 22 Member organisations from 11 countries in the Baltic Sea Region (half a million combined members) · Signatory of "Joint NGO position paper on Maritime Spatial Planning" in May 2011	
6. Energy				
Organisation/Project	Sector	Location	Structure/Membership	MSP Activities

Organisation/Project	Sector	Location	Structure/Membership	MSP Activities
BASREC	Gvt	Ministerial contact points in Estonia, Finland and Russia (Executive Committee)	· Founded in 1998 by the ministers for energy of the region and the EC · Meetings of energy ministers define fields of activity for energy cooperation · Group of Senior Energy Officials (GSEO) implement decisions and recommendations made by energy ministers	· Considers MSP in the context of offshore wind power deployment (high potential for BSR renewables)
CPMR Baltic Sea Commission – Renewable Energy Working Group	Regions/cities	BSC Exec. Sec. in Helsinki (CPMR Sec. in Rennes and Brussels)	· Launched in 2012 by Region Västerbotten with Österbottens förbund (Finland), Mecklenburg-Vorpommern (Germany) and County of Norrbotten (Sweden) · Initial focus on support schemes for RES	
European Wind Energy Association (EWEA)	Private/industry	Brussels	· 600 members from almost 60 countries (world's largest wind energy network)	· Analyses, formulates and establishes policy positions for the wind industry on key issues, cooperating with industry and research institutions on a number of market development and technology research projects
ENTSO-E - Baltic Sea Regional Group	Private/industry	Brussels (regional meetings in Stockholm and Copenhagen)	· Responsible for integration and development of European electricity grid · Baltic Sea one of 6 regional groups in the Ten-Year Network Development Plan (TYNDP) · ENTSO-E Baltic Sea Regional Stakeholder Workshop in April 2013	· NordBalt project: High Voltage submarine cable to connect Swedish and Lithuanian grid
7. Aquaculture				
Organisation/Project	Sector	Location	Structure/Membership	MSP Activities
BALTFISH Forum (see Fisheries)	Gvt	Rotating chair	· Fisheries forum of the EUSBSR, also responsible for aquaculture	· Contribution to the development of AQUABEST
AQUABEST (EU project)	Acad./Research	Jyväskylä (Coordinator: Finnish Game and Fisheries Research Institute)	· 14 partners from 8 countries · Final conference in February 2014, follow-up on results	· Production of "Spatial plan manual for aquaculture" to develop sustainable offshore/remote aquaculture

MSP Governance Report

Organisation/Project	Sector	Location	Structure/Membership	MSP Activities
AQUAFIMA (EU Project)	Acad./ Research	Leezen (Coordinator: Landgesellschaft Mecklenburg-Vorpommern)	· 12 project partners from Denmark, Norway, Poland, Latvia, Lithuania, Estonia and Germany · Final conference in February 2014, follow-up on results	· Case studies on new management options for lagoon areas · Manual on infrastructure and planning needs for new aquaculture facilities · Guide of good practices to utilise fisheries and aquaculture for regional development and tourism
8. Cultural heritage				
Organisation/Project	Sector	Location	Structure/Membership	MSP Activities
CBSS - Baltic Sea Monitoring Group on Heritage Cooperation	Gvt	Permanent Secretariat of CBSS in Stockholm	· Sub-group relevant for MSP: Underwater Heritage (one of four) · Members: ministries, national heritage foundations, museums	· 2006 Rutilus project identified the 100 most valuable sites of underwater cultural heritage (funded by Norden) · 2008 Code of Good Practice for the Management of the Underwater Cultural Heritage in the Baltic Sea Region (COPUCH)
9. Climate change				
Organisation/Project	Sector	Location	Structure/Membership	MSP Activities
CBSS-Baltic 21	Gvt	Permanent Secretariat of CBSS in Stockholm	· EUSBSR Horizontal Action Leader for Sustainable Development	· Pan-Baltic Climate Change Round Table, May 2014 in Stockholm · Follow-up on results of BaltAdapt project
Baltic Earth	Acad./ Research	International BALTEX Secretariat in Helmholtz-Zentrum, Geesthacht (Germany)	· Follow-up programme to BALTEX (Baltic Sea Experiment, 1992-2012)	· Production of BALTEX Assessment of Climate Change for the Baltic Sea Basin (BACC)
10. Research				
Organisation/Project	Sector	Location	Structure/Membership	MSP Activities

MSP Governance Report

| Organisation/Project	Sector	Location	Structure/Membership	MSP Activities
Joint Baltic Sea Research and Development Programme (BONUS)	Acad./ Research	Helsinki	· EU research and development programme to protect the Baltic Sea · €100m for the period 2010-2017	· MSP part of 2014 objectives: o Develop models for analyses of cumulative benefits and trade-offs of different marine ecosystem services o Fulfil specific tasks of research in support of maritime spatial planning o Assess the potential overall impact of maritime spatial planning on sustainability of the Baltic Sea ecosystem services
World Maritime University (WMU)	Acad./ Research	Malmö	· Postgraduate maritime university founded by the International Maritime Organization (IMO)	
Baltic University Programme (BUP)	Acad./ Research	Uppsala Centre for Sustainable Development	· Network of about 225 universities and other institutes of higher learning throughout the Baltic Sea region	· Maritime Spatial Planning Course for planning professionals from the Baltic Sea Region (September/October 2013)
Baltic Maritime Science Park (BMSP)	Acad./ Research	Blekinge Institute of Technology, Karlskrona	· Flagship project of EUSBSR (PA Safe) · 5 founding organisations, growing partners network	· MSP Course in the Baltic Sea with Blekinge Institute of Technology
NORDREGIO – Nordic Centre for Spatial Development	Acad./ Research	Stockholm	· International Nordic research institute in the broad field of regional studies	· Produces informed and relevant material for decision-makers at the international, national and regional levels · Involved in PLAN BOTHNIA (2011-12)
11. Data				
Organisation/Project	Sector	Location	Structure/Membership	MSP Activities
Baltic Sea Hydrographic Commission (BSHC, see General)	International org.	Helsinki	· Part of the International Hydrographic Organisation (IHO) since 1983	· Development of Baltic Sea Bathymetry Database: official bathymetry data for all Baltic Sea countries, including topography of the Baltic Sea sea floor · Data can be downloaded and used for free
ICES DATA Centre	Acad./ Research	Copenhagen	· DATA center of the ICES (see General)	· Manages a number of large dataset collections related to the marine environment

B: PartiSEApate methods and empirical results

B.1. Stakeholder workshops

During the course of the year 2013, a series of stakeholder-specific workshops were organised as part of PartiSEApate to discuss current issues in MSP as well as conflicts and potential synergies with other sectors and marine uses. The nine workshop topics were: Aquaculture, Offshore wind, Environment / Nature protection, Shipping / Port Development, Underwater cultural heritage, Fishery, Climate change, Research and Data Networks. All participants were asked to fill out a questionnnaire with questions relating to MSP as well as their own background.

Figure 12: PartiSEApate stakeholder workshops survey – profile of respondents
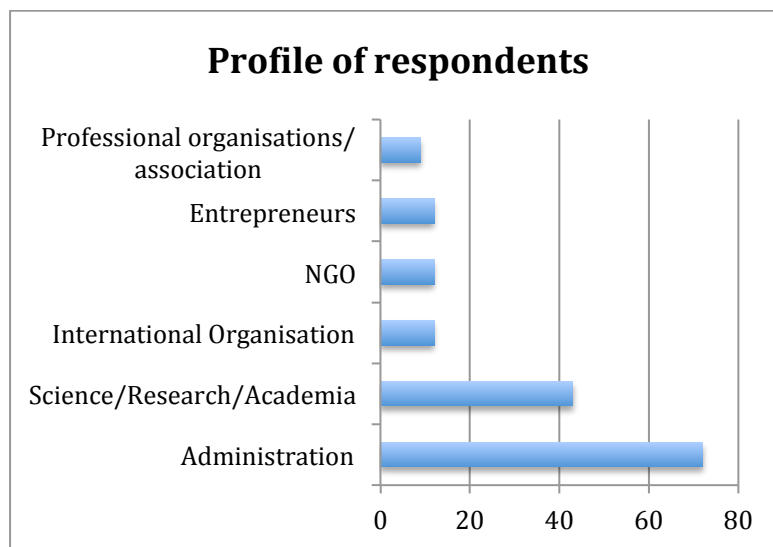
The majority of the 160 respondents were employees of national, regional or local administrations, followed by representatives from science and research. The number of industry representatives (entrepreneurs and professional organisations) was comparably small.

MSP Governance Report

Figure 13: PartiSEApate stakeholder workshops survey - importance attributed to MSP objectives

Importance attributed to MSP objectives
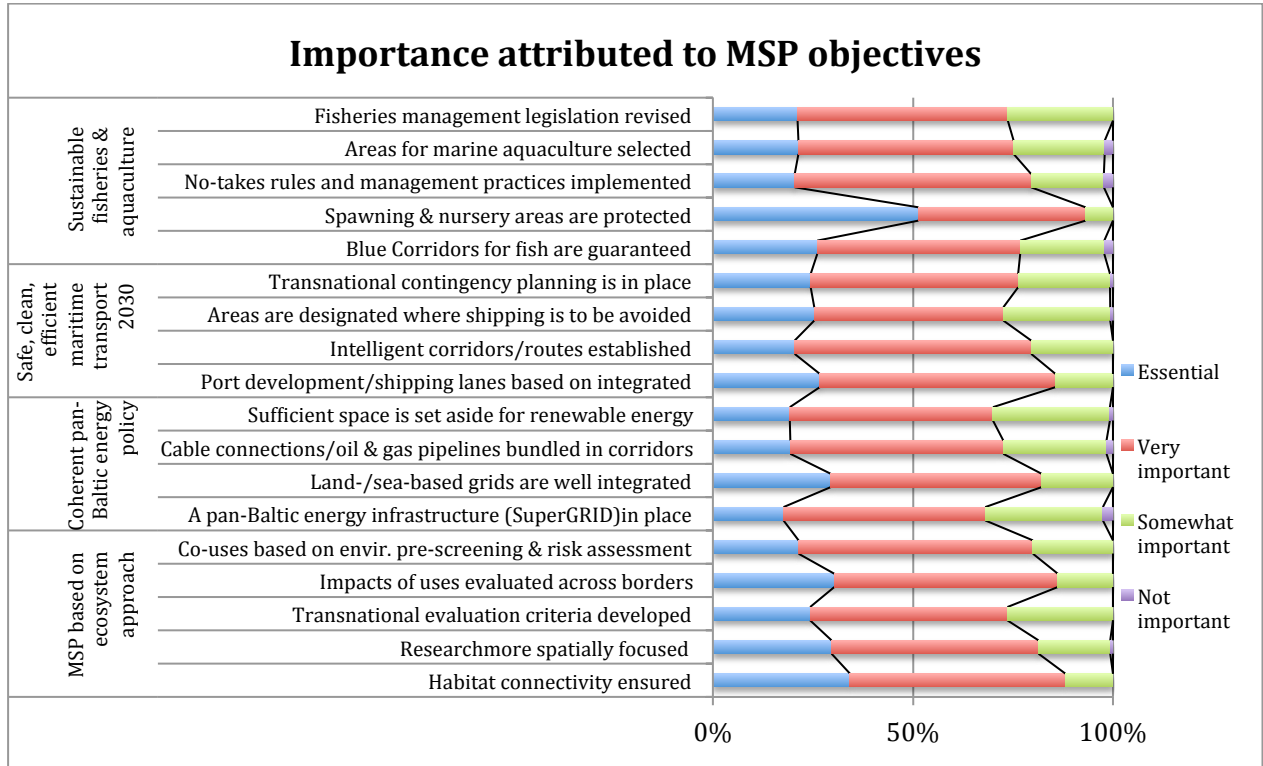
Generally, workshop participants attribute considerable importance to the objectives of MSP as given by the BaltSeaPlan Vision 2030. Especially, environmentally related objectives have received high importance scores. Among these, the protection of spawning and nursery areas is deemed as essential or very important by 85% of respondents.

Already during these workshops participants were asked to what extend they would be interested in pursuing a dialogue on MSP and at which level this dialogue should take place. Answers showed that there is a general interest of sector representatives to participate in MSP discussion, esp. among aquaculture and data representatives.

MSP Governance Report

Figure 14: PartiSEApate stakeholder workshops survey – interest in participation in MSP discussions in the future

Interest in participation in MSP discussions in the future [%]

Legend:
- Local discussions
- Regional discussions
- National discussions
- Cross-border discussions
- Transnational discussions

Categories: ALL, Aquaculture, Offshore energy, Nature, Shipping, UCH, Fishery, Climate change, Research, Data
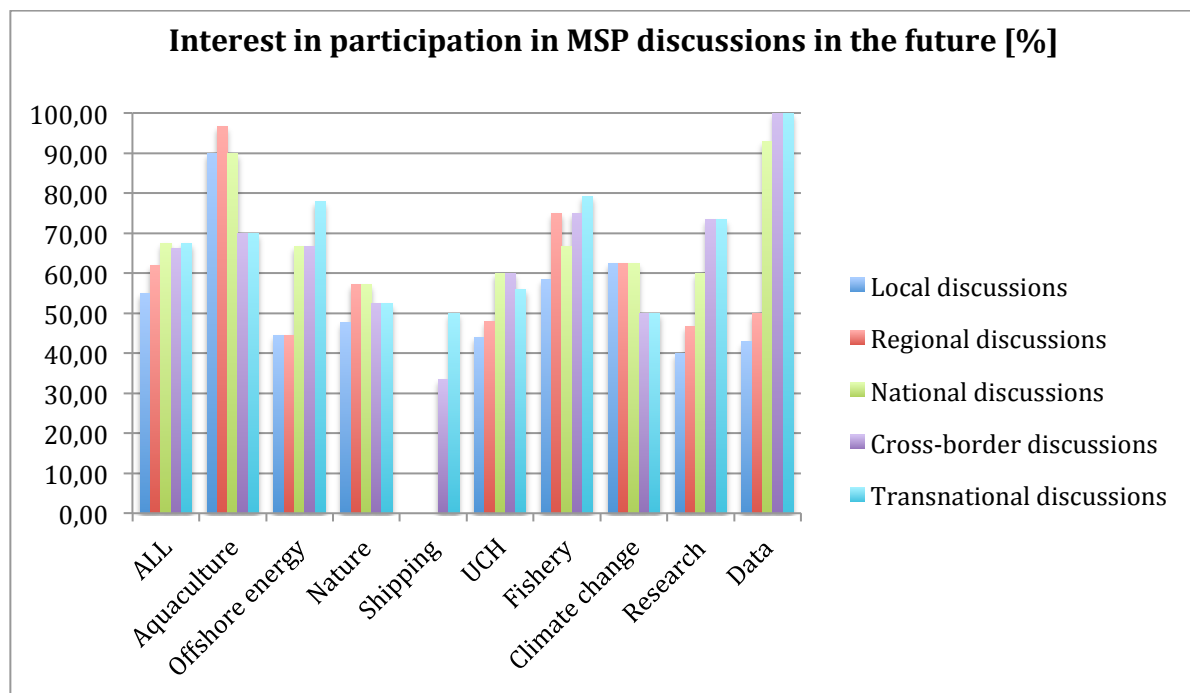
B.2. Questionnaire survey

Building on the results obtained from the workshops, a comprehensive questionnaire survey was carried out among selected sector and governance representatives. In the case of the sector representatives, the questionnaire focused on expectations of transboundary MSP, existing transboundary cooperation within the sector, expectations of a pan-Baltic MSP dialogue, barriers to a pan-Baltic MSP dialogue, the forms and structures such a dialogue should ideally take, and the role of existing pan-Baltic organisations in organising such a dialogue. The questionnaire also asked about previous experiences with cross-border MSP. Interviews were conducted per telephone in the period February to April 2014. A similar questionnaire was used for telephone interviews with selected governance representatives, including the members of the HELCOM-VASAB MSP working group and planners from each Baltic state. Rather than cross-border cooperation, the questionnaire here had a specific additional focus on the role of the HELCOM-VASAB MSP working group and related policy.

Profile of respondents

A total of 59 individuals were interviewed, of which 33 were sectors representatives and 26 governance representatives. Sector representatives were rather evenly distributed across the Baltic states, with five each from Germany, Sweden and Latvia, four from Lithuania and three each from Denmark, Poland and international organisations. In terms of sector distribution, shipping and fishery were the most represented with eight and ten respondents respectively, while the environment came third with six respondents and four of the five remaining sectors had four each (see Graph 2). Governance representatives had a slightly different geographical distribution with Germany (five),

MSP Governance Report

Finland and Estonia (four) being the most represented states (see Graph 3). Poland, Sweden and Latvia each had three respondents who took part in the survey.

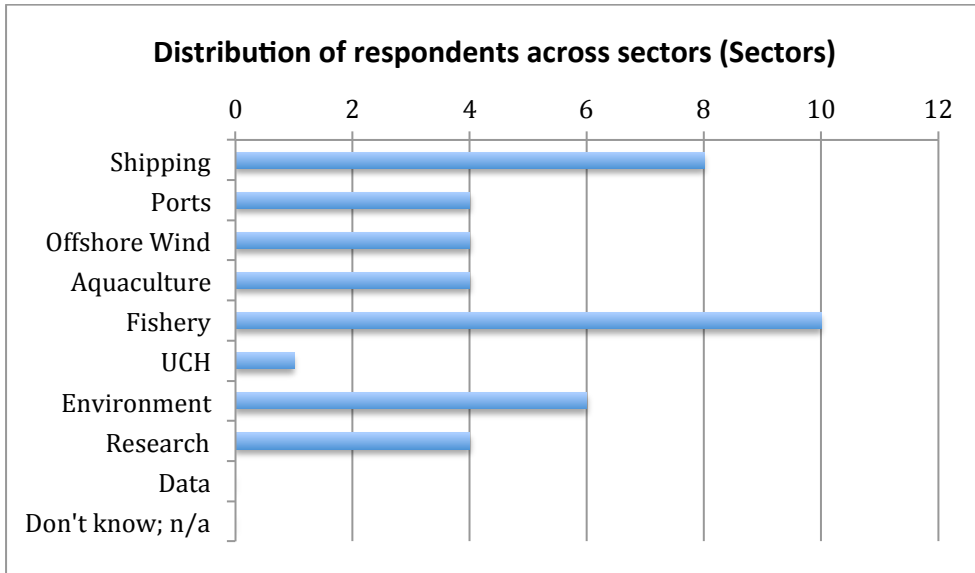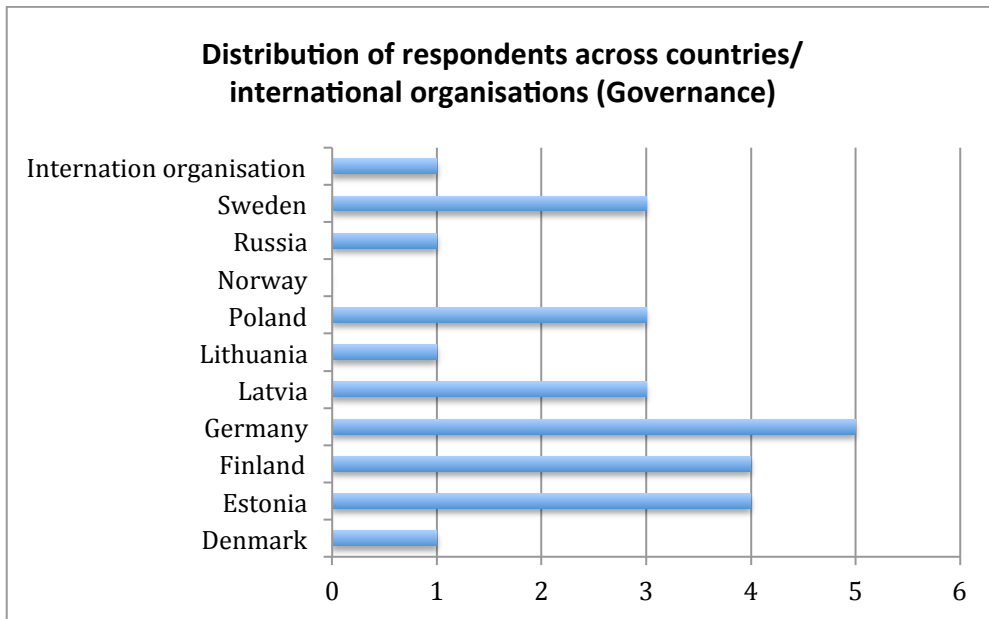Figure 15: Questionnaire survey – distribution of respondents across sectors (Sectors)

Figure 16: Questionnaire survey – distribution of respondents across countries/international organisations (Governance)

B.3. Questionnaire results: Views on MSP generally

Sector representatives were asked to give their views on the relevance of MSP for their sector. Overall, 30 out of 33 respondents considered MSP to be "relevant" or "highly relevant", with 20 considering MSP "highly relevant". In terms of individual sectors, all of the respondents considered MSP highly relevant, while shipping had the widest range of answers with three "highly relevant", four "relevant", one "somewhat relevant" and the only respondent to pick "not at all relevant". For the majority of sector representatives, relevance goes hand in hand with perceiving MSP as an opportunity. They mostly regard it as a framework for a consenting process, a tool for balancing and coordinating activities, and a way of achieving better business decisions. MSP is seen as a tool that can potentially create more fairness and also trigger more debate within the sector. At the same time, there was a general view that MSP needed to be done "right" and above all communicated well. Some also saw MSP as potentially costly and restrictive, or a purely nature conservation-driven tool. This emphasizes the need to better communicate MSP to the sectors, especially with respect to the purpose of MSP, the participative nature of MSP and the implications of MSP for the sectors.

Governance representatives describe the added value of MSP in terms of achieving environmental objectives in conjunction with socio-economic objectives (e.g. an ecosystem approach to management, sustainable development). Most acknowledge that the Baltic Sea needs to be regarded as a whole and that planning and management need a perspective that goes beyond national borders. A key benefit of MSP is thus the possibility of achieving greater coherence and greater predictability in how the sea is used. In the view of respondents, this requires better information about the sea and sea uses, greater cooperation between countries, a common understanding of MSP and the development of a comprehensive perspective of the sea. Added value of MSP is also seen in developing common framework conditions and joint visions, a strategic perspective, and a roadmap together with goals, concrete steps and deadlines.

Governance representatives were asked to list their medium- and long-term expectations of MSP. Results show a cautiously optimistic picture for both. In the immediate future (up to 2020), most respondents expect relatively slow progress with MSP and strong focus on the national rather than the pan-Baltic level. Given the context of the new EU MSP Directive there is a relatively pragmatic need to first establish national MSP processes, structures and routines and to utilize limited resources within the MS at first. During this initial phase, respondents expect that more sectoral involvement in MSP will be generated at the national level, that a clearer picture will emerge of how sea space is used, that more will be learned about cumulative impacts of uses, and that progress will be made with national plans as MSP becomes more established as a tool. In the longer term, governance representatives also expect some transboundary projects and sharing of good practice, improved consultation between countries, and a joint discussion forum with different actors and authorities. Some also mention the possibility of a truly pan-Baltic planning exercise, especially on linear infrastructure. MSP governance in the BSR region should therefore differentiate between an initial nationally focused and a later more international stage.

MSP Governance Report

B.4. Pan-Baltic Cooperation

B.4.1. The need for a pan-Baltic MSP dialogue

The two sets of respondents (governance and sector) expressed overwhelming support for a broader pan-Baltic dialogue on MSP, with 100% of governance representatives agreeing and only three out of 31 sector representatives disagreeing. This confirms the perceived relevance and need for new channels of MSP dialogue across the Baltic Sea by key regional stakeholders. It also confirms the readiness to engage in open dialogue on the part of both planners and sectors. Governance representatives point to the added benefits such a dialogue would bring, including better understanding of MSP by sectors, as well as more honest communication of needs and fears.

B.4.2. Pan-Baltic organisation and representation in a pan-Baltic MSP dialogue

Governance representatives agreed that a transnational MSP dialogue should be broadly inclusive of international organisations and representations, involving a mixture of public agencies, NGOs, industries and experts. However, beyond organisations active at the political level, most respondents could not name a specific transnational organisation that is representative of the sector and could act as a sectoral representatives in such a dialogue. International organisations and representations. The majority view is that an MSP dialogue should focus on "real" users and sectoral interests rather than ministerial level representatives. Most also emphasised the importance of including the business and economic perspective and to ensure sufficient involvement of companies.

Although they are highly supportive of a transboundary MSP dialogue in principle, there was some uncertainty on whether cross-sectoral dialogue would actually be successful at this stage at the pan-Baltic level. Some sector representatives felt that sectors were not ready for this step, stating that greater transboundary dialogue had to be developed within the sector first. Cross-sectoral dialogue was possibly considered more relevant here at the bilateral level.

When asked about organisations already dealing with MSP at the transnational level, governance representatives mentioned a wide range of organisations. HELCOM, VASAB and the HELCOM-VASAB MSP Working Group were the most frequently mentioned, followed by CBSS, WWF, and the Nordic Council of Ministers (see previous chapter). For the purpose of organising a pan-Baltic MSP dialogue, so their view, emphasis should be placed on relevant organisations, in other words those already involved with MSP. In the context of sector representatives, HELCOM was known to all respondents and VASAB to some, with some also recognising the HELCOM/VASAB MSP WG. HELCOM is clearly perceived as an environmental organisation with an environmental agenda, whilst VASAB is seen as a rather neutral spatial planning body. Governance representatives consider the HELCOM/VASAB WG ass one of the most important contacts. Governance representatives also thought that VASAB should play a stronger role.

When asked who should represent them in a pan-Baltic MSP dialogue, most sectors found this difficult to answer because few already have an organised industry voice. In their view, possible representatives include international sector groups, country representatives, organisations with elected representatives, or a (yet to be formed) MSP group within the sector. Some also argued that

MSP Governance Report

all relevant parties should be involved (policy, ministry, associations). Governance representatives were also asked who should represent MSP in a transnational MSP dialogue. A range of answers were given, including the HELCOM/VASAB MSP WG, competent national authorities responsible for MSP, VASAB as the spatial planning organisation, or a broad MSP group which also includes stakeholders and industry representatives. The actual person representing MSP from within these groups will need to be appointed or selected on a case by case basis. This could be a planner or expert, although a political person would carry more weight.

Sector representatives were asked whether there was existing pan-Baltic dialogue within the sector and any discussion of MSP-related issues. Overall, the degree of pan-Baltic organisation seems to be low, as most issues are still negotiated at the national level or bilaterally at most. If it exists at all, the pan-Baltic sectoral dialogue is not MSP-specific. Sectors that are organised internationally at least to some degree (mostly at the political level) include fishery, energy, ports, cultural heritage and MPAs. Aquaculture has only recently become more organised through projects. Because of its international orientation, the shipping sector has mostly international organisations, most of which are not BSR-specific. The energy sector has political organisations acting internationally, but again, no real industry-specific or technical organisatinoal structure for the BSR. Reasons for this lack of transnational organisation include competition between companies and the fact that many sectoral issues are driven by national interests and policies.

B.4.3. Purpose of a pan-Baltic MSP dialogue

The two sets of respondents expressed similar views on the purpose of a wider pan-Baltic MSP dialogue, highlighting as main purpose the improved exchange of information (between planners and sectors on the one hand, on different approaches to MSP on the other). Sector representatives also picked as second priority improved information exchange between sectors, and as third the development of common goals and objectives for their sector. An individual sector analysis shows that sectors such as environment and aquaculture identified the definition of joint criteria and procedures as the main purpose. However, sector representatives emphasised the need for a clear aim of a pan-Baltic MSP dialogue. Their view of the dialogue is of an independent science-expert body which is tasked with communicating the realities in the sectors, facilitating improved information exchange among sectors at the national level and enabling regular exchange with policy makers. Another frequently mentioned purpose was to draw up guidelines for involving sectors in MSP and the development of sectoral strategies.

Governance representatives highlighted the identification of data and research needs as second priority, and the definition of joint MSP criteria and procedures as third.

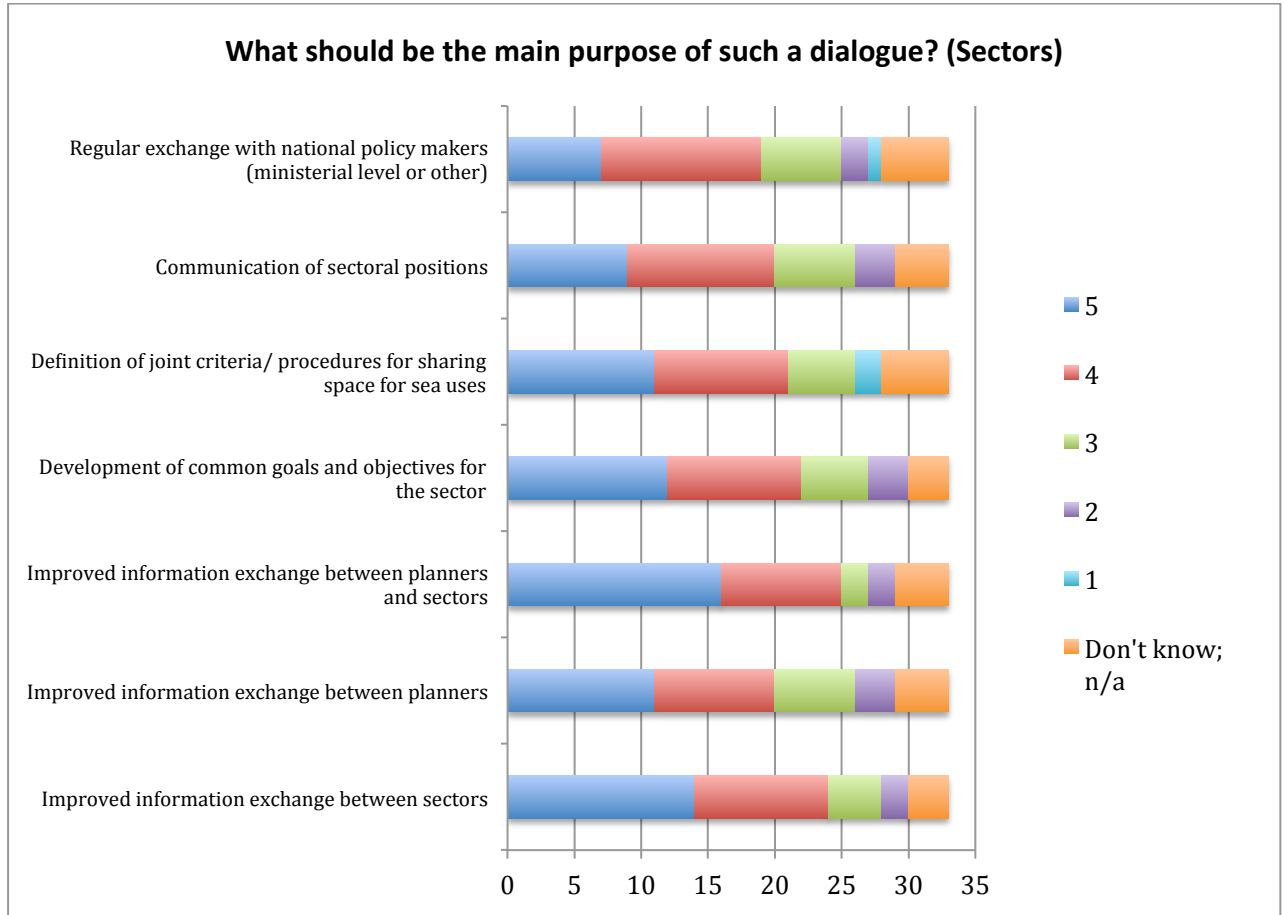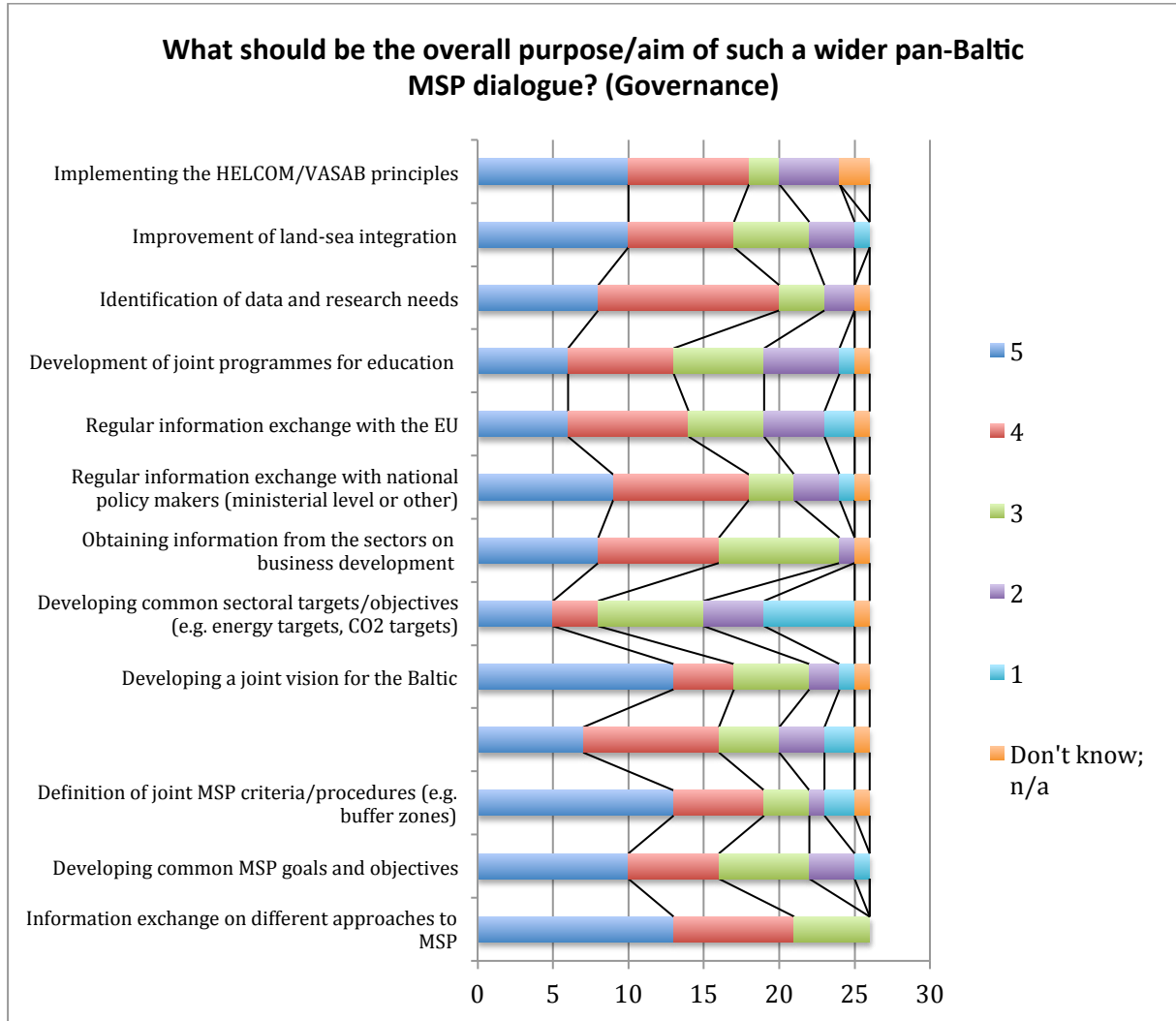Figure 17: Questionnaire survey – purpose of MSP dialogue (Sectors)

What should be the main purpose of such a dialogue? (Sectors)

Categories (top to bottom):
- Regular exchange with national policy makers (ministerial level or other)
- Communication of sectoral positions
- Definition of joint criteria/ procedures for sharing space for sea uses
- Development of common goals and objectives for the sector
- Improved information exchange between planners and sectors
- Improved information exchange between planners
- Improved information exchange between sectors

Legend:
- 5
- 4
- 3
- 2
- 1
- Don't know; n/a

MSP Governance Report

Baltic Sea Region
Programme 2007–2013
Part-financed by the European Union
(European Regional Development Fund)

Figure 18: Questionnaire survey – purpose of MSP dialogue (Governance)

Governance representatives particularly value more sectoral information, such as economic trends and strategies, as well as the development of a coordinated approach to MSP criteria. Although difficult, the creation of common vision was also considered an important purpose of an MSP dialogue, linked to the development of "Baltic Sea pride" as a prerequisite for this.

Governance representatives also cautioned that some issues such as information exchange or development of common objectives, are not specific to a transnational MSP dialogue. Establishing common sectoral targets was not considered a task of MSP; there was also a strong feeling that creating obligatory goals would be unrealistic. One suggestion was also that the transboundary MSP dialogue should focus on „easier" tasks to begin with.

B.4.5. Expected outcomes and barriers to establishing an MSP dialogue

In terms of the expected outcomes of the MSP dialogue, sector representatives favoured sectoral strategies and joint position papers over projects and guidelines for further sectoral involvement in

MSP Governance Report

MSP. When analysing individual sector results, those most in favour of sectoral strategies were environment, aquaculture and research respondents. In addition, fishery and offshore wind respondents expressed strong support for guidelines on sectors' involvement in MSP.

Regarding potential contributions to a pan-Baltic MSP dialogue, a strong overall majority of sector representatives expressed their readiness to contribute to such outcomes by providing information on sector activities and trends, as well as longer-term strategies and policy developments (to a lesser extent). This, however, first requires sectors to better organise themselves, which is a question of time and resources.

Figure 19: Questionnaire survey – outcomes of a pan-Baltic MSP dialogue
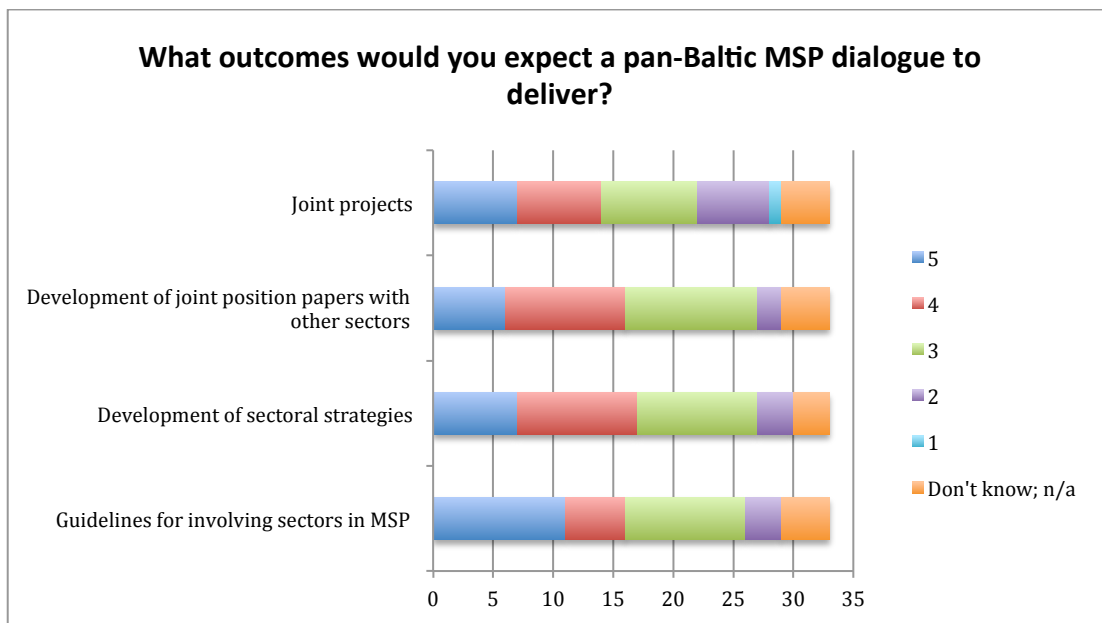
Figure 20: Questionnaire survey – contributions to the MSP dialogue

MSP Governance Report
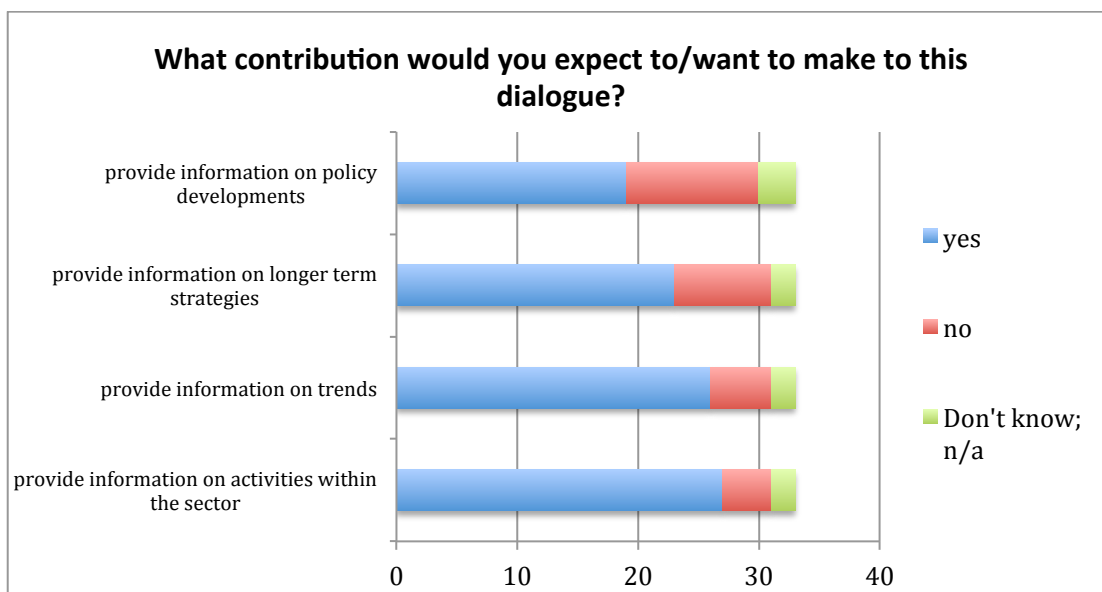
Despite the high degree of support for a pan-Baltic MSP dialogue in principle, not all sector representatives are convinced of the added value for the sector, at least not in the short term. Sectors will therefore need to be convinced of the value of this dialogue. A key aspect is that sectors need to feel they are taken serious in this dialogue and that their input is acknowledged and utilized. If this is the case, sectors perceive a range of benefits to the sector, such as the opportunity to be heard, the opportunity to develop a joint voice for the sector, more effective use of sea space leading to more realistic investment, a more coherent permit processes, inclusion of all sectors and better understanding of other positions, and ultimately fewer conflicts. Another important benefit is that planners can develop better understanding of economic realities.

A key barrier to establishing a pan-Baltic MSP dialogue is the fact that many developments in the sectors are driven by national interests a policy. Space is not the only dimension for sectoral decision-making, so national systems sometimes leave little room for taking a pan-Baltic perspective. This applies to sectors such as energy, but also to nature conservation where Natura 2000 targets for example are set nationally.

Both governance and sector representatives mention lack of time and resources as another important barrier to successfully establishing a pan-Baltic MSP dialogue. Other barriers include the lack of political will, the fact that MSP has not become established in all countries, lack of understanding of the added value of pan-Baltic MSP cooperation, sectoral power plays and conflicting interests, as well as the lack of a clear aim. Different cultures and language issues (including terminology) also represent barriers.

B.4.6. Link to national MSP

The pan-Baltic MSP dialogue is considered a strategic-level dialogue which should have close links to the (more pragmatic) national MSP process. Mutual exchange should be ensured, so that national processes/issues feed into the pan-Baltic debate and jointly developed pan-Baltic goals act as a guiding framework to national MSP processes. This can be achieved by greater integration of planners in the HELCOM/VASAB WG (ensuring the results of the dialogue are translated into practice) and information exchange through dedicated workshops (see below format and tools).

B.4.7. Format and tools

Regarding the format of a pan-Baltic MSP dialogue, the picture painted by both sets of respondents varied to some extent. For governance representatives, the focus should be on joint regional projects, workshops, an MSP conference and the setting up of dedicated sub-groups. Other conferences, expert papers and reports, and a regular newsletter were considered less important. Sector representatives favour regular, but above all needs-based meetings that are multi-level and multi-sectoral. Important elements were information on the latest research, workshops, updates on sectoral developments and joint regional projects, to be delivered through expert groups, conferences, meetings and a "living portal". Emphasis was made of the fact that the dialogue needs to be organised by competent hands.
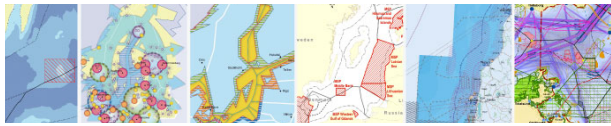
MSP Governance Report

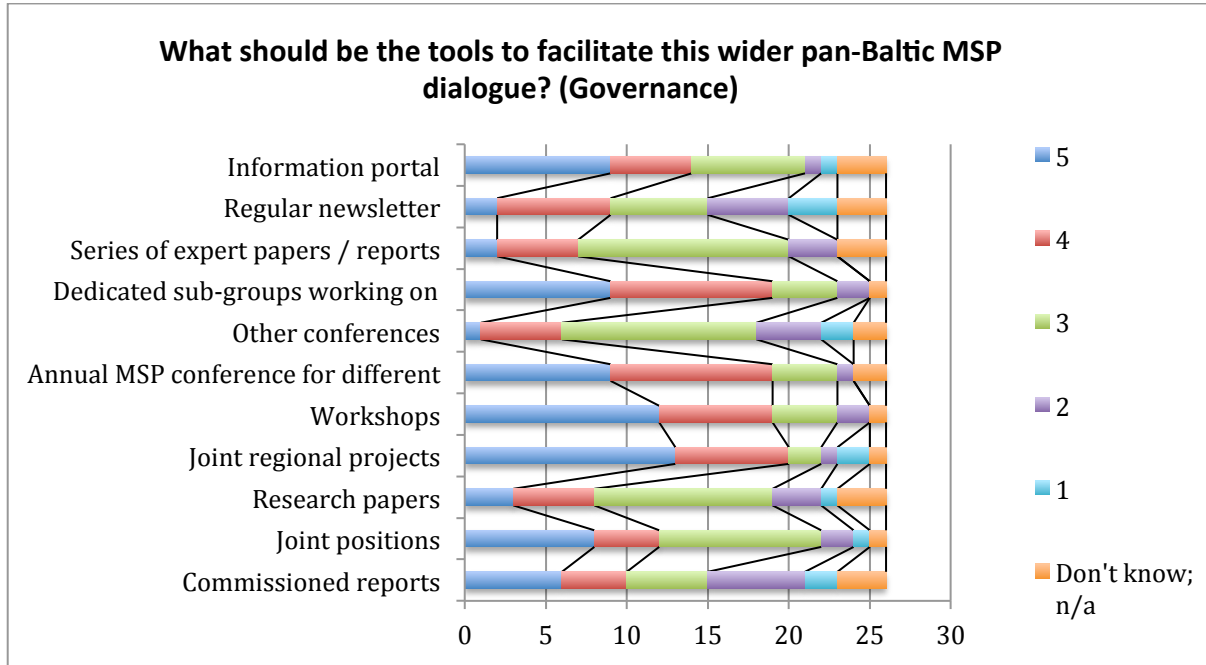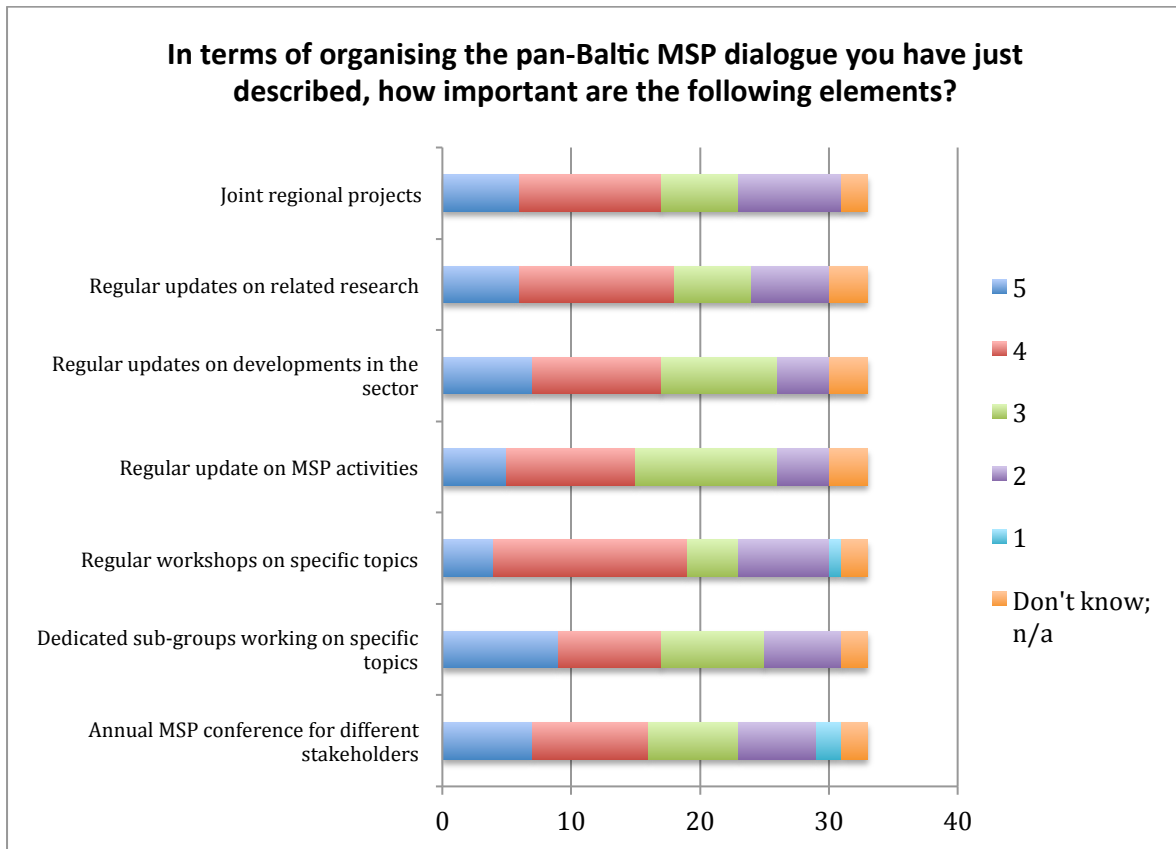Figure 21: Questionnaire survey – tools facilitating the MSP dialogue (Governance)

What should be the tools to facilitate this wider pan-Baltic MSP dialogue? (Governance)

Figure 22: Questionnaire survey – importance of elements of the MSP dialogue

In terms of organising the pan-Baltic MSP dialogue you have just described, how important are the following elements?

MSP Governance Report

B.4.8. Structures for a pan-Baltic MSP dialogue

Sector representatives were asked to give their views on the type of structure that would best facilitate a pan-Baltic MSP dialogue. All agreed that coordination would be necessary, and that a permanent point of contact will need to be established, most likely with dedicated staff.

The preferred option for a majority of respondents was to first set up an informal discussion forum for sectors and planners. A dedicated MSP secretariat as well as a formal board representing planners and sectors received more moderate support from the respondents. Opinions were also divided on whether the dialogue should remain at the informal level or become more formal, and whether it should play the role of a facilitator or take on a decision-making role.

Figure 23: Questionnaire survey – structures to be put in place (Sectors)
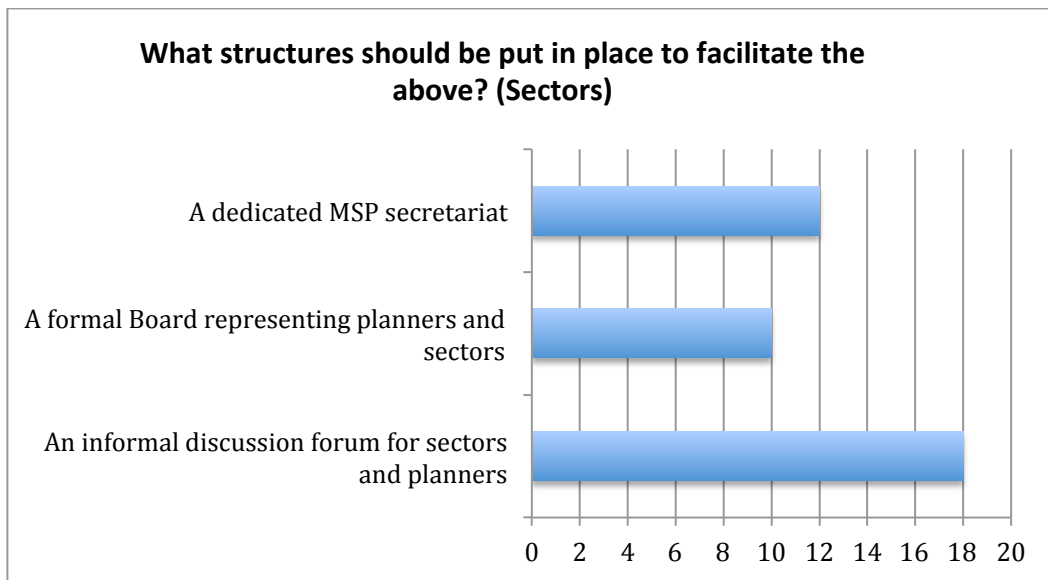
All agreed that the structure facilitating the pan-Baltic MSP dialogue should be an independent body coordinated by spatial planners. Regarding their knowledge of existing structures, a strong majority of sector representatives were familiar with the HELCOM Secretariat, while the HELCOM-VASAB Working Group came second and the VASAB Secretariat third. There was broad consensus that HELCOM is not suitable for taking on this task as it is perceived as an environmental organisation, and that VASAB had insufficient visibility.

92

MSP Governance Report

Figure 24: Questionnaire survey – knowledge of existing structures
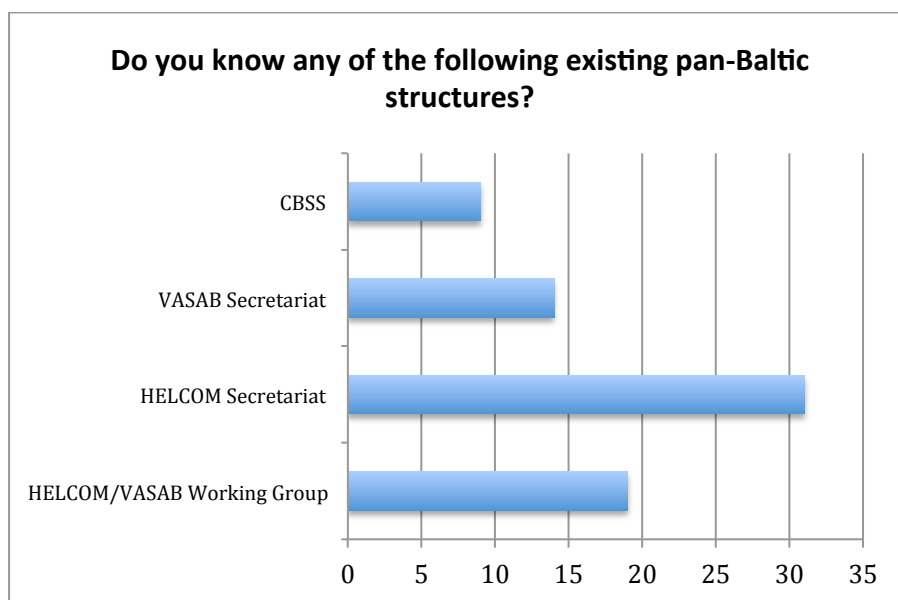
B.4.9. The role of the HELCOM/VASAB MSP WG

When asked whether the HELCOM/VASAB Working Group should instigate a pan-Baltic MSP dialogue, an overwhelming majority of governance respondents expressed their support for the proposal. Furthermore, nearly three quarters of them considered the EUSBSR as a useful context for the establishment of such a dialogue.

At present, the HELCOM/VASAB MSP WG is seen to mostly focus on information and knowledge exchange. When asked about other potential functions of the group, governance representatives mentioned more pro-active guidance of the overall MSP development process, more country progress reporting on MSP, stimulating cooperation, a more active role in implementing MSP, e.g. by providing common methodologies, helping to resolve transboundary issues, a coordination function of a data network for MSP, and a coordination role for education for MSP.

In order for the HELCOM-VASAB MSP WG to take instigate a pan-Baltic MSP dialogue, the role of the WG needs to be strengthened. This could be achieved by including practitioners, including experts (scientists) and environmentalists, NGOs, industry representatives, by increasing the practical focus of the working group (e.g. considering actual planning situations), working on socio-economic impacts and ecosystem services, and meeting more frequently. Dedicated expert working groups were also mentioned as a way of expanding the capacity of the WG. Involving practitioners to make the work of the WG more hands-on and extending the mandate to "put flesh on the bones of its work", however, was seen to require additional funding.

MSP Governance Report

Opinions were divided with respect to the role of the WG in organising a future pan-Baltic MSP dialogue. Most agreed that no new structures should be created, but there was also agreement that the existing secretariats at HELCOM and VASAB need to be strengthened if the WG were to take on a more active role. Many respondents thought that VASAB should take the lead on the MSP dialogue because of its focus on planning, and that HELCOM should support this through data collection and environmental monitoring. Respondents suggested a joint work programme should be developed which both secretariats should work to. A dedicated "MSP secretariat" was not considered necessary at this stage, but considered a future option once the MSP dialogue grows. This secretariat could then also become a centre for future MSP projects, with responsibility for organising conferences and engaging with planners and professionals.

C: Results and findings: Cross-border consultation and cooperation

C.1. Proposals for cross-border consultation developed by previous projects

Proposals for how to organise cross-border consultation have been made in a PlanBothnia report (Heinrichs & Gee 2011) and the BaltSeaPlan Vision 2030 (Gee et al. 2011). In the vision, steps in preparing maritime spatial plans were linked to specific cross-border activities as follows:

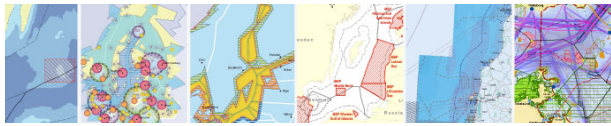| Steps in preparing national and sub-national maritime spatial plans:	Transnational or cross border activities
1. Preparation phase • Assessing needs based on environmental requirements and user interests and stocktaking where required.	• National and sub-national planning authorities announce their planning intents to the neighbouring planning authorities whenever the envisaged spatial plan is expected to have cross-border impacts. • The relevant planning authority organises an information exchange between all relevant authorities on cross-border user interests and environmental requirements. • The relevant planning authority organises an exchange of available data on the ecosystem, on existing uses and planned projects. • This information exchange includes consultation with public authorities (environmental authorities, all other concerned authorities at national and sub-national level), plus NGOs and other

	private stakeholders and users (the same for the other phases)
2. Drafting and consultation phase • Working out the draft spatial plan (MSP) and completing the environmental report (SEA) • Consultation of all relevant stakeholders • Amending draft MSP • Second consultation • Approval of the final MSP	• The relevant planning authority works with its counterparts across the border where necessary (e.g. in the case of cross-border linear infrastructure) • Coordination and reconciliation takes place of planned area designations and all those regulations in the plan that have possible transnational or cross border effects. • Before the plan can be approved, feedback is given and received from the international level.
3. Post-approval phase • Application of MSP regulations (e.g. for permits) • Regular monitoring • Revision in due course	• The relevant planning authority carries out consultation on any permits with possible transnational or cross-border effects. • The relevant planning authority organises a regular information exchange for monitoring. • The relevant planning authority informs other stakeholders of the intention to revise the MSP.

Although these steps represent a good starting point for thinking about cross-border consultation, the suggestions were based on limited practical experience and therefore generalised rather than specific suggestions. The PartiSEApate project has corroborated the need for this type of approach and the need for detailed steps to describe how cross-border consultation could be implemented in practice.

C.2. Conclusions from the PartiSEApate stakeholder questionnaire

The PartiSEApate stakeholder survey described in chapter 6 picks up on a different element of cross-border working, which is cross-border collaboration between stakeholders. Stakeholders were asked whether they had participated in any cross-border consultation processes, how their sector cooperated during these processes, and whether the sector had already experienced any cross-border conflicts or thought those likely in the future. Stakeholders were also asked what would be

MSP Governance Report

needed to get their sector interested in participating in cross-border MSP processes, and how they would expect to benefit from such processes.

Results confirm there is limited experience with cross-border MSP consultation on the part of sectors. Some of the respondents indicated they had met with MSP representatives, but not to discuss a specific topic or plan. Some reported experience with localised conflicts, or specific issues such as consultation on Natura 2000 areas. The exception is Lithuania where stakeholder consultation on MSP has actually taken place.

Most sector representatives were unsure of how their sector would cooperate in cases of cross-border MSP consultation. Some suggested an informal exchange of opinions, others cross-border sectoral working groups on topics with specific relevance, others the development of joint positions between national organisations. These, however, would require better internal structures (e.g. an appointed coordinator) and organisation and also means of communicating across borders. At present, no consistent positions appear to be taken within a sector in cases of cross-border conflict.

At the same time, respondents recognised the potential benefits of cross-border consultation for the sectors. Most commonly named was the development of joint positions, or the possibility of making similar demands in several countries. They also thought that greater cooperation within the sector would lead to greater efficiency in developing and communicating positions, and would help to make the sector's voice heard.

Most respondents emphasised the importance of being involved early on in MSP processes rather than waiting until the plan is finished. Some described this as "scouting" in order to identify issues of relevance early and to be in a position to develop own priorities.

Figure 25: Questionnaire survey – involvement in cross-border MSP

MSP Governance Report
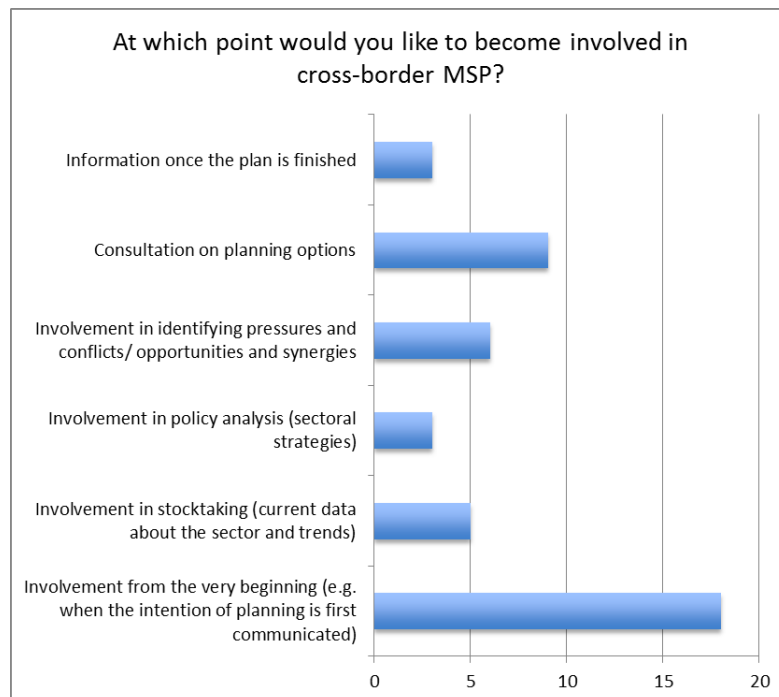
C.3. Lessons from other transnational cooperation projects

In the model case Pomeranian Bight Pilot / Arkona Basin, two transnational infrastructure projects were analysed as examples of transnational cooperation and dialogue. These offer the following general lessons:

❖ Designate one leading organisation (or consortium) responsible for driving the project. The lead organisation then needs to bring together the relevant authorities, set an agenda and ensure follow-up.

❖ Hold an initial meeting with all parties early on in the process.

❖ Agree on how and when to inform the public and external stakeholders.

❖ Ensure there is clear and shared purpose of the project/process.

❖ Ensure alignment of interests and joint interest in the successful outcome of the project.

❖ Ensure clear structures of management and clear responsibilities while also ensuring transparency throughout (e.g. regular information, access to sharepoint facilities)

❖ Designate specific contact persons and ensure continuity of these contacts where possible.

❖ Get in touch with each other regularly, even if there is nothing new to report.

List of figures

MSP Governance Report

List of abbreviations

AdriPlan	Adriatic Ionian maritime spatial planning
AQUABEST	Innovative practices and technologies for developing sustainable aquaculture in the Baltic Sea region
AQUAFIMA	Integrating Aquaculture and Fisheries Management in the Baltic Sea Region
BaltCoast	Recommendatons on the role of spatial planning in Integrated Coastal Zone Management
BALTEX	Baltic Sea Experiment
BALTFISH	Baltic Sea Fisheries Forum
BaltSeaPlan	Introducing Maritime Spatial Planning in the Baltic Sea
BASREC	Baltic Sea Region Energy Cooperation
BBR	German Federal Office for Building and Regional Planning
BEF	Baltic Environmental Forum
BEMIP	Baltic Energy Market and Interconnection Plan
BIMCO	Baltic and International Maritime Council
BMSP	Baltic Maritime Science Park
BONUS	Science for a better future of the Baltic Sea Region
BS RAC	Baltic Sea Regional Advisory Council
BSAP	Baltic Sea Action Plan
BSHC	Baltic Sea Hydrographic Commission
BSR	Baltic Sea Region
BSSSC	Baltic Sea States Subregional Co-operation
BUP	Baltic University Programme
CBC	Cross-border cooperation
CBSS	Council of the Baltic Sea States
CPMR	Conference of Peripheral Maritime Regions of Europe
DE	Germany
DG MARE	Directorate-General for Maritime Affairs and Fisheries
DK	Denmark
DTU-Aqua	National Institute of Aquatic Resources at the Technical University of Denmark
ECSA	European Community Shipowners' Associations
EEIG	European Economic Interest Grouping
EEZ	Exclusive Economic Zone
EGMP	CBSS Expert Group on Maritime Policy
EIA	Environmental Impact Assessment
EMFF	European Maritime and Fisheries Fund
ENTSO-E	European Network of Transmission System Operators for Electricity
ERA-NET	European Research Area Net
EU	European Union

MSP Governance Report

EUSBSR	European Strategy for the Baltic Sea Region
EWEA	European Wind Energy Association
GES	Good Environmental Status
HA	Horizontal Action
HA Spatial Planning	Horizontal Action "Encouraging the use of Maritime and Land-based Spatial Planning in all Member States around the Baltic Sea and develop a common approach for cross-border cooperation"
HAL	Horizontal Action Leader
HELCOM	Baltic Marine Environment Protection Commission - Helsinki Commission
HELCOM HOD	HELCOM Heads of Delegation
HELCOM/VASAB MSP WG	Joint HELCOM-VASAB Maritime Spatial Planning Working Group
ICES	International Council for the Exploration of the Sea
ICZM	Integrated Coastal Zone Management
IMO	International Maritime Organization
IMP	Integrated Maritime Policy
IOH	International Hydrographic Organisation
LT	Lithuania
LTP	VASAB Long-Term Perspective for the Territorial Development of the Baltic Sea Region
LV	Latvia
MS	Member States
MSFD	Marine Strategy Framework Directive
MSP	Maritime Spatial Planning
MSPs	Maritime Spatial Plans
NGO	Non-governmental organisation
NPC	National Contact Point
PA	Priority Area
PA Agri	Priority Area "Reinforcing sustainability of agriculture, forestry and fisheries"
PA Safe	Priority area on Maritime Safety and Security
PA Ship	Priority Area on Clean Shipping
PAC	Priority Area Coordinator
PartiSEApate	Multi-level Governance in Maritime Spatial Planning throughout the Baltic Sea Region
PL	Poland
RU	Russia
SE	Sweden
SEA	Strategic Environmental Assessment
SWD	Staff Working Document
TORs	Terms of Reference
TPEA	Transboundary Planning in the European Atlantic

MSP Governance Report

UBC	Union of the Baltic Cities
UCH	Underwater cultural heritage
VASAB	Visions and Strategies around the Baltic Sea
VASAB CSPD/BSR	Committee on Spatial Planning and Development of the Baltic Sea Region
WG	Working Group
WMU	World Maritime University
WWF	World Wide Fund for Nature

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