



# "MSP – what it is and what it is not"

- reflexions on emerging MSP

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## Rationale for MSP?

Two groups of perception of “the maritime problem”

- essentially environment and resource use
- primary problem institutional fragmentation of management of the seas leading to economic inefficiencies

***The call for MSP arises within environment & natural resource management***

***The regulations are (often) transposed from spatial planning***

**We need to relate MSP to**

two different EU planning philosophies:

–“all territories should be planned” (*Raumordnung; aménagement du territoire*)

–*ad hoc* problem solving approach (“northern EU”)

two different paradigms of environmental governance

–*environmentalist paradigm*

–*planning paradigm*

## ”The ecosystem approach – some reflexions”

*The positive:* The functional approach to time & space

*The uncertain:*

- application of ”precautionary principle”  
the presumption in planning is development & change  
precautionary principle difficult to uphold in courts  
*strategic planning in the tension between ”daring & deliberating”*

*The problematic rhetoric:*

- ”all involved”
- ”most suited use of resource”

*The methodological problems:*

- uncertain & aggregated data
- flexible and adaptive

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”The ecosystems approach – some reflexions 2”

”All involved”

- the cosy notion of consensus
  - the role of planning is conflict resolution
  - there are fundamental conflicts of interest
    - Ex environment vs environment – traffic through protected areas
    - the need for principles of resolution as program phase for MSP
- confusing: consultation – participation – decision making
  - the risk of creating unrealistic expectations for stakeholder interests
- open deliberations?
  - classified or proprietary information
  - stakeholder tactical behaviour

***”Stakeholder participation is not the panacea that EU documents & ecosystem approach paints it***

## ”Planning for the most appropriate use”

Defined by whom and how?

ecosystem approach puts priority on ecological function & ecosystem services

problem of identifying & quantifying ecosystem services

Ex wave power where highest wave height or wave length (“power”)

other “planning factors” – location, access, conflicts?

political/national priorities – needs, pressure groups, industrial capacity

”planners tend to want overlook political & economic bargaining power”

## “Planning under uncertainty”

- we plan for the known demands and conflicts
  - *“backing into the future”*
- future demands & technologies
- ecosystem dynamics & population shifts
- etc

Strategic planning must simultaneously create

- redundancy
- planning to retain options
- stability for other actors

⇒ ***the need to organise “foresight”- technologies, environment, social***

⇒ ***adaptive management & learning systems***

## ”Uncertain data on uses & states”

### ”The known unknowns”

- development of ”deep-water wind power”
- wave power
- development of pollution situation
  - the danger of planning as if goals will be reached

Aggregation of data to give overview or point out “hotspots” may distort planning situation

*A critique by prof. A Bignert, Swedish Environmental Research & Monitoring*

## The HELCOM “integrated classification” status of the Baltic Sea

High risk to top consumers of herring

The classification is based on *measured concentrations a large number of chemicals in relation to target values for pollution*

Problems:

Adds chemicals w completely different properties

Dependent on weighting

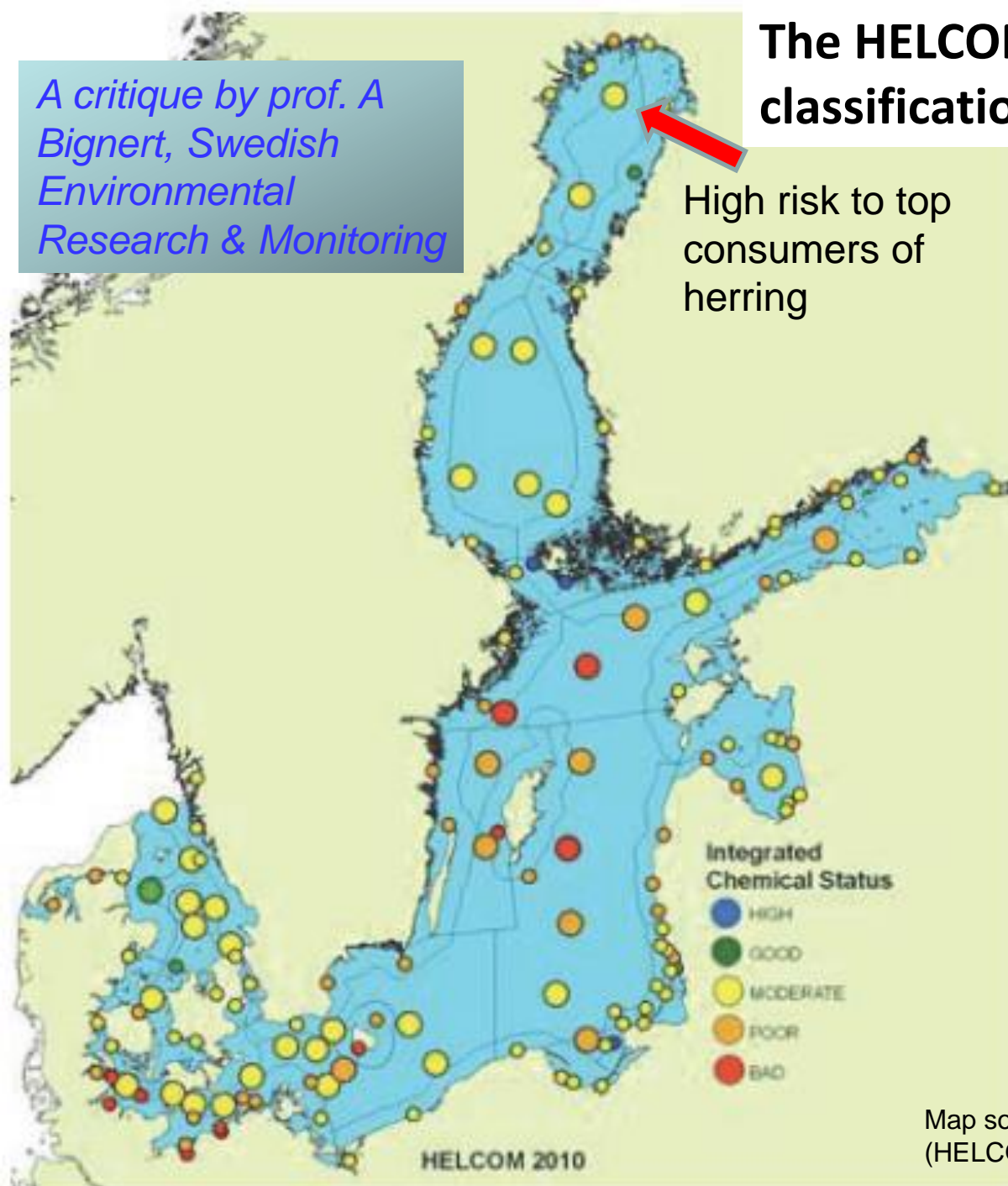
No uncertainty measure

Various laboratories – uncertainty over consistency even for individual chemicals

*It is called a **holistic approach***

*“**aggregation obscures rather than integrates**”*

***Problematic as “common problem perception”***



Map source: Environment Proceedings No. 120B (HELCOM, 2010b).



# ”SEA of comprehensive maritime spatial plans”

## ***SEA is required for MSP***

*Experience of SEA from comprehensive plans on land is varied and problematic:*

”avoidance syndrome”

- planners do not see the utility
- made pro forma & late in process

”any change is seen as negative”

the problem of the precautionary principle

attempting to predict from aggregated information

*SEA of comprehensive MSP should:*

- identify environmental conflicts
- give guidance to lower level planning & permit handling

***- but do the decision makers want to know?***

## Is MSP just terrestrial planning extended out in the sea?

Much of legislation and administration is just “extension of terrestrial planning”

Example: ..principles of participation taken directly from terrestrial planning which are based on specific context of terrestrial property ownership, nature of social and environmental impacts, community perception of development etc. The context of MSP is fundamentally different.

Different nations around the Baltic have different priorities, reasons for MSP and widely diverging plan policies & doctrines, plan systems & territorial competencies

Extending national terrestrial systems will not create an integrated MSP for the Baltic!

In the EU planning is under subsidiarity so harmonisation from EU is at supra national level or by guidance

*and perhaps funding*

*compare fate of ESDP & territorial agenda!*

“Desirable & possible”: pragmatic MSP doctrine

*the need for a politically governed programme*

*adequate information & aggregation to level up*

“true 3D”

**and it is urgent!**

*ability to handle development in time-space re*

*time set development of restrictions*

*harmonised*

*Thank you for your attention!*

*with permit processes*

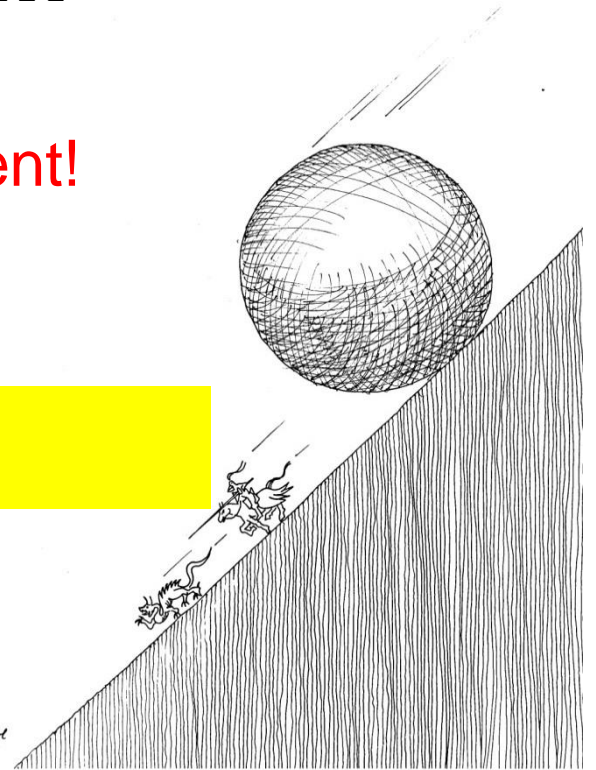
*adequate & realistic procedures for participative*

**MSP is not a blueprint or a precise picture**

**The answer is not “simple extension of terrestrial spatial planning”**

**The task: constructive interplay marine policy & management & terrestrial spatial planning**

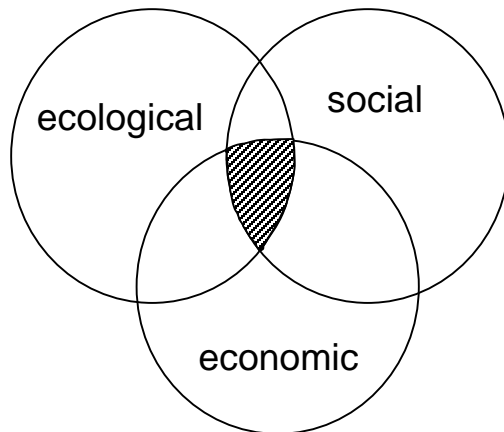
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# Two competing paradigms – two views of sustainability:

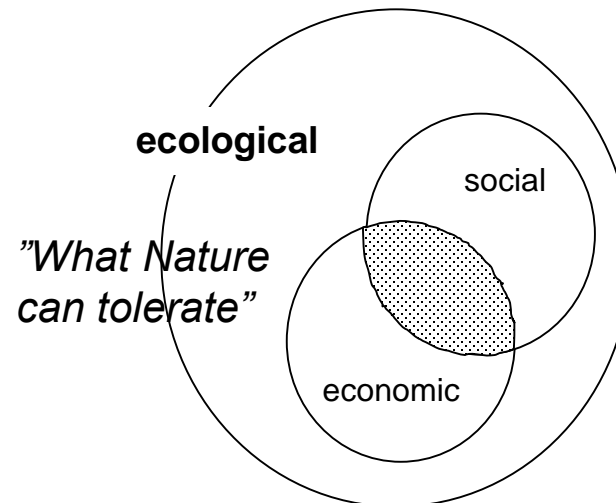
## “Planning paradigm”

deliberative perspective



## “Environmentalist paradigm”

expert approach



## ”The conflicting ambitions for MSP”

- Handle the pressing environmental issues of the Baltic within a framework of sustainable development
- Apply an ambitious ecosystems approach & the precautionary principle
- Stimulate ”blue growth”
- ”Involve all stakeholders”
- Be based on consensus

MSP is based on a notion of

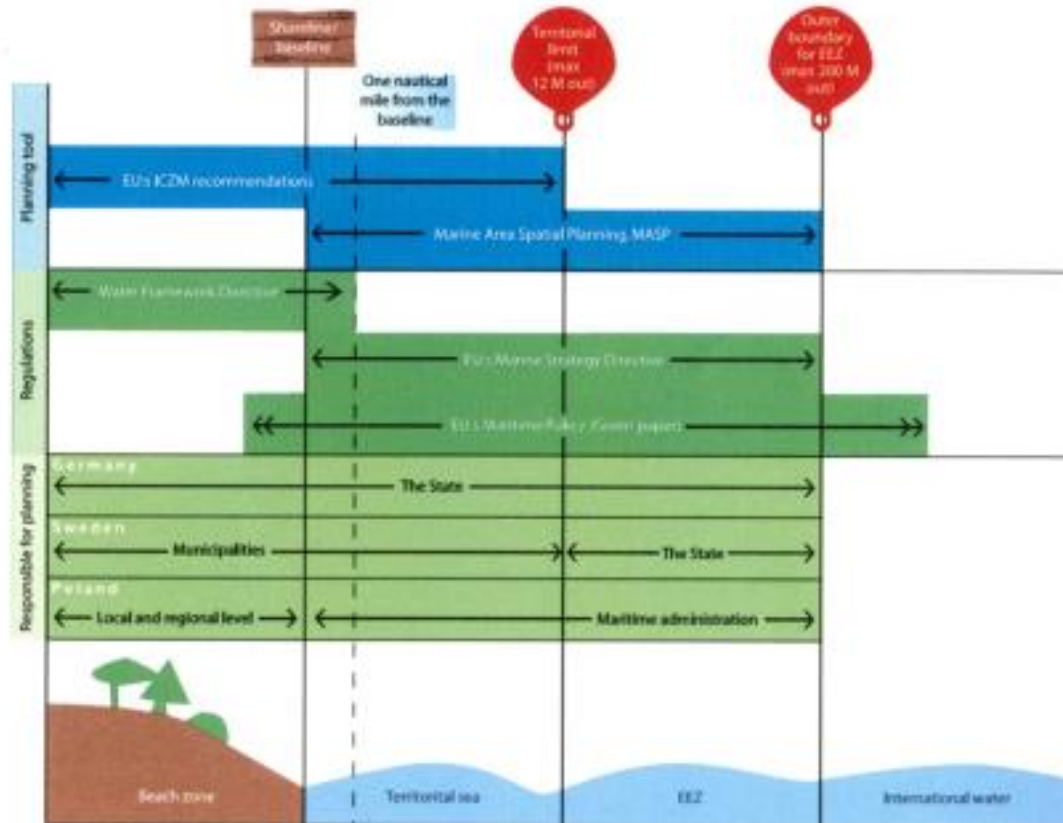
- ”ecological modernisation”
  - the notion of win-win-win on environmental, social & economic development
- the European technocratic welfare model
  - the notion of consensus rather than conflicts of interest

# ”Interfacing water and terrestrial planning”

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Example from some of the Baltic Sea countries' administrative systems concerning planning responsibility in the coastal zone, the territorial waters and the Exclusive Economic Zone. None of the nine different administrative systems has proved superior. In Sweden the planning responsibility for the coast as well as the territorial waters lies with the municipalities.