MSP Implementation in the BSR countries *

Based on the PanBalticScope Report: Monitoring &Evaluation of MSP

How does/will it work?

How will countries check on their MSP Implementation?

How can / want they exchange across border / the sea-basin on MSP Implementation?

Angela Schultz-Zehden, SUBMARINER Network, March 2020

Need and Reality of Evaluation

Evert Vedung (2010)

'If you carefully examine and assess the results of what you have done and the paths toward them, you will better able to orient forward.

Good intentions, increased funding and exciting visions are not enough: it is real results that count. The public sector must deliver. It must produce value for money.'
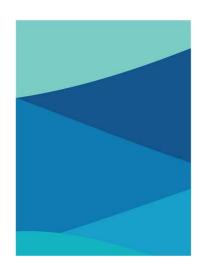
John Day (2008)

'Evaluation is often viewed as an 'optional extra', good in theory but difficult in practice. Monitoring and evaluation, although supported in principle, often get displaced by more 'urgent' … management activities.'

Oliveira and Pinho (2011)

The ex-post evaluation of spatial planning has received much less attention and has been invested in considerably less.

Can MSP authorities in the BSR do it better?

What is successful MSP implementation?

Three characteristics of MSP:

1. The topics that MSP targets are influenced by multiple the factors than MSP only.
   How can we isolate the effects of MSP from other factors?

2. What are the possibilities of THE MSP to influence decisions made
   in processes that steer the same topics that MSP is addressing?
   Has THE MSP the mandate to do that?

3. MSP can designate areas for specific uses and may set conditions for the use.
   The actual development of the areas is open to private & public decision-making and
   permitting processes that come AFTER MSP !
   To what extent are detailed decisions attributable to planning provisions in THE
   MSP?

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What is successful MSP implementation?

Two Perspectives:

1. Conformance Evaluation:
   - Spatial Plan as a Blue Print for how things will / should evolve in future
   - Compare the actual, observable development of the objectives of the plan.
   - Success = conformity to the plan
   - In view of attributability challenge possibilities of MSP limited

2. Performance Evaluation:
   - MSP is a decision framework / policy process that gives guidance
   - MSP raises important topics for regional and sectoral development
   - Success = If deviations can be justified in relation to the plan AND plan is frequently used or consulted in the decision-making process
   - Circumvent attributability challenge

Recommendations from PanBalticScope:

1. Defining MSP Objectives and Indicators

- Broad objectives are needed to provide overall direction and purpose.

- To ensure successful monitoring, more detailed / narrow sub-objectives are needed too. These need to be realistic, clearly defined and verifiable.

- Qualitative & quantitative indicators should be linked to these sub-objectives.

- But indicators should also needed to assess relevance of the MSP and collection of broader context information on development of maritime sectors, the marine environment and society.

- Only a limited number of indicators should be selected, which are well targeted and cost-effective – do NOT try to cover ALL aspects of MSP.

- Ideally try and coordinate monitoring with environmental monitoring done under MFSD.

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Recommendations from PanBalticScope:

2. Processes of Monitoring and Evaluation

- Evaluation methods that are designed to enhance understanding and impact mechanisms of MSP rather than only measuring them.

- Organize systematic expert and stakeholder assessment processes that can help reduce uncertainties about the outcomes of MSP and how it influences maritime sectors, the marine environment and society.

- Participatory collection of input from experts and stakeholders – to support utilization of information collected with help of indicators.

- Form national MSP monitoring and evaluation networks, based on already existing national working groups that supported preparation of MSP plans.

- => This in turn will SUPPORT the implementation of MSP – keeping up the momentum gained in plan-making phase

Implementation of broad-scale spatial plans is typically dependent on actions and decisions made by variuous actors within various processes (Faludi 2000)

Recommendations from PanBalticScope:

3. Transnational Exchange of Experiences on Monitoring & Evaluation

- The planning authorities organized under HELCOM-VASAB MSP WG should organize a workshop – in a few years' time – to discuss first national monitoring outcomes and possibilities of cross-border cooperation in M&E.

Is ONE workshop .... in a few years time enough ?

What about cooperation to develop better tools enabling better monitoring ?

Questions to be raised

- What works (or doesn't work)?
- For whom (and to what extent)?
- In which circumstances does it work?
- How and why does it work?

Objective	Production of renewable energy at sea increases by X GW by 2030.	
Planning decision (output)	Areas designated for wind energy production at sea Cable routings defined in the plan Limitation or requirements concerning the designated areas in the planning documents	Examples of evaluative questions to be discussed with experts and stakeholders: • Is the area sufficient to reach the target? • Are the areas or cable routings feasible? • What are conceivable impacts on marine environment and other sea uses?
Immediate outcome	Knowledge of renewable energy operators increases on the availability of space, conditions set for development of the areas, target values. Interest to build more wind energy capacity at sea increases.	Examples of evaluative questions to be discussed with experts and stakeholders: • Is information reaching the target audience and all affected parties? • Are companies and other actors getting interested or concerned? • Which other factors may support or hinder the outcomes to realise?

Intermediate outcome	Permit applications are submitted to authorities. Permits are issued	Examples of evaluative questions to be discussed with experts and stakeholders: • Are permit application submitted? • Are stakeholder groups mobilised to support or oppose? • What sort of permits are issues (contents), if any? • Which other factors may support or hinder the outcomes to realise? • Can we identify side-effects? (unintended consequences) • Who are affected and how?
Long-term outcome	Renewable energy is being produced offshore	Examples of evaluative questions to be discussed with experts and stakeholders: • How much electricity is produced? • What are the environmental, economic and social impacts? • Which other factors may support or hinder the outcomes to realise? • Can we identify side-effects? (unintended consequences) • Who are affected and how?

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		• Who are affected and how?

Are subsequent governance processes organised according to MSP provisions?

Anecdotal (past) example from Germany (NorthSea):
• There were priority areas reserved for OWF –
  BUT this did not mean that OWF was not allowed in other areas.
• Thus companies still applied for many other areas outside the priority areas.
• The licensing process was still organised on ‚First come – first serve' basis.
• As a result, there was little evidence that OWFs were approved faster / easier / more in the original priority areas.

Thus evaluation of MSP implementation should also consider appropriateness of follow-up processes.

What type of indicators ?

Context indicators

- Collect information on general developments in maritime sectors and marine environment.
- This information will help in assessing the relevance of the MSP: is the MSP focussing on the most important issues?

Input indicators

- Collect information on actions and resources to develop the plans and responsibilities.
- This information will help in assessing preconditions for successful planning.

Process indicators

- Collect information on the planning process – also from the stakeholders!
- This information will help in assessing the quality of the planning process, including equity and representativeness. They also set the standard for a good quality process.

Output indicators

- Collect information on the planning decisions and study the plan.
- This information will help in assessing the quality and relevance of the plan: is the plan responding clearly to the most important developments and to the needs of stakeholders?

Outcome indicators

- Collect information on immediate, intermediate and long-term outcomes such as licence application procedures and projects resulting from the plan, i.e. information on the impacts.
- This information will help in assessing the progress in the implementation of the plan (necessary milestones) and the results of the plan (NOTE: assess what has been the influence of the plan, consider the attribution).

What type of indicators ?

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Indicators for Implementation ...

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Methods

Combine quantitative with qualitative indicators;

- Number of stakeholder events / number of stakeholders consulted
- Qualitative feedback from the stakeholders

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Latvian example:

Input indicators:

- The authorities involved in the MSP process and simultaneously those who ensure implementation thereof have been defined

Output indicators:

- The policy and legal framework ensures implementation of the MSP and intersectoral integration;
- Information / data are regularly updated and supplemented, ensuring implementation, review and updating of the MSP;
- Issuance of permits and licences is straightforward, mutually coordinated and open;
- Objectives and priorities of sectors using the sea are harmonised during the MSP process
- Cross-border cooperation is ensured in the planning and use of the marine space
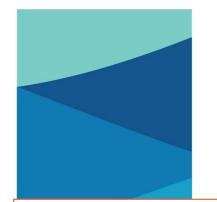
Making follow up easier ....

Columns	Explanation
Measure	Description of the task
Result indicator	Description of the indicator which will show that the sub-objective is achieved.
Assessment of measure implementation (Qualitatively/quantitatively), including a base value, if relevant	Is the indicator qualitative or quantitative? For quantitative indicators the present situation (typically year 2018) is taken as the base value.
Responsible authorities	Authorities that are responsible for each task. For some tasks several authorities on different levels are identified.
Deadline	The year when the task should be fulfilled. The years of completion are 2020, 2024 or 2030. Some tasks should be conducted regularly.
Source of financing	Indication of expected or possible funding sources

Table 3. Structure of description of measures to implement Latvia's MSP

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Similar to Belgium sample:

During the implementation of the BE MSP (2014 – 2020) the official advisory committee oversees the implementation of the plan on an annual basis.

The document that structures this ‚check' consists of:
- *Distinctive tasks*
- *Responsible authority*
- *Objective*
- *Completion year*
- *Relevant indicator for each tasks (e.g. study conducted)*

3-level-scale: no progress, some progress, completed

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Suggestions by Latvia to improve monitoring & evaluation of MSP:

- **Investigate socio-economic impacts to coastal communities**
- **Research for better environmental and fisheries data**
- **Environmental indicators (with link to MFSD)**
- **Cumulative impact models**
- **Ecosystem services tool**
- **Green infrastructure concept**
- **Stakeholder participation tool**
- **Scenarios as a method for stakeholder involvement**
- **Processes / methods for collecting input from experts & stakeholders:**
  - **Surveys, but also participatory events / exploratory workshops**
  - **HOW has MSP influenced sectoral decision-making and permit procedures ?**
  - **In which ways / through which mechanisms does MSP influence sectors and coastal communities?**
- **Using up-to-date date in decision-making**
- **Establish intermediate outcomes / milestones for 2030 objectives**

Is this not worth a joint, pan-Baltic effort? Even if done nationally?

Way forward:

Discuss / get relevant info from Estonia, Sweden, Finland, Denmark, Germany …
on

- MSP Implementation framework (who, what, when?)
- What will be ‚checked' in view of conformity with MSP?
- Who will ‚check' ?
- What will be monitored & evaluated ?
- Objectives, Sub-Objectives, Milestones, Qualitative & quantitative indicators
- How? Committee? Expert / Stakeholder groups? Surveys? Meetings?
- How often? Evaluation Cycle

What kind of new knowledge / tools relevant to be developed jointly as from now …
- to facilitate implementation of 1st MSP cycle plans
- to facilitate monitoring & evaluation of 1st MSP cycle plans
- to update, adapt, improve 2nd MSP cycle plans to come in the future

What should be done in a coherent way across the Baltic Sea Region?

On what / how should BSR countries cooperate during MSP implementation?

THANK YOU
FOR YOUR ATTENTION