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Challenges & enablers of working across the land-sea boundary in cross-border planning: experiences from around the Baltic Sea

VASAB online Seminar 2021-11-04

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Project related maps: Johanna Jokinen, Nordregio
Swedish Institute for the Marine Environment (BaltSpace): Helena Strand



Map: <http://maps.helcom.fi/website/mapservice/index.html>

1. The Baltic Sea – why plan?

- Increasingly busy
- Blue economy
- Environmentally sensitive
- Shared & linking
 - Problems
 - Opportunities

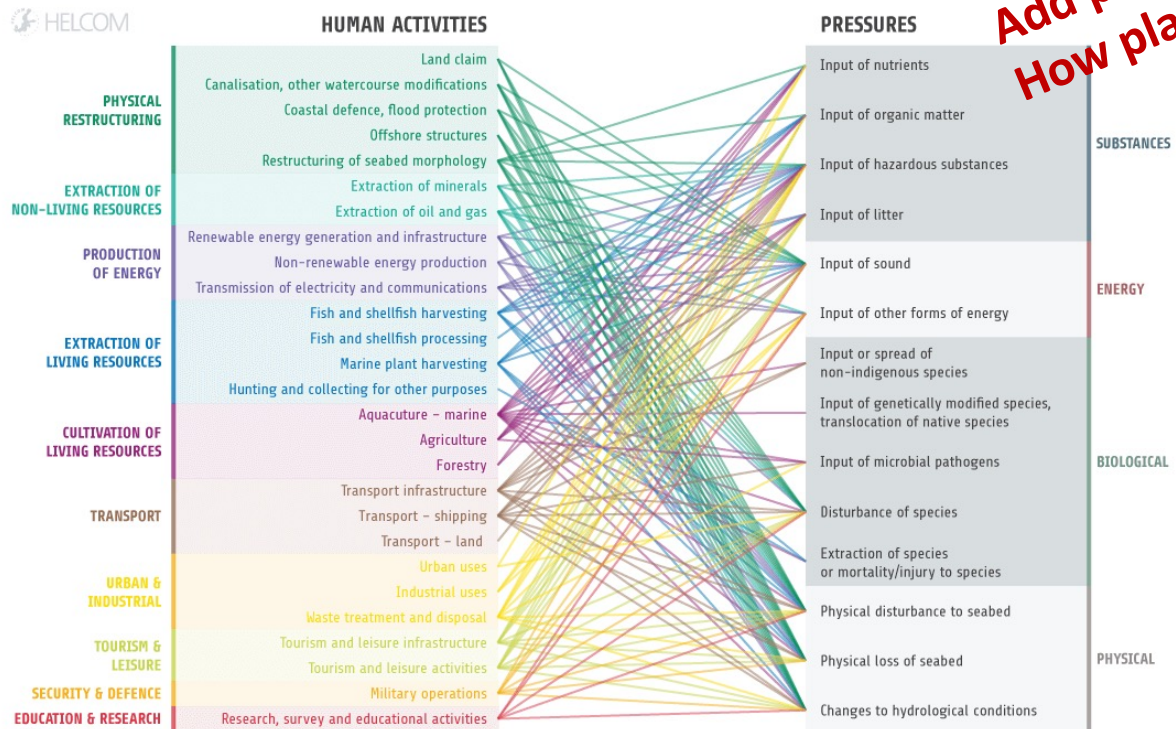
Watershed
>90 million inhabitants
Globally connected



WWF, Germany @ www.baltseaplan.eu

Linking and linked: Land-Sea connections

State of the Baltic Sea: Human pressures (HELCOM)



<http://stateofthebalticsea.helcom.fi/about-helcom-and-the-assessment/downloads-and-data/>

2. Institutional development in the Baltic Sea Region

- BSR: high degree of collaboration, forerunner in institutional development for x-border MSP
- Baltic regional organisations & land-based planning
- EU: driving, financing

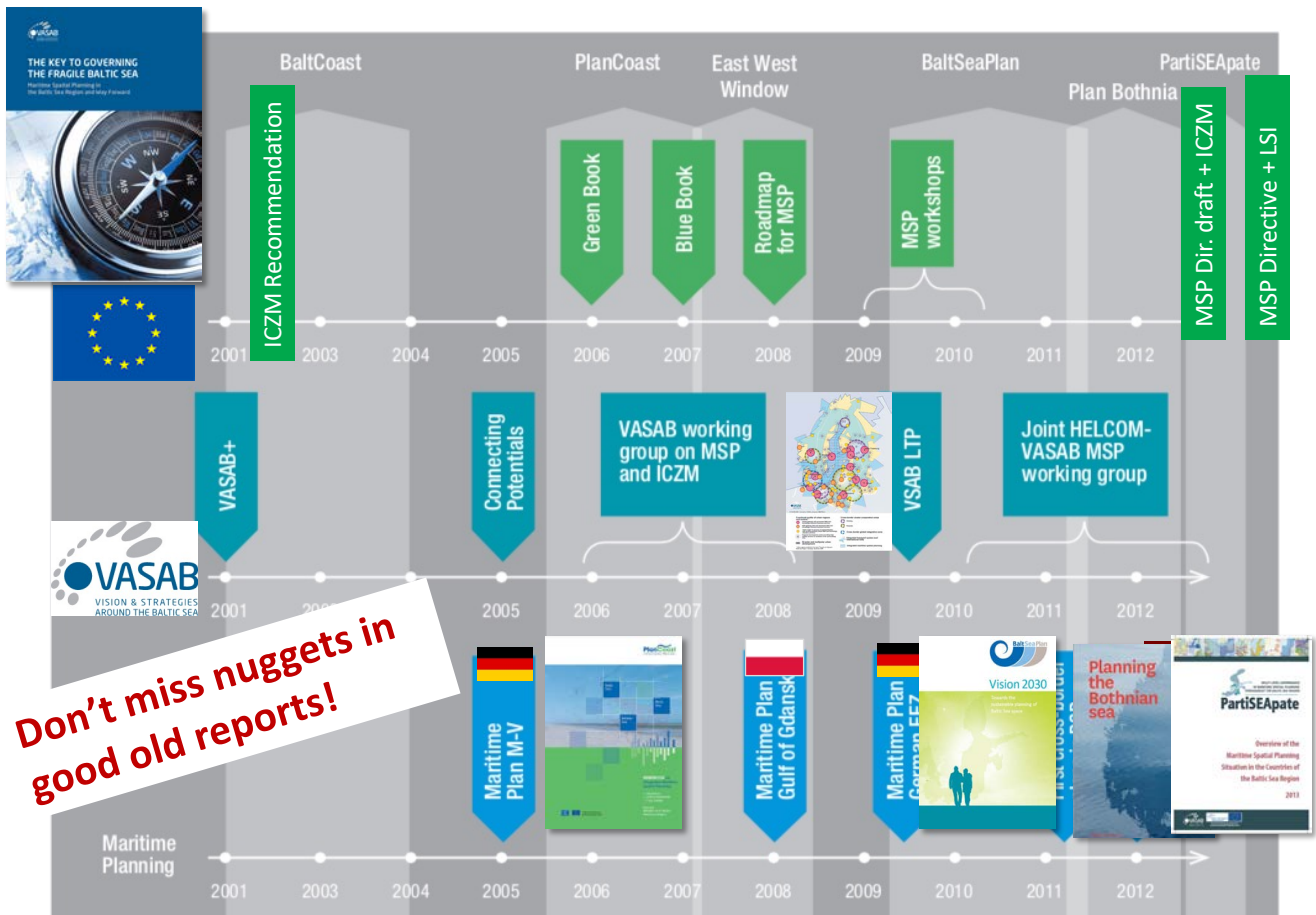


Planner's views

“We currently have not solved the LSI discussion in [...] as it is a part of the archipelago day to day life and we cannot separate it as a concrete question/issue.” (Project Partner, 2019).

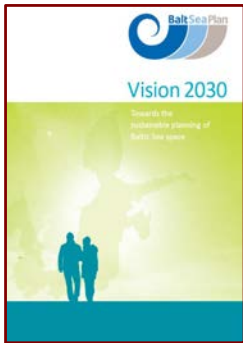
“We have always taken land-sea interaction issues into account. If we consider this a basic planning principle, there is no need to think about it too much.” (Survey respondent, 2018)

ICZM – MSP – Land-Sea Interactions: Timeline Baltic Sea 2001-2014 (Zaucha 2014, p. 11, adapted)



A Common Vision for the Baltic Sea?

BaltSeaPlan 2009-2012



Guiding principles:
territorial cohesion on land
optimal use of sea space

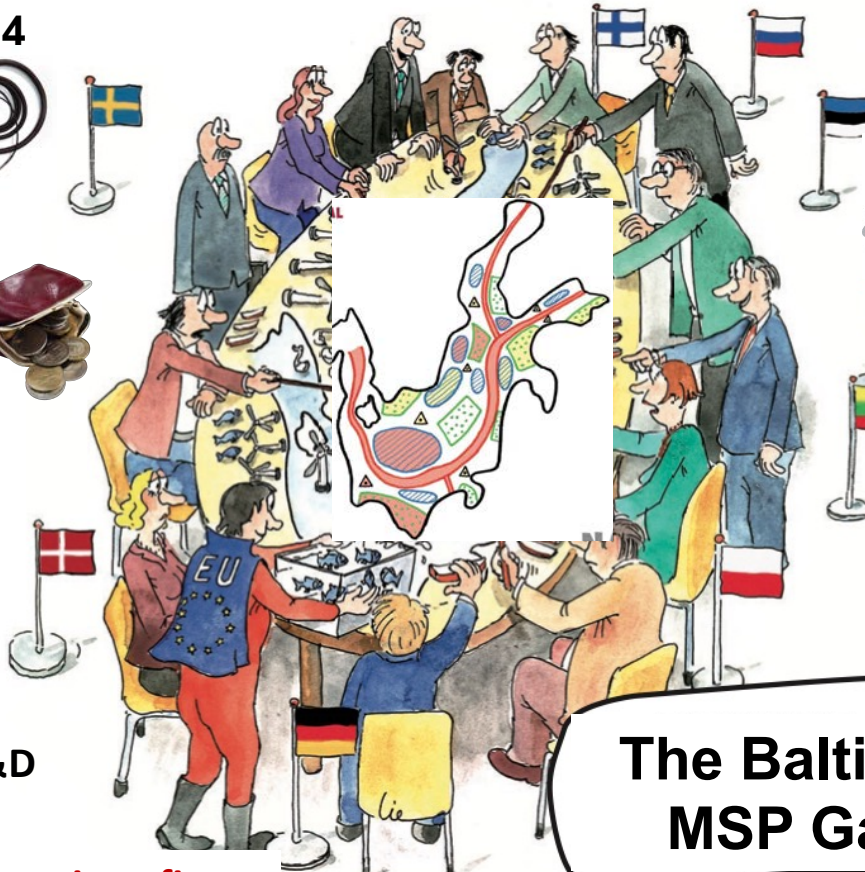
[Source: BaltSeaPlan Vision 2030 – Towards the sustainable planning of Baltic Sea space \(2011\);
http://www.baltseaplan.eu/index.php/BaltSeaPlan-Vision-2030;859/1](http://www.baltseaplan.eu/index.php/BaltSeaPlan-Vision-2030;859/1)



... a compromise - not easy to agree even on that...!!



**MSP Directive
2014**



+ many R&D projects!

LSI - a side topic at first...

**The Baltic Sea
MSP Game**

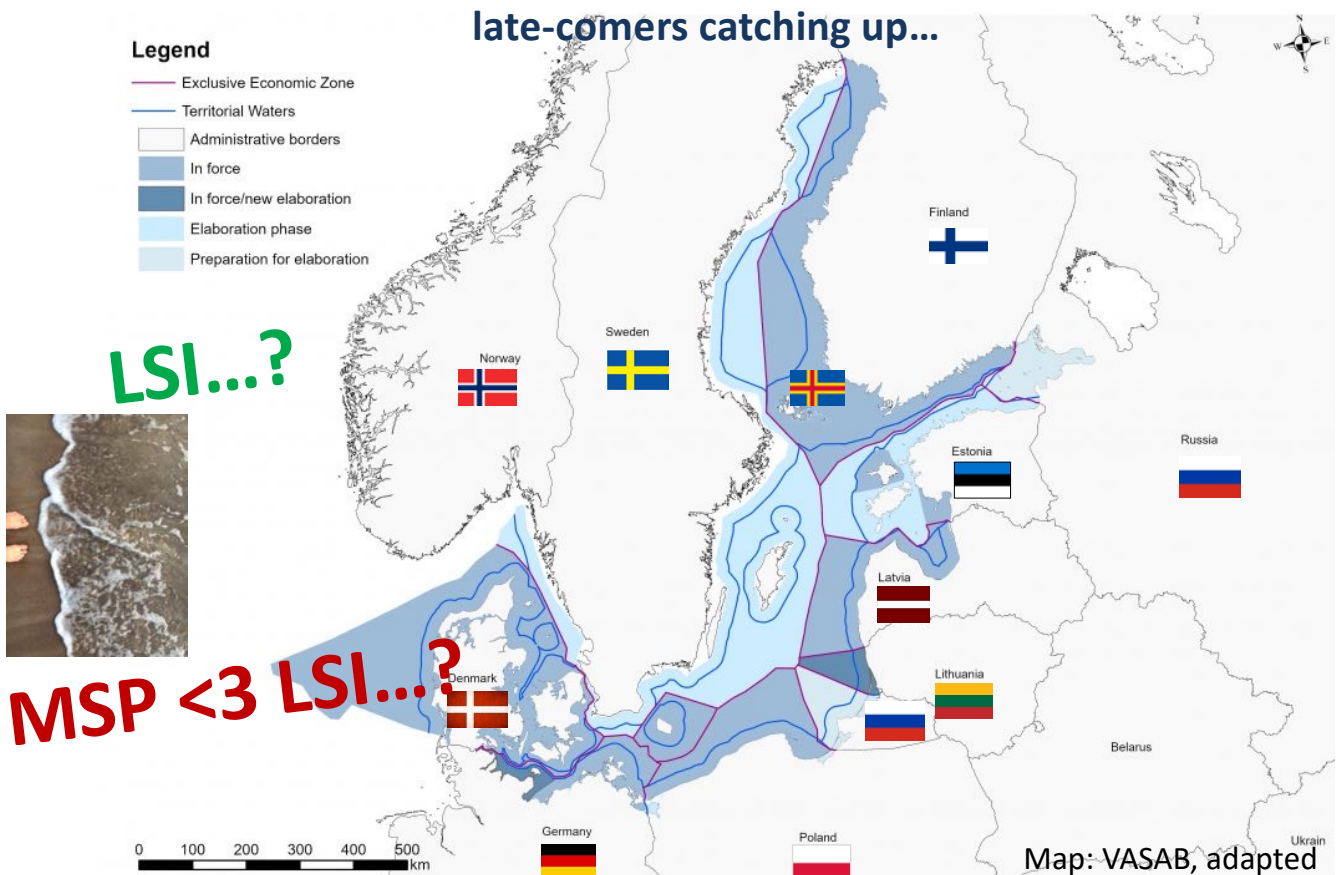
Continued development in the BSR



Baltic Sea: HELCOM-VASAB scaffolding development w guidance and forums

Baltic Sea Region planning status 2021

late-comers catching up...



3. Challenges & Enablers of developing cross border integration in developing MSP in the BSR

Challenges: difficulties, impediments, obstacles or problems to address

Enablers: promoting or assisting solution, helping overcoming challenges

Research on initiated MSP in the Öresund

Cross border & cross level integration in 2016



Contributions by H. Strand

Map: <http://maps.helcom.fi/website/mapservice/index.html>



Analysis of MSP Integration Challenges Sound Case

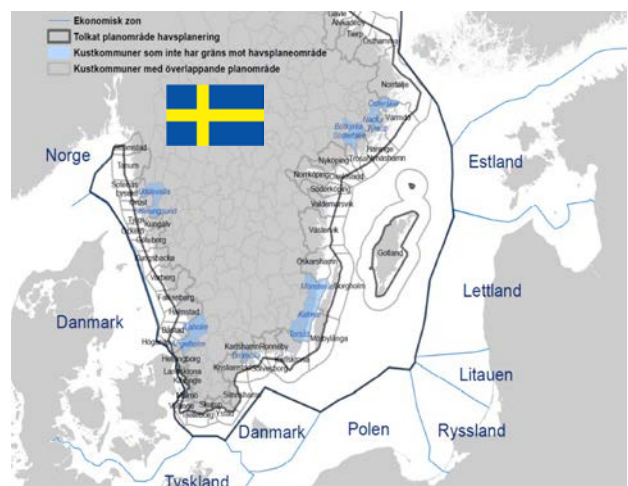


Öresund/Øresund 2015-18

- Attractive, intensively used
- History of locally driven cross-border collaboration – local, thematic
- National/local marine planning



www.msp-platform.eu

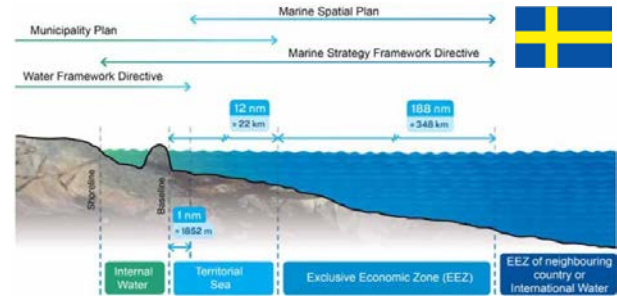
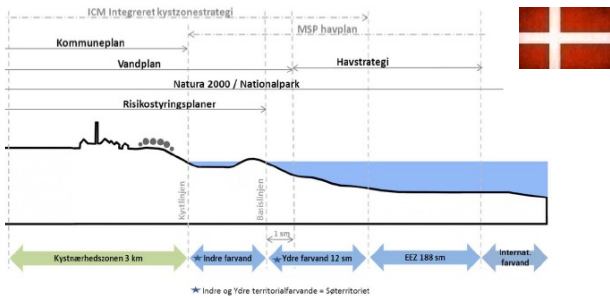


www.havochvatten.se



Öresund 2016

New national MSP processes - at different stages
Different planning systems, uneven land-sea integration



Figures: B.C Kaae 2014; Baseline Report, SwAM, 2014

Dimension	Challenges	Enablers – many open questions
<p>Vertical across levels</p>	<p>Multilevel governance: SE local ↔ DK national Transboundary interaction between levels, uncertainty in roles, mandates, contacts etc. Regional relevance but little mandate municipalities no planning competence but local interests in marine areas – how include? overlap of local /national plans => concerns!</p>	<p>Starting MSP-processes? SE: plan overlap => coherence? Contact, communication, collaboration projects (BalticSCOPE) Clear mandates</p>
<p>Stakeholders</p>	<p>Initial stage: users unidentified, unaware Contact cross border active stakeholders (fishers)? Unmobilised local/regional politicians (esp. SE)</p>	<p>Existing forums and processes, clarify mandate for contact, more permanent process</p>

Cross border integration and collaboration to develop MSP in the BSR
Challenges & Enablers
Authority driven projects
2015-17 and 2018-19
 Development : Observations Baltic SCOPE & Pan Baltic Scope

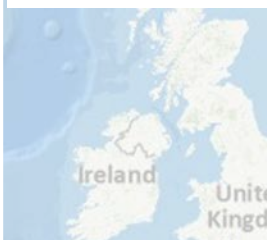


Baltic SCOPE

Towards coherence and cross-border solutions in Baltic Maritime Spatial Plans



Nordregio



Pan Baltic Scope



Source: <http://maps.helcom.fi/website/mapservice/index.html>



Baltic SCOPE

Towards coherence and cross-border solutions in Baltic Maritime Spatial Plans

2015-2017
LSI = secondary



EU: implement MSP Directive

- Closer alignment of national plans
- Platform for knowledge sharing and collaboration
- 2-way knowledge building & learning
Transboundary => <= National
- Partners: MSP authorities, regional organisations (HELCOM, VASAB), research institutes (Nordregio, SYKE)
- 2 Cases:
 - Southwest Baltic – detailed hotspots
 - Central Baltic – more initial MSP
- 4 topics & many reports:
Energy, Environment, Fishing, Shipping
www.balticscope.eu



Baltic SCOPE

Towards coherence and cross-border solutions in Baltic Maritime Spatial Plans

Complementary Case Work



Figure: Pan Baltic Scope

Stakeholder Engagement

one aspect of a territorial governance based approach

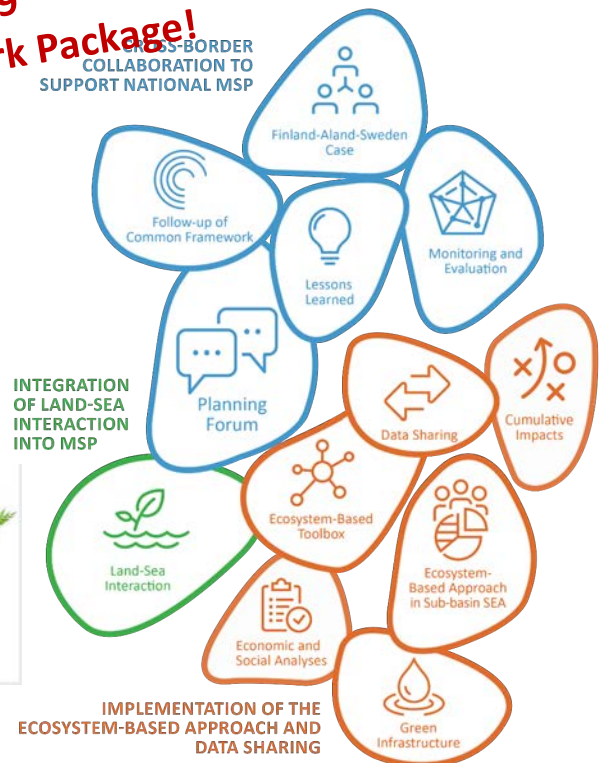
Aspect	CHALLENGES: INITIAL MSP DEVELOPMENT & TRANSBOUNDARY MORE DIFFICULT!	ENABLERS: AWARENES, TIME, RESOURCES, COLLABORATION
Governance systems	Different MSP Governance systems and understanding of stakeholder engagement	Mutual understanding of systems Stakeholder mobilisation Involvement of relevant sectors
Awareness	Stakeholders lack understanding of their roles and relevance in MSP (motivation affected) and how they can contribute to the process Lack of interest to think across sectors	Awareness raising and training about different types of planning and their relevance in the planning process
Interest to participate	Stakeholders and sector authorities uninterested or with priorities regulated at other levels	General recommendations Using MSP to coordinate towards other levels

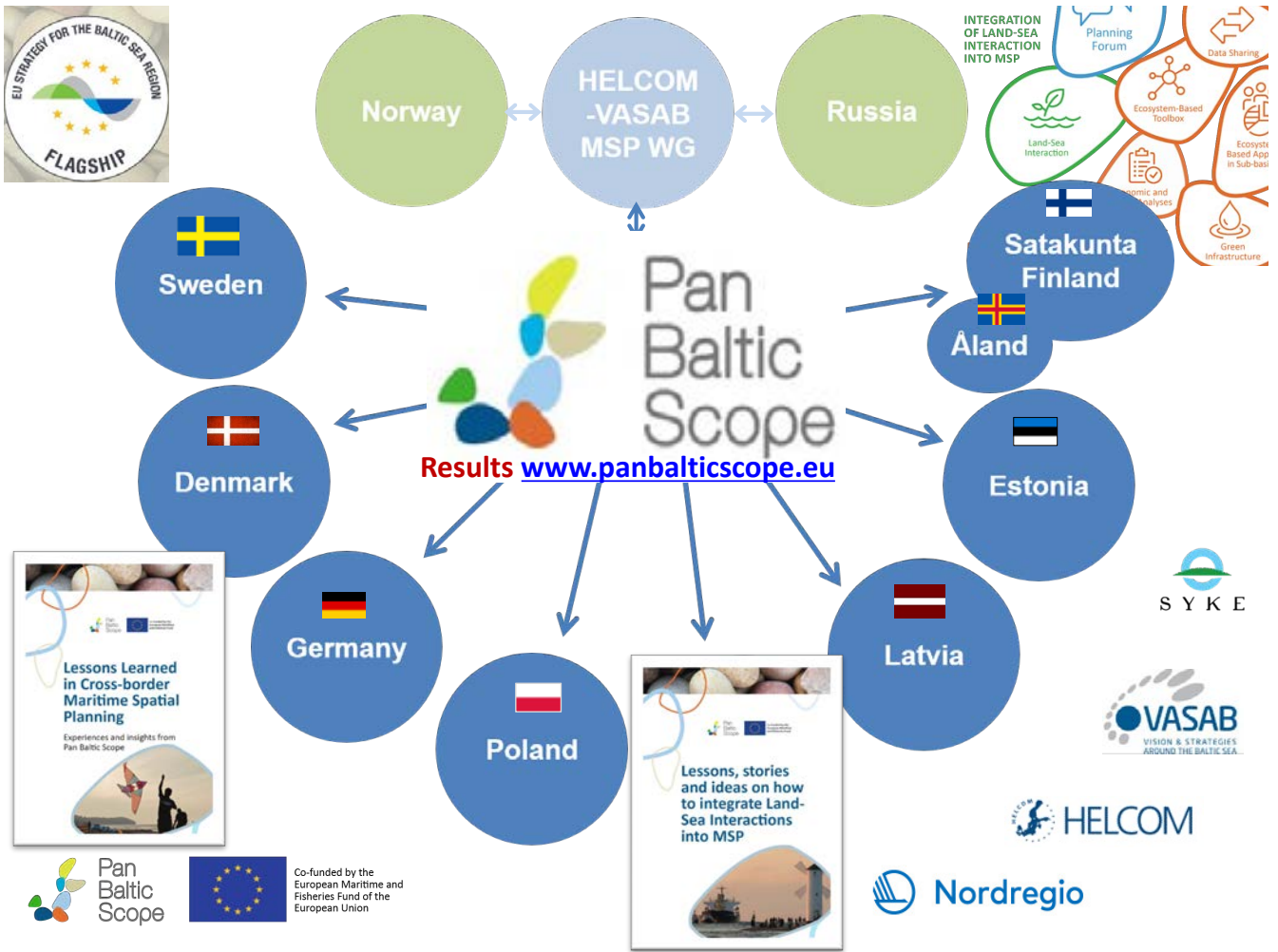


Towards better alignment of MSP in the Baltic Sea Region
Cross-border MSP collaboration & land-sea interactions

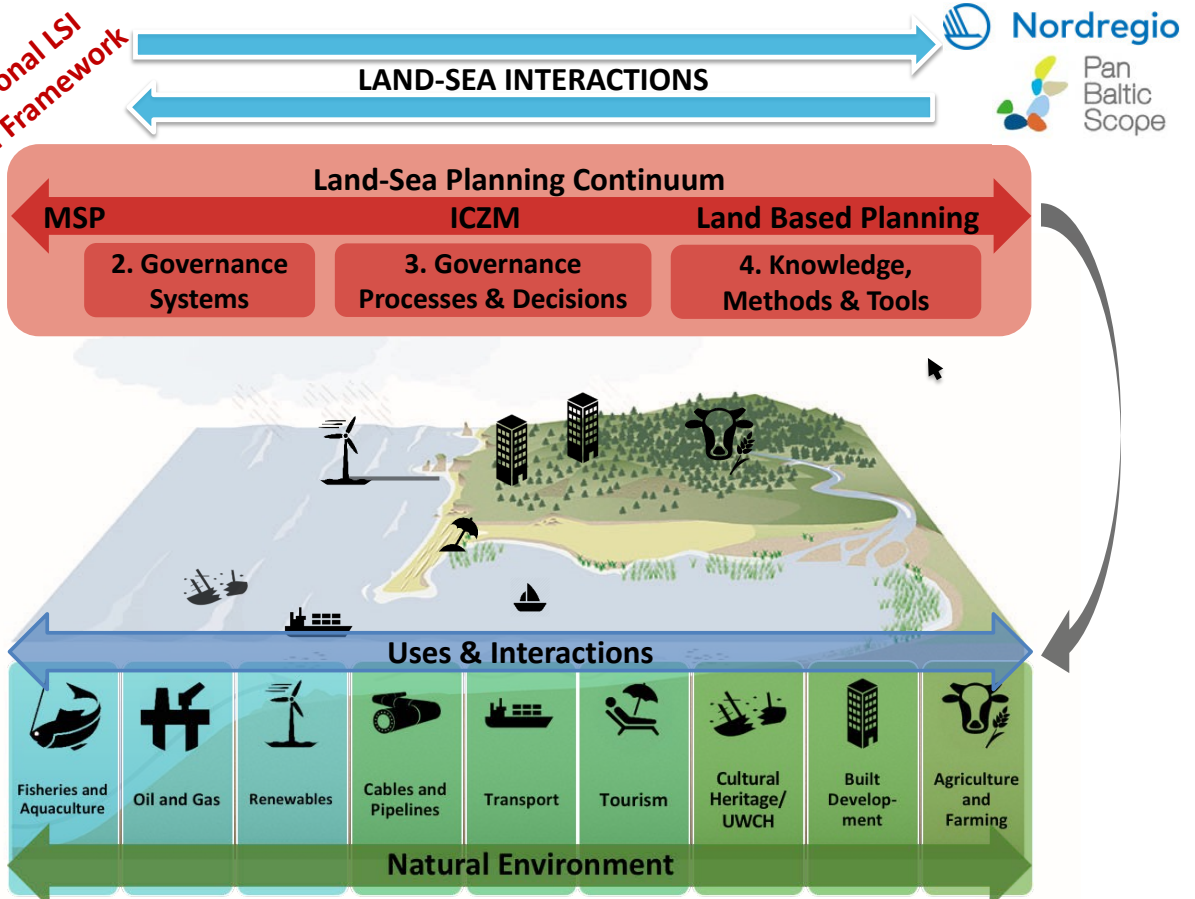


2018-2019 LSI = Work Package!





4-dimensional LSI Analytical Framework



1. LSI Issues: social-ecological interactions in space and time

Figure: Sarah Mahadeo & Andrea Morf, Nordregio

LSI Case work

3 complementary cases

- Different planning status & systems
- 2 observed working cases FI-AX-SE & LV-EE
- 1 complementary DE case desktop study based on earlier research

Problem based & co-creative

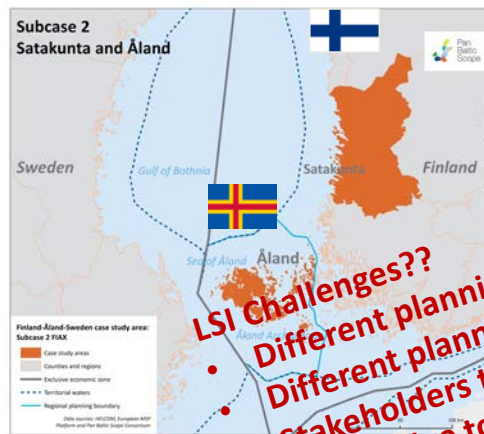
- **Planners:** topics, work with stakeholders, plan & reflect
- **Researchers:** contextualise, systematise, facilitate reflection, compile, verify



Map: Johanna Jokinen, Nordregio, adapted



Gulf of Bothnia Case



LSI Challenges??

- Different planning systems
- Different planning status & timing
- Stakeholders to mobilise
- Knowledge to collect & share

Gulf & Archipelago

Dependency from sea
 Traditional ↔ new uses
 MSP almost done ↔ starting
 Planning systems meet
 MSP process in parallel

Methods:

- Meetings & workshops
- Online-surveys (mapping)

Issues:

Subcase 1: cross-border collaboration

- Awareness & identification of LSI
- Connecting planners & stakeholders & knowledge

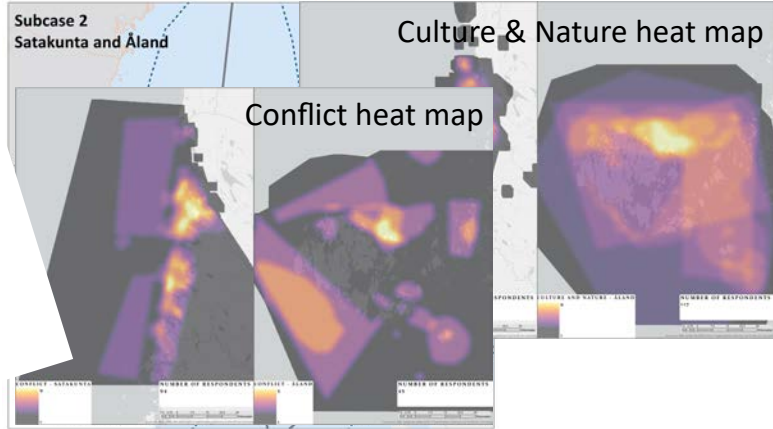
Subcase 2: stakeholder involvement & knowledge

- Mobilisation & trust
- Knowledge

Finland: some topics excluded.
Åland: Plan excludes privately owned coastal waters from MSP due to conflict. Small municipalities with little capacity for MSP.
Sweden: not yet adopted, scale issues & capacity of counties & municipalities.

Map: Johanna Jokinen, Nordregio

Gulf of Bothnia Case



Lessons(=sources): web storymap & report
<https://arcgis.com/1mfmdD>



Key Governance System Challenges

Initial lacks & gaps

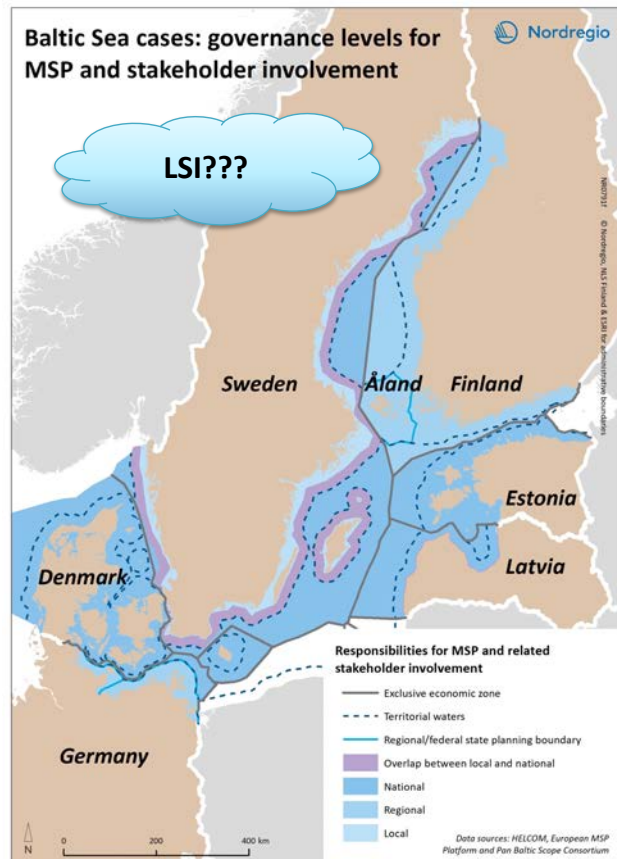
- Awareness & capacity
- Mandates & linkages

Permanent challenges

- Linking across many levels
- Different systems: priorities, instruments, roles, responsibilities

Enablers

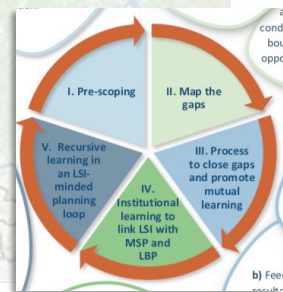
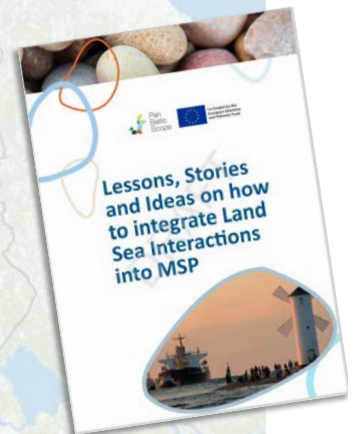
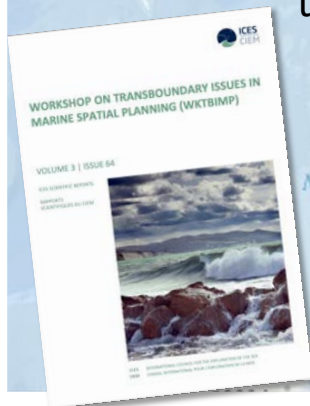
- Clarify responsibilities & mandates (land-sea-air continuum)
- Capacity development: enable all levels to engage in LSI thinking & link to MSP
- Integrate MSP/ICZM/Land planning
 - Permanent LSI forums
 - Legislation, strategies & instruments promoting "one space" planning & mgmt.



Map: Johanna Jokinen, Nordregio, adapted

4. Synthesis and conclusions

- Challenges & enablers in general
- Pan Baltic Scope: LSI-Recommendations & Institutional learning loop (LSI report)
- ICES: Coherence & equivalence-understanding and addressing transboundary issues further



Challenges for transboundary marine planning in the BSR

1. Time, timing and scales
2. Data, knowledge and method related
3. Content related: sectors & interactions
4. Process & trust to promote collaboration
5. Institutional, mandate & power related
6. What is within/beyond marine/spatial planning?
7. Continued change & complexity – CC, BD, economy, security



www.baltspace.eu

www.balticscope.eu

www.panbalticscope.eu

Enablers for transboundary marine planning in the BSR

1. Common problems and shared opportunities
2. Awareness about sea & issues in quadruple helix: society, authorities/policy, enterprise, academia
3. Knowledge & methods and sharing thereof
4. Mutual learning about each other's countries
5. Time, capacity & resources to collaborate across land-sea-air
6. Contacts, facilitation, and forums promoting trust and collaboration
7. Institutional design allowing adaptive learning and promoting **coherence and equivalency** across borders



- Transboundary issues – many!
- Connectivity in terms of:
 - Compatibility
 - Equivalence: same results / outcomes
 - Linking points, alignment
- Typology: 15 types, impediments, enablers, e.g.

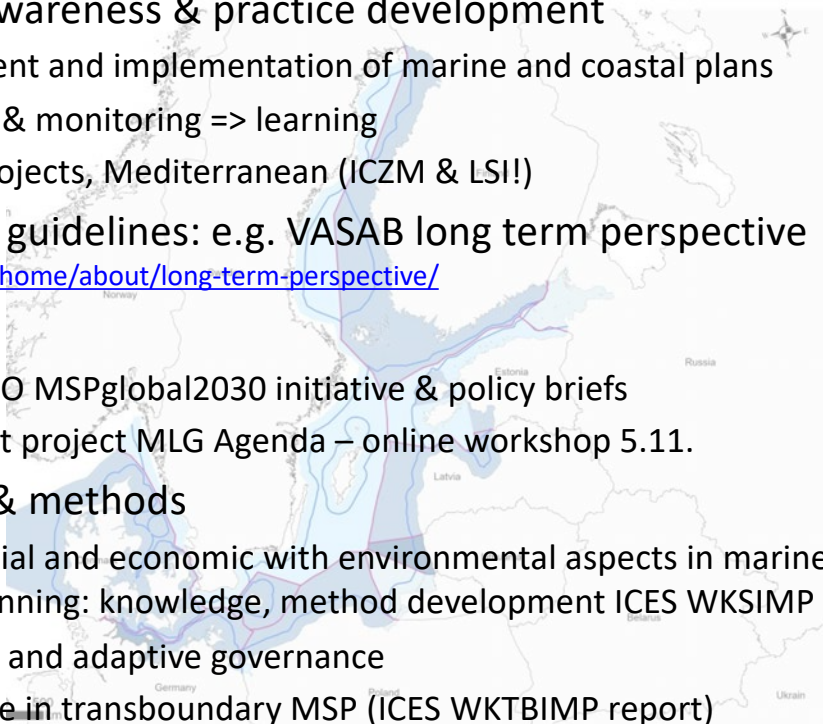


ICES 2021 (3:64),
WKTBIIMP: 15 types,
p. 18 ff.
Based on: Barnard &
Elliott 2015: Ten
Tenets

Connectivity	in terms of	Examples	Impediments	Enablers
Legislative Administra- tive	Compatible Equivalent Linking points	Rules, goals, agreements, structures, procedures	Mismatch of aims, bodies, cycles, commitment responsibilities	Understand systems Agree to share Collaboration Coordination
Spatial planning	Equivalent or same practices, approaches & regulations	EU MSPD & other rules/principles	Non-planning Suboptimal allocation Competition	Collaboration Coordination Principles & practices promoting equivalence
Monitoring & Evaluation	Intercalibrated Same methods Compatible data & outputs	Methods, indicators, calibration, data types, metadata, resolution	Differences in indicators, practices, consistency, scales (time/space)	Coordination Guidelines Intercalibration Common practices

5. Outlook: Practice & discussions

- Increasing awareness & practice development
 - Development and implementation of marine and coastal plans
 - Evaluation & monitoring => learning
 - New EU projects, Mediterranean (ICZM & LSI!)
- Strategies & guidelines: e.g. VASAB long term perspective
<https://vasab.org/home/about/long-term-perspective/>
- Capacity
 - IOC UNESCO MSPglobal2030 initiative & policy briefs
 - LandSeaAct project MLG Agenda – online workshop 5.11.
- Knowledge & methods
 - Linking social and economic with environmental aspects in marine and coastal planning: knowledge, method development ICES WKSIMP
 - Multi-level and adaptive governance
 - Equivalence in transboundary MSP (ICES WKTBIIMP report)



Integrating LSI in MSP

MSP <3 LSI!!!

Learning by doing!
Systematic reflection &
documentation needed!
Do not forget "older" MSP
& ICZM initiatives and
products.

Sharing experiences
beyond the Baltic Sea...

- Planning journal issues under way
- IOC-UNESCO MSPglobal2030
- Mediterranean ICZM
- ICES WGMPCZM ToR D transboundary issues
- Project eMSP North Sea & Baltic Sea just starting! Kickoff Feb 22

[See links](#)

MSP-ICZM-Land planning

**HELCOM-VASAB great job -
Please continue!**

**THANX!
Questions?**



Some links on MSP & ICZM

Research projects referred to (BONUS-financed)

www.baltspace.eu (project reports & video on integration challenges and enablers),

www.bonusbasmati.eu (stakeholder involvement handbook incl video)

Development projects referred to (INTERREG & EASME)

<http://www.panbalticscope.eu/> (LSI report, FIAXSE case story map, Latvian guidelines 2018-19)

www.balticscope.eu (maps, case study reports, 2015-17)

www.baltseaplan.eu (vision 2030 and brochure WWF Germany. 2012. Become a Marine Spatialist in 10 Minutes).

Skagerrack Blue planning & ICZM Northern Bohuslän: <https://www.tillvaxtbokuslan.se/tidigare-satsningar/> (in Swedish) www.havmoterland.se (Sea meets Land INTERREG Skagerrack)

ICZM Mediterranean (e.g.): <https://iczmplatform.org/>

HELCOM – state of the Baltic Sea Report

<http://stateofthebalticsea.helcom.fi/about-helcom-and-the-assessment/downloads-and-data/>

VASAB – country fiches and maps

<https://vasab.org/theme-posts/maritimespatial-planning/msp-country-fiches/>

https://vasab.org/wp-content/uploads/2021/10/MSPA_Oct20201-1024x724.jpg

MSP/ICZM @IOC-UNESCO and presently the MSPglobal 2030 initiative (global):

<https://www.mspglobal2030.org/> and guidance documents:

<https://www.mspglobal2030.org/resources/msp-global-documents/>

Hint - if interested in ICZM & Baltic Sea area (may not be called such): check out integrative municipal and regional coastal planning and Germany, where the term is used more frequently and initiatives with perspective on hydrology, coastal defense, climate change adaptation. Otherwise, **Land-Sea interactions** as keyword has become more frequent lately.

References & further scientific reading

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- Zaucha 2014, *The key to governing the fragile Baltic Sea: maritime spatial planning in the Baltic Sea region and ways forward*, VASAB: http://www.vasab.org/index.php/documents/msp-and-iczm/doc_download/799-the-key-to-governing-the-fragile-baltic-sea-maritime-spatial-planning-in-the-baltic-sea-region-and-way-forward