Marine Spatial Planning
Experiences from Sweden & the Baltic Sea

Policy and institutional frameworks
Step-by step
Stakeholder engagement
Challenges
SwAM

- Government agency responsible for the national management of Sweden's marine and freshwater environments
- Commissioned to establish Sweden's marine spatial planning
- Preparation for MSP and implementation since the start of the agency in 2011
- Delivery of plan proposals December 2019 for government decision
Boundaries for MSP in Sweden

- Different MSP boundaries affecting the EU MSP Directive relating to planning of the coastal zone
- Overlapping plans in Swedish MSP
European Union Strategy for the Baltic Sea Region

- The first macro-regional strategy in Europe, approved in 2009
- Agreement between the Member States of the EU and the European Commission to strengthen cooperation between the countries bordering the Baltic Sea. Objectives:
  - Saving the sea
  - Connecting the region
  - Increasing prosperity
Swedish Agency for Marine and Water Management

Pan Baltic Scope

HELCOM - VASAB MSP WG

Norway

Russia

Sweden

Finland

Aland

Estonia

Latvia

Lithuania

Poland

Germany

Denmark
Enablers in the Baltic Sea Region

**HELCOM**

- Regional sea convention laying the basis for MSP
- Leads the work for a shared view on the status of the marine environment and the main pressures at a sea basin scale
- Developing and agreeing on common actions to manage human activities – *Baltic Sea Action Plan*

**VASAB**

- Vision and strategies around the Baltic Sea – intergovernmental multilateral co-operation of 11 countries of the Baltic Sea Region in spatial planning and development
- *Long Term Perspective for the Territorial Development of the Baltic Sea Region* – an effort to define important challenges with trans-national relevance and to illustrate how to deal with them
Enablers in the Baltic Sea Region

- VASAB and HELCOM are jointly coordinators of the EUSBSR Horizontal Action “Spatial Planning” including MSP
Baltic Sea
MSP cooperation

2010 – Policy level cooperation: Helcom/Vasab joint MSP working group
- MSP Principles
- Regional Baltic MSP roadmap 2013 – 2020
- Guidelines for the implementation of the ecosystem approach in MSP
- Guidelines on transboundary consultations, public participation and co-operation

► 2020 – MSP coherent across borders and based on the ecosystem approach

Marine Spatial Planning Experiences from Sweden & the Baltic Sea
Regional Baltic MSP roadmap
2013 – 2020

Steps included in the roadmap

1. Intergovernmental cooperation on MSP
2. Public participation
3. Ecosystem approach in MSP
4. Information and data for MSP
5. Education for MSP
6. National and Baltic Sea regional frameworks for MSP
7. Evaluation and follow-up
Step 1: IDENTIFYING NEED AND ESTABLISHING AUTHORITY in Sweden

- National need for spatial multisectorial planning and holistic marine management
- The Swedish Agency for Marine and Water Management (SWaM) was established in 2011 as an authority integrating environmental- and fisheries management, as well as MSP
- Swedish Governmental MSP investigation 2009-2010
- Strong Environmental incentive → Ecosystem Approach MSP and MSP linked to the Environmental Ministry
  Swedish MSP legislation in environmental code. Additional governmental MSP-ordinance
- EU Maritime Policy and development of the MSP-directive pushing further
- HELCOM/VASAB joint MSP Working Group – regional MSP policy level cooperation
Step 2: OBTAINING FINANCIAL SUPPORT

• Governmental support for MSP → strong financial support for planning authority and County Administrative Boards

• SwAM has ca 7 fulltime MSP-employees (6 years now) + procured consultant support

• County Administrative Boards have financial support for MSP-employees

• International MSP-cooperation and harmonization through EU-funded projects

• Important with secure longterm funding for a lasting MSP-planning system, adding project funding as additional support
Step 3: ORGANIZING THE MSP PROCESS

- SwAM responsible planning authority - recruited the national planning team
- Clear objective: Develop three plans for Swedish offshore waters promoting long term sustainable development
- Integrate environmental, economic and social objectives
- Apply an Ecosystem Approach
- Swedish MSP – road map including outlined process, planning objectives and Strategic Environmental Assessment scope
Step 4: ENGAGING STAKEHOLDERS

- At start of planning a strong focus on Municipalities with Regional level cooperation
- Shifted towards increased focus on national sector authorities
- Stakeholder involvement resource dependant on both sides
- Initially focus on process/MSP-system, later on plan MSP-content
- Important with feedback to stakeholders
Step 5: ANALYZING EXISTING CONDITIONS

**Current status report**
- National sector authority survey
- Multi sector thematic work
- Consultations

Systematic gathering of spatial data

**GREEN INFRASTRUCTURE**  
- basis for MSP
Step 6: ANALYZING FUTURE CONDITIONS

- Symphony – Swedish MSP Planning Support Tool - Cumulative assessments
- Planning alternatives in impact assessments – SEA and sustainability appraisals
- Climate change scenarios in Symphony → Climate refuges as areas with special concern to high nature values
- Need for better data → CLIMEMARINE – a project on spatial data on climate change
- System thinking is necessary for understanding the full implications of planning (for climate, society, the environment)
Step 7: PREPARING AND APPROVING THE PLAN

- **Cross-checking**
  - Spring 2016
  - Winter 2016-spring 2017

- **First draft**
  - Dialogue

- **Craft proposal**
  - Spring-summer 2018
  - ESPOO-consultation

- **Consultation**
  - Spring 2019

- **Refine proposal**
  - Review

- **Some interests strong: defence**

**Proposals to government**

**National sector interests basis for plan:** energy, fisheries, shipping, nature and defence

**Plan proposal evolved based on consultation input:**

Some interests strong: defence
Step 8: IMPLEMENTING THE PLAN

- Municipalities will apply the plans in comprehensive planning
- Environmental courts will apply the plan at project level (including project Environmental Impact Assessments)
- Coexistence will be tested, N2000 areas
- "Affected" sector authorities will apply and develop measures based on the plan
Step 9: EVALUATING PERFORMANCE

• Focus on plan development → Lagging behind on development of evaluation system

• Legal requirement!

• Base monitoring and evaluation on existing monitoring systems but develop these for increased spatial functionality
Step10: ADAPTING THE PROCESS

Yes, a fairly adaptive process

1. **Municipalities weren’t awake** → provisioning of financial support for local MSP-development, the”KOMPIS”-project

2. **The sectors didn’t want to dance** → many meetings, multi- and bilateral, informal early dialogue stage

3. **Midterm process evaluation by social scientists** → feedback to planning process

But still ongoing discussion on role of MSP in eg environmental management, MSP vs MPA → integrated marine planning and management system. Relevant in global context BBNJ-process vs MSP, IMO vs MSP, CBD vs MSP
Marine Spatial Planning in the Baltic Sea Region

Characterised by multilevel cooperation for the shared Baltic Sea

- **Policy level**
  - National representatives in Baltic HELCOM/VASAB joint MSP Working Group
  - National representatives in European MSP Expert Group

- **Project driven** experience building for planning authorities and stakeholders:
Pan Baltic Scope MSP Project

- Supporting implementation of the EU MSP Directive
- Building upon previous work and filling the gaps – working on the recommendations from Baltic SCOPE
- Share best practices and build new knowledge
- Develop tools and approaches at pan-Baltic level
- Concrete cross-border activities
- Planning Forum – our central platform for collaboration
Challenges in the Baltic Sea

- MSP in an already existing marine governance system
- Coordination – different time schedules (but with the same target year)
- Sovereign nations with domestic targets, goals, priorities and interests
- Different planning systems (from strategic and guiding to detailed and binding)
- Not aligned data and information
- Unsolved issues
Stakeholder engagement

- The MSP projects gives the opportunity for cooperation and informal dialogue with all neighboring countries

Baltic SCOPE

- A thematic, process-oriented approach focusing on four main sector areas: energy, environment, fisheries and shipping
- Emphasis on involving sector stakeholders outside the project in an interactive manner
  - in topical work and analysis of cross-sector interactions
  - in exploring how national stakeholders can be mobilized and involved in transboundary MSP
Stakeholder engagement

• Formal consultation with neighbors in accordance with HELCOM-VASAB guidelines on transboundary consultations
• Within Pan Baltic Scope deepened discussions in Planning Forum – hands on
• Communication of impact assessment is necessary for stakeholder engagement
• Analysis of ecosystem services – a bridge between environmental impact assessment and socio-economic analysis
Some challenges in the MSP process

- The future perspective – how to make visionary and future-oriented plans with the existing conditions (ongoing management, legal conditions)
- To develop and anchor a new planning system
- To design the documents in an easily understandable way, to easily describe complex relationships
- Successful communication of the implications and consequences of the plans – crucial for MSP to serve as a good basis for political decisions
Some challenges in impact assessment

• It is a challenge to develop impact assessments for strategic planning at a national, cross-border and transnational scale, with major uncertainties

• To assess both local effects and potential impacts at a wide geographical scale

• Impacts on land or in the sea – the system analysis

• To design true reference alternatives

• The environmental impact that comes from land, to explain and capture what MSP can affect, the spatial aspect of MSP
Some more Swedish MSP experiences

- Early draft plans for early dialogue (prior to formal consultation) is effective to create commitment and preparation for upcoming consultation.
- Everything cannot be solved in the first planning cycle – identify issues that need to be investigated and which should be dealt with in the next round.
- Find the right way and level to describe the consequences of the plan proposals.
- The authority responsible for MSP needs to have an active planning group – it is the meeting and exchange with stakeholders that generate a substantial part of the planning.