



**THE INTERREG III B BALTCOAST PROJECT**

**A PILOT INITIATIVE ON  
INTEGRATED COASTAL ZONE MANAGMENT IN  
THE BALTIC SEA  
2002 - 2005**

**FINDINGS AND RECOMMENDATIONS**

**FINAL REPORT**

**AUGUST 2005**



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## 1. Executive Summary

The growing pressure on the coastline of the Baltic Sea calls for urgent and unified action by all countries of the region. There is a need for **I**ntegrated **C**oastal **Z**one **M**anagement ensuring a sustainable development in the coastal areas. Use conflicts are not limited to the land side areas of the coastal zones. Especially in the offshore areas use conflicts will get more numerous and more complex in future. In the past, the coordination of different demands could often be restricted to the balancing between two sectors. No complex co-ordination instruments were needed. But with growing complexity and intensity of use interests, more frequently mutually excluding use interests need to be balanced in a multi-sectoral perspective.

Based on an idea developed during the 5<sup>th</sup> Conference of Ministers responsible for spatial planning and development in the Baltic Sea region countries, a pilot initiative was established between 2002 and 2005 for the support of integrated coastal zone management and development in this region. With the support of the ERDF as well as national, regional and local co-financing the Interreg III B Project „BaltCoast“ combined numerous concrete pilot projects and measures with the development of processes and regulations for spatial planning.

As a result of the various activities pursued, BaltCoast makes the following recommendations:

### A) Role of Spatial Planning in ICZM

- ICZM is the responsibility of political bodies of all levels
- Do not create ICZM specific institutions – improve the use of existing ones
- Cross-sectoral Agencies at Regional Level should take the Lead for implementation
- Link the regional approach with case specific solutions
- Spatial Planning should take a central role in ICZM
- The focus should be on implementation rather than on theoretical ICZM discussions.

### B) Implementation of Sea-Use-Planning (extend spatial planning to the off-shore side)

- Agree on the systematic information exchange concerning off-shore uses,
- Prepare spatial plans for offshore areas where needed and
- Introduce project oriented and cross-sectoral coordination procedures.

The main conclusion of BaltCoast is to use the strengths of spatial planning for a successfully implementation of ICZM and for cross-sector coordination of offshore development in national 12sm zones and beyond, in the EEZ.

The EU Commission has asked all member states to elaborate national ICZM strategies until 2006. These strategies are still under preparation. Furthermore only a few countries around the Baltic Sea have established regulations for spatial planning in offshore areas so far. This situation provides a unique opportunity to introduce planning procedures, harmonised between BSR countries and thus facilitating cross-border consultations.

## 2. The Recommendations at a Glance

### 2.1. Sea Use Planning

#### A. Use the strengths of spatial planning for cross-sector co-ordination in offshore development

- Promote the preparation of spatial plans for offshore areas  
*More effective and transparent co-ordination of different use interests; no transfer of unsolved onshore problems to offshore; sea area reservation for unknown future needs.*
- Use territorial impact assessment tools for projects  
*Comprehensive balancing of interests with sufficiently detailed consideration of all relevant impacts - environmental, social and economical.*

#### B. Introduce tools and methods for spatial coordination of offshore uses

- Improve the availability and accessibility of mapped information  
*A GIS-based fact-bank on offshore uses with secured updating routines and easy access across borders.*
- Define basic national policies for offshore development which are coordinated cross-sectorally  
*Strategic offshore development guidelines and prioritisation rules for use conflicts.*
- Improve the effectiveness of cross-border consultation for offshore development plans and projects  
*Effective cross-border consultation with clear contact points and consultation procedures and complete, reliable, easy-to-obtain information across borders.*
- Prepare indicative guidelines for content and procedures of offshore spatial planning  
*A tool box for countries wishing to introduce spatial planning for offshore areas; harmonised standards for spatial plans which facilitate cross-border concertation.*
- Apply ICZM principles in offshore planning  
*Observance of ICZM principles in the offshore spatial planning process.*
- Ensure wide involvement of stakeholders in planning for offshore development  
*Adequate involvement of offshore and onshore stakeholders at all stages of spatial planning.*

#### C. Improve the transnational discussion and concertation process

- Conduct continued dialogue with Helcom, Baltic 21, VASAB and EU Commission on principles for offshore spatial planning  
*Coherent offshore development principles; accelerated implementation of recommendations.*
- Seek continued consultation with the EU regarding recommendations on ICZM, EIA and SEA Directive  
*A high degree of synchronisation of different organisations' approaches in overlapping themes.*
- Develop transnationally concerted plans for offshore infrastructure corridors  
*Coherent vision of transnational corridors for international shipping and utility networks (pipelines, cables)*
- Promote transnational research and pilot projects  
*Enhanced knowledge on present and future use demands and their potential impacts.*
- Promote experience exchange with other regions  
*Improving the quality of spatial cross-sector use coordination through knowledge exchange.*

### 2.2. The Role of Spatial Planning in ICZM

#### D. Strengthen the institutions responsible for ICZM

- ICZM is the responsibility of political bodies at all levels

*In order to be successful in the long-term, the responsibility for ICZM needs to be taken up by political bodies of all levels (municipalities, regional government, national government).*

- Cross-Sectoral Agencies: at National Level responsible for the overall framework / at Regional Level taking the Lead for implementation  
*The complexity of the ICZM process requires the stimulus of one lead agency, responsible for its activation, execution and monitoring. The regional level in most cases will be best suited to take this responsibility, while the national level should provide the overall framework for ICZM process.*
- Do not create new ICZM specific institutions – improve the use of existing ones  
*Taking into account the current density of public authorities' interventions and the limited resources both in terms of finance as well as personnel of local and state authorities it is not recommended to create new ICZM specific institutions and organisations.*
- ICZM process based on Endogenous Resources  
*The absence of ICZM specific support programmes is no excuse for a missing or failed ICZM strategy.*
- Link ICZM and Spatial Planning  
*Important synergy effects could be achieved if the ICZM Coordination Unit is merged with the spatial planning authority which is in itself driven by the notion of balancing different interests to achieve sustainable development.*

#### **E. The added value offered by Spatial Planning to ICZM issues and ICZM processes**

- Spatial Planning cannot substitute the ICZM Process - but forms an essential part  
*The issues taken into account within spatial planning processes (e.g. spatial order requirements, nature protection, cultural heritage and security requirements, economic values of the space) cover only part of the coastal resources which shall be managed under the ICZM process.*
- Multi-Agency and Multi-Sectoral Harmonisation  
*ICZM requires a multi-agency and multi-sectoral approach which is already followed by spatial planning as such. The ambition to balance different demands and to reach a reconciliation of the interests of regional actors is at the heart of spatial planning and is not restricted to ICZM only.*
- Good Information Basis  
*Spatial planning acts as an information node for regional and local authorities, for bordering foreign authorities as well as for other institutions. It has already the necessary contacts and know-how about the territory it is responsible for (even in G.I.S format), its local interest groups as well as the other stakeholders playing part in the ICZM process.*
- Harmonisation of Development with Nature Protection  
*Most ICZM conflicts evolve around the diverging interests of utilisation versus environmental protection. The harmonisation of these interests forms a central part of spatial planning.*
- Long-Term Scenarios  
*Effective ICZM requires a long-term vision. Spatial planning can offer ICZM the experience and know-how in the preparation of long-term scenarios. Without such perspective it is not possible to assess whether regional ICZM plans and projects are in line with the overall ICZM vision for that region.*

#### **F. Ways to improve ICZM Implementation**

- Preparation of regional ICZM Plans  
*It is recommended that the ICZM coordinating unit invites coastal stakeholders to develop a ICZM vision followed by a regional ICZM Plan(s).*
- Focus on ICZM Deliverables  
*ICZM needs to bridge planning and implementation of projects creating a direct linkage between the planning phase and induced changes in quality of life of regional populations.*
- ICZM as Pre-condition for External Funding  
*The existence of an ICZM plan agreed by coastal stakeholders should be a condition sine qua non for receiving financial support for the projects influencing the coastal zone.*

### 3. BaltCoast in Short

#### 3.1. Why Integrated Coastal Zone Management?

The growing pressure on the coastline of the Baltic Sea calls for urgent and unified action by all countries of the region. There is a need for Integrated Coastal Zone Management ensuring a sustainable development in the coastal areas. Use conflicts are not limited to the land side areas of the coastal zones. Especially in the offshore areas use conflicts will get more numerous and more complex in future. In the past, the coordination of different demands could often be restricted to the balancing between two sectors. No complex co-ordination instruments were needed. But with growing complexity and intensity of use interests, more frequently mutually excluding use interests need to be balanced in a multi-sectoral perspective.

#### 3.2. The Political Process

The original project idea of BaltCoast goes back to the 5th Conference of Ministers responsible for spatial planning and development in the Baltic Sea region countries, which was held in Wismar in September 2001. The project concept was explicitly mentioned in the „Wismar Declaration on transnational spatial planning and development policies for the BSR until 2010“. In the following three years the Interreg III B “BaltCoast” project was established and implemented, a pilot initiative for the support of integrated coastal zone management and development in the Baltic Sea region.

The activities and results achieved within the BaltCoast project are reflected in the recommendations (a) on the role of Spatial Planning in the ICZM and (b) on the implementation of Sea Use Planning, which will be presented within the framework of the 6<sup>th</sup> Conference of Ministers for spatial planning and development in the Baltic Sea region countries, to be held in Gdansk in September 2005.

Furthermore the EU Commission has asked all member states to elaborate national ICZM strategies until 2006. These strategies are still under preparation. And only a few countries around the Baltic Sea Region have established regulations for spatial planning in offshore areas so far. This situation provides a unique opportunity for integrating the BaltCoast recommendations into these planning procedures, still to be established, harmonised between BSR countries and thus facilitating cross-border consultations.

#### 3.3. The Project Set-Up

Between 2002 and 2005 the BaltCoast project received more than 2,5 Mio EUR support via the ERDF in the framework of the Interreg III B programme as well as from national, regional and local co-financing sources. More than 50 different organisations and experts from all Baltic Sea Region countries participated during these three years in the various project activities.

The project was structured in the following five work packages:

Work Package 1: Coordinated economic use of water areas through extension of spatial planning to off-shore regions (Transnational Working Group)

- a) Analysis of use conflicts within each partner region, of current legal regulations and of problems of the current planning instruments in use in all BSR countries
- b) Development of a transnational strategy for the use of offshore areas; transnational conclusions and recommendations
- c) Concept for a transnational spatial planning register for offshore areas

Work Package 2: Conflict Management between economic activities and nature protection in lagoon and wetland areas (Five Pilot Projects)

- a) Development of a Sustainable Action Plan for the German - Polish Area of the Odra Estuary (Germany/Poland)
- b) Recommendations for an Action Plan on sustainable development for the Special Protected Area “Greifswalder Bodden” (Germany)
- c) Recommendations for an Action Plan on sustainable development for the Special Protected Area “Wismar Bucht” (Germany)
- d) Improving public access to coastal sensitive areas in Southern Djursland through coastal shelters and information posts (Denmark)
- e) Balanced development of the environment and water tourism on Emajogi - Lake Peipis water way through a detailed analysis of the various user and nature protection requirements and the facilitation of coordinated solutions (Estonia)

Work Package 3: Conflict Management between urban expansion and nature protection (Two Pilot Projects)

- a) Feasibility Study for an enhanced boat and ferry tourism around the Selliner Lake integrated into a comprehensive urban development plan (Germany)
- b) Plan for the restoration of the shore area in view of expanding the harbour for pleasure boats and commercial shipping (Putbus / Germany)

Work Package 4: Measures for Regional Development in Wider Coastal Areas (Eight Pilot Projects)

- a) Planning of regional development measures in the coastal zone of North-West Mecklenburg (Germany)
- b) Development of an integrated coastal zone development programme for the Coastal Area of Kalmar County together with the municipalities of Torsås, Mönsterås, Västervik and Oskarshamn and Kalmar University (Sweden)
- c) Creation of a Regional Identity for the Warnow Region initiated by the non-governmental, voluntary Warnow Association (Germany)

Work Package 5: Common Recommendations for an Integrated Coastal Zone Development (Transnational Working Group)

- a) Identification of regions, which require a common, transnational planning approach
- b) Recommendations for successful conflict management methods in order to solve those between the requirements of nature protection and those of economic and social development
- c) Recommendations on sea-use-planning procedures, tools and mechanisms
- d) Introduction, continuous application and update of the transnational Offshore-Register
- e) Recommendations on the role of Spatial Planning in ICZM and Improvements within ICZM processes

### 3.4. The Implementation of Sea-Use-Planning

#### 3.4.1 Introduction

Traditionally, sea areas were synonymous with the [absence of restrictions](#) (‘open seas’). In few cases, restrictions were set to maintain shipping safety. Over time nature and environment protection have been added to justify use restrictions.

For the first time, the common study provides a [comprehensive offshore use map](#) of the Baltic Sea. This map shows a growing need to compatilise different, sometimes competing demands. Strong overlapping use interests occur in the south-western part of the Baltic Sea, but to a lesser degree also in other parts. Sea traffic continues to expand, as well as other uses such as wind farms, cables, pipelines, oil/ gas platforms, and minerals exploitation, fishing and recreation boating. New future demands may be expected, including aquaculture, industrial activities linked to wind farms, offshore tourist attractions and other use interests not even known yet.



In the past, the coordination of different demands could often be limited to the balancing between two sectors, e.g. nature protection and free shipping. No complex coordination instruments were needed with EIA being an adequate tool. But with growing complexity and intensity of use interests, **mutually excluding use interests need to be balanced in a multi-sectoral perspective**. EIA remains important, but is not sufficient for the comprehensive consideration of different interests. This is even more so if the growing need shall be reflected to reserve sufficient sea space for future new demands.

### 3.4.2 Current offshore use demands in the Baltic Sea

The BaltCoast inventory demonstrates expanding use demands, including shipping, wind farming, nature protection, coastal and boat tourism, mineral extraction (oil, gas, sand), and utility networks. Many of these demands can be conflicting:

- Shipping (freedom of the seas) may conflict with wind farms, mineral extraction, and with nature protection
- Wind farms may conflict with land-side and sea-side tourism, with nature protection, mineral extraction
- Nature protection may conflict (depending on the type of protection) with most other uses
- Cables/ pipelines may be in conflict with shipping (anchors), mineral extraction, with nature protection and with fishery (trawlers)

Use conflicts are therefore getting more numerous and more pronounced. Most approaches for conflict minimisation require spatial planning, for example:

- **Shipping**: assignment of shipping corridors, free of any conflicting uses such as mining, wind farms, cables, nature protection, and others;
- **Utility lines** (cables, pipelines): concentration of corridors to minimise the burdening of scarce sea areas (possibly parallel to shipping lines);
- **Wind farms**: limitation to suitable areas (= no conflicting uses, economic-financial feasibility due to favourable wind conditions, good opportunity to establish cable connections to land-side networks, good accessibility for repair and maintenance works etc.)
- **Boat tourism**: avoidance of coincidence with military training areas; spatial concentration of boat harbours.

### 3.4.3 Current status of spatial coordination for offshore uses in BSR countries

#### A) Regulatory framework

When describing the status of spatial planning in offshore areas of BSR countries, a differentiation is required between the **12-sm zone (= national territory)** and the **EEZ = Exclusive economic zone (=international territory with national exploitation rights)**. This differentiation is needed due to the a) different status of regulatory framework; b) different responsible institutions and c) different status of spatial planning.

So far **no legal-regulatory framework for spatial planning in the EEZ** exists in most BSR countries. Only **Finland** has recently formally established their EEZ and has proposed new legislation concerning the EEZ. But no special spatial coordination has been addressed. **Germany** has adopted a new law in summer 2004. Spatial planning for the German EEZ has been started.

The regulatory framework for **spatial planning in the 12-sm zone is more advanced** in a number of countries. Usually, the responsibility is with local/ regional authorities as part of comprehensive planning: In Sweden the municipalities are responsible; in Finland the regional councils prepare the plans and the Ministry of Environment ratifies- whereas in Germany the Länder prepare and ratify the plan. Poland has chosen a national responsible authority: the Maritime Office (planning) and seeking approval by Minister of Infrastructure.

Other countries have no regulations yet. The intention is to prepare separate plans for different coastal sections. Planning for offshore uses remains the task of different national sector institutions which seek a cross-sector consultation to a different degree. However, in the absence of spatial plans, even a **good cross-sector consultation remains insufficient**, since there is no comprehensive view on future use demands, resulting conflicts, their relevance and prioritisation.

## B) Effective spatial planning

Effective spatial planning in the Baltic Sea countries is even less advanced:

- No plans existing for the EEZ (plan preparation is under way in Germany)
- More plans exist for the 12-sm zones, but:
  - Swedish municipalities include only parts of the offshore areas into their comprehensive plans (if any).
  - In the German BSR, only Mecklenburg-Vorpommern has prepared a draft spatial plan (and Lower Saxony for its North Sea part; Schleswig-Holstein is considering to prepare such plan)
  - In Finland offshore areas are normally not included in spatial plans of local or regional authorities, unless they are part of archipelagos.
  - In Poland spatial planning for offshore areas has not started yet.
  - In other BSR countries only the immediate coastal zones are sometimes included in spatial planning, but not the offshore areas.

### 3.4.4 The BaltCoast Recommendations on Sea-Use-Planning

#### A. THE PRINCIPAL RECOMMENDATION: USE THE STRENGTHS OF SPATIAL PLANNING FOR CROSS-SECTOR CO-ORDINATION OF OFFSHORE DEVELOPMENT

Spatial planning has a proven record as a coordination tool for on-land development. This capacity shall be extended to offshore areas in national 12-sm zones and beyond, in the exclusive economic zone (EEZ). Since comprehensive planning takes time and efforts, strategic planning shall start in areas where multi-sectoral use conflicts are already pressing now, or are expected to become so in the near future.

**Two levels of cross-sector use coordination are recommended:**

**A.1 Strategic level:** Preparation of strategic spatial plans at scales of 1 : 200,000 or 250,000;

**A.2 Project level:** Systematic detailed assessment of the impacts from contemplated use projects across all sectors possibly affected, in the offshore areas as well as in adjacent coastal land areas, considering project location, dimension and technical character. Environmental impacts are an important part of this, but other socially and economically relevant impacts of and on other sectors shall be assessed, too, to allow a comprehensive balancing of interests.

#### B. INTRODUCE TOOLS & METHODS FOR SPATIAL COORDINATION OF OFFSHORE USES IN ORDER TO IMPLEMENT PRINCIPAL RECOMMENDATION

Few countries around the Baltic Sea have established regulations for spatial planning in offshore areas. This situation provides a unique opportunity to introduce planning procedures, harmonised between BSR countries, and facilitating cross-border consultations without the need to change already existing methods and regulations. A number of pre-requisites need to be created, however, for which transnationally concerted preparations should start soon:

### **B.1 Improve the availability and accessibility of mapped information**

*Aim:* A GIS-based fact-bank on offshore uses with secured updating routines and easy access across borders.

*Background:* In most BSR countries existing and planned offshore uses are not systematically mapped. Existing information is scattered and difficult to access.

*Recommendations:*

- (1) Nominate national contact points with legal competence for organising offshore geo-information compilation, storage (exchangeable GIS format) and distribution;
- (2) Define transnationally agreed standard information to be collected (kind and detail of information; geo-reference);
- (3) Ensure collection and regular updating by various responsible institutions which shall ensure data quality.
- (4) Facilitate free transnational access to relevant information for spatial planning authorities.

### **B.2 Define basic national policies for offshore development which are coordinated cross-sectorally**

*Aim:* Strategic guidelines for offshore development, incl. prioritisation rules for use conflicts.

*Background:* Many use interests exclude or limit each other. Little experience exists with use prioritisation in offshore areas. National policies affecting offshore areas are largely sectoral, and in many cases not harmonised. Sea space is limited. Future demands are unknown, but may become important: generous reserve areas must be kept.

*Recommendations:*

- (1) Prepare, in each country, a governmental document on the policy of using sea areas. Ideally, this would be done before starting the planning process. But it may also be done on the basis of first experience with plan preparation. The document shall contain: (a) a description of basic sector policies relevant for offshore areas; (b) prioritisation guidelines; (c) location of national priority areas; (d) guiding principles for reserving space for future unknown demand.
- (2) Prepare a similar indicative document at BSR and EU levels.

### **B.3 Improve the effectiveness of cross-border consultation for offshore development plans and projects**

*Aim:* Effective cross-border consultation with clear contact points and consultation procedures and complete, reliable, easy-to-obtain information across borders.

*Background:* Conflicting interests across borders do occur and will become more frequent. Ways to compromise or even to obtain mutual benefits can often be found if prepared in time. Current consultation procedures are not sufficient, mutual information and dialogue depend on good will, not on established routines.

*Recommendations:*

- (1) Identify in each country one responsible national contact point;
- (2) Use, as a model, existing regulations for cross-border consultations regarding the environment (Espoo convention, EU directives), widening these for cross-sector, spatial coordination;
- (3) Prepare bilateral agreements on procedures and time frames for (a) notification of proposed planning or project activity; (b) consultation; (c) dispute settlement; (d) information on the final decision.

### **B.4 Prepare indicative guidelines for content and procedures of offshore spatial planning**

*Aim:* A tool box for countries wishing to introduce spatial planning for offshore areas; harmonised standards for spatial plans which facilitate cross-border concertation.

*Background:* Many BSR countries could benefit from indicative guidelines when introducing national planning rules for offshore areas. Cross-border consultation for planned offshore uses would be easier if plans were based on common standards.

*Recommendations:*

- (1) Agree on harmonised scales of strategic spatial plans;
- (2) Define the minimum content of these plans (use categories considered, levels of use reservation);
- (3) Use uniform systems of plan presentation (graphical, explaining text).
- (4) Apply BSR-standard procedures for plan preparation and concertation (see B.5 and B.6).

#### **B.5 Apply ICZM principles in offshore planning**

*Aim:* Observance of ICZM principles in the offshore spatial planning process.

*Background:* Spatial planning and ICZM rely on similar principles and are mutually interdependent. The onshore-offshore interface is not satisfactorily considered in current ICZM. Lacking knowledge on the impact from contemplated new activities call for cautious development.

*Recommendations:* Apply spatial planning principles used on-shore, for offshore areas:

- (1) Adopt a holistic, forward looking (long-term) perspective;
- (2) Allow gradual development of offshore areas;
- (3) Consider the onshore-offshore interface.

#### **B.6 Ensure wide involvement of stakeholders in planning for offshore development**

*Aim:* Adequate involvement of offshore and onshore stakeholders at all stages of spatial planning.

*Background:* Proper spatial planning must be based on public participation and stakeholder involvement at an early stage to consider all interests and ideas. Though there are no offshore inhabitants and few industries, many may be affected or may affect offshore developments.

*Recommendations:*

- (1) Prepare standard lists of stakeholders to be involved: (a) onshore inhabitants and enterprises whose livelihood or economic interests are affected; (b) enterprises interested in offshore projects; (c) institutions having jurisdiction over the sea; (d) those whose actions affect the sea; (e) NGOs.
- (2) Apply participation procedures as used for onshore spatial planning.

### **C.IMPROVE THE TRANSNATIONAL DISCUSSION AND DEVELOPMENT PROCESS**

The implementation of the above recommendations would strongly benefit from transnational cooperation - leading to harmonised standards, but leaving room for national specificities. Such cooperation shall be arranged by national government bodies responsible for spatial planning and regional development. Transnational organisations such as VASAB, Baltic 21, HELCOM and the EU Commission can support this process by activating their networks and experience in sustainable development. Baltic 21 has proposed to initiate cross-border lighthouse projects involving different sectors from this initiative.

Transnational initiatives for ICZM and, more general, for sustainable development, show significant gaps when it comes to integrated offshore development. They would also benefit from a dialogue with national spatial planning organisations. The following is recommended:

#### **C.1 Conduct a continued dialogue with Helcom, Baltic 21, VASAB and EU Commission on principles for offshore spatial planning**

*Aim:* A coherent vision for offshore development; accelerated implementation of these recommendations.

*Recommendations:*

- (1) Convene national focal points with transnational bodies to discuss the implementation of the recommendations made under A. and B.
- (2) Prepare periodical pan-Baltic reports on progress in the management of offshore areas using inputs from national focal points.

## **C.2 Seek continued consultation with the EU regarding recommendation on ICZM, EIA and SEA Directive**

*Aim:* A high degree of synchronisation of different organisations' approaches to sustainable offshore and coastal zone development.

*Background:* The interrelationship is strong between spatial planning, ICZM, EIA and SEA, all seeking a long-term strategy for sustainable development. The ongoing discussion in the EU Commission on ICZM, EIA and SEA would benefit from experience with offshore spatial planning and vice-versa.

*Recommendation:* Discuss among national spatial planning bodies, pan-Baltic organisations and EU Commission how to best consider offshore spatial planning in the mentioned recommendations and directive.

## **C.3 Develop transnationally concerted plans for offshore infrastructure corridors**

*Aim:* A coherent vision of transnational corridors for international shipping and utility networks (pipelines, cables).

*Background:* There is good experience with TEN as a coordination instrument for trans-European (transport) infrastructure. Concentrated corridors in sea areas (in contrast to existing non-organised cob-webs) would help to minimise conflicts with other uses and to ensure careful use of limited sea space. With agreed corridors, project licensing may be accelerated.

*Recommendations:*

- (1) Let responsible sector institutions systematically provide information on existing and planned uses.
- (2) Prepare transnational priority corridors for respective uses.

## **C.4 Promote transnational research and pilot projects**

*Aim:* Enhanced knowledge on present and future use demands and their potential impacts.

*Background:* Available knowledge and information is not good enough to inventorise current offshore uses, to assess future demands and to estimate potential use impacts. Spatial planning for offshore areas needs more practical experience to demonstrate its benefits.

*Recommendation:*

- (1) Initiate transnational research to improve knowledge (a) on current use demand and area suitability; (b) to assess economic, social and environmental impacts from existing and contemplated new offshore uses.
- (2) Initiate pilot projects for offshore spatial planning to gather practical experience.

## **C.5 Promote experience exchange with other regions**

*Aim:* Improving the quality of spatial cross-sector use coordination through knowledge exchange.

*Background:* Countries not experienced in spatial planning for offshore areas can benefit from knowledge gained by those being more advanced. The latter would benefit from a feedback from new experience to refine existing regulations and methods.

*Recommendation:*

- (1) Arrange conferences and discussion fora on offshore planning

- (2) Install international working groups on specific issues such as legal regulations, stakeholder involvement, impact assessment, cross-border consultation, information exchange etc.
- (3) Interrelate with research and development projects in this field (C.4).

### 3.5. The Role of Spatial Planning in ICZM

#### 3.5.1 Introduction

Within the individual sub-projects implemented in the framework of the BaltCoast project new approaches to conflict management and regional development were applied and tested. These sub-projects were carried out in selected regions throughout Germany, Sweden, Poland and Estonia.

Through the combined work of these sub-projects, BaltCoast:

- demonstrated practical ways of how to promote economic development, urban expansion and nature protection simultaneously;
- extended the former ICZM approach, which covered only less developed regions, to areas with dynamic economic development (e.g. important urban areas, tourism areas);
- combined concrete, practical projects and measures with the development of processes and regulations of spatial planning;
- was open to all relevant and interested public and private actors who could contribute to the ICZM process.

The analysis of the work and results of these sub-projects, has led to the overall conclusion that spatial planning should be involved in the ICZM process in the following way:

- Including ICZM principles into national, regional and supra-local visions and strategic documents dealing with spatial development;
- Participating in the preparation of the ICZM plans contributing with its knowledge on spatial planning conflicts in the coastal zone, their geographical coverage, methods of conflict management (including public participation), instruments on territorial impact assessments and ensuring linkage between spatial plans and ICZM plans in the given area;
- If necessary offering to the ICZM process a service of cross sectoral co-ordination unit (ICZM focal point), which can be performed by spatial planning statutory structures;
- Participating in the preparation of mid-term development programmes, supporting comprehensive ICZM approach based on principle of sustainable development (the same as for spatial planning);
- Participating in the ICZM monitoring and evaluation process and by that improving and amending spatial development plans and visions.

#### 3.5.2 Findings from the BaltCoast Sub-Projects

##### **Spatial Differentiation offers a Solution to many Conflicts**

In many cases spatial differentiation provided the solution to problems at an early stage of the ICZM process. The lack of hard and objective data on real plans, uses and consequences often allowed the various groups to paint a picture according to their own interest. The systematic collection and analysis of relevant information showed that the areas of conflict were less frequent than originally expected since [the various demands do not have much spatial or temporal overlay](#). The actual conflict management processes could therefore be [concentrated to smaller and clearly defined areas](#).

On the other hand ICZM has also an important function in those areas of little conflict and/or little changes for nature protection or users. The [various partners involved felt empowered and reinforced](#), in that they saw their needs and activities officially recognised and legalised.



### **Success of Conflict Solution depends on Quality of Information**

The systematic collection of data as such is not sufficient. The data needs to fulfil the criteria of being **up-to-date – objective – reliable – relevant – comparable**. Several sub-projects encountered problems in fulfilling these criteria:

- ICZM is dealing with the future, but data can only be about the past. Many stakeholders are not in the position to formulate and analyse their own future.
- Relevant **studies and analyses were often unknown and/or inaccessible** due to unclear responsibilities for the ICZM process.
- The success of the ICZM process depends on the choice of the person/organisation in charge of it, but it has proven to be **difficult to find the ideal moderator**. Local moderators are prone to be subjective. Outsiders are more neutral, but often lack the support and acceptance of the local community.
- In the absence of a clear set of ICZM indicators **conflicts often appear about the interpretation and analysis of the raw data**.
- **Far too much data** / information is collected and brought into the discussion as part of the ICZM process.
- The general **use of the GIS format** can greatly facilitate the overall information process as it is best suited to adapt to the dynamic, constantly changing character of ICZM. Much of the data is however not yet available in GIS format and not all data can be presented in this format.

### **Wide and open discussion increases acceptance of compromises**

Individual stakeholder groups are more inclined to accept necessary restrictions if they are involved from the outset in the planning process. Most BaltCoast projects have been successful in finding short-term compromises. But most of them have not yet reached the stage of true “long-term” collaboration where conflicts are dealt with in a pro-active way before they even appear.

### **Successful ICZM requires a common vision**

Conflict resolution techniques work better if all parties involved, despite the different positions represented by them, start off with a common goal (i.e. development of the area). Otherwise the parties are either not prepared to enter into the process at all or – if they do so – work with different agendas. ICZM has so far still received far too little publicity. In the absence of a clear responsibility and a national framework for ICZM, the various actors are not aware of the value and advantages of an integrative, comprehensive approach. Many projects could not start the ICZM process from the problem as such, but first had to make substantial efforts in laying the preliminary ground.

### **ICZM needs Stimulation**

ICZM processes do not evolve naturally. There is a strong tendency to spend more attention towards day-to-day issues than long-term questions of strategic nature. The interest of all actors needs to be gained not only once but repeatedly during the ICZM process. This requires guidance by a moderator/organisation. The process itself is only brought forward with timetables, deadlines and documented intermediary results. It is of benefit if the overall goal can be sub-divided into a number of measurable sub-goals to be reached step by step (high frequency of small stimuli). Stakeholders need to be given the perspective of clear, visible and deliverable benefits. Benefits of only “planning” nature are not sufficient.

### **Initial Costs form a barrier to ICZM process despite long term benefits**

Most of the information is already available, but the comprehensive collection and generation of additional data and the preparation of studies and analyses, which form the basis for differentiated spatial plans of the coastal regions, requires substantial financial resources.

Even though these initial costs are more than off-set by the financial benefits generated from the existence of such plans and can often partly be covered by support programmes, the pre-financing and/or project design presents a major barrier to municipalities and other bodies to initiate such ICZM processes.

### **Agreements need to be enforced**

The conflict solutions found and documented in regional, spatial differentiated plans are passed by all interest groups in the form of voluntary agreements. So far it has been assumed that such a voluntary form would be sufficient, but the practice has shown that interest groups have a tendency to disregard these voluntary agreements as soon as new issues appear.

Generally only a small percentage do not adhere to the common rules laid out, but those can cause substantial damage. Misbehaviour and disregard of agreements is mainly caused by lack of information rather than unwillingness. But the representatives of the interest groups, who sign the agreements, often lack tools and/or legitimacy to enforce them among their members.

### **ICZM leads to great expectations**

The work with the interest groups and the resulting improved planning process leads to great expectations about the actual outcome of the ICZM process. These expectations are going well beyond planning in itself and are related to the implementation of the plan. The positive effects of the ICZM process can easily turn into the opposite in case that the plans are not put into practice.

Experience has shown that ICZM planning processes are much more difficult in case of uncertainty of implementation. The benefits of successful ICZM planning can also be lost, if implementation is not following in due time. Costly analyses and studies have to be prepared all over again in case of long delays.

## **3.5.3 Recommendations on the Role of Spatial Planning in ICZM**

### **D. STRENGTHEN THE INSTITUTIONS RESPONSIBLE FOR ICZM**

#### **D.1 ICZM is the responsibility of political bodies at all levels**

In order to be successful in the long-term, the responsibility for ICZM needs to be taken up by political bodies of all levels (municipalities, regional government, national government). These bodies should initiate the process according to the EU Recommendations and assign responsibility for its continuation in the future to responsible networks and/or institutions.

#### **D.2 Cross-Sectoral Agencies: At National Level responsible for overall framework / At Regional Level taking the Lead for Implementation**

The complexity of the ICZM process requires the stimulus of one lead agency, responsible for its activation, execution and monitoring. The regional level will in most cases be best suited to take this responsibility, while the national level should provide the overall framework for the ICZM process. The ICZM Coordinating Unit should be neutral with regard to socio-economic development and nature conservation and play a technical role being supervised by democratically elected bodies/public authorities directly responsible for the ICZM process.

#### **D.3 Do not create new ICZM specific institutions – improve the use of existing ones**

Taking into account the current density of public authorities' interventions and the limited financial and staff resources of local and state authorities it is not recommended to create new ICZM specific institutions and organisations. The realisation of ICZM can be achieved by the optimisation of existing institutions and their better networking with regard to the principles of ICZM.

#### **D.4 ICZM process based on Endogenous Resources**

The absence of ICZM specific support programmes is no excuse for a missing or failed ICZM strategy. It is assumed that existing instruments and bodies of planning, conflict management and financing are sufficient.



#### **D.5 Suggested Tasks of an ICZM Coordinating Unit**

- 1) Securing involvement of relevant stakeholders and establishing a dialogue between them,
- 2) Creating a common coastal-wide information basis supporting each region in the appropriate choice of data generation, collection formats and data evaluation,
- 3) Facilitating the preparation and concertation of the Common Vision to find the underlying Consensus,
- 4) Delimitation of the most appropriate areas for preparation of the ICZM plans aiming at conflict management - a flexible approach: combine regional with case-specific solutions,
- 5) Ensuring implementation by creating necessary links between ICZM planning and delivery phase,
- 6) Monitoring implementation of the solutions agreed by the stakeholders on a continuous basis,
- 7) Servicing the evaluation of ICZM results by democratically elected bodies and public authorities and ensuring continuation of the ICZM process.

#### **D.6 Link ICZM with Spatial Planning**

Important synergy effects could be achieved if the ICZM Coordination Unit is merged with spatial planning which is in itself driven by the notion of balancing different interests to achieve sustainable development. Spatial planning could play a bigger role than now in facilitating the activities of the various bodies to achieve ICZM aims, providing a necessary framework through existing field structures as well as methods for impact assessment and wider public participation.

#### **E. THE ADDED VALUE OFFERED BY SPATIAL PLANNING TO ICZM ISSUES AND ICZM PROCESSES**

##### **E.1 Spatial Planning cannot substitute the ICZM Process - but forms an essential part**

According to the *EU Compendium of Spatial Planning Systems and Policies* "spatial planning... is undertaken with the aims of creating a more rational territorial organisation of land uses and the linkages between them, to balance demands for development with the need to protect the environment, and to achieve social and economic objectives."

The issues taken into account within spatial planning processes (e.g. spatial order requirements, nature protection, cultural heritage and security requirements, economic values of the space) cover only part of the coastal resources which shall be managed under the ICZM process. Therefore spatial planning cannot substitute ICZM but it can be among the core mechanisms for management of the coastal zone and could play an important role in the ICZM process.

##### **E.2 Good Information Basis**

Spatial planning acts as an information node for regional and local authorities, for bordering foreign authorities as well as for other institutions. It has already the necessary contacts and know-how about the territory it is responsible for, its local interest groups as well as the other stakeholders playing part in the ICZM process.

##### **E.3 Multi-Agency and Multi-Sectoral Harmonisation**

ICZM requires a multi-agency and multi-sectoral approach which is already followed by spatial planning as such. The ambition to balance different demands and to reach a reconciliation of interests of regional actors is at the heart of spatial planning and is not restricted to ICZM only.

##### **E.4 Harmonisation of Development with Nature Protection**

Most ICZM conflicts evolve around the diverging interests of utilisation versus environmental protection. The harmonisation of these interests lies at the heart of spatial planning.

### E.5 Long-Term Scenarios

Effective ICZM requires a long-term vision. Spatial planning can offer ICZM the experience and know-how in the preparation of long-term scenarios. Without such perspective it is not possible to assess whether regional ICZM plans and projects are in line with the overall ICZM vision for that region.

### E.6 Unique Experience with Tools & Methods of ICZM

- **Project Cycle Management:** Spatial Planning can offer to ICZM its unique experience and expertise in managing the iterative cyclical process of problem recognition, planning, implementation and evaluation.
- **Modern Methods of Knowledge Organisation:** With its experience in the use of G.I.S. data spatial planning is well suited to ensure an efficient knowledge organisation based on the use of new technologies and common, systematic formats capable of producing standardised data bases that facilitate the flow of information on a local, regional, national as well as international (at least European) scale.
- **Participation and Conflict Management:** A participatory, bottom-up approach is the key to success of ICZM. Spatial planning is the body with most experience in public consultation providing a level of transparency and democracy. It can offer ICZM well established mechanisms for resolving conflicting demands

## F. WAYS TO IMPROVE ICZM IMPLEMENTATION

### F.1 Preparation of regional ICZM Plans

The ICZM Coordinating Unit should invite coastal stakeholders to develop an ICZM vision followed by regional ICZM Plan(s). Existing processes and documents such as regional socio-economic strategies or spatial development plans should be used for that purpose according to the legal provisions existing in each country. ICZM plans should be developed according to the principle of flexibility and passed, adopted and monitored by the relevant political, regional decision making bodies. Thus the normal democratic processes of public control will apply.

### F.2 Focus on ICZM Deliverables

ICZM is not static or limiting, but is a facilitating, dynamic and future-oriented exercise. ICZM needs to bridge planning with implementation of projects creating a direct linkage between the planning phase and induced changes in quality of life of regional populations. The ICZM process should be linked to development decisions of democratically elected bodies and public authorities and spending mechanisms and funds allocation at local, regional, national and EU level.

### F.3 ICZM as Pre-condition for external Funding

The existence of an ICZM plan agreed by coastal stakeholders should be a condition sine qua non for receiving financial support for the projects influencing the coastal zone. The list of such projects and the type of the areas in question should be specified by democratically elected public bodies responsible for ICZM. In turn existing financial instruments and support programmes should be optimised in view of ICZM principles.

## 4. Part A: The Role of Spatial Planning in ICZM

### 4.1. Study Purpose and Content

The work within the Interreg III B BaltCoast project was divided into five different work packages each with a different theme. Whereas the tasks of work package one and five were developed and carried out in transnational working groups, work packages 2, 3 and 4 were characterised by individual sub-projects, where new approaches to conflict management and regional development were applied and tested.

Through the combined work of these sub-projects:

- BaltCoast has demonstrated practical ways of how to promote economic development, urban expansion and nature protection simultaneously.
- BaltCoast has extended the former ICZM approach, which covered only less developed regions, to areas with dynamic economic development (e.g. important urban areas, tourism areas).
- BaltCoast has combined concrete, practical projects and measures with the development of processes and regulations of spatial planning.
- BaltCoast has been open to all relevant and interested public and private actors who could contribute to the ICZM process.

This document summarises the major findings derived out of the practical work of these sub-projects. These findings are underlined in an exemplary way by a number of cases showing special aspects of the work within some of the BaltCoast sub-projects. In the following general recommendations on the role of spatial planning within ICZM processes are presented, which have been derived out of the general as well as specific findings of the BaltCoast sub-projects and their comparison with other ICZM projects and initiatives around the Baltic Sea Region as well as other cooperation areas.

### 4.2. Study Organisation

The current document is based on an analysis of the work carried out within the following BaltCoast sub-projects, which were all implemented between the years 2003 and 2005. These results were collected from the various responsible sub-project partners (listed below) by the project manager of the BaltCoast Coordination office, Mrs. Angela Schultz-Zehden, BC Berlin-Consult GmbH, [coordination@baltcoast.org](mailto:coordination@baltcoast.org)

#### 4.2.1 Work Package 2: Conflict Management between economic activities and nature protection in lagoon and wetland areas

Region	Project Title	Project Partner
Odra Estuary with Usedom and Wolin Islands (Germany/Poland)	Development of a Sustainable Action Plan for the German-Polish Area of the Odra Estuary	Regional Planning Association Vorpommern Am Gorzberg, Haus 14 D – 17489 Greifswald Tel. +49 3834 558 218 Fax. +49 3834 558 301 Contact: Mrs. Christiane Falk-Steffens
Greifswalder Bodden (Germany)	Recommendations for an Action Plan on sustainable development for the Special Protected Area “Greifswalder Bodden” and its surroundings through spatial and	Ministry for Labour, Construction and Regional Planning Mecklenburg-Vorpommern Schloßstr. 6-8

	temporal differentiation of bird distribution and human activities	D – 19053 Schwerin Tel. +49 385 588 3841 Fax. +49 385 588 3082 Contact: Dr. Jürgen Autsch
Wismar Bay (Germany)	Conflict Management between nature protection and maritime tourism development in the EU bird protection area Wismar Bay	Ministry for Labour, Construction and Regional Planning Mecklenburg-Vorpommern Schloßstr. 6-8 D – 19053 Schwerin Tel. +49 385 588 3841 Fax. +49 385 588 3082 Contact: Dr. Jürgen Autsch
Southern Dursland (Denmark)	Improving public access to coastal sensitive areas in Southern Djursland through coastal shelters and information posts	Aarhus County Stenvej 23 DK – 8270 Aarhus Tel. +45 8944 6927 Fax. +45 8944 7477 Contact: Torben Herborg
Emajogi River and Lake (Estonia)	Balanced development of the environment and water tourism on Emajogi - Lake Peipis water way through a detailed analysis of the various user and nature protection requirements and the facilitation of coordinated solutions	Association of Local Authorities of Tartu County Riia Str. 15 EE – 51014 Tartu Tel. +372 7 305216 Fax. +372 7 42626 Contact: Mr. Rivo Noorkoiv

#### 4.2.2 Work Package 3: Conflict Management between urban expansion and nature protection

Region	Project Title	Project Partner
Selliner Lake / Rügen (Germany)	Feasibility Study for an enhanced boat and ferry tourism around the Selliner Lake integrated into a comprehensive urban development plan	Municipality of Sellin Kurverwaltung Warmbadstr. 4 D – 18568 Sellin Tel. +49 38303 1622 Fax. +49 383303 87205 Contact: Mr. Gerhard Parchow
City of Putbus / Rügen (Germany)	Plan for the restoration of the shore area in view of expanding the harbour for pleasure boats and commercial shipping	City of Putbus Markt 8 D – 18481 Putbus Tel. +49 38301 64340 Fax. +49 38301 292 Contact: Mrs. Gerlinde Freybier

#### 4.2.3 Work Package 4: Preparation of measures for regional development in wider coastal areas

Region	Project Title	Project Partner
North-West Mecklenburg (Germany)	Planning of regional development measures in the coastal zone of North-West Mecklenburg	North-West Mecklenburg County Börzower Weg 1-3 D – 23936 Grevesmühlen Tel. +49 3881 722401 Fax. +49 3881 722464 Contact: Mr. Heiko Boje

Kalmar County together with the Municipalities of Torsås, Mönsterås, Västervik and Oskarshamn and Kalmar University (Sweden)	Development of an integrated coastal zone development programme for the Coastal Area of Kalmar County	Kalmar County Administration Malmbrigatan 6 SE – 39186 Kalmar Tel. +46 480 821134 Fax. +46 480 12870 Contact: Mr. Goran Folbert
Warnow Region (Germany)	Planning and Implementation of Regional Development Measures in the Warnow Region	Warnow Region e.V. Rodompweg 11 D – 18146 Rostock Tel. +49 381 8003934 Fax. +49 381 8003935 Contact: Dr. Günter Hering

#### 4.2.4 Analysis of other ICZM initiatives

For the development of the recommendations on the role of spatial planning in the ICZM process, the project findings have been compared and contrasted with numerous other ICZM initiatives throughout the Baltic Sea Region and other cooperation areas.

The collection and analysis of these documents was carried out by the project manager of the BaltCoast Coordination office, Mrs. Angela Schultz-Zehden, BC Berlin-Consult GmbH, [coordination@baltcoast.org](mailto:coordination@baltcoast.org) and Magda Jezieska and Jacek Zaucha, VASAB 2010 Secretariat, Gdansk Poland; [magdaj@vasab.org.pl](mailto:magdaj@vasab.org.pl)

The following list shows the most important documents used in order to develop the recommendations presented within this document.

Document Title	Type of Document
Vision and objectives : action plan for the CPMR Baltic Sea Commission	Report - CPMR
Progress of ICZM Development in EU countries : a pilot study	Document
BERNET Executive summary : Strategies for improved Eutrophication Management in the Baltic Sea Region	Document
ATKINS – ICZM in the UK : A Stocktake	Study
Guidelines for integrated management of coastal and marine areas	Guidelines
Integrated coastal zone management : theory, practise and triggers	Document
Recommendations of the 1 <sup>st</sup> European ICZM High Level Forum on Community Strategies for ICZM (18 <sup>th</sup> – 20 <sup>th</sup> April 2002)	EU Document
Conclusions from the International High Level Conference on Coastal Areas and Cities in Europe Strategies under the Hellenic Presidency (29 <sup>th</sup> - 30 <sup>th</sup> May 2003)	EU Document
Socio-Economic Study on Costs and Benefits of ICZM – Final Report November 2000	EU Demonstration Programme on ICZM 97-99
Conclusions from the EU Demonstration Programme on ICZM	EU Demonstration Programme on ICZM 97-99
Towards an Integrated Coastal Zone Management Strategy – General Principles and Policy Options	EU Demonstration Programme on ICZM 97-99
Towards an Integrated Coastal Zone Policy – Policy Agenda for the Coast	EU Document
Minutes of the 4 <sup>th</sup> Meeting of the EU ICZM Expert Group	EU Document
Minutes of the 2 <sup>nd</sup> Meeting of the EU ICZM Expert Group	EU Document
Minutes of the 1 <sup>st</sup> Meeting of the EU ICZM Expert Group	EU Document
Measuring Sustainable Development on the Coast – EU ICZM Expert Group lead by the European Topic Centre on Terrestrial Environment	EU Document
Methodology of Spatial Planning in Framework of ICZM in the Black Sea Region	Document
Spatial Planning and ICZM in Scotland : An Evaluation	Document
Integrated Coastal Zone Management in Schleswig-Holstein	Report national

Taking Action on the Coast : an introductory guide for local authorities	Document
Environment and development in coastal regions and in small islands	Document
Potentials for the Wadden Sea : conclusions and recommendations	Recommendations
National Legislations and Proposals for the Guidelines Relating to Integrated Planning and Management of the Mediterranean Coastal Zones	Guidelines
Guidelines for Integrated Coastal Zone Management	Guidelines
Assessment of ICZM in the Mediterranean	Document
Policy Instruments for ICZM in Nine Selected European Countries	Document
Progress of ICZM Development in European Countries : A Pilot Study	Document
Committee for the activities of the Council of Europe in the field of Biological and Landscape Diversity	Document
Integrated Coastal Zone Management in the Baltic States – State of the Art Report	EUCC Report
A common approach to the Implementation of ICZM in the Baltic region: the Principles underlying such an approach	EUCC Report
Integriertes Küstenzonenmanagement: Raumordnungsstrategien im Küstenbereich und auf dem Meer (Forschungsprojekt des BMVBW / BBR	Report
National Legislations and Proposals for the Guidelines Relating to Integrated Planning and Management of the Mediterranean Coastal Zones	Report
An Indicator to measure the progress of ICZM implementation in the coastal zone	Document
NOTA RUIITE : National Spatial Strategy – Summary	Strategy National
Common regional development measures based on harmonised development strategies and programming documents	Document
Communication from the Commission to the Council and European Parliament on Integrated Coastal Zone Management; A strategy for Europe	EU Document
EEAC : Towards sustainable development of the European Coastal Zone	EU Document
Rekomendacja Parlamentu Europejskiego i Rady z dn. 30 maja 2002 r. Dotycząca realizacji Zintegrowanego Zarządzania Obszarami Przybrzeżnymi w Europie	EU Document
European Parliament Report on the Commission communication: “Towards a strategy to protect and conserve the marine environment”	EU Document
Legal and Regulatory Bodies: Appropriateness to Coastal Zone Management – European Commission Final Report	EU Document
ICZM Planning Module	Handbook
Coast Zone Management – Handbook	Handbook
Ustawa z dnia 27 marca 2003 r. o planowaniu i zagospodarowaniu przestrzennym	Legal Act
NORCOAST : Recommendations on improved integrated coastal zone management in the North Sea region	Project Report
NORCOAST : Review of national and regional planning processes and instruments in the North Sea regions– Full Study	Project Report
CASE-STUDY : Common recommendations for spatial planning of the coastal zone in the Baltic Sea Region (SPESP)	Project Report
PROCOAST : Final Report	Project Report
TERRA – Coastal Zone Management ; Project Report – English Summary	Project Report
Recommendations on the integrated and sustainable management of coastal zones	Recommendation
Model law of sustainable management of coastal zones	Recommendation
Projekt Planu Strategiczno-Operacyjnego Zintegrowanego Zarządzania Obszarami Przybrzeżnymi w Woj. Pomorskim – Regionalne Aspekty Przestrzenne	Study
Propozycje działań na rzecz wdrożenia przez Polskę Planów Zintegrowanego Zarządzania Obszarami Przybrzeżnymi Zalewu Wiślanego i Szczecińskiego	Study
Feasibility Study for ICAM Protocol	Study
Camp Spain	Study

#### 4.2.5 Transnational Working Group

The final set of recommendations as presented here has been developed in close cooperation with Dr. Bernhard Heinrichs and Mrs. Susan Toben, Ministry of Labour and Construction, Mecklenburg-Vorpommern, Spatial Planning Department as the representatives of the Lead Partner of Interreg III B BaltCoast project.

In the following the recommendations have been presented and commented upon by the Transnational Working Group set up within the framework of the BaltCoast project. This Transnational Working Group met on 13<sup>th</sup> December 2004 in Schwerin for a one-day workshop on the BaltCoast recommendations.

The following transnational organisations are represented in this transnational working group:

Organisation	Address	Representative
European Commission, DGENV D3	BU5 4/128 – 1049 Brussels	Birgit Snoeren
Baltic 21	Strömsberg – 10333 Stockholm	Marek Maciejowski Jan Strobel
HELCOM HABITAT	P.O. Box 94 – 01301 Vanntaa	Jan Ekebom
VASAB Secretariat	Długi Targ Str. 8-10 – 80828 Gdansk	Jacek Zaucha
ICZM Platform	Ministry of Environment – 00131 Helsinki	Ulla Koski
EUCC	Seestr. 15 – 18119 Rostock	Gerald Schernewski

### 4.3. Summary of Findings

#### 4.3.1 Spatial differentiation solves many problems

One of the most important and positive findings from the analysis of the BaltCoast subprojects was the fact that spatial differentiation lead to the desolution and thus solution of many problems at an early stage of the ICZM process.

Previous to the BaltCoast initiatives the lack of “hard”, objective data and detailed information about real plans, uses and consequences had often allowed the various interest groups to paint a subjective picture of the prospective situation. This lead to a situation where conflicts between nature protection and other uses of the coastal zone (i.e. economic uses, tourism industry, urban expansion) had been exaggerated by the various interest groups.

The systematic collection of relevant information carried out within the framework of the various BaltCoast sub-projects showed that the areas of conflict were often much less frequent and prominent than originally expected:

After the first step of information analysis it was often possible to produce a much more differentiated view - specifying in detail those areas with agreed priority for natural or economic development respectively as well as those areas with identified conflicts.

A further rating of these conflicts meant that it was possible to specify those areas where ICZM and conflict management processes are necessary. Such a differentiated view allowed to concentrate financial resources and management time to a much smaller number of areas of real conflict. This in turn meant that much more resources and management time could be allocated to these smaller number of conflict areas leading to better results.



This finding does, however, not mean that ICZM should be limited to a few areas. On the contrary: the very generation and analysis of information, without which it is not possible to achieve such a differentiated view, has to cover all areas.

Furthermore, many BaltCoast subprojects proved that ICZM has also an important function in those areas of little conflict. Even where the ICZM process does not result in major changes for either “protection” or “user” groups – the various partners involved felt empowered and reinforced, in that they saw their needs and activities officially recognised and legalised. The ICZM process has therefore resulted in greater security and planning certainty for all parties involved.

### **BaltCoast Case 1: Wismar Bay**

*Within the framework of the BaltCoast project a study was prepared on opportunities for a sustainable development in the EU bird protection area of the Wismar bay with special consideration of tourism development. In this area undifferentiated user demands from water and beach tourists had led to undifferentiated demands from nature protection and consequently also to restrictions in regional development and vice versa.*

*Following best practice of integrated coastal zone management the first step of the study covered the identification of nature protection demands as well as parallel, present and future tourism demands.*

*In a second step the various demands thus identified were put together. This overlay showed that conflicts were overestimated and could often be solved by spatial differentiation. In fact, use and nature protection demands varied in most cases according to the season. Whereas tourism uses are concentrated mainly around summer, the time with highest demand for nature protection is winter. Furthermore increased disturbance caused by new tourism developments (e.g. from new harbours) is mostly concentrated in areas already highly frequented.*

*On the basis of these findings it was possible to present a differentiated view (maps) for the Wismar Bay with three types of areas:*

- a) Areas with conflicts identified and rated*
- b) Areas with priority for natural development*
- c) Areas with priority for economic development*

*In a third step coordinated solutions were sought and agreed by all stakeholders involved for the areas with conflicts identified. The process of spatial differentiation within the Wismar Bay had therefore led to reduction of conflicts to the minimum amount possible.*

### **4.3.2 Success of Conflict Solution depends on Quality of Information**

The experience within the BaltCoast sub-projects has confirmed the findings from the earlier EU demonstrations projects, that the collection of data is in itself, however, not sufficient. The systematic collection of data needs to fulfil several important criteria, in order to be fully accepted as the basis for spatial differentiation by all interest groups.

The data needs to be:

- Up-to-date
- Objective
- Reliable
- Relevant
- Comparable



Numerous BaltCoast sub-projects actually encountered problems to generate data and/or to transform them into relevant information, which met the above mentioned criteria. The reasons for this were manifold:

- Data collected can only be about the past. ICZM is, however, dealing with the future. Almost all BaltCoast sub-projects encountered the problem, that many stakeholders / interest groups involved in the ICZM process were not in the position to formulate and analyse their own future.
- Relevant studies and analyses were often unknown and/or accessible due to unclear responsibilities for the ICZM process.
- The choice of the person/organisation in charge of the generation and analysis of the information can be decisive for the success of the conflict management process. Ideally a “neutralisation” of the situation should be achieved at the outset of the ICZM process. In reality, however, it has proven to be difficult to find the “ideal” neutral moderator. “Outsiders” appear to be more neutral, but often lack the support and acceptance of the local community. Local moderators, on the other hand, are prone to be less objective.

#### **BaltCoast Case 2: Two moderators for the ICZM work around the “Greifswalder Bodden”**

*The BaltCoast sub-project around the special protected area “Greifswalder Bodden” aimed towards the development of recommendations for an action plan for sustainable development with coordinated conflict solutions between economic activities and nature protection.*

*Following the ICZM approach the work was not only based on a detailed analysis, assessment and description of regional facts, activities and expectations of development and a differentiation in a regional, spatial and temporal order, but included intensive discussions with all major stakeholders and the organisation of voting-processes between the regional groups.*

*The success of the coordination process depended on the selection of appropriate representatives of the stakeholders, the structuring of conflict management rounds around a set of themes as well as the readiness of all participants to enter into a discussion. The organisation of these discussion rounds was embedded in an overall and continuous process managed by the external, supra-regional coordinator.*

*This coordinator played a decisive part in that he acted as the mediating, third party between the respective interest groups throughout the whole process. This was possible due to his perceived “neutral” position. At the same time he was supported by the local “Bodden” manager, working directly on the spot within the framework of the local WWF subproject of the Interreg III B SuPortNet II, which had started one year earlier than BaltCoast.*

*In this particular case the process-management by an “outside” moderator combined with the support of a local “Bodden” manager has greatly facilitated the search for and acceptance of coordinated solutions by all interest groups involved.*

- In the absence of a clear set of ICZM indicators conflicts often appear about the interpretation and analysis of the raw data. The experts involved in developing the necessary analyses, studies, plans, etc. need to be fully aware of the common (agreed) vision of the ICZM process for the area in question.
- On the other hand, experience has shown that far too much data / information is collected and thrown into the discussion as part of the ICZM process. The overall cost of the ICZM process can be reduced substantially if the data generation process could be limited to those areas, which are of real relevance.

- As shown in other previous projects it has been proven within the BaltCoast project that the general use of the GIS format has greatly facilitated the overall information process. It is best suited to reflect the dynamic, constantly changing character of ICZM. The GIS format allows for a much faster data collection. Perhaps even more importantly the data is immediately comparable not only locally or nationally but also internationally and can be fed into transnational information systems. These advantages greatly outweigh the disadvantage that not all data can be collected in the GIS format.

### **BaltCoast Case 3: The creation of a regional GIS-database in Sweden**

*In Sweden the municipalities have the responsibility and also monopoly in planning of the use of the land and water areas within the municipality borders. The county administration has the responsibility to supply the municipalities with information about national interests, mostly concerning nature, regional development, cultural heritage, agriculture, forestry and fishing.*

*The purpose of the sub-project in the municipality of Torsås was to find a solution for the improvement of the coastal water situation. In this area the bays are almost closed from the open sea so that there is only a limited exchange of seawater within the shallow water coast. Together with the eutrophication from watercourses this resulted in a bad coastal water, extreme growth of algae and in some areas also dead sea grounds. For the inhabitants of the coast line this resulted in an unpleasant environment especially during the summer since bathing places were destroyed and it was almost impossible to go by small boats.*

*Thus a local non-government organisation “the Coastal Environmental Group” was set up in Torsås with representatives from 11 small NGOs as well as from the municipality and the county administration. The objective was to co-ordinate all coastal environmental work and to make priority evaluations of their different planned activities. The Coastal Environmental Group includes several sub-groups working with separate themes.*

*As a first step these groups collected the knowledge already in existence in various database of the different authorities and expert organisations. In a second step it was possible to identify which information was actually missing to make a full analysis of the situation. With the help of the BaltCoast project it was possible to prepare the missing material about the watercourses and information about valuable shallow water areas along the coast. In a third step the information was transformed into a comparable format. Thus as a final result of the BaltCoast project a regional GIS-database (with maps in GIS format) with collected information about the Swedish part of the Baltic Sea has been created. The material has been sent to all coastal planners in the county and will also in the future be available to all parties involved.*

### **4.3.3 Wide and open discussion increases acceptance of compromises**

Conflict management is about “satisficing”, i.e. interest groups accept that they are better off by accepting “best possible” solutions striving for a “satisfactory” level of whatever objectives they pursue rather than sticking to a maximum level of their own goal.

The experience of BaltCoast has yet again shown that individual stakeholder groups are more inclined to accept necessary restrictions if they are involved from the outset in the planning process. In cases where individual interest groups felt left out they stuck to maximum demands making a reconciliation of interests impossible. A wide and open discussion, however, has led to a better understanding of necessary restrictions.

Most BaltCoast projects have so far been successful in finding compromises. On the other hand it has proven to be much more difficult to achieve true “collaboration” among the various interest groups – meaning that also future, new conflicts are likely to be dealt with in a pro-active way before they even appear.

#### 4.3.4 Successful ICZM requires a common vision

The experience of the BaltCoast subprojects has underlined the finding of the previous EU demonstration projects that conflict resolution techniques work better if all parties involved – despite the different positions represented by them – have a common goal right from the beginning of the process. Without such common goal the parties are either not prepared to enter into the process at all or – if they do so – they work with different agendas.

In the case of the BaltCoast subprojects, the purpose of each individual ICZM process (plan) was initially often unclear among the actors involved. Should it act as a problem solving tool; a long-term framework or result in an implementation / action plan? It is therefore extremely important to achieve agreement at the outset of the process about the general objective of the exercise; i.e. development of their area.

The definition of this common goal will also influence the results of the conflict solution itself. For instance the chosen scale might prioritise regional over local development; both of which might not always be in line with each other.

In fact, many BaltCoast subproject suffered from the fact that the ideas of ICZM have so far still received far too little publicity. In the absence of a clear responsibility and a national framework for ICZM, the ideas of ICZM and the approach of integrative spatial planning in the coastal zone is not present enough in the awareness of the general public, the users, the public administrations, planners and other stakeholders. The various actors involved have still problems to understand the value and advantages of an integrative, comprehensive approach.

Thus many projects could not start the ICZM process from the problem as such, but first had to make substantial efforts and spend resources to lay the preliminary ground for the ICZM process.

#### **BaltCoast Case 4: The “Project Group – Wismar Bay”**

*The “Project Group Wismar Bay” brings together local users and local representatives of nature protection authorities, who try to find compromises to ensure the quality of nature and use of water areas by the local population as far as they are represented within this group. Within the framework of the BaltCoast sub-project for the development of a sustainable development plan an intensive and active dialogue was sought with this project group.*

*However, the ideas of the project group do not fully match the solutions considered in the study prepared by BaltCoast, because the methodology could not be compared in all points:*

*While the “project group” concentrates on local users and local representatives of nature protection, the BaltCoast ICZM study considers also municipalities and thus the interests of regional economic development. Not always are interests of local user groups in line with those of regional economic development. The financial interest in increasing the number of tourists can be contradictory to the interest of the local population to hold the existing status of user rights. The consequence could be that in some cases local users must restrict their user privileges in favour of regional economic development.*

*Furthermore solutions prepared by the project group only considered present user demands, whereas the BaltCoast study took also future expected demands into consideration. Also potential conflicts*

*from a nature protection viewpoint were sometimes evaluated differently. Thus the results of the local “project group” differ in some cases from those of the BaltCoast study.*

#### 4.3.5 ICZM needs Stimulation

ICZM processes do not come naturally. The experience of all BaltCoast projects has shown that the individual actors involved in the ICZM process are more inclined to deal with short-term problems. There is a strong tendency that day-to-day issues are receiving more attention than long-term questions of perspective nature.

The ICZM process requires clear guidance by a moderator / organisation in charge of the ICZM process. Experience has shown that it is less important for the success of the ICZM process whether this organisation/person appears to be neutral than the existence of such a ICZM “carrier” as such. Even though it is appreciated that ICZM is an iterative process, it is only brought forward with clear timetables, deadlines and with intermediary results being documented and disseminated in writing.

The interest and participation of the various stakeholders in ICZM processes needs always to be newly gained. This can only be achieved if there are clear, deliverable benefits to be gained by each of the stakeholders. Benefits of only “planning” nature (see below) are not sufficient. External stimuli (events, deadlines, financial benefits, etc.) help to keep the ICZM process “alive”. Within the BaltCoast projects a higher frequency of smaller stimuli has proven to be more effective than larger, but less frequent stimuli.

#### **BaltCoast Case 5: Engaging stakeholders via external stimuli - The Warnow Region**

*The BaltCoast sub-project “Development of the Warnow Region” covers the natural unit of the geographic area along the river “Warnow. At the same time the Warnow region does not have a common administration, but extends over four regional districts. Thus it had so far no common voice, but was characterised by a mosaic of more than six administrative authorities and numerous chambers and associations.*

*The purpose of the subproject was to bring the various regional stakeholders together and to develop a regional identity and trademark.*

*In order to achieve this aim, the project has used a number of tools, which serve as a stimulus to the continuous advancement of the development of the Warnow Region:*

*Organisation of a yearly regional forum bringing regional stakeholders together  
Creation and moderation of numerous, continuous, thematic working-groups  
Organisation of a yearly Regional Trade Fair  
Publication of a monthly regional Newsletter  
Development and marketing of a regional logo  
Development of regional tourism packages*

*The experience within the project has shown that the various thematic working groups (“administration”, “conservation and country use”, “coordination”, “tourism development”, etc.) need constant stimulation in order to stay alive. Otherwise short-term, day-to-day issues problems overlay the more strategic, long-term regional perspective. The work of the subgroups is best be stimulated by a concrete set of tasks (i.e. development of a common walking map, logo competition, article in monthly newsletter, organisation of regional trade fair, etc.) with relatively short term and especially easily visible results. It is along those concrete issues that also a more strategic discussion on regional perspective is most easily stimulated. Such stimulation is normally not coming from within*

*the working groups, but needed to be created by the sub-project organisation, i.e. the Warnow association.*

#### **4.3.6 Initial ICZM Costs off-set by long-term Benefits**

Even though the experience of the BaltCoast subprojects has shown, that most of the information is already available, it has also been noted that the generation and collection of detailed data and the resulting preparation of studies and analyses, which form the basis for differentiated spatial plans of the coastal regions, requires substantial financial resources.

These initial costs are, however, often more than off-set by the financial benefits generated from the existence of such plans:

- Cost savings are achieved as the existence of one complete plan based on objective data means that separate, smaller studies for individual problems do no longer need to be prepared.
- Due to the planning security achieved potential investments are made faster and more frequently.
- Less administrative resources are required.

#### **BaltCoast Cases 1 and 2: Wismar Bay and Kalmar County**

*The two sub-projects Wismar Bay and Kalmar County have already been described above. In both cases the initial collection and generation of data would not have been possible without the external help of the EU funded BaltCoast project.*

*At the same time the public authorities in both areas will substantially benefit from this initial investment in the medium term. The systematic collection of information and documentation within one document/databank means that in both areas it is no longer necessary to prepare smaller studies – otherwise necessary – for the approval of specific projects. Furthermore through the identification of differentiated zones, all interest groups involved can now instantly gain an idea of whether they are dealing within areas with potential conflicts or not.*

Despite the fact, that ICZM is therefore in medium term to the financial benefit of the regions concerned; it can often not be put into practice due to the lack of funds and other resources, which are necessary initially, in order to start the ICZM process.

Even in case of existing EU support mechanisms, not all municipalities are able to participate in ICZM processes, given the lack of the necessary co-financing funds, the problems of pre-financing the total amount and perhaps even more importantly the lack of resources within the municipalities, which are able to frame the ICZM process into a project to be funded by external sources.

#### **BaltCoast Case 6: Odra Estuary**

*Within the framework of the BaltCoast sub-project in the Odra Estuary region it was originally foreseen to combine the information collected and generated about potential conflicts in this area from the German and Polish side of this bi-national region.*

*While the project activities on the German side could be carried out without any major problems within the framework of the Interreg IIIB funded BaltCoast project; the authorities on the (by that time non-EU) Polish side could not be supported via EU structural funds but needed to submit their project proposal to the Phare programme. During the three years of the BaltCoast Interreg III B initiative, the co-financing Phare initiative was actually never realised. As a consequence the systematic collection and generation of new information forming the basis for a differentiated view of this coastal part was confined to the German side and is actually not covering the natural geographic region.*



#### **4.3.7 Voluntary versus Binding Agreements**

The conflict solutions found and documented in regional, spatial differentiated plans within the BaltCoast sub-projects have been passed by all interest groups in the form of voluntary agreements. It has been assumed that such a voluntary form would be sufficient given the fact that all interest groups have been involved in the development of the plans in the first place.

The practice has, however, shown that interest groups have a tendency to disregard these voluntary agreements as soon as new issues appear. Thus the process has to be started all over again – often for similar type of conflicts. This phenomenon is evidence and cause at the same time for the fact that many agreements are a result of “short-term” compromising but that most projects have not yet reached the stage of true “long-term” collaboration among the various interest groups.

#### **4.3.8 Agreements need to be enforced**

Regardless whether agreements are of voluntary or binding character, they only have an effect if they are actually adhered to by all parties involved. In many cases the representatives of the interest groups, who have signed the voluntary agreements, lack, however, the tools and / or legitimacy to enforce these agreements among the individual members of the interest groups they represent.

Experience has shown that misbehaviour and disregard of agreements is mainly caused by a lack of information rather than a lack of willingness. Furthermore only a very small part of the interest groups concerned do not adhere to the rules laid out in the voluntary agreements. This small percentage can, however, cause substantial damage.

#### **4.3.9 ICZM leads to great expectations**

Finally it has to be noted that the work with the interest groups and the resulting improved planning process leads to great expectations among the interest groups involved in this process. Not only the (paid) moderator and (paid) external experts, but actually the interest groups themselves have often put a lot of unpaid, voluntary time and effort into the process.

This work leads to substantial expectations among all parties about the actual outcome of the ICZM process. In most cases these expectations are going well beyond planning in itself, but are related to the implementation of the plan.

The positive effects of the ICZM process can easily turn into the opposite, in case that the plans are not put into practice. Already the uncertainty about the future of an ICZM process – once started – greatly impinges on the ICZM planning process itself. ICZM should not be understood as “yet another plan”. Thus ICZM can not restrict itself to planning, but needs to result in concrete activities and outcomes.

The benefits of such successful ICZM planning can actually also easily be lost, if implementation is not following in due time. Costly analyses and studies have to be prepared all over again in case of long delays. Thus it is not only important that ICZM processes result in implementation measures at all, but that implementation is already an integrative part of the ICZM process as such.

## **BaltCoast Case 7: Development of Lake Sellin**

*Within the framework of this BaltCoast sub-project a feasibility study for an enhanced boat and passenger tourism harbour was to be prepared and integrated into a comprehensive urban development plan.*

*Following the ICZM approach the study analysed both economic as well as nature protection demands and requirements involving a large number of stakeholders. As a consequence the original much larger plan of this harbour development project was reduced to an environmentally acceptable and thus also financially much more feasible smaller solution.*

*Whereas this work represented in itself already a successful ICZM initiative, the project will only be seen as an “ultimate success” by the interest groups involved in the preparation of the feasibility study if it will actually be financed and realised. It is therefore of equal importance that the ICZM process has not only led to a project accepted by all parties involved, but that it has been integrated from the outset into a greater urban development plan and has also resulted in the preparation of the necessary set of documents required by the public authorities granting support funds. By the stage of writing the project has already reached the final approval stage – being one out of six remaining project proposals which have been selected out of more than 50 applications.*

## **4.4. Recommendations**

### **4.4.1 Strengthen the Institutions responsible fo ICZM**

#### **A) ICZM is the responsibility of political bodies at all levels**

ICZM is the responsibility of political bodies at all levels. The experience not only from the BaltCoast project, but also many other previous ICZM projects such as the EU Demonstration Project, NORCOAST or PROCOAST has shown that - in order to be successful in the long-term – the responsibility for ICZM needs to be taken up by political bodies of all levels (municipalities, regional government, national government). These bodies should initiate the process according to the EU Recommendations and assign responsibility for its continuation in the future to responsible networks and/or institutions.

#### **B) Cross-Sectoral Agencies: At National Level responsible for overall framework – At Regional Level should take the lead for implementation**

The comprehensive, integrative approach of ICZM requires strategic coordination of the whole planning and management process.

The regional level will in most cases be the best suited to take this responsibility, while the national level should provide the overall framework for ICZM process (including participation of national authorities).

The complexity of the ICZM process requires the stimulus of one lead agency, responsible for its activation, execution and monitoring, as the ICZM focal point or coordinating unit. Such agency should play a technical role being supervised by democratically elected bodies/public authorities which are directly responsible for the ICZM process. The coordinating unit should be neutral both with regard to socio-economic development and nature conservation.

#### **C) Suggested Tasks of the ICZM Coordinating Unit**

A Coordinating Unit (acting under supervision of democratically elected bodies and public authorities) should be responsible for:

- a) Securing involvement of relevant stakeholders and establishing a dialogue between them within the ICZM process,
- b) Creating a common coastal-wide information basis supporting each region in the appropriate choice of data generation, collection formats and data evaluation,
- c) Facilitating the process of preparation and concertation of the Common Vision to find the underlying Consensus,
- d) Delimitation of the most appropriate areas for preparation of the ICZM plans aiming at conflict management - a flexible approach: combine regional with case-specific solutions,
- e) Ensuring implementation by creating the necessary links between ICZM planning and delivery phase,
- f) Monitoring implementation of the solutions agreed by the stakeholders (proactive approach),
- g) Servicing the evaluation of ICZM results by democratically elected bodies and public authorities (responsible for ICZM) - ensuring continuation of the ICZM process.

#### **D) Do not create new ICZM specific institutions – improve the use of existing ones**

Taking into account the current density of public authorities' interventions and the limited resources both in terms of finance as well as personnel of local and state authorities it is not recommended to create new ICZM specific institutions and organisations. In fact the realisation of ICZM can be achieved by the optimisation of existing institutions and their better networking with regard to the principles of ICZM.

#### **E) ICZM process based on Endogenous Resources**

The existence of ICZM specific support programmes should not be a pre-condition to achieve a satisfactory level of integrated coastal zone management. In fact, it is assumed that existing instruments and bodies of planning, conflict management and financing are sufficient and that they merely need to be coordinated in a way which follows ICZM principles. The absence of ICZM specific support programmes is no excuse for a missing or failed ICZM strategy.

#### **F) Create a common coastal-wide Information Basis**

Successful ICZM depends on the constructive use of up-to-date, objective, reliable and relevant information. Experience has shown that conflicts, especially between nature protection and other uses of the coastal zone (i.e. economic uses, tourism, urban expansion) are exaggerated by the various interest groups. This is mainly possible due to a lack of precise, detailed information about real plans, uses, activities and their consequences.

Thus it is important that the information basis for the ICZM plans (see below) covers the whole of the coastal zone and not only parts of it. The data used shall be translated and exchanged – as much as possible – in G.I.S. format.

The ICZM Coordinating Unit shall support each region in the appropriate choice of data generation and collection formats and in data evaluation.

#### **G) Identify a Common Vision – Find the underlying Consensus**

Sustainable development has a different meaning in densely populated areas than in the regions under intensive economic pressure e.g. there are clear differences with regard to sustainable development between E-BSR (Eastern Baltic Sea Region) and W-BSR (Western Baltic Sea Region).

Experience has shown that conflict resolution methods work much better if they can ground on a common vision – agreed by all parties - for the region in question. It is therefore essential that all parties agree on clear objectives, documented in a “mission statement” for the region before going into the detailed preparation of the ICZM plans. Where appropriate existing processes (i.e. for the “Agenda



21” ) should be used for the development of such vision and form part of statutory long-term strategic documents such as regional socio-economic development strategies or regional spatial plans.

The ICZM Coordinating Unit shall support democratically elected bodies and public authorities in taking into consideration the ICZM principles while formulating regional visions and mission statements.

#### **H) A Flexible Approach: Combine Regional with Case-Specific Solutions**

The experience of the BaltCoast project has shown that – once objective data is available and analysed systematically - in many instances the application of costly and time-consuming conflict resolution methods can be reduced to a selected range of limited areas, where otherwise no integrative approach can be found.

Depending on the situation within the region in question, the Regional ICZM plan can take three different formats:

- Option 1: Development of a Medium-Term Action Programme for the whole Region
- Option 2: Identification and Concentration on Special Action Areas
- Option 3: A Combination of Option 1 and Option 2

The flexible approach ensures that depending on the situation in question - ICZM is applied at the most appropriate level according to the existing needs (problems) and the available solutions.

The ICZM Coordinating Unit shall support democratically elected bodies and public authorities (responsible for ICZM) in applying the ICZM at the most appropriate level by initiating or coordinating case-specific solutions under the participation of the concerned interest groups, departments and institutions when a concerted approach is requested.

#### **I) A Pro-Active Approach**

The development of regional ICZM plans should not be mistaken with a “one-off” exercise. In fact, once the first ICZM plan has been developed and agreed upon, the adaptation and further expansion of this ICZM plan will be a continuous task taking into account the changing environment of which ICZM forms a part.

The ICZM Coordinating Unit shall support democratically elected bodies and public authorities (responsible for ICZM) in assessing and reshaping the ICZM process according to the changing environment.

#### **J) Ensure the Continuation of the ICZM Process**

The experience of the BaltCoast project has shown, that the discussion of ICZM has by now reached a stage, where stakeholders are no longer to be satisfied by being asked to contribute to local or regional plans, but are increasingly asking for concrete deliverable benefits.

In fact, ICZM is not a goal by itself. It is a tool for optimizing or accelerating sustainable development in the coastal zone. Therefore it should result in tangible concrete results clearly visible for regional populations. Thus the ICZM process should not be separated from a delivery phase. This implementation phase has to follow in due time in order to safeguard the benefits generated by the previous ICZM planning process, which are likely to get lost in case of long time delays between planning and actual implementation (i.e. information basis no longer valid).

The ICZM Coordinating Unit should assist the democratically elected bodies and public authorities (responsible for ICZM) in ensuring the necessary links between ICZM planning and delivery phase.

### **L) Link ICZM and Spatial Planning**

In view of the tasks listed above, important synergy effects could be achieved if the ICZM Coordination Unit is merged with spatial planning which is driven by the notion of sustainable development (balancing different interests) being also a core for ICZM. Thus spatial planning could play a bigger role than it is now in facilitating the activities of the various bodies to achieve ICZM aims, providing a necessary framework through existing field structures as well as methods for impact assessment and wider public participation.

#### 4.4.2 The unique added value offered by Spatial Planning to ICZM issues and processes

##### A) Spatial Planning cannot substitute the ICZM Process - but it forms an essential part of the ICZM Process

According to the *EU Compendium of Spatial Planning Systems and Policies*, "spatial planning refers to the methods used largely by the public sector to influence the future distribution of activities in space. It is undertaken with the aims of creating a more rational territorial organisation of land uses and the linkages between them, to balance demands for development with the need to protect the environment, and to achieve social and economic objectives."

In the spatial planning process the following issues are usually taken into account<sup>1</sup>:

- spatial order requirements (esp. urbanisation and architecture);
- landscape and architectonic values;
- nature protection requirements;
- cultural heritage requirements;
- public health and security requirements;
- economic values of the space;
- ownership rights;
- national security and defence needs;
- public interest needs.

These issues cover only a part of the coastal resources which shall be managed under ICZM process. Therefore spatial planning cannot substitute ICZM but it can be among the core mechanisms for management of the coastal zone and could play an important role in the ICZM process.

##### B) Multi-Agency and Multi-Sectoral Harmonisation

ICZM is based on the principles of<sup>2</sup>:

- a broad "holistic" perspective (thematic and geographic);
- a long-term perspective;
- adaptive management during gradual process;
- local specificity reflection;
- working with natural processes;
- Participatory Planning
- Support & Involvement of all Relevant Administrative Bodies
- Use of a Combination of Instruments

This requires ICZM to take a multi-agency and multi-sectoral approach as followed already by spatial planning as such. In fact, the ambition to balance different demands and to reach a reconciliation of the interests of regional actors is at the heart of spatial planning and is not restricted to ICZM only.

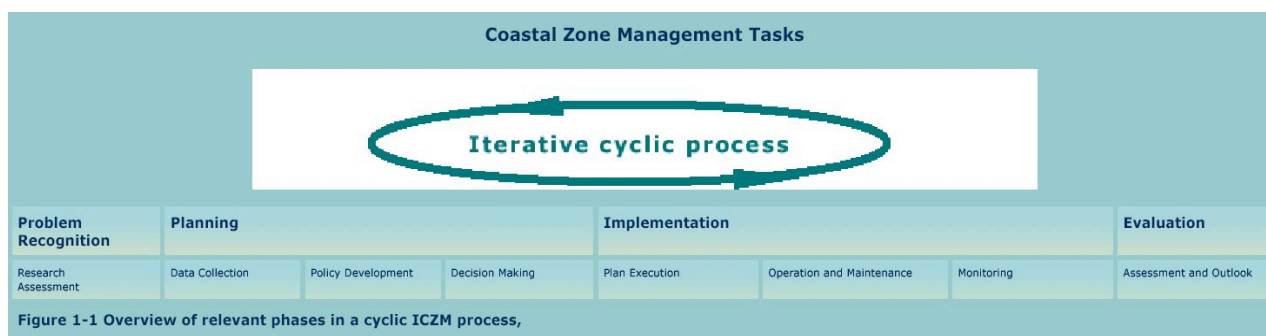
##### C) Spatial Planning and ICZM methodologies very similar

Spatial Planning can offer to ICZM its unique experience and expertise in managing the iterative cyclical process of problem recognition, planning, implementation and evaluation:

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<sup>1</sup> according to the VASAB 2010 Guidelines " *Common Recommendations for Spatial Planning of the Coastal Zone in the BSR*", 1996

<sup>2</sup> after *A Strategy for Europe* COM(2000) 547 final



#### D) Good Information Basis

In the sense of the network character of ICZM a coordinating unit within spatial planning is an information node for other institutions, for the regional and local authorities for which it is responsible as well as for the neighbouring coastal regions, and the bordering foreign authorities. Spatial planning has already the necessary contacts and know-how about the territory it is responsible for (even in G.I.S. format), its local interest groups as well as the other stakeholders playing part in the ICZM process.

#### E) Familiar with Modern Methods of Knowledge Organisation

Successful ICZM has to take into account the dynamic, constantly changing nature of the coastal environment. With its experience in the use of standardised G.I.S. spatial planning is well suited to ensure the necessary advances in the management and development of know-how in the knowledge organisation with the help of new technologies supported by common and systematic formats capable of producing standardised data bases that facilitate the flow of information on a local, regional, national as well as international (at least European) scale.

#### F) Proven Methods of Participation and Conflict Management

BaltCoast and numerous previous projects have shown the benefits and importance of a participatory, bottom-up approach for the success of ICZM. Spatial planning is the body with most experience in public consultation - providing a level of transparency and democracy. In addition it can offer ICZM well established mechanisms for resolving conflicting demands

#### G) Harmonisation of Development with Nature Protection

Experience shows that most of ICZM conflicts evolve around the diverging interests of utilisation versus environmental protection. The harmonisation of these interests – also outside the coastal zones as such – lies at the heart of spatial planning. Furthermore it deals with the reservation of certain types of land for particular uses and issues like cultural and visual landscape values, settlement structures and accessibility – all of which are essential ICZM themes.

#### H) Long-Term Scenarios

Effective ICZM requires a long-term vision. Experience shows, however, that this perspective gets easily lost throughout the ICZM process itself. Individual actors and interest groups involved in the ICZM process through the participatory approach are more inclined to deal with short-term problems with day-to-day issues receiving more attention than long-term questions of perspective nature.

Given the long-term focus of spatial plans, spatial planning can offer ICZM the experience and know-how in the preparation of long-term scenarios. Without such perspective it is not possible to assess whether regional ICZM plans (see below) and projects are in line with the overall ICZM vision for that region.

#### **4.4.3 Necessary Improvements of Spatial Planning in order to meet the needs of an effective ICZM**

##### **A) More flexibility in Spatial Planning to meet ICZM Needs**

The coastal areas, due to their complex nature and quantity of issues encountered, often require from managers the ability of adaptation to rapid/sudden changes, flexible decision making as well as the continuous process of planning, implementation and goals' modification.

Usually traditional local land-use plans are too narrow, territorially fragmented (e.g. administration borders) and the decision-making is often short-term driven.

On the other hand the long-term spatial plans are too heavy bearing in mind the long, stiff preparation procedures and revision only after 8-19 years.

The pre-condition of effective coastal spatial planning should be the introduction of some flexibility into the planning process. The planned solutions should be constantly monitored and the links between various phases should include mechanisms for feedback ensuring timely corrections of activities.

##### **B) Spatial Planning in the Coastal Zone should be based on Coastal Components' Coverage overcoming the traditional planning (administrative) Borders**

###### Better integration between terrestrial and marine planning

Traditional spatial planning in democratic countries is usually effective in reaching the sustainable development conditions on the terrestrial side of the coastal zone, with the land use regulations and nature conservation being based on comprehensive approach. Problems arise, however, often with the integration of land-sea issues as the land-sea border often coincide with the administrative borders of planning authorities. Furthermore the ICZM process widely suffers from the lack of spatial planning mechanisms on the marine side: no means of cooperation and coordination of the different interests, lack of information and sectoral way of thinking are only parts of the problems encountered.

Spatial plans in the coastal zones should, however, neither take the responsibility of the sectoral management in the marine areas, nor should new bodies be created. Spatial planning authorities should be encouraged to consider and include the inshore marine area and the sectoral interests in their spatial plans to provide a comprehensive overview of resource use and management issues.

BaltCoast has developed detailed recommendations on the integration of marine areas into the current instruments of spatial planning (see "WorkPackage 1 – Summary and Recommendations").

###### Administrative borders (fragmentation)

The coastal zone is an open system, based on different, usually much wider borders than the administrative ones.

The ability of local spatial plans to deal with coastal issues whose impacts often go beyond the administrative borders can be questioned substantially. What is needed is a regional (or even national) planning overview to ensure effective consideration of issues/problems of such nature that require the extension of the traditional planning territorial limits. Spatial planning needs to act more carefully while planning on administrative border areas and make the best use of networking between spatial plans of neighbouring regions.

The identification of appropriate coastal plan boundaries is a responsibility which should be shared by politicians, planners, managers and researchers at the appropriate level.

###### Lack of definition of coastal zone

A lack of clear and legal definition of the coastal zone, as well as precise seaward jurisdictional boundaries, can be a practical obstacle to land-sea integration in the planning process.

Many countries, however, consider that such a definition is not desirable due to the dynamic nature of the coast and different geographical scope of different coastal related issues.

### **C) Strengthening Public Participation**

Authentic and active public participation is an essential requirement of the ICZM process and should have first priority in planning and in the review of coastal management actions. Stakeholders who have been involved in the formulation of policies and rules on resource use in the coastal areas are more likely to support them.

Traditional spatial planning has developed legal mechanisms that enable public involvement in the process, which often turn, however, out to be ineffective. The success of public involvement depends on the national experience, culture and public awareness of the importance of coastal issues for the whole society, and that often goes beyond the mandate of spatial planning.

Nevertheless it needs to be ensured that the existing mechanisms are widely used and all the potential stakeholders have a chance to be involved in the planning as well as in the decision-making process.

One of the preconditions is effective communication - the key to successful public participation in coastal planning and numerous tested communication methods exist, e.g.: public hearings, public meetings, public displays, information for mass-media, press releases inviting comments, task forces, general public information meetings, community survey research, information materials and model demonstration projects.

### **D) Improve vertical co-operation and strengthen local ICZM capacities**

The overall goals for coastal zone management/development should be outlined in the long term national vision and then translated into regional conditions in the “regional strategic documents/visions (see recommendation 1.8.).

On the other hand the lack of such strategy should not be an excuse for not using the ICZM mechanisms while planning the coastal zone.

Creating the local capacities for the implementation of the ICZM process is the key element of its success. It is crucial for ensuring the better vertical cooperation between different planning levels and the better understanding of ICZM mechanisms. Competence rising in the field of ICZM among the spatial planners should be one of the steps of the professional development and should encompass e.g.: ICZM priorities, modern tools and techniques of coastal planning (use of digitised and integrated databases, GIS, impact assessment tools, delivering different scenarios), delivered via traditional training courses, on-the-job training or training through public participation and raising of public awareness on coastal issues.

### **E) Better Utilization/Consideration of existing Instruments.**

There should be nothing to prevent the spatial planning authorities from starting to implement the idea of integration and a planning process bringing the ICZM thinking into practice, even if a specific policy or legislation has not been delivered yet. Spatial planning should do its best to improve the use of existing instruments like public consultations, impact assessment mechanisms, etc., to fulfil the ICZM process requirements and to integrate the environmental components into the development plans.

#### 4.4.4 Ways to improve ICZM Implementation

##### A) Preparation of regional ICZM Plans

It is recommended that the ICZM coordinating unit invites coastal stakeholders to develop a ICZM vision followed by a regional ICZM Plan(s). Existing processes (i.e. the Agenda process) and existing documents such as regional socio-economic strategies or regional spatial development plans should be used for that purpose according to the legal provisions existing in each country (see recommendation 1.8.). ICZM plans should be developed according to the principle of flexibility (recommendation 1.9.) and passed and adopted by the relevant political, regional decision making bodies (see recommendation 1.2.). Thus the normal democratic processes of public control will apply – with the various interest groups following the adherence of these self-binding agreements in regard to safeguarding the actual implementation of the projects specified in the regional ICZM plan.

The development of such ICZM plans shall follow the “*European Code of Conduct for Coastal Zones*”:

- Preparation of baseline information about the environment, processes and its features
- Set the geographical scope
- Establish a Mechanism of Public Participation
- Assess past and current activities
- Assess existing structures
- Establish the necessary institutional framework for its management
- Identify Priority Issues, setting clear objectives and priorities of planning
- Draw up the initial plan and proposed projects
- ...

##### B) Focus on ICZM Deliverables

For the success of ICZM (just as for the success of strategic spatial planning) the key issue is to create a direct linkage between the planning phase and induced changes in quality of life of regional populations. Otherwise the ICZM plans are prepared but hardly used. ICZM needs to bridge the planning with the implementation of projects.

Therefore the ICZM process should be:

- a) linked to development decisions of democratically elected bodies and public authorities at appropriate (to the coastal problems) level (see recommendation 1.5.),
- b) linked to spending mechanisms and funds allocation at local, regional, national and EU level (see recommendation 1.11.).

This will safeguard the active participation of all stakeholders, which has been noted by all ICZM projects/programmes implemented so far, as an essential pre-condition for a successful ICZM.

##### C) ICZM as Pre-condition for external Funding

Concerning the external funding (to the ICZM area) (both from national or EU level) the principle should be that the existence of an ICZM plan agreed by coastal stakeholders is a condition sine qua non for receiving financial support for the projects influencing the coastal zone.



The list of such projects and the type of the areas in question should be specified by democratically elected public bodies responsible for ICZM<sup>3</sup>. This will prevent ad hoc actions hardly taking into consideration the complexity of the coastal interactions.

Regional, national as well as international institutions should be urged to optimize their existing financial instruments and support programmes in view of ICZM principles.

#### **D) Link ICZM to Development Issues - Focus on mid-term programming**

ICZM is not a static, limiting approach, but serves as a facilitating, dynamic and future-oriented exercise. Therefore an important role of ICZM should be seen in the processes of preparation and implementation of the medium term development programmes (action plans - specification of concrete short- to medium-term actions) for regions and groups of municipalities based on ICZM plans specifying main objectives, priorities and projects.

Mid-term programming is the place where ICZM can meet with other important developmental axes of given areas such as health care, education, social issues etc.

The regional programmes shall not only lay out the proposed actions and projects in the framework of ICZM, but shall actually also specify the responsible bodies and financial sources for the implementation of these projects. Thus already the ICZM planning phase itself includes the search for and identification of appropriate tools, which need to be in place for the financing of the solutions found. Thus it is ensured that implementation is an integral part of the ICZM process.

#### **E) Use Competition: Incentives / Sanctions**

The projects identified within the ICZM regional plan will be in competition with other regional projects in terms of access to necessary resources (finances, personnel, etc.). Their selection or non-selection (e.g. inclusion into regional development programmes) will be a reflection of the overall importance attached to the ICZM process within the region in question.

Furthermore it will also be a reflection of the quality of projects identified providing an incentive to the applicants to develop projects, which do fulfil the criteria of efficiency and effectiveness. It is therefore not sufficient for ICZM plans to outline projects in general terms, but each project has to be justified showing inputs, outputs, assumptions, etc. (logical framework). This will not only facilitate the application process, but also the monitoring and evaluation process once projects have been selected and are implemented.

It is recommended that only those projects, which fulfil a set of quality criteria including clear specification of deliverables (actual outcomes) and milestones (adherence to time-schedule) will be allowed to form part of the ICZM plan.

#### **4.4.5 Conclusion: ICZM and Spatial Planning complement each other**

In the process described above spatial planning is involved in the ICZM process in the following way:

- a) Including ICZM principles into national, regional and supra-local visions and strategic documents dealing with spatial development;
- b) Participating in the preparation of the ICZM plans contributing with its knowledge on spatial planning conflicts in the coastal zone, their geographical coverage, methods of conflict management (including public participation), instruments on territorial impact assessments and ensuring linkage between spatial plans and ICZM plans in the given area;
- c) If necessary offering to the ICZM process a service of cross sectoral co-ordination unit (ICZM focal point), which can be performed by spatial planning statutory structures;

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<sup>3</sup> The same is for example for transport project in agglomeration which can be financed only if the integrated transport strategy had been prepared and adopted by the public authorities for given agglomeration.



- d) Participating in the preparation of mid-term development programmes, supporting comprehensive ICZM approach based on principle of sustainable development (the same as for spatial planning);
- e) Participating in the ICZM monitoring and evaluation process and by that improving and amending spatial development plans and visions (see recommendation 3.1.).

## 5. Part B: A Framework for the Co-ordinated Use of Offshore Water Areas

### 5.1. Study purpose and content

This report is the result of a study comprising three parts:

- Part I:  
Inventory of main existing or future expected use demands and conflicts in Baltic Sea offshore water areas including the first-ever pan-Baltic comprehensive mapping of offshore use interests;
- Part II:  
Analysis of instruments for cross-sector and cross-border coordination, particularly through spatial planning
- Part III:  
Recommendations regarding enhanced cross-sector and cross-border coordination using spatial planning instruments in BSR (Baltic Sea Region) countries.

The geographical coverage of the study is as follows:

- EU countries Sweden, Finland, Germany, Poland, Lithuania, Latvia, Estonia;
- non-EU BSR: Russia (Kaliningrad).

Not included are Denmark and the Russian BSR part of St. Petersburg-Leningrad Oblast (no Baltcoast partners). Detailed country reports are compiled in a separate volume, and summarised in this report.

### 5.2. Study organisation

The study was prepared as follows:

- National reports for parts I and II were prepared by experts from the respective countries appointed
  - by Baltcoast WP1 partners for Germany, Sweden and Finland
  - by the VASAB (Vision and Strategies around the Baltic Sea - a cooperation of ministries responsible for spatial planning and development of BSR countries) Secretariat under sub-contract from WP1 partners for Poland, Russia (Kaliningrad) and 3 Baltic States
- Joint preparation of Part III (recommendations) by the national experts from Germany, Sweden, Finland and Poland.

### 5.3. Summary of Findings

#### 5.3.1 Current offshore use demands in the Baltic Sea

Current use demands, as far as known, have been compiled in a separate volume comprising country reports for all countries listed above. They have also been mapped by BSH (Federal Maritime and Hydrographic Agency). Due to the compressed scale, this information is presented below in a set of maps showing different use categories.

The inventory demonstrates expanding use demands, including shipping, wind farming, nature protection, coastal and boat tourism, mineral extraction (oil, gas, sand), and utility networks. Many of these demands can be conflicting:

- Shipping (freedom of the seas) may conflict with wind farms, mineral extraction, and with nature protection
- Wind farms may conflict with land-side and sea-side tourism, with nature protection, mineral extraction
- Nature protection may conflict (depending on the type of protection) with most other uses

- Cables/ pipelines may be in conflict with shipping (anchors!), mineral extraction, with nature protection and with fishery (trawlers)
- Use conflicts are therefore getting more numerous and more pronounced. Most approaches for conflict minimisation require spatial planning, for example:
- Shipping: assignment of shipping corridors, free of any conflicting uses such as mining, wind farms, cables, nature protection, and others;
- Utility lines (cables, pipelines): concentration of corridors to minimise the burdening of scarce sea areas (possibly parallel to shipping lines);
- Wind farms: limitation to suitable areas (= no conflicting uses, economic-financial feasibility due to favourable wind conditions, good opportunity to establish cable connections to land-side networks, good accessibility for repair and maintenance works etc.)
- Boat tourism: avoidance of coincidence with military training areas; spatial concentration of boat harbours.

**Current offshore use demands and coordination needs in Baltic Sea countries**

Country/ offshore zone		Pressure on use coordination	Main use demands requiring enhanced coordination
Germany	12 sm Mecklenburg-Vorpommern	very high	Nature protection Wind farms Shipping Utility lines Resource exploitation
	12 sm Schleswig-Holstein	high	Nature protection Wind farms Shipping
	Exclusive economic zone (EEZ)	locally high	Nature protection Wind farms Shipping Utility lines Resource exploitation
Sweden	12 sm zone	Locally very high, in most areas high	Shipping Fishing Nature protection Wind farms Tourism (boating)
	EEZ	Locally high	Shipping Fishing Wind farms Nature protection
Poland	12 sm zone	Very high & high	Nature protection Shipping Wind farms (as examples of industrial use) Utility lines Resource exploitation Defence Coastal protection
	EEZ	Locally high	Shipping Wind farms Utility lines Resource exploitation Nature protection
Russia (Kaliningrad Oblast)*)	12 sm zone	High at specific locations	Nature protection Oil mining Wind-farms Military training areas
	EEZ	restricted to specific locations	No sufficient information
Lithuania	12 sm zone	Restricted to specific locations or not known yet **)	Nature protection Recreation, tourism, Future oil extraction Possibly some wind farms
	EEZ	Not known yet	No sufficient information
Latvia	12 sm zone	Restricted to specific locations or not known yet***)	Nature protection Recreation Shipping Future oil mining Future: possibly wind farms
	EEZ	Not known yet	No sufficient information
Finland	12 sm zone	Moderate to high	Wind Farms Cables Shipping routes Nature and landscape protection
	EEZ	Low to non-existing	Shipping routes
Estonia	12 sm zone	Restricted to specific locations or not recognised yet)	Shipping Nature protection Utility lines
	EEZ	not recognised yet	to be identified

\*) no information had been collected for St.Petersburg/ Leningrad Oblast

\*\*) For Lithuania there is an environmental threat from the D-6 oil mining near Nida in Russia (Kaliningrad).

\*\*\*) The Butinge terminal in Lithuania influences Latvian environment

### 5.3.2 Status of spatial coordination for offshore uses in BSR countries

#### A) The Regulatory framework

When describing the status of spatial planning in offshore areas of BSR countries, a differentiation is required:

- 12-sm zone (= national territory) and
- EEZ = Exclusive economic zone (=international territory with national exploitation rights).

This differentiation is needed due to:

- different status of regulatory framework
- different responsible institutions
- different status of spatial planning

As regards spatial planning in the EEZ, a legal-regulatory framework does not exist in most BSR countries. Exceptions:

- Finland has recently proposed new legislation concerning the EEZ. Different responsibilities will be clarified, but no special spatial coordination has been addressed.
- Germany has adopted a new law in summer 2004

The regulatory framework for spatial planning in the 12-sm zone is more advanced in some countries. Usually, the responsibility is with local/ regional authorities as part of comprehensive planning:

- Sweden (municipalities are responsible)
- Finland (regional councils make; Ministry of Environment ratifies)
- Germany (Länder = the major regions make and ratify)

Poland has chosen a national responsible authority: the Maritime Office (planning) and seeking approval by Minister of Infrastructure. Other countries have no regulations yet. The intention is to prepare separate plans for different coastal sections.

Other countries have no regulations yet. Planning for offshore uses remains the task of different national sector institutions which to different degree seek a cross-sector consultation. (In the absence of spatial plans, even a good cross-sector consultation remains insufficient, because there is no comprehensive view on future use demands and their respective conflicts, relevance and therefore: priority.

#### B) Effective spatial planning

Effective spatial planning in the Baltic Sea countries is even less advanced:

- No plans existing for the EEZ (first preparations are presently underway in Germany)
- More plans exist for the 12-sm zones, but:
  - Swedish municipalities include only parts of the offshore areas into their comprehensive plans (if any)
  - in the German BSR, only Mecklenburg-Vorpommern has prepared a draft spatial plan (and Lower Saxony for its North Sea part; Schleswig-Holstein is considering to prepare such plan)
  - in Finland, offshore areas are normally not included in spatial plans of local or regional authorities, unless they are part of archipelagos.
  - in Poland, spatial planning for offshore areas has not been started yet.
  - In other BSR countries only the immediate coastal zones are sometimes included in spatial planning, but not the offshore areas.

#### Current status of integrated spatial use coordination in Baltic Sea countries

Country/ offshore zone		Regulatory framework existing?	Spatial plan existing?	... or planned to be prepared?	Scale of plans	Administrative levels responsible for preparing/ adopting the plan
Germany	12 sm Mecklenburg-Vorpommern	yes	yes (draft)	already existing	1 : 250.000	Region (Land, Federal State)
	12 sm Schleswig-Holstein	yes	no	yes	Formal plans: 1 : 250.000 for total SH 1: 100.000 for 5 sub-regional plans Informal plan: 1:300.000	Region (Land, Federal State)
	EEZ	yes	no	yes	unclear	Federal level (Ministry of Transport, Housing and Building; The Federal Maritime and Hydrographic Agency (BSH) will do preparatory work to formulate aims and general principles of spatial planning incl. designation of special area categories, environmental assessment and public participation.
Sweden	12 sm zone	Yes, municipalities are responsible for comprehensive plans for their total area (inside 12sm).	Yes, but for most municipalities only for parts of the area	Municipalities must review their comprehensive plan once every 4 years. It is expected that the offshore area covered by revised plans will be expanded in most cases	1:250000, 1:50000	Municipality
	EEZ	no	no	no	unclear	unclear
Poland	12 sm zone	Yes, but still not satisfactory	no	yes	1:200,000 & ≥ 1:5,000	Preparation: Director of Maritime Office Approval: Minister of Infrastructure
	EEZ	Yes, but still not satisfactory	no	yes	1:200,000	same as for 12 sm zone
Russia (Kaliningrad Oblast*)	12 sm zone	yes	no	no	unclear	Federal and Regional
	EEZ	no	no	no	unclear	Federal
Lithuania	12 sm zone	No for offshore planning; planning as such is regulated by the Territorial Planning Law, and two regulations of The Cabinet of Ministers: the Regulations of National Planning and the Local Municipalities Planning Regulations	No, but municipalities deal with minor issues concerning use of the territory directly adjacent to the coast (like places for swimming, location of the beach equipment, proposals for small ports development, etc.)	no	Not determined for integrated plan; for district plan 1:50 000; local municipal plan 1: 10 000; 1:2000	General plan of the county is approved by the Governors administration of county. The Ministry of Environment initiates and supports the preparation of the Counties General plans
	EEZ	No	no	no	unclear	National level (Ministry of the Environment)
Latvia	12 sm zone	No	no	no	unclear	unclear
	EEZ	No	no	no	unclear	unclear
Finland	12 sm zone	Yes. Land Use and Building Act 2000: Regional Land Use Plans made and approved by Regional Councils (associations of Municipalities)	no	no	1:100.000	Regional Councils make and approve, the Ministry of the Environment ratifies
	EEZ	No. National Land Use Objectives may refer to EEZ but until now in practice does not cover the EEZ. A law bill on forming EEZ has been before Parliament spring 2004, but covers only the 12 mile zone (areas governed by Municipalities)	no	no	unclear	unclear
Estonia	12 sm zone	No	No	No	unclear	unclear
	EEZ	No	No	No	unclear	unclear

\*) no information had been collected for St.Petersburg/ Leningrad Oblast



## D) Use categories considered

The following table demonstrates that the categories differentiated in spatial plans differ among the BSR countries. But as spatial plans are mostly not existing yet, and frequently even regulations are missing, there is still scope for harmonisation.

### Offshore planning in Baltic Sea countries: Use categories

Country/ offshore zone		Spatial area categories (degrees of spatial prioritisation)	Uses pre-determined outside of the spatial plan (but considered and shown in the plan)	Other use categories shown on the plan and their respective spatial priority categories
Germany	12 sm Mecklenburg-Vorpommern	Priority areas ("Vorranggebiete") Reservation areas ("Vorbehaltsgebiete") Suitable areas ("Eignungsgebiete")	Shipping (shipping corridors, anchorage) = priority areas Nature and landscape protection = priority areas (national parks and nature protection areas) or reservation areas (bird protection and other areas of high nature potential)	Wind farms (suitable areas); Utility networks: cables, pipelines (reservation areas); Tourism, recreation (reservation areas); Exploitation of natural resources (sand and gravel): areas important for coast protection measures = priority status; other exploitation areas = reservation status
	12 sm Schleswig-Holstein	same	to be defined	to be defined
	EEZ	same	to be defined	to be defined
Sweden	12 sm zone	Protected areas (e.g. nature preservation, Natura 2000) National interest areas Areas suitable for special demands (e.g. wind farms)	Areas of national interest according to Swedish Environmental Code (SEC) chapter 3 and 4 (See next column). Protected areas (shore protection, nature protection, landscape protection, bird protection, Natura 2000.) Areas suitable for exploitation (e.g. in offshore areas for wind farms) Areas of special interest for tourism	Special provisions concerning land and water management in certain areas specified in SEC chap 4 (areas of national interest in their entirety in view of the natural and cultural assets). Areas of national interest (acc. SEC chap. 3 section 5-9) delineated by national boards in cooperation with County Adm. Boards (commercial fishing; nature conservation, cultural value, outdoor recreation; areas with valuable substances or materials; areas particularly suitable for industrial production, energy production, energy distribution, communications (e.g. shipping), water supply or waste treatment; areas needed for defence installations)
	EEZ	unclear	to be defined	to be defined
Poland	12 sm zone	No categorisation in place	to be defined	to be defined
	EEZ	No categorisation in place	to be defined	to be defined
Russia (Kaliningrad Oblast*)	12 sm zone	unclear	to be defined; Military, Fishery, Nature protection, Boundary guard, Other uses	to be defined
	EEZ	unclear	same	to be defined
Lithuania	12 sm zone	Not determined; for municipalities: leisure activities, coastal fisheries, small ports development	to be defined	to be defined
	EEZ	unclear	to be defined	to be defined
Latvia	12 sm zone	unclear	to be defined	to be defined
	EEZ	unclear	to be defined	to be defined
Finland	12 sm zone	Areas where no other uses than the given are allowed; Areas where given use has priority. Areas with certain restrictions. Areas suitable but not limited to certain use (like wind farms). Areas where certain type of land use will be promoted. No "white" areas. Conflict areas where conflicting uses may be excluded or special development areas	Categories as in land-use plans (where applicable): Community structure: Settlement, services, production; Traffic alignments; Utilities: Water, waste and energy management; Nature resources: Groundwater, soil and peat resources; Recreation; Nature protection	Shipping and navigation Utility lines to certain extent Nature protection programmes, Natura 2000 network, protected species, certain biotopes
	EEZ	unclear	to be defined	to be defined
Estonia	12 sm zone	unclear	unclear	unclear
	EEZ	unclear	unclear	unclear

It should be noted that in some cases, the information given in the table has been derived from onshore spatial planning, as no corresponding information can be given for offshore areas yet.

### E) Principles of solving use conflicts

Due to the fact that spatial planning for offshore areas is widely not existing yet, specific information on conflict solving approaches can only be given for the 12-sm zone of Mecklenburg-Vorpommern and of Sweden. For other countries and for the EEZ in general, the principles presented below are largely derived from corresponding approaches in onshore plans. Generally, shipping and environment protection are prioritised. But for other uses different approaches are practised or discussed.

#### Offshore use planning: principles for solving use conflicts: Nature protection and water-bound tourism

Country/ offshore zone		Nature protection	Water-bound tourism
Germany	12 sm zone Mecklenburg-Vorpommern	absolute prioritisation in priority areas; high priority in reservation areas	high priority in assigned reservation areas; concentration of boat harbours; priority of developing existing locations over new ones/ but sufficiently dense network
	12 sm zone Schleswig-Holstein	same	to be defined
	EEZ	to be defined	not relevant
Sweden	12 sm zone	Areas of national interest have priority. Nature protected areas and Natura 2000 areas are specially protected.	Areas of special interest can be stated in municipality comprehensive plans
	EEZ	Nature protection seen as a priority	
Poland	12 sm zone	Nature protection seen as a priority Strong conflict: Avoid coincidence with: mineral oil/gas extraction, dumping sites. Soft conflict: Wind farms (proper location, shipping (enforcement of regulations, VTMS, alignment of navigation routes and anchorages)	Strong conflict: Avoid coincidence with military training areas. Coastal safety & recreation (marinas and jetties significantly reduce safety of “downstream” coast and width of beaches). Soft conflict: Wind farms (proper location), cables & pipelines (bundling, proper crossing of coastal zone), shipping (VTMS, proper alignment)
	EEZ	Nature protection seen as a priority	
Russia (Kaliningrad Oblast)*)	12 sm zone	Nature protection seen as a priority	to be defined
	EEZ	Nature protection seen as a priority	
Lithuania	12 sm zone	Nature protection seen as a priority	No specific plans under development
	EEZ	Nature protection seen as a priority	
Latvia	12 sm zone	Nature protection seen as a priority	to be defined
	EEZ	Nature protection seen as a priority	
Finland	12 sm zone	Nature protection seen as a priority	Anchorage places and marinas are mainly planned locally and conflicts solved locally. Networks are planned also within Regional Plan
	EEZ	Nature protection seen as a priority	
Estonia	12 sm zone	to be defined	to be defined
	EEZ	to be defined	to be defined

**Offshore use planning: principles for solving use conflicts: Shipping, wind farms, cables**

Country/ offshore zone		Shipping	Wind farms	Cables
Germany	12 sm zone Mecklenburg-Vorpommern	Priority over other uses; only restricted possibility to assign compulsory corridors resp. areas not usable for shipping (approval by federal shipping agency required)	Use restriction to ‘suitable areas’; Suitable = not unsuitable due to other use demands = no economic considerations; Detailed assessment in TIA (Territorial Impact Assessment); Criteria for suitable areas (any places not unsuitable due to competing use demands. Min. distance from shoreline 10-15 sm	Concentration in corridors; no cables (where possible) in shipping corridors and anchorage areas
	12 sm zone Schleswig-Holstein	same	Wind farms generally not within 12 sm zone (exception for testing and monitoring). In the absence of fully identified ‘suitable areas’ project assessment within the TIA process	to be defined
	EEZ	High priority because of UNCLOS; Art 60 VII: artificial islands, installations and structures and the safety zones (not more than 500m) around them may not be established where interference may be caused to the use of recognised sea lanes essential to international navigation.	First step: identification of suitable areas according to §3a SeeAnlV (Marine facilities Ordinance). These areas may not be designated in Natura 2000 areas and when safety and easy flow of shipping is endangered. Suitable areas do not exclude windfarm projects in other areas, whereas suitable areas due to spatial planning law exclude the application of projects in non-suitable areas. The suitable areas due to SeeAnlV, to be designated till end of 2005 get legally binding effect of priority areas in the meaning of spatial planning law. Spatial plan for the EEZ is under preparation.	to be defined
Sweden	12 sm zone	National interests prioritised over local interests. If they are incompatible, priority is given to the purpose most likely to promote sustainable management of land, water and the physical environment in general. As shipping routes are difficult or impossible to move they generally have to be given priority	Wind farms >10 MW are prohibited in some SEC Ch. 4 areas. (Ch 4 areas are extending up to 3 sm. from coastline). Consequently in these areas wind farms >10 MW has to be located more than 3 sm. from coastline. This can be applied as a guideline also for other areas, even if it is desirable that wind farms are located more than 7 sm. from coast.  Fishing interest has to be considered; same for: Bird migration; Tourism interest; Detailed assessment of influence on all matters has to be described and evaluated in EIA	Concentration in corridors if possible
	EEZ	to be defined		to be defined
Poland	12 sm zone	Strong conflict: Avoidance of coincidence with: intense fishing, military training and dumping areas, mineral oil/gas mining. wind farms Soft conflict: nature protection (VTM systems, location at proper distance), coastal safety and tourism (VTMS, contingency planning, location at proper distance & location), pipelines and cables (“bundling”)	Strong conflict: Avoidance of coincidence with: oil/gas/minerals’ extraction, shipping, dumping areas, trawl fishing, military training areas.  Soft conflict: Nature protection (location outside area of risk to relevant natural values), coastal safety (proper crossing of cable through coastal zone), recreation (locate far enough from coast, high power generators to reduce size of area of wind farm).	Strong conflict: Avoid coincidence with: sand & gravel extraction, dumping areas, military training areas.  Soft conflict: Crossing with pipelines (technical solution to reduce risk of damage), navigation & fishing (bundling).
	EEZ	to be defined	to be defined	to be defined
Russia (Kaliningrad Oblast)*)	12 sm zone	Priority over the other uses	to be defined	Not within shipping corridors
	EEZ	to be defined	to be defined	to be defined
Lithuania	12 sm zone	to be defined	to be defined	to be defined
	EEZ	to be defined	to be defined	to be defined
Latvia	12 sm zone	to be defined	to be defined	to be defined
	EEZ	to be defined	to be defined	to be defined
Finland	12 sm zone	Defined navigation channels, also elsewhere navigation has priority	Feasibility studies will be carried out before or in the starting phase of drafting the Regional Plan. Conflicts with other competing land use form are dealt with, discussed and the potential areas are prioritised. Only the feasible with no severe conflict are selected to be shown in the Draft Regional Plan	Negotiations with concerned parties and administration take place normally in early phases of planning. EIA required if on the positive list of the EIA decree.
	EEZ	to be defined	to be defined	to be defined
Estonia	12 sm zone	to be defined	to be defined	to be defined

**Offshore use planning: principles for solving use conflicts: Shipping, wind farms, cables**

Country/ offshore zone	Shipping	Wind farms	Cables
EEZ	to be defined	to be defined	to be defined

**Offshore use planning: principles for solving use conflicts: Natural resources, dumping**

Country/ offshore zone	Natural resources exploitation	Dumping
Germany	12 sm zone Mecklenburg-Vorp.	Not within shipping corridors (or limitation of such corridors)
	12 sm zone Schleswig-Holstein	same
	EEZ	Prohibited with exception of dredged materials
Sweden	12 sm zone	to be defined; not actual so far
	EEZ	Dumping of contaminated material is generally not given permission
Poland	12 sm zone	Strong conflict: Avoidance of coincidence with: wind farms, other types of extraction, navigation, nature protection, dumping areas, fishing & military training areas. Soft conflict: Cables (proper solution of crossing), shipping & fishing (bury pipelines sufficiently deep, bundling), coastal safety & recreation (proper crossing of coastline by pipelines)
	EEZ	Strong conflict: Avoid coincidence with: wind farms, cables, oil/gas/sand & gravel mining, nature protection Soft conflict: Fishing (proper location in deep water), coastal safety (proper selection of dumping site)
Russia (Kaliningrad Oblast)*	12 sm zone	Not within shipping corridors
	EEZ	Restriction to dredged materials
Lithuania	12 sm zone	Only coastal fishing in a scale agreed under Gdansk Convention. In future according EU Common Fishing policy
	EEZ	Sites are determined, fixed, reported to Helcom and monitored. No any plans to develop more
Latvia	12 sm zone	to be defined
	EEZ	Sites are determined, fixed, reported to Helcom and monitored. No any plans to develop more
Finland	12 sm zone	to be defined
	EEZ	Restriction to dredged materials
Estonia	12 sm zone	to be defined
	EEZ	to be defined

## F) Coordination principles (cross-sector, vertical, cross-border) and duration of the planning process

Experience exists only in Mecklenburg-Vorpommern and in Sweden (in both cases for the 12-sm zone only). The plan preparation takes 2-3 years. Plan updating needs less time. Cross-sector and vertical coordination follow general rules of onshore planning. Cross-border consultation is carried out as part of the public participation process. Similar rules as in EIA are applicable.

### Offshore use planning: coordination principles

Country/ offshore zone		Duration of the planning process	Cross-sector concertation	Vertical coordination	Cross-border consultation
Germany	12 sm Mecklenburg-Vorpommern	approx. 2 years	Concertation with sector institutions in 2 stages: when preparing the first draft/ before public concertation and again before final adoption by the government	Coordination with counties and municipalities during the public participation process (comments on the draft plan). Coordination with federal bodies as part of cross-sector concertation (see above)	Concertation with neighbouring regions of other countries is compulsory part of the public participation process. This includes the Wojwodship Western Pomerania (Poland) and Storstroems Amt (DK).
	12 sm Schleswig-Holstein	no experience yet			
	EEZ	no experience yet			Network of contact person in each country. Involvement according to EIA directive + Espoo convention. Early exploration of interest to be involved. EIA study made available. Contact person ensures that the public may comment. If necessary, consultations on transboundary effects and measures. No legal veto power, but possibly political influence. Effective cooperation ranges from working fully satisfactorily to non-existing.
Sweden	12 sm zone	New or totally revised municipal comprehensive plan 2-3 years	Directly with responsible boards or via the County Administrative Board. The County Adm. Board has responsibility to co-ordinate and guard state interests. Before final adoption handling of state interests shall be scrutinised by County Administrative Board.	During the planning process the municipality has to consult affected municipalities and the County Adm. Board	Not actual in studied area as EEZ area is extending outside the area of the municipalities.
	EEZ	no experience yet			Bilateral agreement with Germany
Poland	12 sm zone	no experience yet	The plan is to be accepted by the Minister of Infrastructure in agreement with the Minister of Internal Affairs and Administration, Minister of Agriculture and Rural Development, Minister of Environment and Minister of Defence.	None provided by law	
	EEZ	no experience yet			
Russia (Kaliningrad Oblast*)	12 sm zone	> 6 months	- coordination with federal agencies - EIA	approval by municipal and regional authorities	
	EEZ	no experience yet			
Lithuania	12 sm zone	no experience yet; for municipal plan 1 - 1,5 years	Not determined yet. Municipal planning procedure provides for co-ordination with the Ministry of Regional Development and Self Governments, sector ministries and other state institutions responsible for certain sectors	Not applicable for integrated plan. Municipalities co-ordinate the plan with the Ministry of Regional Development and Self Governments; local municipalities also with the respective district plans	No experience
	EEZ	no experience yet			
Latvia	12 sm zone	no experience yet			
	EEZ	no experience yet			
Finland	12 sm zone	3-5 years	carried out but not limited to 2 compulsory negotiations	State level: Defence Staff, Maritime Administration, Road and Railway administrations etc.	Concertation with neighbouring regions of other countries is inbaked to the Land Use and Building Act (which regulates Regional Planning)
	EEZ	no experience yet			Network of contact persons in countries that have ratified the convention (Sweden, Finland). Also Estonia has point of contact (also bilateral agreement between Finland and Estonia). Russia has signed but not ratified the convention. Negotiations on bilateral agreement between Russia and Finland started late 90s.
Estonia	12 sm zone	no experience yet			
	EEZ	no experience yet			

## G) Public participation

Public participation follows same rules as applied for onshore planning. The public is generally given the possibility to study the proposed plan and to comment on this. The organisation responsible for planning then takes these comments into consideration as appropriate.

### Current offshore use planning in Baltic Sea countries: Public participation

Country/ offshore zone		Public participation
Germany	12 sm Mecklenburg-Vorpommern	is initiated by publicising the plan and the possibility of commenting. For 3 months, the plan is made available on the internet and in regional and local administrations
	12 sm Schleswig-Holstein	
	EEZ	
Sweden	12 sm zone	When a draft of a comprehensive plan are made shall the municipality give associations and individuals having a considerable interest in the proposal opportunity to consultation Before the municipality can adopt a comprehensive plan, the plan proposal has to be exhibited to public for at least two months. The exhibition has to be announced in local papers.
	EEZ	
Poland	12 sm zone	None provided by law
	EEZ	
Russia (Kaliningrad Oblast)*	12 sm zone	Publishing of the draft plan and organisation of public discussion
	EEZ	
Lithuania	12 sm zone	Not applicable for integrated plan; municipal planning procedure includes public participation as the necessary part of it. At the beginning of planning work the municipality shall ask public for proposals (at least 4 weeks duration); when the draft plan is ready it shall be exhibited for public and public discussion shall be organised (at least 6 weeks long)
	EEZ	
Latvia	12 sm zone	
	EEZ	
Finland	12 sm zone	Onshore planning: Public consultations are initiated by publicising the so called Public participation and assessment program and that there is possibility to comment on the alternative set, studies planned, how public participation is organised and how impacts are assessed. Comments on planning solutions and draft plan are collected but this is compulsory only when final draft version is announced. Information can be obtained and normally comments can be given through the whole period of plan drafting on the internet.
	EEZ	
Estonia	12 sm zone	No information
	EEZ	

## H) Cross-sector coordination for projects without a existing spatial plan

In Germany, a special procedure - territorial impact assessment TIA - is applied. The EIA is part of that procedure, but its outcome is balanced with other - social, economic - considerations. Other countries use the EIA procedure. Then, there is no specific instrument for the triple balancing - environmental, social, economical - as requested for sustainable development.

### Current offshore use planning: cross-sector concertation in the absence of a spatial plan

Country/ offshore zone		Instrument of cross-sector concertation	Responsible authority for organising cross-sector concertation and for drawing final conclusions	Relationship to EIA
Germany	12 sm Mecklenburg-Vorpommern and Schlesw.H.	Territorial impact assessment procedure (TIA)	Project initiator to submit all documents supervision/ final decision by the Land government resp. its sub-regional representations	TIA includes a preliminary EIA to allow full analysis of use conflicts/ solutions. Subsequent EIA can build on these preliminary findings, but

**Current offshore use planning: cross-sector concertation in the absence of a spatial plan**

Country/ offshore zone		Instrument of cross-sector concertation	Responsible authority for organising cross-sector concertation and for drawing final conclusions	Relationship to EIA
				will be more detailed
	EEZ		BSH for windfarms; Landesbergämter (Mining authorities) for natural resources exploitation	same
Sweden	12 sm zone	Environmental Impact Assessment (EIA) process. TIA is not used in Sweden	County Administrative Board decides if an activity or measure is likely to have a significant environmental impact. Then,, an environment impact assessment procedure is to be carried out. In such a procedure the project initiator must consult the government agencies, the municipalities, the citizens and the organisations that are likely to be affected. The County Adm. Board usually gives advice about facts and consequences that are of special interest to be handled in the EIA. The project initiator is responsible for presenting conclusions. The approving authority (County administrative Board or Environmental Court) has to decide if the EIA satisfies requirements in Chapter 6 of SEC. (Chapter 6 is the EIA chapter)	no TIA applied; EIA as main coordination instrument
	EEZ		same	no TIA applied; EIA as main coordination instrument
Poland	12 sm zone	Contract for Use (questionable as an instrument for any kind of cross-sector or vertical concertation) Erecting and Use Permit (cables and pipelines only) Erecting and Use Permit (all structures – alternative interpretation of law)	Minister of Infrastructure Director of Maritime Office	no TIA applied; EIA as main coordination instrument
	EEZ		Minister of Infrastructure	
Russia (Kaliningrad Oblast*)	12 sm zone	EIA procedure. Project is agreed with different organisations. Usually they are given the opportunity to examine this part of the project, which concerns the respective organisation. According to the legislation, this procedure is valid mainly for terrestrial side and to a certain extent.	Generally responsible are Federal Authorities. There are sector and cross-sector boards attached to the Administration of regions. They fulfil the consulting functions during the project discussions. In Kaliningrad Region these are: - Baltic Fishery Board - Water Monitoring Database Board - Board of Coasts	no TIA applied; EIA as main coordination instrument
	EEZ			
Lithuania	12 sm zone	For sector strategies and policies: Special constructions and buildings are accepted by sector ministries (e.g. hydrotechnical constructions in the ports etc.) Plans and programs under the Law requirements of the Law of Environmental Impact Assessment are approved only after positive EIA conclusion Cross sector co-ordination in certain construction projects is made according to the Building Law and the General Building Regulations.	Executed by respective State authority, issuing technical conditions for planning, design, construction or development projects. Law or Regulations of the cabinet of Ministers define this particular authority.	no TIA applied; EIA as main coordination instrument
	EEZ			
Latvia	12 sm zone	Special constructions are accepted by sector ministries (e.g. hydrotechnical constructions in the ports etc.) Plans and programs under the Law requirements of the Law of Environmental Impact Assessment are approved only after positive EIA conclusion Cross sector co-ordination in certain construction projects is made according to the Building Law and	Executed by the State authority issuing technical conditions for planning, design, construction or development projects. Law or Regulations of the cabinet of Ministers define this particular authority.	no TIA applied; EIA as main coordination instrument



**Current offshore use planning: cross-sector concertation in the absence of a spatial plan**

Country/ offshore zone		Instrument of cross-sector concertation	Responsible authority for organising cross-sector concertation and for drawing final conclusions	Relationship to EIA
		the General Building Regulations.		
	EEZ			
Finland	12 sm zone	EIA-procedure	Project developer to organise negotiations (normally quite extensive project task forces to steer the project) make studies, and submit all documents. Regional environment centre collects opinion and statements and gives its own statement on the quality of the process and studies. For building permits the municipality has high powers. For example gas pipelines the government takes the final decision, these projects normally require EIA also.	no TIA applied; EIA as main coordination instrument
	EEZ	The government grants permits and may form restricted zones (law on continental shelf). The Finnish Environment Centre may grant permits to make structures in the areas of high seas. The Ministry of the Transport and Communications has to be consulted.		
Estonia	12 sm zone	The Water Act foresees a special procedure of public participation and cross-sectoral concertation for issuing permits for special use of water. The Ministry of Environment (as the authority issuing permits for special use of water for activities in the territorial sea) gives a notice about application for permit for special use of water in the Official Publications during 21 days from receiving the application. Every authority or person has the right to and make objections and proposals about the application during three months. Proceeding from the Maritime Safety Act, construction activities on waterways and in the immediate vicinity of navigational marks or in the sphere of influence thereof must have approval by the Estonian Maritime Administration	Ministry of Environment – for issuing permit for special use of water. The party who orders the works, for receiving approval of the Estonian Maritime Administration	no TIA applied; EIA statement is a precondition for issuing a permit for special use of water.
	EEZ	Legally as in 12 sm zone, not actual in practice.		

### I) Cross-sector coordination for projects with existing spatial plan

As spatial plans are widely missing, little experience exists. In Mecklenburg-Vorpommern, an existing spatial plan makes a detailed concertation unnecessary for utility network projects which respect assigned corridors. For other projects, even with existing spatial plan the full cross-sector coordination procedure will be required, but:

- The existing plan makes the concertation process faster and less costly.
- The existing plan provides a significantly better basis to assess different potential conflicts or compatibility. Without such plan there is a major risk that not all long-term demands are considered as would be required.

#### Current offshore use planning: cross-sector concertation with an existing spatial plan

Country/ offshore zone		Projects for which no full cross-sector concertation process (TIA or similar) is needed if they conform with the spatial plan	Projects for which a further cross-sector concertation process is needed even if they conform with the spatial plan	Instrument of cross-sector coordination
Germany	12 sm Mecklenburg-Vorpommern	utility networks in assigned corridors	wind farms mining/ dumping boat harbours	Territorial impact assessment procedure (TIA)
	12 sm Schleswig-Holstein	not yet applicable		same
	EEZ	not yet applicable		same
Sweden	12 sm zone	For all activities or operations mentioned in SEC Chapter 17 or in special appendix to Ch. 6 an environment assessment is mandatory. (Chapter 17 regulates activities for which Governments consideration of permissibility is mandatory.) The EIA-process can be significantly simplified If the Board at early consultation decide that an activity not is likely to have a significant environmental impact.	see previous column	EIA
	EEZ	not yet applicable	not yet applicable	EIA
Poland	12 sm zone	not yet applicable	not yet applicable	EIA
	EEZ	not yet applicable	not yet applicable	EIA
Russia (Kaliningrad Oblast*)	12 sm zone	not yet applicable	not yet applicable	EIA
	EEZ	not yet applicable	not yet applicable	EIA
Lithuania	12 sm zone	not yet applicable	not yet applicable	EIA
	EEZ	not yet applicable	not yet applicable	EIA
Latvia	12 sm zone	not yet applicable	not yet applicable	EIA
	EEZ	not yet applicable	not yet applicable	EIA
Finland	12 sm zone	If spatial plan exists and is up to date, this makes the negotiations easier and in some cases shorter. Often the procedures are underway at the same time.	not yet applicable	EIA
	EEZ	not yet applicable	not yet applicable	EIA
Estonia	12 sm zone	not yet applicable	not yet applicable	
	EEZ	not yet applicable	not yet applicable	

## 5.4. The Recommendations

### 5.4.1 Summary

Traditionally, sea areas were synonymous with the absence of restrictions ('open seas'). In few cases, restrictions were set to maintain shipping safety. Nature and environment protection have been added to possibly justify use restrictions.

For the first time, the common study provides a comprehensive offshore use map of the Baltic Sea. This map shows a growing need to compatibilise different, sometimes competing demands. Strong overlapping use interests occur in the south-western part of the Baltic Sea, but to a lesser degree also in other parts. Sea traffic continues to expand, as well as other uses such as wind farms, cables, pipelines, oil/ gas platforms, and minerals exploitation, fishing and recreation boating. New future demands may be expected, including aquaculture, industrial activities linked to wind farms, offshore tourist attractions and other use interests not even known yet.

In the past, the coordination of different demands could often be limited to the balancing between two sectors, e.g. nature protection and free shipping. No complex coordination instruments were needed, EIA was an adequate tool. But with growing complexity and intensity of use interests, mutually excluding use interests need to be balanced in a multi-sectoral perspective. EIA remains important than, but is not sufficient for the comprehensive consideration of different interests. This is even more so if the growing need shall be reflected to reserve sufficient sea space for future new demands.

#### **A. THE PRINCIPAL RECOMMENDATION: USE THE STRENGTHS OF SPATIAL PLANNING FOR CROSS-SECTOR CO-ORDINATION OF OFFSHORE DEVELOPMENT**

Spatial planning has a proven record as a coordination tool for on-land development. This capacity shall be extended to offshore areas in national 12-sm zones and beyond, in the exclusive economic zone (EEZ). Two levels of cross-sector use coordination are recommended:

- *A.1 Strategic level:*  
Preparation of strategic spatial plans at scales of 1 : 200,000 or 250,000 (chapter **Fehler! Verweisquelle konnte nicht gefunden werden.**);
- *A.2 Project level:*  
Systematic detailed assessment of the impacts from contemplated use projects across all sectors possibly affected, in the offshore areas as well as in adjacent coastal land areas, considering project location, dimension and technical character. Environmental impacts are an important part of this, but other socially and economically relevant impacts of and on other sectors shall be assessed, too, to allow a comprehensive balancing of interests (chapter **Fehler! Verweisquelle konnte nicht gefunden werden.**).

To implement strategic comprehensive plans will take time, and shall start in areas where multi-sectoral use conflicts are already pressing now, or are expected to soon become so in the near future.

#### **B. THE IMPLEMENTATION OF THE PRINCIPAL RECOMMENDATION REQUIRES PROCEDURES & TOOLS, TO BE LAID DOWN IN REGULATIONS AND AGREEMENTS**

Few countries around the Baltic Sea have established regulations for spatial planning in offshore areas - some of them for the 12-sm zone only. Many countries do not have such regulations yet (chapter

3.4.3). Only one country (Germany) has prepared spatial plans for part of its offshore areas (12-sm zone of Mecklenburg-Vorpommern) or has started to do so (for the EEZ).

This situation provides a unique opportunity to introduce new planning procedures, harmonised between BSR countries and thus facilitating cross-border consultations: There is little need to change already existing methods and regulations. A number of pre-requisites must be created for which transnationally concerted preparations should start soon:

#### **B.1 Improve the availability and accessibility of mapped information**

*The aim:* A GIS-based fact-bank on offshore uses with secured updating routines and easy access across borders.

*Background:* In most BSR countries existing and planned offshore uses are not systematically mapped. Existing information is scattered and difficult to access.

*Recommendations:*

- (5) Nominate national contact points with legal competence for organising offshore geo-information compilation, storage (exchangeable GIS format) and distribution;
- (6) Define transnationally agreed standard information to be collected (kind and detail of information; geo-reference);
- (7) Ensure collection and regular updating by various responsible institutions which shall ensure data quality.
- (8) Facilitate free transnational access to relevant information for spatial planning authorities.

#### **B.2 Define basic national policies for offshore development which are coordinated cross-sectorally**

*The aim:* Strategic guidelines for offshore development, incl. prioritisation rules for use conflicts.

*Background:* Many use interests exclude or limit each other. Little experience exists with use prioritisation in offshore areas. National policies affecting offshore areas are largely sectoral, and in many cases not harmonised. Sea space is limited. Future demands are unknown, but may become important: generous reserve areas must be kept.

*Recommendations:*

- (2) Prepare, in each country, a governmental document on the policy of using sea areas. Ideally, this would be done before starting the planning process. But it may also be done on the basis of first experience with plan preparation. The document shall contain: (a) a description of basic sector policies relevant for offshore areas; (b) prioritisation guidelines; (c) location of national priority areas; (d) guiding principles for reserving space for future unknown demand.
- (2) Prepare a similar indicative document at BSR and EU levels.

#### **B.3 Improve the effectiveness of cross-border consultation for offshore development plans and projects**

*The aim:* Effective cross-border consultation with clear contact points and consultation procedures and complete, reliable, easy-to-obtain information across borders.

*Background:* Conflicting interests across borders do occur and will become more frequent. Ways to compromise or even to obtain mutual benefits can often be found if prepared in time. Current consultation procedures are not sufficient, mutual information and dialogue depend on good will, not on established routines.

*Recommendations:*

- (4) Identify in each country one responsible national contact point;

- (1) Use, as a model, existing regulations for cross-border consultations regarding the environment (Espoo convention, EU directives), widening these for cross-sector, spatial coordination;
- (2) Prepare bilateral agreements on procedures and time frames for (a) notification of proposed planning or project activity; (b) consultation; (c) dispute settlement; (d) information on the final decision.

#### **B.4 Prepare indicative guidelines for content and procedures of offshore spatial planning**

*The aim:* A tool box for countries wishing to introduce spatial planning for offshore areas; harmonised standards for spatial plans which facilitate cross-border concertation.

*Background:* Many BSR countries could benefit from indicative guidelines when introducing national planning rules for offshore areas. Cross-border consultation for planned offshore uses would be easier if plans were based on common standards.

*Recommendations:*

- (1) Agree on harmonised scales of strategic spatial plans;
- (2) Define the minimum content of these plans (use categories considered, levels of use reservation);
- (3) Use uniform systems of plan presentation (graphical, explaining text).
- (4) Apply BSR-standard procedures for plan preparation and concertation (see recommendations B.5 and B.6).

#### **B.5 Apply ICZM principles in offshore planning**

*The aim:* Observance of ICZM principles in the offshore spatial planning process.

*The background:* Spatial planning and ICZM rely on similar principles and are mutually interdependent. The onshore-offshore interface is not satisfactorily considered in current ICZM. Lacking knowledge on the impact from contemplated new activities call for cautious development.

*Recommendations:* Apply spatial planning principles used on-shore, for offshore areas:

- (4) Adopt a holistic, forward looking (long-term) perspective;
- (5) Allow gradual development of offshore areas;
- (6) Consider the onshore-offshore interface.

#### **B.6 Ensure wide involvement of stakeholders in planning for offshore development**

*The aim:* Adequate involvement of offshore and onshore stakeholders at all stages of spatial planning.

*Background:* Proper spatial planning must be based on public participation and stakeholder involvement at an early stage to consider all interests and ideas. Though there are no offshore inhabitants and few industries, many may be affected or may affect offshore developments.

*Recommendations:*

- (3) Prepare standard lists of stakeholders to be involved: (a) onshore inhabitants and enterprises whose livelihood or economic interests are affected; (b) enterprises interested in offshore projects; (c) institutions having jurisdiction over the sea; (d) those whose actions affect the sea; (e) NGOs.
- (4) Apply participation procedures as used for onshore spatial planning.

### **C.MAINTAIN THE TRANSNATIONAL DISCUSSION AND DEVELOPMENT PROCESS**

The implementation of the above recommendations would strongly benefit from transnational cooperation - leading to harmonised standards, but leaving room for national specificities. Such cooperation shall be arranged by national government bodies responsible for spatial planning and regional development. Transnational organisations such as VASAB, Baltic 21, HELCOM, EU

Commission, can support this process by activating their networks and experience in sustainable development. Baltic 21 has proposed to initiate cross-border lighthouse projects involving different sectors from this initiative.

Transnational initiatives for ICZM and, more general, for sustainable development, show significant gaps when it comes to integrated offshore development. They would also benefit from a dialogue with national spatial planning organisations. The following is recommended:

#### **C.1 Conduct a continued dialogue with Helcom, Baltic 21, VASAB and EU Commission on principles for offshore spatial planning**

*The aim:* A coherent vision for offshore development; accelerated implementation of these recommendations.

*Recommendations:*

- (3) Convene national focal points with transnational bodies to discuss the implementation of the recommendations made under A. and B.
- (4) Prepare periodical pan-Baltic reports on progress in the management of offshore areas using inputs from national focal points.

#### **C.2 Seek continued consultation with the EU regarding recommendation on ICZM, EIA and SEA Directive**

*The aim:* A high degree of synchronisation of different organisations' approaches to sustainable offshore and coastal zone development.

*Background:* The interrelationship is strong between spatial planning, ICZM, EIA and SEA, all seeking a long-term strategy for sustainable development. The ongoing discussion in the EU Commission on ICZM, EIA and SEA would benefit from experience with offshore spatial planning and vice-versa.

*Recommendation:* Discuss among national spatial planning bodies, pan-Baltic organisations and EU Commission how to best consider offshore spatial planning in the mentioned recommendations and directive.

#### **C.3 Develop transnationally concerted plans for offshore infrastructure corridors**

*The aim:* A coherent vision of transnational corridors for international shipping and utility networks (pipelines, cables).

*Background:* There is good experience with TEN as a coordination instrument for trans-European (transport) infrastructure. Concentrated corridors in sea areas (in contrast to existing non-organised cob-webs) would help to minimise conflicts with other uses and to ensure careful use of limited sea space. With agreed corridors, project licensing may be accelerated.

*Recommendations:*

- (3) Let responsible sector institutions systematically provide information on existing and planned uses.
- (4) Prepare transnational priority corridors for respective uses.

#### **C.4 Promote transnational research and pilot projects**

*The aim:* Enhanced knowledge on present and future use demands and their potential impacts.

*Background:* Available knowledge and information is not good enough to inventorise current offshore uses, to assess future demands and to estimate potential use impacts. Spatial planning for offshore areas needs more practical experience to demonstrate its benefits.

*Recommendation:*

- (3) Initiate transnational research to improve knowledge (a) on current use demand and area suitability; (b) to assess economic, social and environmental impacts from existing and contemplated new offshore uses.
- (4) Initiate pilot projects for offshore spatial planning to gather practical experience.

#### **C.5 Promote experience exchange with other regions**

*The aim:* Improving the quality of spatial cross-sector use coordination through knowledge exchange.

*Background:* Countries not experienced in spatial planning for offshore areas can benefit from knowledge gained by those being more advanced. The latter would benefit from a feedback from new experience to refine existing regulations and methods.

*Recommendation:*

- (5) Arrange conferences and discussion fora on offshore planning
- (6) Install international working groups on specific issues such as legal regulations, stakeholder involvement, impact assessment, cross-border consultation, information exchange etc.
- (7) Interrelate with research and development projects in this field (C.4).



## 6. BaltCoast Partners

### 6.1. Work Package 1

#### Partner Institutions

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## 6.2. Work Package 2

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### 6.3. Work Package 3

#### Partner Institutions

Region	Organisation	Contact Person
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City of Putbus / Rügen (Germany)	City of Putbus, Markt 8, 18581 Putbus, Germany	Mrs. Gerlinde Freybier Phone: +49 38301 64340 Fax. +49 38301 292 <a href="mailto:rathaus@putbus.de">rathaus@putbus.de</a>

### 6.4. Work Package 4

#### Partner Institutions

Region	Organisation	Contact Person
North-West Mecklenburg (Germany)	North-West Mecklenburg County, Postfach 1155, 23931 Grevesmühlen, Germany	Mr. Heiko Boje Phone: +49 3881 722 401 Fax: +49 3881 722464 boje@nordwestmecklenburg.de
Kalmar County (Sweden)	Kalmar County Administration, Malmbrogatan 6, 39186 Kalmar, Sweden	Mr. Goran Folbert Phone: +46 480 82134 Fax: +46 480 12870 Goran.folbert@h.lst.se
Torsås (Sweden)	Municipality of Torsås, Mayors Office Box 503, 38525 Torsås, Sweden	Mr. Rune Fransen Phone: +46 486 48100 Fax: +46 486 48253

		Rune.fransen@toras.se
Mönsterås (Sweden)	Municipality of Mönsterås, Mayors Office Box 54, 38322 Mönsterås, Sweden	Mrs. Anneli Nielsen Phone: +46 499 17000 Fax: +46 499 13695 Anneli.nielsen@kommun.monsteras.se
Västervik (Sweden)	Municipality of Västervik Brunnsgatan 9, 59380 Västervik, Sweden	Mr. Bruno Nilsson Phone: +46 490 88033 Fax: +46 490 880 05 Buno.nilsson@vastervik.se
Oskarshamn (Sweden)	Municipality of Oskarshamn	Mr. Jonas Sandelius Phone: +46 491 88737 Fax: +46 491 88747 Jonas.t.sandelius@oskarshamn.se
Kalmar (Sweden)	Kalmar University	Mr. Leif Nilsson Phone: +46 480 446000 Fax: +46 480 446032 senexa@telia.com
Warnow Region (Germany)	Warnow Region e.V., Rodompweg 11, 18146 Rostock, Germany	Dr. Günter Hering Phone: +49 381 800 3934 Fax: +49 381 800 3935 mail@warnowregion.de

## 6.5. Transnational Organisations

Organisation	Address	Representatives
European Commission, DG ENV D3	BU5 4/128 – 1049 Brussels	Brigit Snoeren Birgit.snoeren@cec.eu.int
Baltic 21	Strömsberg – 10333 Stockholm	Marek Maciejowski / Jan Strobel Marek.maciejowski@cbss.se
HELCOM HABITAT	P.O. Box 94 – 01301 Vanntaa	Jan Ekebom Jan.ekebom@metsa.fi
VASAB Secretariat	Długi Targ Str. 8-10 – 80828 Gdańsk	Jacek Zaucha / Magda Jezierska info@vasab.org.pl
ICZM Platform	Ministry of Environment – 00131 Helsinki	Ulla Koski Ulla.koski@vmpparisto.fi
EUCC	Seestr. 15 – 18119 Rostock	Gerald Schernewski Phone: +49 381 5197 207 Fax: +49 381 5197 211 Gerald.schernewski@io-warnemuende.de

## 6.6. BaltCoast Coordination Office

Organisation	Address	Contact Point
c/o BC Berlin-Consult GmbH	Fanny-Zobel-Str. 11 A, 12435 Berlin, Germany	Angela Schultz-Zehden Tel. +49 30 254 67 251 Fax: +49 30 254 67 300 <a href="mailto:coordination@baltcoast.org">coordination@baltcoast.org</a> <a href="http://www.baltcoast.org">www.baltcoast.org</a>