

## POSSIBILITIES AND CHALLENGES FOR MSP INTEGRATION

in the Baltic Sea

### BONUS BALTSpace DELIVERABLE: D2.1:

## BASELINE-MAPPING AND REFINED CASE STUDY DESIGN

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## Summary:

This deliverable discusses integration challenges related to maritime spatial planning (MSP), which is a new governance mechanism for sea spaces. The BONUS BALTSPEACE project has developed a tentative typology of integration challenges and a methodology for researching them. Its key feature is the attention paid to contextual variables while analyzing MSP integration challenges. This paper shows how it can be done in practice. The approach encompasses: development of the research framework under which integration challenges are analyzed for different contexts, selection and usage of case studies for collecting empirical findings, and, finally, the analysis of potential implications for understanding MSP integration in a broader spectrum of contexts. This is a step-by-step approach that leads to a better understanding of the practical functioning of integration challenges and their interrelations under different conditions in the Baltic Sea Region (BSR). Our approach is complex, but tailored to the specificity of researching wicked problems such as MSP. In the case of intensive spatial conflicts win-win solutions under MSP are almost impossible. Also, discussions on the desired mix of tradeoffs are not easy because of incomplete, value-based requirements and guidelines (e.g. Zaucha 2014b for Poland) and interests of stakeholders that are often difficult to be fully considered (Morf 2006). One key lesson learned is that it is important to strive for a realistic and pragmatic tradeoff between the almost unlimited combinations of contextual factors that pave the way to numerous research options and the imperatives that this research should ultimately result in suggestions and recommendations that are relevant to policy-makers. Therefore, the possibilities to make analytical generalizations among more detailed findings over a broader class of cases should be kept in mind when designing research on MSP integration challenges. The second lesson learned is that a comprehensive analysis requires consideration of the interplay among and overlap of the various challenges. In the course of work, researchers should also be open to the possibility that new types of integration challenges will appear that are different from those identified during the literature review. Finally, MSP analysts should pay attention to the temporal dimension of integration challenges. The above listed findings seem to have relevance for any attempt to analyze the MSP processes and outcomes and therefore should be relevant for both academia and public authorities.

## Introduction:

Maritime<sup>1</sup> spatial planning (MSP) is a relatively new governance concept that has emerged from the need for a more comprehensive management of valuable marine ecosystems. It was then extended and applied to take into account other marine interests including some commercial sea uses and a wider spectrum of goals (Zaucha 2014a, 5-6). The dominant MSP paradigm has not yet been agreed on, not in the literature, at least; however, many scholars are inclined to agree that this paradigm lies within the realm of sustainable development (Saunders et al. 2016; Jones 2014). One alternative to this, for example, could be evolutionary resilience (Davoudi et al. 2016) or, in a slightly narrower sense, achieving a good environmental status (Gilbert et al. 2015). One of the ultimate aims of MSP is to influence “the future distribution of activities in space” (Cieślak and Ścibior 2009,11). Some

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<sup>1</sup> In some countries e.g. in Sweden the term Maritime spatial planning is used instead.

scholars place the rationality of this process (e.g., Cieślak and Ścibior 2009, 11) in the context of public choice (Zaucha 2009, 139) in order to alleviate so-called market failures, while others focus on the power and dominance games of certain interests (Saunders et al. 2015; Jones et al. 2013; see also the concept of “radical” MSP in Flannery and Ellis 2016). While analyzing the following definition of MSP provided in the EU Directive

*“maritime ‘spatial planning’ means a process by which the relevant Member State’s authorities analyze and organize human activities in marine areas to achieve ecological, economic and social objectives”* (European Commission 2014)

one realizes that with MSP the process is perhaps more important than the outcome.

One of the key problems faced by MSP is that its role is unclear within the more complex set-up of sea governance mechanisms. For instance, MSP is not mentioned in the Law of the Sea - UNCLOS,<sup>2</sup> which remains the key mechanism governing the use and the protection of the seas and oceans (a kind of Magna Carta for seas and oceans).

These issues together threaten MSP with disintegration. It is also quite unclear how MSP plays out in various contexts and to what extent and how MSP challenges are context dependent. Consequently, there is a need to develop a framework to analyze MSP processes, as well as to use this framework to explore and compare various MSP contexts in the different sea basins.

Under the Analytical Framework (AF) of the BONUS BALTSAPCE project (Saunders et al. 2015), the need for “a more systematic and integrated approach to the management of...marine areas” is proposed and analyzed. Ultimately, four integration challenges were identified as being worth more in-depth examination. These were chosen based on key assumptions identified at an early stage, when specifying the scope and content of the BONUS BALTSAPCE project, with the aim to study the role(s) of MSP in the integration of various types of human activities in marine governance. The selected integration challenges include the following (Saunders et al. 2015):

“(1) transboundary/cross-border - how to garner cooperation among jurisdictions (e.g., cross-national and sub-national) borders to further coherent planning and use between maritime activities and good environment status across borders and in the open sea – particularly in transnational marine space

(2) policy/sectoral – how to pre-emptively address preemptively sectoral use incompatibilities, but also to achieve synergistic interaction between sectoral interests – where mutual benefit/interest is emphasized (and sought after) - rather than only where sectoral interests are pursued

(3) stakeholder – how to develop processes to support engagement among a range of stakeholders and put measures in place to manage conflicting interests in a timely and deliberative manner to inform what are regarded as legitimate and high quality policy/planning processes and outcomes.

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<sup>2</sup> Cf. UN portal: [www.un.org/depts/los/convention.../unclos/UNCLOS-TOC.htm](http://www.un.org/depts/los/convention.../unclos/UNCLOS-TOC.htm)

(4) knowledge – how to interlink different forms of knowledge, to fill gaps, to support multi-disciplinarily and robust science-based approaches to underpin MSP decision-making in pursuit of sustainable marine governance.” (Saunders et al. 2016)

It must also be borne in mind that, in the course of the research, challenges might be identified in addition to the four described above.

This report offers more detailed suggestions on how these challenges can be researched in practice under Baltic Sea Region (BSR) circumstances. The compilation of this text was guided by the assumption that when analyzing integration challenges, case (country and place) specific characteristics – here below called *contextual variables* are highly important. Thus, the integration challenges identified above cannot be analyzed solely at the macro-regional level. A one-size-fits-all approach would not work for the whole area. Therefore, it was necessary to collect empirical material on these challenges in the BSR under different conditions related not only to legal and administrative aspects of sea governance and MSP practicalities, but also to the conditions of the sea areas themselves, including cultural differences, availability of knowledge, and some other aspects. Consequently, we argue that the focus of any empirical work to analyze MSP process in practice should zoom in both territorially and thematically. This is why, as part of the BONUS BALTSAPCE project and in addition to research encompassing the entire Baltic Sea Region (the Baltic case), some cases were selected that offer different contextual variables that at the present stage of research were assumed to influence the above outlined four BALTSAPCE integration challenges, i.e. their actual manifestation in different countries' approaches to MSP.

This report provides detailed information on how case study design has been refined based on a stepwise deepening of baseline mapping (national and case specific) through feedback received from MSP-experts/end users. It also provides the BSR research community with more information on the practical modalities of researching integration challenges related to MSP. From this viewpoint, it provides further technical and analytical insight into the practical application of the BONUS BALTSAPCE AF described by Saunders et al. (2016).

The contextual variables were identified by screening MSP development in five BSR countries analyzed in the BONUS BALTSAPCE project: Denmark, Germany, Lithuania, Poland, and Sweden. The following aspects were considered: sources of relevant information for analyzing MSP in each country; MSP legislation and progress in MSP deployment; and the situation of the sea areas including existing sea uses, environmental values, nature of conflicts, and cross-border co-operation. These assessments (Blažauskas 2015; Gee et al. 2015; Matczak and Zaucha 2015; Morf and Strand 2015; Riemann et al. 2015) demonstrate that MSP works differently as an integrating process under different circumstances such as the level of ambition of the MSP process, the types of the sea space to be planned, variations in use pressures, and the intensity of spatial conflicts, etc. Thus, a deeper understanding of different types of contextual factors is important for understanding and developing MSP as it fosters a better understanding of how integration challenges arise and interact in various MSP contexts.

The report comprises three parts describing (a) key integration challenges that paved the way for cross-cutting research issues, (b) the context provided by the MSP situation in the countries covered by the BONUS BALTSAPCE project, and (c) the identification of particularly interesting case and cases for the further investigation of key integration challenges.

## **1. Key MSP integration challenges:**

A four dimensional analytical framework has been developed for the BONUS BALTSACE project to examine integration in MSP (Saunders et al. 2015). This was based on the four integration challenges noted in the introduction that gave the frame for the project research of a cross-cutting character. This part of the report addresses each issue/challenge by developing issue-specific research problems and by providing more detailed guidance on each integration challenge and how it can be analyzed further in various contexts.

### **1.1 Vertical integration – cross-scale and transboundary**

Cross-scale integration in the context of the BONUS BALTSACE project refers to integration across different spatial and administrative levels. The different levels are global, regional and national (at times including local and regional). MSP in a transnational setting, such as the Baltic Sea Region, is grounded in many regulations, norms, and practices at each of these levels. Moreover, the different scales are vertically interrelated (e.g., flow of information, mutual impact). The BONUS BALTSACE Analytical Framework (Saunders et al. 2015) assumes that “the major integration challenge here is to increase coherence between relevant global conventions, EU directives, regional commitments, national regulations and strategies and national implementation. This is especially complex in regard to MSP, as the planning objects...within a particular planning area are typically embedded into different regulatory and normative contexts.” It needs to be noted that based on geographic and societal characteristics use needs often are locally and regionally specific and conflicts manifest themselves in place-specific patterns, which requires a strong bottom-up component.

It is within this context that BONUS BALTSACE tries to understand not only the distinct roles and functions of the different MSP levels, but also the effectiveness of top-down and bottom-up integration including the pan-Baltic level, not the least the working group of HELCOM and VASAB on MSP. Hence, to understand this integration challenge, it is important to track both formal and informal means of communication and their vertical directions in various BSR settings. The Polish example provides justification for this, since vertical integration is stipulated by Polish law in MSP mainly among the central (Maritime Administration) and local levels (municipalities). Although the regional level has been omitted, the Maritime Administration overcomes this problem by consulting with the regional level with regard to MSP as well (Matczak and Zaucha 2015).

This key integration challenge also covers integration across borders, but this term not only refers to crossing the borders of several states or smaller administrative entities (e.g., German *Länder*), but also to land/sea boundaries. For instance, in Lithuanian sea space use is regulated by twelve legal acts and twelve strategies, many of which are of a predominantly terrestrial focus (e.g., the National Tourism Development Program or the Lithuanian Regional Development Strategy); nevertheless, these influence MSP and MSP affects their implementation. This was one of the reasons why the MSP plan in Lithuania was agreed upon and adopted by an inter-ministerial working group, the

government, and the Parliament (Seimas) of the Republic of Lithuania (Blažauskas 2015). This can be seen as an attempt to ensure both horizontal and vertical integration.

This discussion of the essence of vertical integration prompts a further examination of two key problems related to **scale**, in the form of functions and vertical interactions, and **borders**, in the guise of transboundary interactions.

## **1.2. Horizontal policy/sector integration:**

Policy integration focuses on the spatial and/or temporal synchronization of the concerns, objectives, and interests across policies and sectors. It addresses the challenge of minimizing negative interactions and gaps between different *policy packages* (political visions, strategies, laws and other types of regulations in a specific subject area) and maximizing synergies. Sector integration is closely related to policy integration, but concerns specific types of uses in relation to the implementation of both larger policy packages and various sector policies. Institutionalized policy and sector integration comprise committees, forums, groups, or other established arenas that are either designed to promote MSP policy and sector integration, or provide opportunities for such deliberations, but also specific procedures assuring coordination and exchange of information across sectors.

In the BONUS BALTSACE project, policy integration is primarily analyzed at the international, EU, and national levels, where EU directives, apart from global treaties, are the highest level of binding structure. International strategies, such as EU Blue Growth, can also influence how MSP policies are formulated in different national settings. For instance, in Germany, “large scale development plans for offshore wind energy were a main trigger, which required a more strategic type of planning in addition to existing licensing procedures” (Gee et al. 2015). In Sweden, “the overarching aim of the plans should be to create opportunities for both a good marine environment and sustainable development,” which indicates a high degree of environmental concern (Morf and Strand 2015).

In line with the AF (cf. Saunders et al. 2016), the focus of researching policy integration in the BONUS BALTSACE project is on the handling of economic development and conservation objectives together. It could be argued that, conceptually and politically, sustainability provides an interface between the two contexts since both explicitly highlight sustainability as the long-term goal. However, linking the two types of objectives through the sustainability concept does not automatically provide a solution on how to guide an integrated approach that embraces both policy spaces. Hence, to understand this integration challenge, it is important to compare how the respective policies are framed and how sustainability is interpreted conceptually and politically to reach a deeper understanding of how environmental protection and natural resources are handled within the MSP framework. Also below the international level e.g. at national, regional and sometimes even local levels, different forms of horizontal integration or disintegration occur.

This discussion shows that the key problems to be research under the guise of the horizontal integration issue are related to **mapping policy integration** and **understanding its translation into policy packages** and also **mapping organizational set-ups** that facilitate sector and policy integration. Analyzing some **sectoral conflicts** in relation to MSP policy packages also appears to be instrumental for understanding horizontal integration.

### **1.3. Stakeholder integration:**

The essence of stakeholder integration (SI) is derived by productive formal and informal interaction among those with a stake in MSP processes. Thus, it is important as a key element of a transparent governance arrangement. It might also improve the efficiency and effectiveness of MSP. As pointed out by Saunders et al. (2016), "integration processes that consider a broad range of cross-sectoral interests are thought to be able to provide platforms that are able to facilitate the multi-dimensional and multi-level decision-making required for sustainable marine governance." A careful analysis of SI in MSP, including who the stakeholders are, what they want, and how they contribute and affect process and outcomes, also provides insights into other integration issues such as horizontal and vertical integration. Stakeholders represent different sectors, are located at different administrative and geographic scales, and bring to the process different types of knowledge.

The active or passive involvement of stakeholders, both institutional (e.g., sector authorities) and societal (e.g., user organizations, NGOs, individual users, society at large, future generations), is considered an important part of MSP processes by both legislators and experts. This is covered by MSP in the relevant legislation of all five of the countries analyzed; however, how this is implemented in practice does vary. For instance, MSP stakeholder integration in the preparation of the EEZ plan in Germany was widely criticized because public hearings were started too late in the planning process, the timing of the consultation period was unfortunate, the consultation window was short, and the volume of documents to read within this short period was enormous (Gee et al. 2015).

Moreover, depending on institutional and historical contexts, there is a high degree of variation in the understanding of what is meant by integration and what a stakeholder is. Integration varies in form (type of forum, timing during the process) and in the formal and actual degrees of influence from mere information through to consultation and inclusive, deliberative decision-making.

Simultaneously, how to include various types of stakeholders is one of the great challenges of MSP. This is especially true in transnational settings where, to date, there are few forums for stakeholder involvement and engagement and the consciousness and capacity of MSP responsible actors for this is just developing.

MSP problems relating to SI that require more in-depth analysis include the following:

- working transnationally (cross-level/cross-sector) in contexts with diverse regulation frameworks, planning traditions, and stakeholder involvement ideals;
- minimum or basic levels of legitimacy, transparency, and other qualities of planning processes in contexts with differing standards while keeping the costs of the MSP process within reasonable limits;
- minimum or necessary levels of skills and capacity of stakeholders for adequate participation in the MSP process;



- utilizing stakeholder tacit knowledge for MSP efficiency, but also ensuring the fairness of the planning process and the ability to reach a desired level of balance among goals and values.

Many of the issues related to stakeholder integration are not new to theorists and are discussed in the literature (see, e.g., Dietz and Stern 2008 for environmental management; or Morf 2006 for a coastal planning perspective). However, the particular situation of MSP in the Baltic Sea results from the fact that a) MSP is transnational, multilevel, and multi-sector, b) marine stakeholders are mobile and highly diverse with differing ambitions and needs and have problems communicating because of the transnational setting and other factors, c) the institutional frameworks and ambitions of participation differ among countries, d) the institutional frameworks are still under development as are mobilization and communication channels and forums and methods for stakeholder involvement.

The limited maturity of understanding SI within MSP processes calls for focusing analysis on basic questions such as the **context and process of SI** (institutional framework for, reasons for, extent and how stakeholders take part in MSP in different countries/cases), **the outcomes of SI in MSP** (outcomes and effects of stakeholder integration in MSP in different countries/cases), and analyzing **links among contexts and process** with SI outcomes in MSP.

#### **1.4. Knowledge integration:**

Knowledge integration deals with how and to what degree diverse types of knowledge are included in various MSP processes. MSP poses a significant challenge in terms of integrating different forms of knowledge (scientific from multiple disciplines, policy/managerial, local, resource user) that inform decision making. MSP is also invariably constrained by different deficits and limitations of knowledge, such as a lack of knowledge, or related process, to consider cumulative pressures. As Riemann et al. (2015) point out, in Denmark data, information, and knowledge does not flow freely among stakeholders, and existing knowledge is insufficient for sector integration. Information is often obtained from different ministries, organizations, NGOs, and industries, and some private organizations are not willing to share data. A similar situation with regard to data sharing can be found in Poland (Matczak and Zaucha 2015; Morf 2008).

While what is meant by knowledge integration in different MSP processes is far from clear or uniform in meaning, it is widely accepted that MSP must find ways to incorporate scientific knowledge into processes of stakeholder deliberation within institutionalized arrangements where its contextual relevance, meaning, interpretations, and credibility can be scrutinized and assessed.

MSP encompasses the explicit ambition that scientific knowledge should inform and underpin decision making so that key goals e.g. sustainable development are achieved or at least approached. In pursuing this ambition, challenges to knowledge are raised by scientific uncertainty and scientific disagreement among scholarly traditions such as the various social and natural disciplines. Additionally, how to consider other types of knowledge, such as place-specific, practical, traditional or tacit knowledge, and how to include them is also a factor. Thus, one of the key challenges to knowledge integration in MSP centers on how to mix scientific knowledge with the knowledge politics of stakeholder participation in a way that supports social learning and deliberation while also improving the knowledge base underpinning decisions. While scientific knowledge is seen as a credible and trusted source of knowledge in MSP in many countries (e.g., in Poland - see Matczak and

Zaucha 2015), it may not provide the entire picture. Moreover, often power mediates how different forms of knowledge are integrated into governance and decision-making (Griffin 2013; Berkes et al. 2006).

The discussion presented above illustrates that integrating different knowledge is likely to be difficult and in some cases even antagonistic (see, e.g., see Matczak and Zaucha 2015 for Poland). Therefore, with a policy-relevant approach in mind, one should focus research on the potential for a pluralistic knowledge approach to underpin MSP rather than assuming that there is an easy resolution to the integration of different knowledge perspectives. This is particularly true in situations of conflict, where mistrust among stakeholders is prevalent and where knowledge claims are linked strongly to values and interests. Hence, the key issues to research under the category of knowledge integration are: the **value of different kinds of knowledge; knowledge deficits and impediments; the impacts of the harmonization, organization, and processes of MSP on knowledge integration and the role of knowledge and its relationship to power in conflicts.**

## **2. Initial Observations on MSP in the studied Baltic Sea countries:**

Based on the elaboration of the focused integration issues and key research problems linked to them in this section the national perspective is added to provide some preliminary observations on MSP integration challenges as perceived in the studied countries.

### **2.1. Progress in MSP:**

MSP is at different stages of maturity and timing in the five countries analyzed in the BONUS BALTSAPCE project (Denmark, Germany, Lithuania, Poland, and Sweden). In Germany, a second generation of planning is under way. In Lithuania, the plan has been adopted, but it is still awaiting regulations for its implementation. In Poland and Sweden, the planning processes are in the initial stages; the two countries have so far elaborated stocktaking reports and guidance documents. Denmark is at the very beginning of its MSP process with new legislation and a freshly appointed authority. It should be mentioned that there are a number of on-going EU-financed projects promoting transnational MSP from different aspects. Among these is the Baltic Scope project<sup>3</sup> with one of its important objectives to promote transnational collaboration and harmonization within the scope of newly initiated and ongoing MSP. Results are expected by late fall in 2016 or early in 2017.

The BONUS BALTSAPCE reports (Blažauskas 2015; Gee et al. 2015; Matczak and Zaucha 2015; Morf and Strand 2015; Riemann et al. 2015) provide a brief overview of the progress and organization of MSP in Denmark, Germany, Lithuania, Poland, and Sweden. The central findings are summarized below.

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<sup>3</sup> About the project, please see [www.balticscope.eu/](http://www.balticscope.eu/)

## Denmark

Denmark is at the very beginning of its MSP process. The bill, that sets forth the framework for MSP was adopted by the Danish Parliament in 2016. In the past, sectorial approaches to the use and management of marine waters prevailed. There are still a few, mostly vaguely formulated documents on sector integration in the planning of Danish marine waters. The former government launched an Integrated Maritime Strategy in 2010. Despite good intentions, the document has not yet really promoted integration. Sector and policy integration initiatives among a large number of ministries with responsibilities and interests in the sea occurs through a roundtable process with the different ministries and national authorities, now chaired by the responsible national authority. A range of sectoral plans have been developed, e.g., Natura 2000, management plans for fish stocks in certain areas, designating raw material extraction areas and wind farms areas, etc. However, so far, there is no formal overarching plan for implementing MSP, except for the government decision to appoint the Ministry of Business and Growth and the subordinate Danish Maritime Agency as responsible for coordination and process management, and for the elements described in the EU's MSP directive. To support the planning process, the Danish Geodata Agency is implementing infrastructure to provide access to geographic data and metadata in order to make marine spatial data available efficiently.

There is also growing international collaboration with activities planned to establish data, apply tools, and examine conflicts and synergies in selected marine areas. Currently, these elements are still in the planning stage, and no specific examples have yet been made in Denmark. The key facts pertaining to MSP in Denmark are presented in Table 2.1.

**Table 2.1:** Key facts pertaining to MSP in Denmark

|                   |                                                                                                                                                                                                                                                                        |
|-------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Key Legal Acts    | The Act setting forth the framework for MSP adopted by the Danish Parliament L 131 Forslag til lov om maritim fysisk planlægning.                                                                                                                                      |
| Key MSP Documents | It is expected that there will be a single plan for both the North Sea and the Baltic Sea, which will be in place in 2021<br>National sector strategies, e.g. for wind power.                                                                                          |
| Key Websites      | Danish Maritime Agency:<br><a href="http://www.dma.dk/news/Sider/DanishMaritimeAuthoritytoberesponsibleforDenmark'sfirstmaritimemespatialplan.aspx">http://www.dma.dk/news/Sider/DanishMaritimeAuthoritytoberesponsibleforDenmark'sfirstmaritimemespatialplan.aspx</a> |

*Source: authors' elaboration*

## Germany

In Germany, the administration of the Baltic Sea area is shared among the federal level, which is responsible for the EEZ, and the federal states of Schleswig-Holstein (SH) and Mecklenburg-Vorpommern (MV), which are responsible for territorial waters. These plans do not overlap. The EEZ is planned by the German Federal Maritime and Hydrographic Agency (BSH) in the name of the

Federal Ministry of Transport and Digital Infrastructure. Spatial plans for territorial waters are prepared by the responsible authorities of the two federal states, namely the Ministry of Energy, Infrastructure, and State Development in MV, and the State Chancellery in SH.

Germany has two fully operational maritime spatial plans in the Baltic; the one covering the EEZ has been in place since 2009, while the one for the coastal waters of MV has been in place since 2005 and has finalized revision in summer 2016. Additionally, the Regional Development Plan for SH includes its marine territory and has the same legal status as the MV spatial plan, but it differs in character and is more akin to a binding framework for sustainable development, which is a strategic document that also includes coastal waters. However, no formal MSP evaluation processes have been initiated to date. In addition, a decision was taken in 2011 (and amended in 2012) to issue a Spatial Offshore Grid Plan for both the North Sea and the Baltic Sea. The German BSH was given the legal task of issuing this plan and also updating it annually. The key facts pertaining to MSP in Germany are presented in Table 2.2.

**Table 2.2:** Key facts pertaining to MSP in Germany

|                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|-------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Key Legal Acts    | General Spatial Planning Act (Raumordnungsgesetz / ROG)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Key MSP Documents | <ul style="list-style-type: none"> <li>• Spatial Development Programme Mecklenburg-Vorpommern (2016) (LEP Mecklenburg-Vorpommern)</li> <li>• Maritime Spatial Plan for the EEZ in the Baltic Sea (2009)</li> <li>• Spatial Development Plan Schleswig-Holstein (2010) (LEP Schleswig-Holstein)</li> <li>• Spatial Offshore Grid Plan (2013 for the North Sea, in progress for the Baltic Sea)</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                      |
| Key Websites      | <p>EEZ plan: <a href="http://www.bsh.de/en/Marine_uses/Spatial_Planning_in_the_German_EEZ/index.jsp">http://www.bsh.de/en/Marine_uses/Spatial_Planning_in_the_German_EEZ/index.jsp</a></p> <p>SH LEP: <a href="http://www.schleswig-holstein.de/DE/Fachinhalte/L/landesplanung_raumordnung/allgemein/landesplanung_aufgaben_instrumente_raumordnungsplaene.html#doc1461094bodyText1">http://www.schleswig-holstein.de/DE/Fachinhalte/L/landesplanung_raumordnung/allgemein/landesplanung_aufgaben_instrumente_raumordnungsplaene.html#doc1461094bodyText1</a></p> <p>MV LEP 2016: <a href="http://www.regierung-mv.de/Landesregierung/em/Raumordnung/Landesraumentwicklungsprogramm/aktuelles-Programm/">http://www.regierung-mv.de/Landesregierung/em/Raumordnung/Landesraumentwicklungsprogramm/aktuelles-Programm/</a></p> |

Source: authors' elaboration

## Lithuania

MSP in Lithuania is the responsibility of the Ministry of Environment, which is responsible for preparing the maritime spatial plan. There is no specific legal act dealing with MSP in Lithuania. The elaboration of the plan has been based on the existing Law on Territorial Planning.

Formally, a maritime spatial plan covering all Lithuanian sea waters was prepared in 2013 and adopted on June 11, 2015. The plan is entitled "The Supplement of the General Plan of Republic of Lithuania by Marine Areas", and it is a document that completes the existing National General Plan

by covering the marine part of the territory of Republic of Lithuania. The plan comprises explanatory notes that present spatial solutions and a set of GIS maps that depict marine area zoning according to the set and hierarchy of prioritized activities. The set of five maps includes separate maps of Ecological Balance, Regional Politics, Technical Infrastructure, Economic Developments, and Reserved Areas for National Demands.

However, MSP implementation and outcome monitoring is still pending. This will require the preparation and adoption of some new government regulations. For monitoring purposes a list of indicators has already been introduced which should permit tracking changes in sea uses and the environmental situation in Lithuanian marine waters. Another ambition is to monitor spatial, ecological, and social effects of the spatial provisions foreseen in the plan. The key facts pertaining to MSP in Lithuania are presented in Table 2.3.

**Table 2.3:** Key facts pertaining to MSP in Lithuania

|                   |                                                                                              |
|-------------------|----------------------------------------------------------------------------------------------|
| Key Legal Acts    | Law on Territorial Planning                                                                  |
| Key MSP Documents | Supplement of the General Plan of Republic of Lithuania by Marine Areas                      |
| Key Websites      | General Plan: <a href="http://www.am.lt/VI/index.php#r/340">www.am.lt/VI/index.php#r/340</a> |

*Source: authors' elaboration*

## Poland

MSP legal fundamentals have been in place in Poland since 2003. Operational responsibility for MSP is clearly assigned to the directors of the three Maritime Offices (national administration). They are responsible for planning sea uses and for granting construction permits and management of maritime Natura 2000 sites. They are also responsible for navigation and coastal defense. Other ministries are responsible for mining, fisheries, and nature conservation, but MSP provides a platform for coordination.

Sea space is included in the National Spatial Development Concept, which is the key strategic document governing the use of Polish territories. Poland prepared three maritime pilot plans (for the West Part of the Gulf of Gdańsk in 2008– cf. Zaucha 2010; for the Middle Bank in 2011 – cf. Zaucha, Matczak 2011); for the Pomeranian Bight and Arkona Basin in 2011–cf. Käppeler et al. 2011) and has recently conducted very extensive stocktaking and produced a detailed study on the use of Polish sea space and possible future changes in this regard (Matczak et al. 2015). The study was completed in 2015 and includes more than one hundred maps. It works as a knowledge integrator. Potential sea use conflicts are also identified, as is the planning context, which includes key internal and external pieces of legislation, international agreements and conventions, and policies and available know-how in terms of international project results. In July 2016, a contract was signed between the Maritime Administration and the Maritime Institute in Gdańsk to develop maritime spatial plans covering all

EEZ, territorial waters, and the Gdańsk Bay. The first draft of the plan should be ready in 2017. The key facts pertaining to MSP in Poland are presented in Table 2.4.

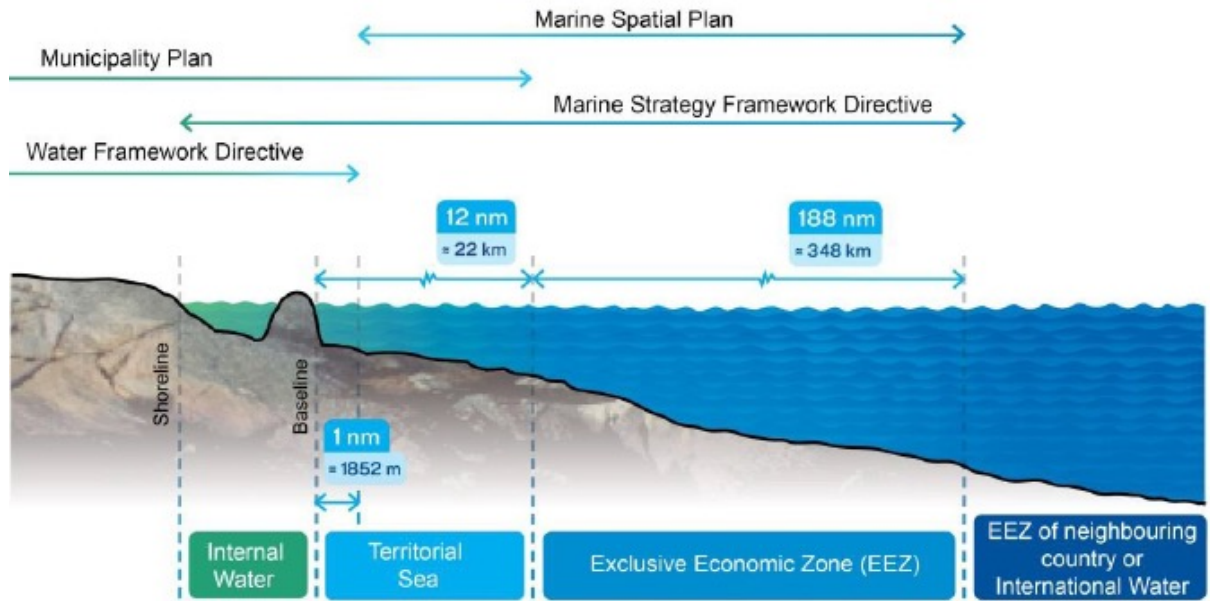
**Table 2.4:** Key facts pertaining to MSP in Poland

|                   |                                                                                                                                                                                             |
|-------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Key Legal Acts    | Act on Sea Areas of the Republic of Poland and the Maritime Administration of March 21, 1991                                                                                                |
| Key MSP Documents | <ul style="list-style-type: none"> <li>• National Spatial Development Concept</li> <li>• Stocktaking report “Study of the Conditions of Spatial Development of Polish Sea Areas”</li> </ul> |
| Key Websites      | Maritime Administration: <a href="http://www.umgdy.gov.pl/?cat=96">http://www.umgdy.gov.pl/?cat=96</a>                                                                                      |

*Source: own elaboration*

## Sweden

In Sweden, the formal responsibility for cross-sector marine/coastal spatial planning is divided between the national and local levels with an overlap of 11 NM. The regional political level is responsible for economic development, but it lacks the formal rights for MSP and, consequently, has so far had little to say with regard to MSP. At the national level, the Swedish Authority for Marine and Water Management (SwAM), regionally assisted by County Administrative Boards, and to some extent by the Swedish Environmental Protection Agency (SEPA) with regard to SEA, is responsible for preparing marine spatial plans for three different marine basins— the Bothnian Bay, the Baltic Proper including Sound (Öresund), and the Western Sea. These plans will cover the EEZ and territorial waters from 1 NM seaward from the baseline and will overlap by 11 NM with municipal planning in territorial seas. The municipalities are responsible for integrative spatial planning and policy at the local level and have sector responsibility in areas covering their comprehensive plans and sea waters up to 12 NMs (for territorial waters up to 12 NM from the baseline) – Fig 2.1. The overlap is intended to provide better coordination across levels, but no priorities have been assigned to either level. So in case authorities at different levels cannot agree, this will have to be tested in environmental court.



**Figure 2.1. Planning responsibility and environmental legislation for the sea in Sweden.**

Source: SWAM (2015b)

The Swedish process for national MSP started in 2012, when SwAM initiated the process with discussion meetings with stakeholders and authorities across Sweden. In 2014, a preliminary so-called Stocktake Report was presented (*Marine Spatial Planning – Current Status*) including an analysis of available knowledge, spatial conflicts, and issues identified to be address by national MSP in the three planning regions. The final version was published in 2015, after public review. Concurrently, SwAM has also invited to transnational consultation and coordination meetings. In early 2016, SwAM had a detailed guidance document on how to proceed with MSP in Sweden on public review, which is under revision based on the comments. In parallel, national sector assessments were developed in sector-specific authority groups including representatives from local and regional authorities, and complemented with crosscutting analyses, which were presented to a wider audience in spring 2016. In South Sweden, the Scania County Administrative Board has started a project on in-depth MSP for the Sound (Öresund). Transnational contacts and problem solving continue, not the least through the EU-financed Baltic Scope project, with SwAM as lead partner. The key facts pertaining to MSP in Sweden are presented in Table 2.5.

**Table 2.5:** Key facts pertaining to MSP in Sweden

|                   |                                                                                                                                                                                                                                                                                                                                                                                                      |
|-------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Key Legal Acts    | <ul style="list-style-type: none"> <li>Swedish Environmental Code (EC; SFS 1998:808) regulating national sector interest areas for spatial planning in general and defining the basics of national MSP</li> <li>MSP ordinance (SFS 2015:400) regulating national MSP more in detail</li> <li>Plan and Building Act (PBA; SFS 2010:900) for municipal and cross municipal spatial planning</li> </ul> |
| Key MSP Documents | <ul style="list-style-type: none"> <li>Stocktaking report "Marine Spatial Planning – Current Status" (SwAM 2015a)</li> </ul>                                                                                                                                                                                                                                                                         |

|              |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
|--------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|              | <ul style="list-style-type: none"> <li>• Directional document (SwAM 2015b)</li> <li>• Maps of sector interests, synergies and conflicts and interactions (SwAM 2016)</li> <li>• Maritime Strategy by the Swedish Government (2015)</li> <li>• Comprehensive plans of coastal municipalities and their collaborating organizations according to PBA</li> <li>• National interest areas as defined by the different national sector authorities according to EC</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| Key Websites | <p>National planning: <a href="https://www.havochvatten.se/en/swam/eu--international/marine-spatial-planning.html">https://www.havochvatten.se/en/swam/eu--international/marine-spatial-planning.html</a></p> <p>Municipal planning: <a href="http://www.boverket.se/Vagledning/PBL-kunskapsbanken/Oversiktsplanering/Arkiv-for-oversiktsplaner/">http://www.boverket.se/Vagledning/PBL-kunskapsbanken/Oversiktsplanering/Arkiv-for-oversiktsplaner/</a> (all municipal plans – in Swedish)</p> <p><a href="http://www.boverket.se/sv/samhallsplanering/sa-planeras-sverige/planering-av-mark-och-vatten/havsplanering/">http://www.boverket.se/sv/samhallsplanering/sa-planeras-sverige/planering-av-mark-och-vatten/havsplanering/</a> (on planning system in Swedish)</p> <p>In English: <a href="http://www.boverket.se/en/start-in-english/about-boverket/easy-to-read/how-building-is-planned-in-sweden/">http://www.boverket.se/en/start-in-english/about-boverket/easy-to-read/how-building-is-planned-in-sweden/</a> (on planning system - in English)</p> |

Source: own elaboration

## 2.2. Integration challenges identified in the national assessments:

The national assessment reports summarized above permit formulating some more general, tentative observations on the nature of integration challenges.

In almost all of the studied countries intensive work is under way to identify and foster an understanding of the nature of conflicts in MSP (e.g., planner meetings for the Baltic Scope project).<sup>4</sup> While this is somehow related to vertical and horizontal integration, it can only be seen as a first step toward it. Knowledge gaps have been identified as a key challenge in all countries assessed, as has been the need for knowledge integration. For instance, in Poland, there are no mechanisms for knowledge sharing; to the contrary, knowledge monopolies are important factors for securing funding of many research institutions. It also seems that the coherence and content of MSP policy packages varies among countries. Some sectors have received particular attention under MSP, i.e., shipping and ports in Poland (Matczak and Zaucha 2015) and offshore energy in Germany (Gee et al. 2015). In Lithuania, all sectors seem to be treated equally (Blažauskas 2015), but this will need further verification during the MSP implementation phase that has only just started. Moreover, the focus of MSP in Sweden seems to differ from that in other BSR countries. Although Swedish MSP is in its initial phase, our initial observations of what it is focused suggest that environmental concerns will play a stronger role there than in neighboring countries where more emphasis is placed on Blue

<sup>4</sup> See, for instance, briefs on the planning meeting that took place on March 1-4, 2016 in Göteborg, information available at <http://www.balticscope.eu/events/southwest-case-5th-planners-meeting/> [Last accessed: 26th July 2016]



Growth.<sup>5</sup> This however, will require more in-depth analysis and the establishment of a proper benchmark.

All countries voice ambitions to pay attention to transboundary integration, although there are some cases when plans, such as the new marine spatial plan of Mecklenburg-Vorpommern, are not consulted with neighboring countries, which is not in line with the spirit of the HELCOM-VASAB recommendations (HELCOM-VASAB 2016). One should also keep in mind that, the different natures of MSP processes and different planning methodologies observed might pose substantial constraints for transboundary integration. For example, Poland intends to establish multimodal infrastructure corridors in its plan, whereas, in Germany, this issue will be tackled in a grid plan, but not so much in maritime spatial plans. Another example of a vertical integration problem is the missing correlation between MSP in Poland and regional spatial plans. Their mutual influence is unclear (Matczak and Zaucha 2015).

The national assessments summarized above include tentative lists of the most important challenges for MSP integrative features in each country. They are of very different nature, but are all related to the integration challenges described in the previous section (section 1) of this report. Since they are based on an initial assessment, the observations are tentative and at this stage can be seen as guidance on how to focus future more in-depth analysis of MSP:

(1) Vertical integration

- Denmark — integrating some sectors e.g. the tourist sector into the planning process (as a part of a land-sea integration)
- Germany — MSP ambitions to integrate planning at different levels through non-hierarchical dialog
- Poland — alleviating existing conflicts in transboundary MSP among countries and between the land and the sea
- Poland — preventing conflicts and securing synergies in a transboundary MSP set-up
- Sweden — using institutional complexity and the availability of all levels of administration constructively by addressing the overlap of municipal and national planning
- Sweden — implementing transboundary integration at all governmental levels and involving actors with mandates and knowledge in the initial phases of MSP

(2) Horizontal integration

- Denmark — integration of the tourist sector in the planning process (as a task to integrate various sectors within the MSP framework)
- Lithuania — imperfect sector integration (similar to the Danish claim)
- Germany — disproportional power of some sectors

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<sup>5</sup> For instance, at the website of the Danish Maritime Agency it is stated that “The purpose of drafting a maritime spatial plan is to promote economic growth by means of coordinated development and use of the sea areas.” – see <http://www.dma.dk/news/Sider/DanishMaritimeAuthoritytoberesponsibleforDenmark'sfirstmaritimespatialplan.aspx> [Last accessed: 26th July 2016]

- Sweden – mobilizing public authorities and other stakeholders at all levels to contribute their needs, intentions and knowledge to the national MSP process

(3) Stakeholder integration

- Denmark — early integration of stakeholders in the planning process by including them in the initial MSP stage
- Germany — stakeholder integration related to the design of the MSP process
- Poland — building trust and empowering stakeholders particularly those having problems participating in MSP processes to avoid expert-driven MSP
- Sweden — stakeholder mobilization and capacity building at all governance levels by engaging all political actors across political parties and addressing less transparent institutional structures

(4) Knowledge integration

- Denmark — deficit of information suitable for the MSP purposes
- Lithuania — management and use of existing information for MSP purposes
- Poland — problems with the use and integration of tacit knowledge in the handling of conflicts
- Sweden — addressing knowledge gaps and harmonizing knowledge across sectors and national boundaries
- Sweden — clarifying the role of research/academia in MSP, making sure academic creativity and knowledge is used

Moreover, further integration challenges that may not be highlighted in the BONUS BALTSAPCE integration typology so far have emerged on the basis of the national reports and more may emerge as a result of further work. They might cover e.g. a temporal dimension of integration. For instance, the key challenge in Poland is related to future-oriented transboundary planning and preventing conflicts and building synergies. In Denmark, the future setup of MSP is still unclear, and this might result in, as yet unknown, integration challenges. Overall, how to address change over time and differences in time scales of relevant natural and societal processes are highly relevant for MSP.

In summary, the key observed challenges compiled from the national reports vary (although they can be grouped under a general integration typology). This indicates that national contexts may imply that MSP challenges differ substantially among countries, and that this at the BSR-scale results in a rather diverse and varying set of MSP challenges. Thus, although the initial national comparison presented in this report confirmed the importance of the focused integration challenges and the identified cross-cutting research fields, it has also revealed a need to assess these by acknowledging both specific contexts and interdependences among various integration dimensions. In any such analysis or assessment of MSP, we also argue that the temporal dimension should be taken into consideration. These aspects are discussed further below (in the section 3.2).

Clearly, MSP appears to work quite differently and is organized differently in the various BSR countries. Moreover, different sets of locally and regionally specific contextual factors seem to be relevant for both the type of integration challenges that can be identified and how they are and have so far been addressed or not. Thus, analysis, possible solutions, and MSP policy recommendations for potentially improving integration might have to differ according to contextual factors. While this

does not pose a threat to attempts to implement efficient and effective national MSP processes, it is one of the reasons for disruptions in MSP uniformity, for example, that planning approaches do or even should differ in sea areas that are used more intensively than in those in which win-win solutions are still possible. Different types of contextual factors such as governance ideals, local MSP history, trust in authorities, and social capital in an area might also influence the perception of MSP, expectations about this process, and the choices of priorities in various sea areas where contexts differ.

Thus, pathways to improved<sup>6</sup> integration in MSP may have to differ between countries and regions. One plausible assumption is that integration design must be based on MSP perceptions and expectations depending on the contexts and problems found in different regions.

Below an approach will be further developed on how to analyze these contexts/integration challenges in the BSR by identifying key cases for further analysis.

### **3. Towards an in depth analysis of integration challenges in Baltic Sea MSP:**

The overall aims of BONUS BALTSAPCE are fourfold: to a) scientifically analyze how the four main integration challenges identified so far (and possibly further ones arising through research) look like in different situations and b) what is shaping them and c) how they are addressed in order to d) provide policy relevant advice on how addressing could be improved.

As shown in the previous section and indicated by the different national assessments, to better understand integration and how it influences MSP processes it is necessary to study MSP in practice in different contexts, because there is no uniform MSP in the BSR and there is none at the national level either (Blažauskas 2015; Gee et al. 2015; Matczak and Zaucha 2015; Morf and Strand 2015; Riemann et al. 2015). For instance, MSP in Poland might focus more on conflict prevention and synergy building in sea areas adjacent to the Swedish EEZ, whereas it will be oriented toward conflict mitigation in marine waters close to land or adjacent to the sea border with Germany (Matczak and Zaucha 2015). One possible reason for differences in this example is the dissimilar intensity of sea uses. It is quite apparent that, despite uniform legal solutions, there are or will be numerous cases of MSP in the BSR beyond the national planning level. They will differ because of differences in such factors as conflict intensity, stakeholder composition and engagement, the economic or environmental value of the planned areas, etc. Thus, in order to explore MSP integration challenges in-depth, it is necessary to select a set of varying contexts (i.e. cases) that will permit analyzing the appearance and implications of these challenges under different circumstances while keeping research efforts within manageable limits. In this section, the methodology adopted by the BONUS BALTSAPCE project for selecting such key or critical cases is first described, which is important because of the novel character of such an approach. In a second step, the chosen cases are examined as vehicles for researching the four integration challenges described in the section on key integration challenges (section 1).

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<sup>6</sup> In the BONUS BALTSAPCE Analytical Framework (Saunders et al. 2015) it was assumed that improvements are not necessarily the same thing as increased integration in all situations (i.e. there can in theory be over-integration and negative interdependencies between various integration dimensions).

Finally, the methodology developed within BONUS BALTSAPACE paves the way for analytical generalizations (e.g. Yin 2009). This means that the methodology proposed here (i.e. in-depth case studies of strategically identified key MSP contexts) does not primarily aim for overarching statistical generalization, but rather to generate comprehensive understandings of MSP practices and challenges in particular contexts. This context-dependent understanding may however shed light on MSP and associated integration challenges in other planning contexts through careful theory-based analysis and transfer of empirical findings to interpret a wider set of MSP contexts.

The methodology described above (encompassing three research steps: (1) identifying critical cases for analysis, (2) specifying critical questions to address, and (3) identifying important underpinning principles that may be useful to examine integration in other MSP contexts .

### **3.1. Selection of cases as vehicles for analyzing MSP integration challenges:**

The national assessments allowed us to make a preliminary list of important conditioning factors that we believe will be important for understanding the roles of integration in MSP, including:

- MSP efforts in some countries are sector driven and likely to be linked to attempts to accommodate the expectations of politically important sectors such as wind power in Germany and maritime transport in Poland, whereas in other countries, for example, Lithuania, MSP seems to reflect more equal relations between sectors.
- Some MSP processes are of a top-down character and initiated by legislation and national public administrations like in Germany, whereas others appear to be more stakeholder-driven in character, which means that they are developed based on initiatives from various stakeholders in order to alleviate existing conflicts or to initiate new developments.
- Stakeholder awareness makes a difference in the planning process. In some cases, stakeholders seem unaware or unsure of how to engage in MSP to promote their interests (e.g., coastal fishers in Poland), while in other contexts (e.g. open sea fishers in Poland<sup>7</sup>) they are well organized and ready to defend their interests. This differs both among sectors, and even within sectors, and countries. Examples of this are the rather limited stakeholder engagement in Germany compared to the statutory requirements for early and broad stakeholder involvement in Sweden, especially in municipal MSP.
- The intensity of conflicts and of land-sea integration can differ greatly within countries, as exemplified by the case of Poland described in the introductory part of this section.

Secondly, the national assessments illustrate that analytical integration dimensions might play out differently depending on contextual factors. Some examples of initial observations on this follow.

- The degree and type of vertical integration needed or strived for (including transboundary and land-sea) differs between countries and might be affected by both legislation and the character of conflicts. For instance, in Germany, integration between EEZ and territorial

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<sup>7</sup> This is a preliminary observation based on analysis of documents of MSP relevant to stakeholder processes in Poland: the first related to preparation of the management plans for Natura 2000 sites the second related to elaboration of the stocktaking report "Study of the Conditions of Spatial Development of Polish Sea Areas"

waters is a challenge, whereas land-sea integration is less problematic. In Sweden, the 11 NM overlap of national and municipal MSP seems an outstanding integration challenge, not the least if this has to meet national MSP on the Danish side (see Sound case). In Poland, the problem lies between the sea and the land.

- Horizontal integration depends on the role of MSP in the broader policy setup and the awareness of stakeholders and policy-makers of MSP, as well as the intensity of the sea use conflicts. Thus, crucial here is the legal character of MSP, how MSP is organized, who initiates it, what the planning aims are (e.g., how the sustainable development of marine space is envisaged and reflected in aims and ambitions), how evident spatial conflicts are due to insufficient horizontal integration, and whether stakeholders have the capacity and willingness to participate. For instance, Denmark – where attention so far has been on blue growth and sector based sea management – might differ from Sweden, where an environmental perspective has been more prominent in MSP. The case of the Sound (Öresund) might be particularly interesting, since the MSPs of the two countries meet there.
- Stakeholder integration is shaped by a wide range of factors including: planning aims; historical context and the intensity and existence of conflicts; the availability and quality of knowledge; the degree of stakeholder heterogeneity; the openness and ease of communication among stakeholders, including the aspects of language barriers; and cultural dissonance. It also depends on the MSP institutional arrangements including, distribution of responsibilities, where the coordinating agency/authority is located within these arrangements and how stakeholder engagement is facilitated. Practices differ considerably, to name only a few examples: the formal stakeholder consultations held for MV LEP; the top-down driven stakeholder process in Lithuania; the conscious, slightly haphazard effort of stakeholder capacity building in Poland where more attention was paid to areas adjacent to large cities; and the broad stakeholder involvement in municipal marine spatial planning in Sweden.
- Knowledge integration is affected by the MSP process (e.g. who has acted as an initiator, what are the planning aims) and the types of knowledge under consideration, the availability of this knowledge, and incentives to share knowledge in MSP processes, including stakeholder involvement, capacity, and organization. Here differences can be seen both among and within countries. For instance, in Germany, tacit knowledge is used more intensively in planning for territorial waters, whereas professional knowledge prevails in EEZ MSP, and there is little incentive for coastal communities or private stakeholders to share knowledge.

Below, a tentative proposal of contextual factors shaping MSP integration challenges is presented in Table 3.1., with the factors so far identified through BONUS BALTSPEACE project discussions and analyses (dialogue between MSP researchers and practitioners – see information under Table 3.1). This list is not exhaustive, but illustrates variations in context likely to influence the scope and intensity of the MSP integration challenges described above. The identified contextual factors are generic in character, but so far neither based on exhaustive empirical findings nor comprehensive literature review, as this does not yet exist in the BSR context in relation to MSP processes. They were identified through an informed insider view of the authors of this report and through

discussions with MSP experts and practitioners. The same contextual factors might also be relevant in other sea areas. However, further and different types of factors might need to be considered. These can be sorted further into three main categories: of planning-problem related, institutional and procedure related and actor related factors plus a residual category.

**Table 3.1:** Identified important contextual factors for MSP in the BSR - including relevance for analyzing the MSP integration challenges focused in BONUS BALTSACE.

| Type of contextual factor             | Range of possible situations                                                                |                                                                         | Main relevance for BALTSACE integration challenges                      |
|---------------------------------------|---------------------------------------------------------------------------------------------|-------------------------------------------------------------------------|-------------------------------------------------------------------------|
|                                       | From                                                                                        | To                                                                      |                                                                         |
| Process                               | institutionally driven by e.g. decision makers (top-down)                                   | stakeholder driven (bottom-up)                                          | horizontal integration, stakeholder integration, knowledge integration, |
| Conflict type                         | existing conflicts                                                                          | future (potential conflicts)                                            | vertical integration, stakeholder integration,                          |
| Stakeholder involvement               | planning dominated by experts                                                               | collaborative planning, valuing also non-expert and practical knowledge | horizontal integration, stakeholder integration, knowledge integration  |
| Stakeholder capacity and organization | Stakeholders experienced, well organized, and well prepared to participate in MSP processes | stakeholders unaware of MSP role and/or lack capacity to participate    | horizontal integration, stakeholder integration, knowledge integration  |
| Planning aims/ambitions               | securing interests of prioritized sectors                                                   | balancing interests of various sectors                                  | horizontal integration, stakeholder integration, knowledge integration  |
| Legal character                       | regulatory (prescriptive) planning                                                          | visioning and informative planning                                      | vertical integration, horizontal integration                            |
| Availability of knowledge             | high                                                                                        | low                                                                     | stakeholder integration, knowledge integration                          |
| Cross-border impact                   | high                                                                                        | low                                                                     | vertical integration <sup>8</sup>                                       |

<sup>8</sup> In a course of the BONUS BALTSACE research the cross-border impacts and processes have been regarded as a corner stone of both vertical and horizontal integration.

|                        |                  |                    |                                   |
|------------------------|------------------|--------------------|-----------------------------------|
| Interactions with land | intensive/direct | amorphous/indirect | vertical integration <sup>9</sup> |
|------------------------|------------------|--------------------|-----------------------------------|

*Source: authors' elaboration based on initial empirical information from national assessments, and discussions with external MSP experts and practitioners, as well as among BONUS BALTSACE project partners.*

Research within the BONUS BALTSACE project so far indicates that an awareness of the existence of these different contextual factors affecting MSP situations and their variation can be a starting point for identifying key cases for in-depth analysis of MSP processes and integration challenges in the Baltic Sea Region (as well as in other macro-regional sea areas). Bearing all these differences and variations in mind, the selection of cases seems an appropriate starting point for conducting in-depth analyses of how the integration dimensions in question work in practice. Considering the complexities of possible MSP contexts in the BSR, it is indeed a challenge in itself to select particular situations for in-depth case studies. In the BONUS BALTSACE project this challenge was approached in two ways — by a set of selection criteria (below) at the same time trying to keep a certain breadth in types and combinations of the above-named contextual factors (see Table 3.1). The aforesaid selection criteria are as follows:

- a) overall breadth specificity and diversity— the selected cases should cover all the focused integration challenges across a broad range of geographical, institutional and use/issue contexts;
- b) transnational relevance - good possibility of generating findings and observations of importance to other countries and sea basins;
- c) pragmatic considerations - the availability of data, information, and access to cases, i.e., the possibility of conducting qualitative research and examining/testing MSP tools.

In BONUS BALTSACE, the cases were selected iteratively. First, a long list of interesting cases was devised based on the criteria mentioned above was compared with available, ongoing MSP processes and checked against the available research capacity of the project. Subsequently, the list was shortened through an iterative, discursive process with external experts considering practical requirements and the above mentioned selection criteria. In the process, some relevant cases like the Middle Bank, a shallow area between Poland and Sweden that could be of environmental value but is earmarked for offshore wind energy development by both countries, or Kiegers Flak, an area in the Baltic Sea that was chosen as an international interconnector for the offshore wind farms of Denmark, Sweden, and Germany, had to be omitted or merged with other cases. Finally, it was possible to delimit four place-based cases that offered the broadest possibilities for studying different contexts for the selected integration challenges. A list of these cases is presented in Table 3.2, which indicates that the cases permit researching different contextual variables/factors and their influence on the role of MSP regarding integration challenges.

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<sup>9</sup> Similarly also land-sea interaction have to be analyzed as a building block of both vertical and horizontal integration.

Thus, the selected place-based cases provide a frame for organizing empirical work on MSP integration in the BSR within the BONUS BALTSACE project. Some integration challenges, which we judge to be less dependent on place-based context and work more uniformly across the Baltic Sea will also be studied on a larger pan-Baltic Sea scale.

**Table 3.2:** Selected place-based cases in the Baltic Sea region in relation to characteristic MSP-related contexts and conditions

| Selected cases                            | Contexts and conditions that should be given particular attention under the given case                                                                                                                                                                                                    |
|-------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Germany together with Kriegers Flak       | Sector driven, different intensity of interactions with land, top-down process, formal involvement of stakeholders, regulatory planning, transboundary impact                                                                                                                             |
| The Sound (Öresund), Denmark and Sweden   | Transboundary impact, high intensity of uses and conflicts, intensive interactions sea-land, relatively large body of knowledge available, more and less active stakeholders, diversities in institutional context between the two countries (cross-level, horizontal, type of planning). |
| Lithuanian and Latvian MSP                | Transboundary impact, different focus on stakeholder engagement between countries, transboundary differences in stakeholders readiness and preparation to be involved in MSP, different types of planning, insufficient knowledge, focus on future conflicts                              |
| Fisheries in the context of MSP in Poland | Solving future conflicts, conflict prevention, top-down process, insufficient knowledge, knowledge conflicts, stakeholders unaware of MSP role, transboundary impact not as significant                                                                                                   |

*Source: authors' elaboration based on initial empirical information from national assessments, and discussions with external MSP experts and practitioners, as well as among BONUS BALTSACE project partners.*

To wrap up this part of the methodological development within the BONUS BALTSACE project, one can offer the following important points to consider for conducting in-depth research and analysis of MSP integration of MSP processes in the BSR, as well as evidence-based policy advice and guidance for MSP setup and implementation.

1. The general scientific understanding has to be contextualized, which means it has to be adapted to the specific situation to which the policy advice is directed. Problem: The scientific analysis on a general level needs to be deepened in a place and policy context-specific manner, as planning situations differ between countries (e.g. institutional and historical characteristics) and geographical areas (e.g. locally specific ecological, social, and economic conditions and combinations of use interests and planning problems)<sup>10</sup>.

Approach proposed: This can be addressed by selecting complementary, qualitative case

<sup>10</sup> However, one should keep in mind that since MSP is contingent the context is described differently in different places – thus one might wish to be general when referring to contextual factors generally and specific when referring to a particular context. If some factors are listed in general terms to consider, one should be aware that they may not be operating in all situations.



studies to capture the relevant empirical events and processes within their respective contexts.

2. The more in-depth the case study the more detailed the contextualization process. Therefore the approach taken here assumes that examining the context and other complex conditions related to the case being studied are integral to understanding the case.

Approach proposed: When selecting cases, we considered: presence of conflicts; different institutional approaches, different phases of MSP formalization, different MSP ambitions, perception of stakeholders etc. Moreover, the availability of data and the possibility of conducting qualitative research must be taken into consideration.

3. The research findings hope to be able to refine our understanding of the role of integration in MSP across a wide range of different cases in the Baltic Sea. In considering the relevance of these findings to inform MSP policy, such findings will need to be carefully adapted/refined to suit particular MSP settings.

Approach proposed: Therefore, an analytical generalization approach is proposed. To do this we will draw on current conceptual understandings of different types of integration to interrogate our empirical cases. With this approach we hope to further refine our theoretical and practical knowledge of the role of integration in MSP.

### **3.2. Exploring the identified Baltic Sea MSP cases in terms of integration challenges:**

In this section, the selected cases are presented with focus on the type of contextual factors they offer for in-depth analysis, as well as their relation to the integration challenges focused in BONUS BALTSPLACE. The selected cases presented below were derived based on the data and analysis available this far in BONUS BALTSPLACE, as well as through input provided by planning professionals from the Baltic Sea Region.

#### **3.2.1. The German Case**

##### **Context:**

The specificity of the German case is related to the following contextual variables: regulatory planning based on mandates for the German federal government to plan the EEZ and for the individual federal states (i.e. the so-called Länder) to plan for territorial waters, top-down planning procedures, leading even to the privileged roles of some sectors within the MSP process, the different importance of sea-land interactions in various planning processes, and, finally, sometimes the too formal involvement of stakeholders that is limited to consultations and the prevalence of expert-based planning. The transboundary impact is also among the key factors that comprise the specificity of German MSP.

One of the major integration issues in Germany arises from the fact that administrative responsibilities for marine spaces are divided. Three administrations are responsible for governing the German part of the Baltic Sea, and each is bound by different planning legislation, different interpretations of MSP purposes and aims, distinct MSP processes, and different planning timelines. This situation is further complicated by the proximity of German waters to the EEZs of neighboring countries, which adds international boundaries and different MSP approaches to an already complex situation. The German EEZ shares borders with the Danish, Swedish, and Polish EEZs, while the territorial waters share borders with Denmark (SH) and Poland (MV) as well as the border between them. Issues of alignment among all the administrative levels arise from both ecosystem and spatial management perspectives.

In terms of approach, MSP in Germany is driven strongly by legislation, which renders it a formal, largely top-down exercise. This restricts opportunities for achieving better stakeholder and knowledge integration within MSP. Few attempts have been made on the part of planning authorities to link MSP to informal activities or to engage in a more integrative, participatory type of planning. Transboundary consultation fulfills the minimum requirements of the Espoo Convention, but current practice does not correspond to fully integrated transboundary planning. Given the specific legal framework within which MSP takes place and its history, MSP in Germany has been less ambitious to date than that in other countries.

In MV, the maritime plan is part of the overall spatial development plan for the state, therefore, it integrates land and sea much more directly than the EEZ plan does. Consequently, it has a broader stakeholder base as sea use in territorial waters is more diverse and there are more recreational sea uses there than in the EEZ. Different integration needs can, therefore, become apparent in marine planning by focusing solely on the EEZ and marine planning as part of integrated regional planning encompassing land and sea.

#### **Key research issues on integration challenges:**

In-depth analyses of MSP processes, challenges, and possibilities in the German case provide possibilities for analyzing integration needs in MSP from the perspective of transboundary coherence, which is understood in the southern Baltic Sea as achieving wider social, economic, and environmental objectives. A key question is whether the existing plans and maritime planning processes are capable of delivering such coherence, and if not, why this is the case. This leads to the question of whether the current level of MSP integration between SH, MV, and the EEZ is sufficient and whether, and how, integration can be improved across all planning levels. This also specifically addresses the MV, EEZ, and Poland which is an element of the case study related to the impact of state borders. This case permits conducting research focused on the following issues related to the four types of integration:

a) vertical integration:

- extent and mechanisms through which the MSP system in German waters ensures spatial coherence across various national and sub-national borders;

- spatial conflicts arising from deficits in vertical integration, i.e., the top-down approach;
- communication across different levels and its influence on the MSP processes;
- mechanisms through which planning approaches integrate terrestrial and marine spatial planning and their efficiency;
- the desirable level of integration between maritime spatial plans of the *Länder* and the EEZ;

b) horizontal integration:

- spatial conflicts stemming from deficits in horizontal integration and the privileged role of some sectors;
- national or sectoral or spatial targets that cannot be achieved because of the lack of horizontal integration;

c) stakeholder integration:

- spatial conflicts caused by deficits of stakeholder integration (current stakeholder participation is limited to consultations, and MSP is expert-based planning);

d) knowledge integration:

- spatial conflicts arising from deficits in knowledge integration particularly expert-based planning and the limited engagement of stakeholders.

e) other types of emerging case-specific or general integration challenges

This case study provides an opportunity to investigate the role of integration in delivering defined aspects of coherence, which assumes there is a close interrelationship between different dimensions of integration. For example, the alignment of linear or other large-scale marine infrastructure within the southern Baltic Sea is an important result of coherent planning across administrative boundaries; achieving this is likely to require the close alignment of policy priorities, agreement on spatial priorities by stakeholder groups, and integrated planning processes, which is based on the capacity to develop a shared vision. This case study permits assessing the capacity of the various MSP systems to deliver the required forms of integration across scales.

### 3.2.2. The Lithuanian-Latvian Case

**Context:**

The key feature of the Lithuanian-Latvian case is its transboundary nature. This means, for example, that there is a different focus on stakeholder engagement between the two countries, there are

transboundary differences in stakeholder preparation and readiness to be involved in MSP and planning differs from methodological points of view. In contrast to the Sound case, however, MSP in both Latvia and Lithuania is more advanced in terms of the planning stage. The other contextual variables framing this case include the relatively low intensity of sea use that permits focusing on future conflicts coupled with insufficient knowledge that results in planning only that which is necessary.

The case study covers the practical planning processes of the Lithuanian and Latvian sea areas by these two neighboring countries that have used different MSP approaches.

The key differences of the two processes are:

(1) Time of development:

- a. Lithuania started the process in 2012 and finished, or adopted the plan, in 2015 before the MSP Directive was in place;
- b. Latvia started preparations for MSP in 2014, but it has not yet finished (adoption of the plan is expected in 2017).

(2) Legal foundation:

- a. Lithuanian MSP followed the existing legal basis - Law of Terrestrial Planning (MSP is entrenched in the legacy of terrestrial planning);
- b. Latvian MSP established a new legal basis including the Spatial Development Planning Law (2011), the Marine Environment Protection and Management Law (2010), Regulations of the Cabinet of Ministers No. 740 on the Development, Implementation, and Monitoring of Maritime Spatial Plan (2012) (i.e. MSP is quite a separate spatial governance mechanism that was built from scratch).

In both countries, sea exploitation is not intense, therefore, conflicts are not numerous. This might help in achieving transboundary integration. The only pending issue is lack of ratification of the sea border between Lithuania and Latvia by the Latvian Parliament. Indeed, it has appeared to be an obstacle for integrative MSP process at the governmental level, and it has hampered discussions during transnational meetings (Kalvane 2014; Depellegrin and Blažauskas 2013).

Planning the marine areas of Lithuania and Latvia is a national responsibility. The maritime plans are at the top level of the planning hierarchy, and, therefore, they set the basic conditions that later have to be respected when lower level planning is being implemented. The differences between the two countries in this respect is the actual balance of planning. Lithuania has a master, or general, plan for the entire territory in place that has been supplemented with marine solutions. Its formal strategic planning of the land and sea is consistent, although the maritime part reflects insufficient specificity with regard to sea space and some terms are missing and marine activities are also missing in contrast to land/sea usage. In Latvia, there is no terrestrial master; therefore, land, or regional, planning has to take into account marine planning as a higher document in the planning hierarchy. This has all resulted, for instance, in the proactive role of municipalities in drafting the maritime

spatial plan in Latvia and the passive role of municipalities in the case of the MSP process in Lithuania.

Since both Latvian and Lithuanian marine planning culture is just developing, there is an insufficient number of professionals capable of understanding MSP principles and specificities. Despite this similarity, the stakeholder process was organized differently in these two countries. In the case of Lithuania,<sup>11</sup> although stakeholder consultation is a binding procedure regulated by the Law on Territorial Planning and the Environmental Impact Assessment Law, the practical means and ways of stakeholder involvement has been decided on a case-by-case basis by authorities leading the preparation of maritime spatial plans. A supervisory group of inter-ministerial representatives for the official Lithuanian MSP process was formed on an initiative of the Ministry for Environment, but the Ministry had a high level of discretion with regard to its composition. In addition to the meeting of the group that acted as a steering committee for the MSP process, there were three types of broader meetings organized with other national stakeholders throughout the process (including official planning and supplementary project-based activities). These included the following:

- official informative meetings where stakeholders were informed about the development process, including its start, progress, the results of SEA and conceptual solutions, and the final results;
- unofficial awareness-raising meetings for a broader audience that were characterized by flexible organization coupled with focus on pre-selected topics;
- specialized sectorial working meetings (usually roundtables) with a selected sector or sectors, in order to facilitate the development of spatial solutions and decision making and approval.

Despite the different focuses and contents of these meetings, they did not exceed a day, and a half day was usually sufficient for them. Specific sectorial roundtable discussions lasted a couple of hours, which was usually enough time to reach a consensus or decide on further steps to be taken.

A coordination group was also formed in Latvia. However, establishing such a group in Latvia is legally binding; therefore, participation in the planning process does not depend on the decision of the coordinating institution as is the case in Lithuania. The legislation defines which competent authorities and representatives of NGOs are to be invited to participate in the group which comprised representatives from the Ministry of Environmental Protection and Regional Development, the Ministry of Transport, the Ministry of Economics, the Ministry of Agriculture (Fishery Department), the Ministry of Defense, the Maritime Administration of Latvia, the Ministry of Culture, the Kurzeme Planning Region, the Association of Local Authorities, and the Latvian Institute of Aquatic Ecology. The Latvian stakeholder process was also more intense in comparison to that in Lithuania, as it was based on previous PartiSEAPate experience considered to be a BSR good practice (Zaucha 2014a), and was composed of a greater number of more specialized meetings.

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<sup>11</sup> Stakeholders, including non-governmental organizations, are defined as members of society who are or may be affected by the planned activities or have an interest in their implementation.

Transboundary consultations were not among the objectives of either Latvia or Lithuania in their respective MSP process. Both Lithuania supervisory and Latvian coordinating groups were involved primarily in national processes. Transboundary consultations have been initiated officially by the Ministry of the Environment of Lithuania and the Ministry of Environmental Protection and Regional Development of Latvia. The main focus of the transboundary meetings has been to discuss SEA study results, but Latvian stakeholders have also managed to raise some questions with regard to the Lithuania spatial plan. Transboundary consultations were organized as a rule, to fulfill the minimum requirements of the official formal procedures of the Espoo and SEA directives. The unofficial motivation, which was to test or implement soft recommendations of EU projects (BSR: BaltSeaPlan and PartiSEApate) on transboundary SI, was less important. The intensity of transboundary meetings and sector involvement was highly dependent on professional skills, the attitudes and participation of the meeting organizers who were, in fact, the maritime spatial planners themselves.

**Key research issues on integration challenges:**

In-depth analyses of MSP processes, challenges, and possibilities in the Lithuania-Latvian case permit examining various aspects of transboundary interactions among official, legally binding MSP processes that affect each other to a large extent with one country's (i.e. Lithuania) planning slightly ahead of the other's (Latvia) in terms of timing. This case permits examining the following issues and MSP mechanisms related to the four integration challenges:

a) vertical integration:

- mechanisms through which planning approaches can be integrated across state borders and minimum levels of desirable integration;
- conditions and factors influencing transboundary integration of the MSP regulatory processes undertaken under different legal regimes, different planning practices and with important time lags;
- factors influencing the roles and functions of various governance levels (local, national, regional) in transboundary interrelations related to MSP;
- factors influencing communication across different levels (local vs. pan-Baltic) on transboundary MSP processes;

b) horizontal integration:

- involvement of sectors in MSP that are subject to legislative differences in MSP law, planning practices, and other contextual variables;
- contextual factors influencing the desirable extent of horizontal integration and its efficiency, as well as the role of MSP as sector integrator;

c) stakeholder integration:

- SI mechanisms for sustaining and implementing the results of planning processes when the planning culture is only emerging and with the process of forming deeper stakeholder consciousness with regard to a MSP process only just starting;
  - the impact of differences in legislation and in the planning culture and experience on stakeholder involvement in both transboundary cooperation and national MSP;
  - impact of existing differences in organizing stakeholder involvement in Lithuania and Latvia and stakeholder consciousness on SI and other aspects of MSP integration (e.g., vertical and horizontal integration, knowledge integration);
- d) knowledge integration:
- factors and conditions influencing the level and type of knowledge possessed by stakeholders on the role of MSP and needs for transboundary integration of MSP;
  - mechanisms that stimulate demands for more specialized knowledge, including tacit knowledge within transboundary MSP processes;
- e) other types of case-specific or general integration challenges.

### 3.2.3. The Polish Case: fisheries in the context of MSP

#### Context:

The Polish case focuses on marine areas with still relatively low intensity of sea use<sup>12</sup> (which permits concentrating on solving future conflicts and conflict prevention), evident knowledge deficits (related to both oceanographic but also socioeconomic processes and phenomena), and prevailing national concerns. Polish MSP is a top-down, expert-driven process and consequently there is only limited experience of stakeholder engagement in Polish MSP as compared to, for example, Sweden. At least some stakeholders seem to be unaware of the role of MSP and have only limited capacities to participate. The focus of this case is on fisheries and its interactions with other marine sectors, since various groups of fishers have shown to be an interesting and demanding stakeholder category in the course of Polish sea governance processes (Matczak and Zaucha 2015; Zaucha 2012).

Fisheries is one of the oldest marine sectors, and it is an important player in the MSP process, not the least in Poland. With the gradual development of new sea users, spatial pressures on this sector are strengthened and the traditional sense of the fisheries as “the owner of the sea resources” is jeopardized.

The fisheries industry is in economic decline in Poland. It does, however, enjoy a long history with well-trained and qualified human resources and is supported by an experienced scientific advisory. Fishery is also important for sustaining the coastal cultural landscapes in Poland and relatively large public economic resources are allocated to fisheries through EU Fishery Policy. This is for example

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<sup>12</sup> However there are some near-coast areas with intensive existing use and conflicts in which fishery is involved (e.g. fishery versus nature protection).

seen in that quite a large number of fishing vessels have been modernized in recent years.<sup>13</sup> EU funds also support the internal organization of fisheries through the formation of local groups and networks.

Decreasing fish stocks and limitations in access to the sea because of prospective investments like offshore wind farms are important challenges for Polish fisheries. But there are several other emerging issues that the fisheries sector must cope with. For instance, nature conservation measures are perceived by the sector as problematic for coastal fisheries (Matczak et al. 2015). Another issue is the immense variability in their income particularly with regard to fish stocks, geographic occurrence of fish and allowable catches. Over time, fishing grounds occur in different parts of the sea, so there is limited science-based knowledge or analyses on fish occurrence that proactively can guide fishers' actions in a systematic way. Therefore, it seems that the key conflict between MSP and fishers is related to the ideology of unrestricted versus restricted use of the sea. MSP might be perceived as a limiting factor in this respect. However, it might also be related to the generally low level of trust and perceived legitimacy of management processes in Poland.

All these issues might undermine the willingness of fishers to engage in MSP processes and in discussions of possible risks and trade-offs regarding other uses of sea space and marine resources. Further, it can also decrease the quality of their involvement. On top of this, fishers comprise one of the most complex stakeholder groups, they are not homogenous and there are many internal problems and conflicting interests within this sector. Polish fishers often consider themselves as victims of the times, abandoned, and now facing the newest marine developments like offshore wind energy limiting fishing grounds. They have a great confidence in their own experiences and knowledge of the sea and in the opinions of other fishers. Given the scarcity of scientific data in the most conflicted areas and their inherent uncertainty, fishers are perhaps the most unwilling, in comparison to other stakeholder groups, to discuss the rationale of their beliefs and opinions.

#### **Key research issues on integration challenges:**

In-depth analyses of the Polish case will permit examining various aspects of stakeholder engagement. This case study offers a basis for mapping cognitive patterns of fishers, their perception of conflicts over marine space, and the way they conceptualize various dimensions of integration in MSP. In addition, it allows analyzing how different sectors perceive their own interactions with fisheries and how MSP can mediate these interactions. Investigating these problems increases understanding of fishers' opinions, knowledge and values systems, their stakes and interests, and possible negotiating or bargaining positions in future MSP processes. The Polish case study allows for more detailed insight into the following issues related to four types of integration:

a) vertical integration:

- the perceived influence of national and EU policies on the way the fishers can operate in marine areas; the role of policies and their implementation in existing and potential conflicts;

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<sup>13</sup> The analyses performed for the Operational Programme FISH 2014-2020 are available at [http://ec.europa.eu/fisheries/cfp/emff/country-files/index\\_en.htm](http://ec.europa.eu/fisheries/cfp/emff/country-files/index_en.htm) accessed July 18, 2016



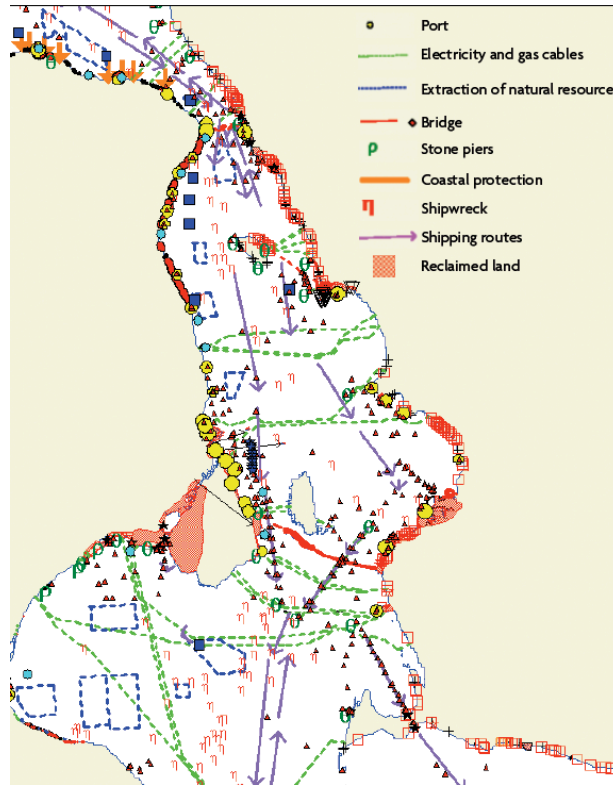
- interplay between sectoral administrative and institutional levels that are important in decision making in Poland with regard to fisheries and the communication among them (e.g., are ideas and issues only discussed within national borders or are they somehow transported into pan-Baltic forums such as HELCOM VASAB MSP WG?);
  - interplay between MSP and fisheries at different relevant levels (local – regional – national – international);
- b) horizontal integration:
- relationships among fisheries and other sectors present in marine areas to better understand roots and reasons of existing and potential conflicts;
- c) stakeholder integration:
- the nature of conflicts related to the fisheries sector, identification of the stages of these conflicts;
  - interplay between different fishers' groups to foster better understanding of reasons and roots of existing and potential conflicts;
  - the ways MSP is framed within the fisheries sector, interplay between these narratives and the current distribution of power;
  - constraints for fishers to actively and efficiently participate in MSP processes; conditions that should be met to enhance this participation;
- d) knowledge integration:
- different knowledge systems and their role in MSP processes in Poland;
  - ways knowledge is generated and translated into MSP processes; reasons for acceptance (or lack of it) of scientific knowledge among different sea users, credibility of scientific knowledge and legitimacy of science-based advice, and the role of science in preventing conflicts and tensions;
- e) other types of case-specific or general integration challenges.

#### **3.2.4. The Sound (Öresund) Case**

**Context:**

The *Sound* (SE Öresund/DK Øresund) case is characterized by the following contextual factors: transboundary impact; high intensity of uses and conflicts; intensive interaction with the land; relatively large body of available knowledge; more or less active stakeholders, and interesting diversities in institutional context between the two countries (cross-level, horizontal, type of planning and more). The Sound is a narrow strait shared by Denmark and Sweden; it is one of the hotspot areas in the southern Baltic, since it is both ecologically sensitive and highly impacted by human uses (HELCOM 2010). With a few exceptions of boulder reefs on the northern and southern

ends and exposed limestone in the central and southern parts, the main part of both the Sound's seabed and seashore is soft sand, but it also includes larger areas of reclaimed lands (Fig. 3.1).



**Figure 3.1. Infrastructure and physical alterations of the coast and seabed in the Sound.**

Source: Angantyr and Nordell . (2007)

Busy shipping routes linking the Baltic Sea with Kattegat and the North Sea and ferry services traverse the Sound in different directions. Important ports are located in Landskrona, Helsingborg, Helsingør, Køge, and, most importantly, the Copenhagen-Malmö Port (CMP, managed by a transnational consortium), which is experiencing rapid increases in goods traffic. Recreational activities from a population of approximately three million people contribute significantly to economy, employment, and human welfare in general. There are many leisure boats and small harbors in the Sound while other important maritime activities include fishing, material extraction, wind power, and tourism. A number of cables have been laid under the strait, and it hosts other forms of technical infrastructure including the Öresund-Bridge connecting Malmö with Copenhagen, which is important for the economic activities of the whole region. A number of national, regional, and local conservation schemes such as nature reserves and Natura 2000 areas have been designated. Since 1932, a traffic safety related trawling ban has been in place, which has affected both the seabed and local top predator fish populations positively. Discussions are under way to make the Sound (Öresund) a biosphere reserve. Fig. 3.1 illustrates the infrastructure and other highly impacted areas in the Sound (for details see also Carneiro and Nilsson 2013).

The area of the case comprises mostly territorial waters, and only small areas in the outer EEZ is administered by two highly different planning and management systems. National MSP systems are in development in both Denmark and Sweden, and it is clear that they will be different. In the absence of comprehensive cross-cutting planning mechanisms, sector legislation has guided the

planning and management of uses in Danish marine waters thus far (Carneiro et al. 2013,15; Miljøministeriet 2013,17). In Sweden, however, planning has been cross-sectoral and only to a certain degree sector driven, or rather problem driven. To date, no transnational sector management structures have been established to facilitate sectoral spatial planning in Sound (Öresund). For instance, offshore energy development is managed in Sweden and nationally in Denmark.

Even if there are no transnational cross sector forums for MSP, there is at least a legacy of issue driven integrative attempts across countries or disciplines with a perspective on the sea.<sup>14</sup> The area is included in the DG Mare financed Baltic Scope project,<sup>15</sup> and can benefit from earlier research and development experiences in the Kattegat and Skagerrak area (e.g. the INTERREG Project Sea Meets Land) and has been prioritized for an in-depth planning project in national MSP financed by SwAM.<sup>16</sup>

### **Key research issues on integration challenges:**

Deeper analyses of MSP processes and their challenges and possibilities in the Sound (Öresund) case permit researching transnational integrative features corresponding to specific use sectors, integrative cross-sector mechanisms, and examples of transboundary organizations.

The following topics are worth deeper analysis, as they show integration challenges from various angles and with differing constellations of existing integrative features. The criteria for selection are spatial relevance, relevant transnational integration perspective (e.g., transboundary user mobility, effects, and coordination needs), and the inclusion of all main integration challenges studied in BONUS BALTSPEACE. These topics are presented below in relation to their relevance to the four integration challenges:

a) vertical integration:

- the interplay among two main layers of spatial integration mechanisms with the constellation of integrative municipal and coming national spatial planning (SE) in relation to the national and so far only sector-specific spatial integration mechanisms (DK);

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<sup>14</sup> There are, for instance, a research network chaired by Kommunförbundet Skåne (SE), the Centre for Maritime Knowledge and Information "Sea-U" (SE), the Öresund Consortium (a consortium owned by one Swedish resp. Danish company, established in 1992, that has financed the bridge from construction to its present management), and the Greater Copenhagen and Scania Committee based on the Nordic Collaboration (DK&SE, NCM), and the Sound Water Collaboration (Öresundsvattensamarbetet), which is an agreement between the Danish and Swedish municipalities and counties around the Öresund with the objective of acting to support a healthy marine environment.

<sup>15</sup> See the project website: <http://www.balticscope.eu/activities/case-study-1/southwest-baltic-case-preparatory-phase-1/>

<sup>16</sup> For Project details on Sea Meets Land please see the website:

<http://extra.lansstyrelsen.se/havmoterland/Sv/Pages/default.aspx>

In the Sound on the Swedish side, MSP is just starting. According to personal communication, in order to not create too many new forums and re-invent the wheel, the CAB Scania intends to use already existing forums such as the Sound Water Collaboration for engaging municipalities and the Danish side in its process for an in-depth plan on the Sound within Swedish national MSP.

- transnational planning issues with existing vertical transnational integration mechanisms but little cross-sector interaction — transport (global IMO) and fisheries (EU-CFP) and nature conservation (mixed approaches for the implementation of the EU Habitat Directive/HELCOM);
- transnational planning issues with nonexistent or under-used vertical integration mechanisms driven either locally or regionally — wind power (municipal planning) and sand extraction (not used Espoo Convention procedure) with a focus on all types of integration in relation to potentially conflicting uses;

b) horizontal integration:

- relations among various mechanisms regulating sectors so far, e.g., for nature conservation there are several primary mechanisms such as the EU Water Framework Directive, the Habitat Directive, and the Marine Strategy Framework Directive, HELCOM, and national management plans;
- interactions among key sectors, including maritime traffic, fishing, nature conservation and environmental quality management, renewable energy production and infrastructure, and sand and gravel extraction;
- transboundary aspects of the previously mentioned two layers of spatial integration mechanisms (i.e. DK only national and SE both national and local and maybe regional spatial planning).

Horizontal integration analysis will cover both the role of specific sectors but also more generally how aspects of environmental, economic and social sustainability are balanced in negotiations and outcomes.

c) stakeholder integration:

- how and why different types of stakeholders (and their interests) have been acknowledged in spatial management priorities of the Sound;
- how and why different types of stakeholders have been and are involved in past and present planning in the different countries and how interaction occurs across national boundaries – with interesting differences in institutional conditions for stakeholder involvement between countries and levels;

d) knowledge integration:

- the availability of relevant knowledge;
- the sharing of information between authority actors from DK and SE at various levels;
- the exchange of knowledge between different types of actors at different levels;
- how far other than scientific knowledge plays a role in planning (valuation of different types of knowledge);

e) further emerging types of case-specific or general integration challenges.

Empirically, research for the Sound case will focus on: Wind Power planning (through municipal and other types of mechanisms), management of nature conservation in relation to mechanisms at different levels, the management of sand extraction in the Sound (in relation to using the Espoo Convention and other mechanisms). The case will also imply observation of ongoing MSP in the Sound (in-depth planning on the Swedish side and national planning on the Danish side).

### 3.2.5. The Pan-Baltic Case

#### **Context:**

The pan-Baltic case serves for analyzing integration problems that are of a wider Baltic character. Here, contextual variables play a less prominent role, although differences in national conditions might be important in examining pan-Baltic integration patterns. The most prominent factors conditioning integration at the pan-Baltic level are related to the existence of various MSP forums, co-operation networks, and knowledge-sharing platforms, and diverse relevant institutional actors and frameworks.

The most prominent fora are provided by HELCOM and VASAB that made a series of decisions that led to the establishment of a joint pan-Baltic working group on MSP (HELCOM-VASAB MSP WG) and to the adoption of common, broad-scale principles on MSP. The joint HELCOM-VASAB MSP WG, which has a temporary mandate of both organizations, acts as a forum and a discussion platform for regional, trans-boundary, and cross-sectoral dialog on Integrated Coastal Zone Management and Maritime Spatial Planning including relevant international agreements, EU legal instruments and policies, and macro-regional and national policies. It assists VASAB and its member states in implementing the actions decided under the auspices of the VASAB Long-term Perspective for Territorial Development and assists HELCOM and its member states to implement selected MSP actions decided on under the HELCOM Baltic Sea Action Plan.

Along with the international work of HELCOM-VASAB institutions, initiatives funded by the EU, such as INTERREG projects including the BaltSeaPlan (Gee et al. 2011; Zaucha and Matczak 2011), the PartiSeaPate (Matczak et al. 2014), or BALANCE (Ekebom et al. 2008), provide forums for collaboration among maritime spatial planners and are sources of innovative ideas on the practical implementation of MSP. They also produce new knowledge that is relevant to MSP. For instance, the BALANCE project has provided new knowledge relevant to MSP regarding pan-Baltic seabed features and ways of addressing ecological topics such as blue corridors and habitat coherence by MSP. See Zaucha (2014a) for details on project outcomes.

#### **Key research issues on integration challenges:**

In-depth analyses of MSP processes, challenges, and possibilities in the pan-Baltic case provide possibilities for analyzing political integration processes, roles and functions at the Baltic Sea MSP level, and focusing on the role of macro-regional institutions and structures in between national decision-making and EU directives, strategies, and programs, etc. and relevant international treaties,

and issues of transboundary consultation. This focus allows using this case study as a case of a larger universe of similar cases, i.e., the findings of this case study can potentially be relevant to other geographical regions such as the North Sea, the Black Sea, or the Mediterranean, where the vertical layers are somewhat similar to those in the BSR, but which are, in most cases, less well developed. This case permits conducting research that is focused on the following issues related to the four types of integration:

a) vertical integration:

- the way HELCOM-VASAB collaboration emphasizes national and regional interests;
- communication across different levels (e.g., national, local to pan-Baltic, and vice versa) and its influence on MSP processes;
- support and influence on national and local MSP processes by HELCOM/VASAB and the influence of local and national MSP processes on HELCOM-VASAB co-operation;

b) horizontal integration:

- the way the HELCOM-VASAB collaboration balances different interests and strands of planning thinking (e.g. emphasizes nature protection or blue growth, rationalistic planning or sustainable development, the ecosystem approach or more sectoral and less adaptive types of management) through its recommendations and other types of concrete actions and outputs;

c) stakeholder integration:

- extent, reasons and factors enhancing the equal treatment of foreign and domestic stakeholders, including reasons for possible inequalities and ways to improve;
- recommendations on SI provided by the forum in relation to own practice of SI

d) knowledge integration:

- the way HELCOM-VASAB collaboration emphasizes various scientific and other types of knowledge in its recommendations and other types of actions and outputs.

e) other types of emerging case-specific contextual factors or further, more general integration challenges

### **3.3. Towards analytical generalizations:**

The approach presented above for researching MSP integration challenges is of a complex nature. Challenges from different context types are analyzed, case studies are used for collecting empirical findings, and, finally, this should create the basis to draw analytical generalizations to inform an understanding the role of integration in MSP similar situations. In other words, case studies are used to collect empirical material to better understand the four types of integration challenges and how

they play out in geographical areas and management situations. This provides material for analytical generalizations i.e. for exploring similarities and differences among cases and for providing insights on how to understand and design MSP analyses to understand integration in similar situations or like cases. The success of the effort depends on maintaining strict logic within the approach. For this purpose, a matrix has been elaborated (Table 3.3) providing a tentative insight on both coherence and an overview over cases' specific characteristics. It compiles the available information and therefore it allows checking whether or not the selected place-based case studies and the pan-Baltic case study permit addressing adequately all the dimensions of the four focused integration challenges. This matrix will need to be further developed during the course of the BONUS BALTSPEACE project. The dimensions or constituent elements of integration challenges that are presented in section 1 are outlined in the first column of the table. The other cells in the table serve to highlight the key identified issues in need of more research under each case. In the course of the ongoing and planned case study research the matrix will be modified by adding emerging research fields/questions that show to be important. Similarly, empirical insights on any additional or modified integration challenges in MSP will also be amended to the matrix. Further on, the research questions will be substituted by the identified observations on what is important in terms of MSP context and factors in each case. This will be an initial step for researching interdependencies among various integration challenges and among challenges and contextual variables.

**Table 3.3:** Linking the pan-Baltic case and place-based cases with the integration challenges and related specific research issues

| Selected cases                                                   | German Case together with <i>Kriegers Flak</i>                                                                                                                                                                         | The Lithuanian/Latvian MSP Case                                                                                                                                                                                                       | The Polish Case: fisheries in the context of MSP                                                                                           | The Sound (Øresund/Øresund) Case                                                                                                                                                                                   | Pan-Baltic Case                                                                                                                               |
|------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Vertical integration - cross-scale and transboundary (VI)</b> |                                                                                                                                                                                                                        |                                                                                                                                                                                                                                       |                                                                                                                                            |                                                                                                                                                                                                                    |                                                                                                                                               |
| Functioning of scales                                            | spatial conflicts from deficits of vertical integration<br><br>level of integration between plans of the Länder and the EEZ                                                                                            | factors influencing the roles and functions of various governance levels (local, national, regional)                                                                                                                                  | interplay between sectoral administrative or institutional levels<br><br>interplay between MSP and fisheries on different, relevant scales | transnational integration mechanisms and the distribution of issues and roles                                                                                                                                      | the way HELCOM-VASAB emphasizes national/regional interests                                                                                   |
| Interactions across scales                                       | communication across different levels and its influence on MSP processes extent and mechanism through which the MSP system in German waters ensures spatial coherence across various national and sub-national borders | factors influencing communication across different levels (local vs. pan-Baltic) in transboundary MSP                                                                                                                                 | influence of national and EU policies on fishers' activities                                                                               | interplay between different layers of spatial integration mechanisms (national MSP in DK/local & national MSP in SE)<br><br>functioning of present land-sea integration mechanisms and linking to other mechanisms | communication across different MSP levels in BSR<br><br>support and impact on national and local MSP processes by HELCOM/VASAB and vice versa |
| Cross-border interactions                                        | the mechanism through which planning approaches integrate terrestrial and marine spatial planning and their efficiency                                                                                                 | conditions and factors influencing transboundary integration of the MSP regulatory processes<br><br>mechanism through which planning approaches can be integrated across state borders and the minimum level of desirable integration |                                                                                                                                            | types of mechanisms acting across borders and their integrative achievements and deficiencies                                                                                                                      |                                                                                                                                               |
| <b>Horizontal: policy and sector integration (HI)</b>            |                                                                                                                                                                                                                        |                                                                                                                                                                                                                                       |                                                                                                                                            |                                                                                                                                                                                                                    |                                                                                                                                               |

BONUS BALTSFACE Deliverable 2.1 - Baseline-Mapping and Refined Case Study Design

|                                                                   |                                                                                                             |                                                                                                                                                                                                                                                          |                                                                                                                                                                                    |                                                                                                                                                                                   |                                                                                             |
|-------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------|
| Translation of policy integration into policy packages            | national or sectoral or spatial targets that cannot be achieved because of a lack of horizontal integration | contextual factors influencing a desirable extent of horizontal integration and its efficiency as well as the role of MSP as sector integrator                                                                                                           |                                                                                                                                                                                    | degree of integration between key sectors both within countries and across borders                                                                                                |                                                                                             |
| Organizational setup facilitating sector and policy integration   |                                                                                                             | involvement of sectors in MSP subject to legislative differences in MSP law and planning practice and other contextual variables                                                                                                                         |                                                                                                                                                                                    | relations among various mechanisms regulating sectors<br><br>transboundary aspects of HI                                                                                          | the way HELCOM-VASAB balances different interests and strands of planning thinking          |
| Sectoral conflicts in relation to MSP policy packages             | spatial conflicts stemming from horizontal integration deficits                                             |                                                                                                                                                                                                                                                          | existing and potential conflicts arising from how HI is formed                                                                                                                     | prominent sector cross sector ones and addressing so far                                                                                                                          |                                                                                             |
| <b>Stakeholder integration (SI)</b>                               |                                                                                                             |                                                                                                                                                                                                                                                          |                                                                                                                                                                                    |                                                                                                                                                                                   |                                                                                             |
| SI context and process                                            |                                                                                                             | impact on SI of differences in legislation and in the planning culture and experience of stakeholder involvement in both transboundary co-operation and national MSP                                                                                     | constraints for fishers to participate actively & efficiently in MSP<br><br>relationships among different fishing groups<br><br>the ways MSP is framed within the fisheries sector | institutional contexts for and views on SI in both countries at various levels<br><br>process design and roles of different actors both during planning and implementation        | extent, reasons, and factors enhancing equal treatment of foreign and domestic stakeholders |
| Outcomes of SI in MSP                                             | spatial conflicts arising from deficits in SI integration                                                   |                                                                                                                                                                                                                                                          | nature and conceptualizations of conflicts in MSP                                                                                                                                  | planning outcomes in relation to selected issues, satisfaction with process (if visible)<br><br>spatial and procedural solutions to problems and remaining problems and conflicts | recommendations on SI provided by the forum in relation to own practice of SI               |
| Linking context of the MSP process with outcomes of SI in MSP     |                                                                                                             | impact of existing differences in organizing stakeholder involvement in Lithuania and Latvia and stakeholder consciousness on SI and other types of MSP integration<br><br>SI mechanisms for sustaining and implementing results of the planning process | conditions that should be met to enhance participation                                                                                                                             | interplay between institutional and historical conditions for SI and management outcomes (general and if possible specific)                                                       |                                                                                             |
| <b>Knowledge integration (KI)</b>                                 |                                                                                                             |                                                                                                                                                                                                                                                          |                                                                                                                                                                                    |                                                                                                                                                                                   |                                                                                             |
| Value of different knowledges                                     |                                                                                                             | factors and conditions influencing the level and types of MSP knowledge stakeholders have                                                                                                                                                                | different knowledge systems                                                                                                                                                        | valuing and inclusion of other than scientific knowledge in MSP                                                                                                                   |                                                                                             |
| Knowledge deficits and impediments                                |                                                                                                             | mechanisms that stimulate demand for more specialized knowledge, including tacit knowledge within transboundary MSP processes                                                                                                                            | the reasons for accepting science                                                                                                                                                  | knowledge gaps and other such challenges                                                                                                                                          |                                                                                             |
| Impact of organization and MSP processes on knowledge integration |                                                                                                             |                                                                                                                                                                                                                                                          | ways that scientific knowledge is generated and translated into planning processes                                                                                                 | procedural and other conditions affecting KI                                                                                                                                      | the way HELCOM-VASAB collaboration emphasizes scientific and other type of knowledge        |
| Role of knowledge and its relationship to power in conflicts      | spatial conflicts stemming from knowledge integration deficits                                              |                                                                                                                                                                                                                                                          | the role of science in preventing conflicts and tensions                                                                                                                           | Outcome analysis (in relations to sector interest and different stakeholders' knowledge), see above                                                                               |                                                                                             |

Source: authors' elaboration based on discussions with the project partners

As Table 3.3 indicates, the proposed approach can deliver empirical material for understanding different dimensions of integration in MSP, even if it is clear that the impact of all the contextual



differences identified in the second section of this report cannot be researched in-depth for each case. Thus, the table provides a working tool facilitating better understanding of the dimensions and categories of the focused integration challenges in the selected case study situations. It also offers some guidance on important perspectives, questions and problems to bring into focus when performing in-depth studies of MSP and associated integration challenges in the selected cases.

#### **4. Conclusions:**

This report describes the case-based analytical approach that will be explored and tested through the BONUS BALTSAPCE project. It provides an overview of the research approach and how we plan to apply the developed analytical framework to examine integration in MSP using a multiple case study approach with strategically identified BSR cases. Understanding interdependencies among the integration challenges (e.g. if and how sectoral integration influences stakeholder or knowledge integration in particular MSP settings) remains a key methodological and analytical challenge that will need to be explored in the further development of the BONUS BALTSAPCE analytical framework (cf. Saunders et al. 2016).

The methodological findings thus far in the BONUS BALTSAPCE research on MSP integration challenges can be summarized as follows.

1. The case study methodology offers an approach to analyze the complex and dynamic situation of MSP in the Baltic Sea by focusing on key integration challenges and identifying key case studies. However, as described in the report, the complexities of MSP practices, progress and contexts in the BSR requires careful choice and use of case-selection criteria to allow identification and choice of meaningful cases as well as enable analytical generalizations to other current or future MSP situations. Under BONUS BALTSAPCE such criteria and their use have been developed and discussed with the community of practitioners and MSP analysts in the BSR. This has given the project a good basis to explore how context matters for MSP and associated integration challenges in the BSR. Still, because of the mentioned complexities in the BSR, results need to be analyzed and interpreted carefully using an analytical framework based on relevant previous experiences in MSP and planning, and relevant scientific literature/theory (see Saunders et al. 2015; Saunders et al. 2016). This report indicates particularly, that that causality relations between context and integration challenges should not be oversimplified.
2. It is important to strive to address and understand the interplay and overlap among the various integration challenges. For instance, horizontal integration between sectors might influence vertical integration if some sectors are more strongly present at sub-national (regional) level, whereas some others at national or even pan-Baltic level. An example of this can be seen in Poland, where the tourism sector is working hand in hand with local and regional governments in planning territorial waters, whereas the offshore wind energy sector through a governmental ban on wind energy developments in the territorial sea is mainly active at the national and pan-Baltic levels.
3. Since MSP and research on MSP are processes in the making, researchers and MSP analysts should be open to the possibility that new types of integration challenges and contextual

factors affecting them arise, different from those identified or emphasized as important by earlier studies. Accordingly, the research strategy should be open for that. To address this, the BONUS BALTSAPCE project employs in case study research (e.g. interviews) an explorative snowball methodology. Hence, if a new integration challenge is detected, this can be included in the exploration of MSP in the case studies, by, for example, approaching new stakeholder groups for interviews.

4. Research on MSP integration should pay attention to the temporal dimension of integration challenges of the MSP processes. This means that the MSP processes, challenges etc. in any specific context changes over time and that understanding current as well as potential future challenges also requires a sufficient understanding of earlier parts of the process. In cross-border MSP situations (e.g. between neighboring countries) differences in the progression of MSP in the planning cycle etc. might be influential for cross-border integration in various ways and consequently requires inquiry. An interesting example of this is cross-border interplay between MSP in Lithuania (a plan already adopted) and Latvia (early in the first planning cycle), where our initial observations have revealed several integration problems linked to the lack of synchronization of the two national processes.
5. When designing research on complex and dynamic MSP processes and their vertical and horizontal interrelations, the possibility to distill policy relevant findings should be kept in mind. That said, generated knowledge and science-based advice on MSP and associated integration challenges will need to be carefully evaluated not only in terms of scientific credibility, but also relating to societal and political relevance. To this end the BONUS BALTSAPCE project has adopted an extended peer review methodology including review of project findings not only by scientists but also through dialogue and input from a wider group of experts and stakeholders such as MSP professionals, decision-makers and stakeholder representatives.

In the wider perspective of analyzing MSP also in other contexts, the proposed approach seems promising. But one should be aware that the BONUS BALTSAPCE methodology will need to be tested and verified in any new setting since, for example, the choice of cases in the project may only be relevant under current BSR circumstances. As many countries are in the initial stage of their MSP processes, new circumstances might appear in the future and empirical data available so far is limited. Thus, further analysis is necessary to understand patterns of existing and arising challenges and their mutual interdependencies.

In developing the approach outlined here, we have argued that taking into consideration contextual specificity is crucial to analyzing and understanding the varieties of MSP practice. How to translate research findings from a variety of different settings into policy relevant advice will no doubt pose a daunting challenge, which needs to be handled with due regard to the limits of generalizability discussed above. Using extended peer reviews with fellow scientists and stakeholder dialogue processes, as in the project, might help support the translation of context dependent understandings of integration to policy applicable knowledge.

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