



Baltic SCOPE

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



EUROPEAN UNION
European Maritime
and Fisheries Fund

Coherent Cross-border Maritime Spatial Planning for the Southwest Baltic Sea

Results from Baltic SCOPE



THIS IS A REPORT FROM THE BALTIC SCOPE COLLABORATION

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COHERENT CROSS-BORDER MARITIME SPATIAL PLANNING FOR THE SOUTHWEST BALTIC SEA - RESULTS FROM BALTIC SCOPE

FEBRUARY 2017

EXECUTIVE SUMMARY

This report, Coherent Cross-border Maritime Spatial Planning for the Southwest Baltic Sea - Results from Baltic SCOPE, outlines the main activities from the Southwest Baltic case study area in the Baltic SCOPE project. It is primarily written for policymakers, planners and other key stakeholders in the MSP process. The report highlights the main tools and processes developed and used by MSP planners expert groups in their attempts to identify and solve key transboundary conflict issues in the Southwest Baltic area, and the main results and findings from these discussions, which can be used in the development of future transnational MSP collaboration efforts.

THE BALTIC SCOPEPROJECT

Increased activity on Europe's seas and an uncoordinated use of coastal and marine areas has a potentially damaging effect on both the environment and economy. The rapidly enhanced demand for maritime space has created competition between different national sectoral interests, including shipping and maritime transport, offshore energy, fisheries and aquaculture, and the environment. Maritime Spatial Planning (MSP) has emerged as an essential and comprehensive instrument for the efficient coordination of maritime activities and balancing sectoral interests in order to achieve the sustainable use of marine resources and explore new economic opportunities.

The Baltic SCOPE project was developed in response to both these challenges as well as the EU Directive on MSP that outlined the need for greater cross-border integration and coordination of MSP activities in Europe's seas. Baltic SCOPE is designed to increase collaboration between national authorities and sectoral stakeholders in the Baltic Sea region, in order to increase the alignment of national maritime spatial plans. Baltic SCOPE builds on previous MSP research projects in the Baltic Sea region, but brings further added value by being the first project of its kind to bring national planning authorities together in an attempt to try and find concrete solutions to cross-border MSP issues. In order to achieve this goal, the Baltic SCOPE project is divided into two case study areas, the Southwest Baltic and Central Baltic cases.

THE SOUTHWEST BALTIC CASE STUDY AREA: CONTEXT

The Southwest Baltic is regarded as a vital area for MSP activities in the Baltic Sea region as it covers the territorial waters and Exclusive Economic Zones (EEZ) of and between Germany, Denmark, Sweden and Poland; furthermore, the area also includes internal waters, such as Stettiner Haff/Szczecin Lagoon, whose jurisdiction is divided between Poland and Germany and is an important strategic access route to the ports of Świnoujście and Szczecin. The Southwest Baltic is a highly complex sea area from all perspectives: geographical, political, social, environmental and economic. Shipping traffic travelling to the Baltic from all corners of the world crosses through the narrow straits of the western part of this case study area, distances between landmasses are considerably short, and there are disputed border issues yet to be solved. Consequently, the allocation of space for determined uses and sectoral interests is particularly challenging in the Southwest Baltic.

SOUTHWEST BALTIC CASE STUDY: APPROACH AND METHODS

Planners from the national authorities responsible for MSP in the Southwest Baltic countries met repeatedly in different constellations during the period of March 2015 to March 2017. The planners expert group scrutinized issues in the sectoral areas of shipping, fishing, energy and nature/environment, which were identified as important sectoral areas for achieving coherent transboundary MSP in the Southwest Baltic area. They adopted a geographic approach to their discussions and analysis, seeking solutions in transboundary focus-areas where sectoral developments potentially affect neighbouring countries. These areas include the Southern Middle Bank, Krieger's Flak, Adlergrund, Öresund strait and the Pomeranian Bay (encompassing Odra Bank and the approach fairway to the ports of Świnoujście and Szczecin). Common maps of specific focus-areas were also developed to identify potential areas of synergy and conflict between countries and sectors. In identifying problems and finding solutions, the planners adopted the following methods:

- **Partner/Planners Meetings:** Partner and planners meetings were held regularly throughout the Baltic Scope process. They provided a vital forum for facilitating interaction and discussion between planners and to share and exchange knowledge and information while identifying conflict areas and finding solutions to transboundary issues.
- **Stakeholder Involvement:** Each country actively involved national stakeholders, firstly through the national meetings, designed to update them on project activities and to consider MSP issues from a transboundary perspective. A stakeholder conference, with key institutional or authority stakeholders, was also held to create awareness about the MSP mandate and processes in respective countries, develop stakeholder understanding about other sectors' interests and needs and generate discussions about cross-sectoral and transboundary issues.
- **Topic Papers:** Topic papers¹ were developed by the partners of the Southwest Baltic case study outlining the latest developments and trends within the four key sectors with transboundary impacts: shipping, energy, fisheries and environment/nature protection. Topic papers enhanced understanding about sectoral spatial needs/requirements, outlined sectoral transboundary issues, and mapped cross-sectoral interrelations, including existing and potential conflicts and synergies between sectors.
- **Matrix of Interests:** The matrix of interests was designed to map both present and potential future national sectoral interests within each of the transboundary focus-areas. The matrix provided an overview of the scope of interests and different priorities between the countries involved in the project as well as potential conflicts in the respective areas.
- **Bi-lateral and Tri-lateral Meetings:** Project partners arranged a number of bi-lateral and tri-lateral meetings noting that smaller groups involving relevant planners was more workable when trying to find solutions to transboundary issues in geographical focus areas. In these meetings planners shared relevant national knowledge including information on national regulations and any specific project ideas or plans currently under development. They also developed common data and maps and where possible developed planning suggestions and proposals that could promote synergies between countries and solve potential conflicts.

Baltic SCOPE was not a research project led by research institutes or consultancy firms, but based on cooperation and interaction between national planning authorities and wider stakeholders, who came together with the ambition of identifying possible solutions to transboundary issues. As the project was designed to develop concrete solutions, the methods used were flexible and developed as needs arose. This inherent flexibility proved to be an effective approach when it comes to addressing sensitive issues and areas where different countries have competing and/or conflicting interests, or different priorities, particularly in highly politicized issue areas. The result-oriented approach impacted on the project partners, who were to work together for common objectives.

¹ Topic papers must be regarded as working documents. Access: www.balticscope.eu

SOUTHWEST BALTIC CASE STUDY: RESULTS

The main results achieved from the work done in the Southwest Baltic case study include:

- The exchange of key information and data between the planning authorities in relation to the main interests of the four key sectors: shipping, energy, fisheries and environment;
- Mutual learning in relation to countries' different planning systems, legal frameworks and existing/future marine spatial plans;
- The identification of key transboundary conflict areas in the Southwest Baltic;
- Increased stakeholder involvement, particularly of national level authorities and relevant agencies;
- Identification of key sectoral synergies and conflicts;
- The development of a number of planning suggestions outlining potential planning solutions for transboundary MSP issues within focused geographic areas (see main report);
- The development of common data sources, including maps visualizing shipping and socio-economic evidence as well as other 'working maps' on overlapping interests in transboundary focus-areas;
- The development of a strategy to enable and facilitate the use of the ecosystem-based approach as the basis for MSP, including three checklists to be utilized by planners during different phases of the planning process: 1) the general ecosystem approach in MSP checklist; 2) a planning support checklist; and 3) the SEA in MSP checklist;
- The development of a number of key general and sectoral policy and planning recommendations (see main report).

SOUTHWEST BALTIC CASE STUDY: MAIN CONCLUSIONS

The Baltic SCOPE project has been successful in developing transnational linkages and cooperation in MSP between the four Southwest Baltic countries and created the foundations for meaningful, lasting cooperation and harmonised plans. The participating planners and sector experts have established a common understanding of developments in important marine use sectors in the Southwest Baltic Sea. A better knowledge of each country's institutional frameworks and planning culture has developed and an understanding of similarities and differences increased. By working together on common problems and maps, the need for planning evidence and important data and method gaps to address has been highlighted. The Baltic SCOPE project was not designed to develop a one size fits all approach to MSP. It does not appear meaningful to synchronise national MSP and have common plans; the participating countries' approaches and priorities differ, and this is likely to remain. The involvement of national stakeholders seems to have deepened their understanding of both MSP and their potential role in it, hopefully increasing their motivation to play an active role. This, in turn, may lead greater alignment of national maritime spatial plans and, ultimately, better transboundary solutions to MSP issues in the Baltic Sea region. A number of main conclusions have been drawn by planners from the Southwest Baltic case study area, including:

- **Structural Barriers:** Project partners experienced a number of structural barriers to coherent transboundary MSP collaboration, noting that different national MSP governance structures and competing interests were particularly challenging to overcome. Baltic SCOPE was successful in enhancing knowledge and understanding of different national governance structures, but the planners acknowledged the difficulty of distancing themselves from their national interests and personal biases to act as an independent group of planners from a pan-Baltic perspective.
- **Restricted Mandate:** The planners do not have the mandate to solve all issues and further political involvement is required if sensitive conflicts are to be resolved and plans and recommendations put in to practice. The planners do, however, have the capacity to identify key issues, which can be redirected to the right bodies responsible for handling them.
- **Sectoral Divisions:** The planners acknowledged that sectoral actors are not used to thinking from a holistic perspective, but instead have a strong focus on their own sectoral needs, while ignoring the needs of other sectors. This made it particularly challenging to present a cross-sectoral perspective showing areas between sectors with existing and potential future conflicts and synergies. Baltic SCOPE has contributed towards overcoming this problem through the facilitation of discussion between sectors and sharing information through the development of common data and maps.
- **New Innovation MSP Tools and Methods:** The planners agreed that the tools and methods used in Baltic SCOPE were successful in facilitating cross-border and cross-sectoral interaction. Topic papers and the matrix of interests were highlighted as important tools in identifying different national interests and potential conflicts and synergies between sectors; while bi-lateral and tri-lateral meetings were regarded as effective in finding solutions and developing concrete recommendations.
- **Personal and Organisational Learning:** Elements of personal and organisational learning were viewed as an important outcome from the Baltic SCOPE project, with planners showing good will and openness to expanding their knowledge, using new tools and methods and potentially revising and redefining their objectives. The planners' personal learning from the transboundary collaboration experience needs to be passed on to national organisations both laterally (to other ministries and agencies relevant in the implementation of sectoral plans) and vertically (to other levels of government: local, regional, national, and supra-national).

Baltic SCOPE has come a fair way, but transboundary MSP in the Southwest Baltic can be developed even further. For this purpose, the experiences, findings and recommendations of the Baltic SCOPE project may be used in other variants to keep developing the MSP field and strengthening transboundary collaboration in the Baltic Sea.

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INTRODUCTION

The Baltic SCOPE project was developed in response to the EU Directive on Maritime Spatial Planning² (MSP) that outlined the need for greater cross-border integration and coordination of MSP activities in European sea basins. Baltic SCOPE is designed to increase collaboration between national authorities and sectoral stakeholders in the Baltic Sea region, in order to help find solutions to cross-border issues and increase the alignment of national maritime spatial plans. Baltic Scope builds on previous MSP research projects in the Baltic Sea region, namely BaltSeaPlan³ (Interreg IVB, 2009-2012) and PartiSEApate⁴ (Interreg IVB, 2012-2014); however, Baltic Scope adds further value and novelty by making researchers going beyond research, observation and consultancy and turning into facilitators of reflection and synthesis by bringing together national planning authorities to find concrete solutions to cross-border MSP issues. In order to achieve this goal, the project is divided into two case study areas, the Southwest Baltic and Central Baltic cases. This final report outlines the main activities conducted in the Southwest Baltic case study area.

The Southwest Baltic is regarded as a vital area for MSP activities in the Baltic Sea region as it covers the territorial waters and EEZ of Germany, Denmark, Sweden and Poland. Furthermore, the area also includes internal waters in one exceptional case, the Stettiner Haff/Szczecin Lagoon, between Poland and Germany, which is an important strategic access route to the harbour in Szczecin. Baltic SCOPE brings together planners from the national authorities responsible for MSP in the four Southwest Baltic countries. The planners met repeatedly in different constellations⁵ during the period of March 2015 to March 2017, with the aim of identifying areas of potential conflict and developing joint recommendations to solve cross-border MSP issues.

The Southwest Baltic group scrutinized issues in the sectoral areas of shipping, fishing, energy and nature/environment, which were identified as key for achieving coherent transboundary MSP in the Southwest Baltic case study and in the Baltic SCOPE project as a whole. In addition, a mapping exercise was conducted to identify potential areas of synergy and conflict between countries and sectors in the Southwest Baltic area. The Southwest Baltic planners group adopted a geographic approach to their discussions and analysis, seeking solutions in transboundary focus-areas where sectoral developments potentially affect neighbouring countries. These areas include the Southern Middle Bank, Krieger's Flak, Adlergrund, Öresund strait and the Pomeranian Bay (encompassing the Odra Bank and the harbour approach of Świnoujście and Szczecin).

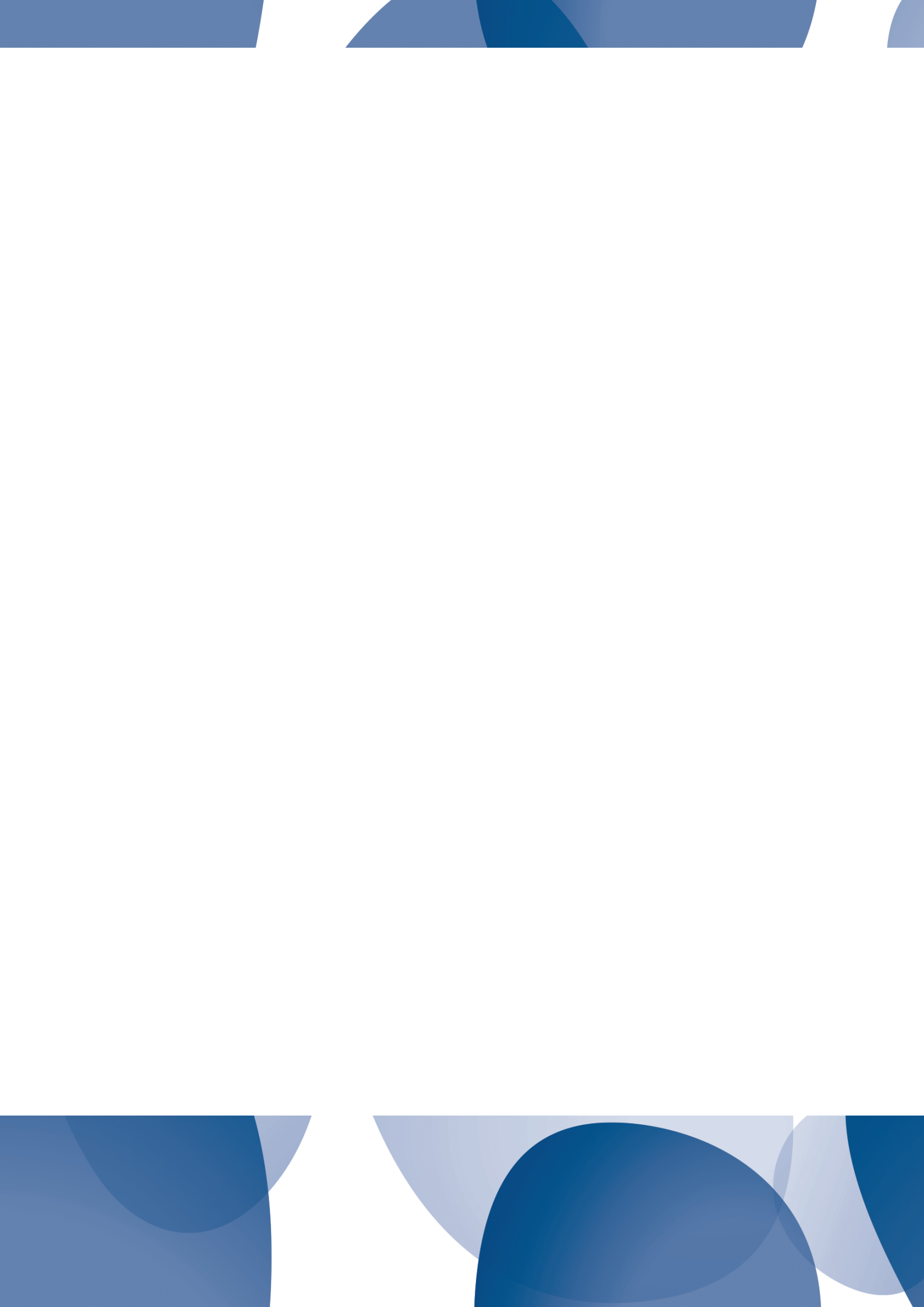
This Southwest Baltic Final Report examines the activities undertaken by planners during the course of the Baltic SCOPE project. The report focuses on how planners identified key cross-border issues in the Southwest Baltic area and the processes they undertook to develop solutions and recommendations to solve identified problems. The report is structured as follows, Chapter 1 provides a contextual overview of the Southwest Baltic case study area, providing a general review of socio-economic parameters in the area, naming the partners that were involved in the case study and providing a glimpse of the nature and process of collaboration. Chapter 2 describes the methods used in identifying key sectoral areas to work with and transboundary focus-areas within the Southwest Baltic case study. This chapter also describes other methods that emerged throughout the process to find common solutions. Chapter 3 elaborates on the discussions held and results obtained on the 1) transboundary focus-areas geography, and 2) pan-Baltic issues. The results include a number of planning suggestions and other tools i.e. ecosystem-based approach checklists; a guidance paper for safety zones for shipping, which are recommended by planners involved in the project to be considered in future planning processes. Chapter 4 formulates a number of key policy and planning recommendations suggested from the Southwest Baltic case study. Finally, Chapter 6 provides an overall list of findings and conclusions.

² https://ec.europa.eu/maritimeaffairs/policy/maritime_spatial_planning_en

³ The BaltSeaPlan project aimed at generating a joint understanding of MSP in the Pomeranian Bay area by looking into the available information and data and getting an idea of data comparability across borders. More information: <http://www.baltseaplan.eu/>

⁴ The PartiSEApate project focussed on governance, stakeholder interaction and transnational consultation. This project took a deeper look into cross-border issues and processes, and developed general recommendations for cross-border / transnational cooperation and consultation in MSP. More information: <http://www.partiseapate.eu/>

⁵ See Chapter 3



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1. CONTEXT AND APPROACH OF THE SOUTHWEST BALTIC CASE STUDY

1. CONTEXT AND APPROACH OF THE SOUTHWEST BALTIC CASE STUDY

1.1. CONTEXT AND BACKGROUND

The Southwest Baltic area is one of the two case studies pursued in the Baltic SCOPE project and covers the sea area comprised between Denmark, Sweden, Poland and Germany (Figure 1).

The Southwest Baltic is a highly complex sea area from all perspectives - geographical, political, social, environmental and economic. All shipping traffic travelling to every part of the Baltic and coming from all corners of the world, and vice versa, crosses through the narrow straits of the western part of this case study area. Distances between landmasses are considerably short, and countries border each other in territorial waters and the EEZ. Important ports and cities are located at the coasts of the Southwest Baltic. Millions of people live in the area. Moreover, the Southwest Baltic is intensively used by a number of sectors including shipping, offshore energy production, sand and gravel extraction, fishing, submarine and linear infrastructures (e.g. cables, pipelines, bridges, tunnels). All of these uses compete with each other for space as well as in terms of interests for environmental protection within and beyond Marine Protected Areas (MPAs). On top of all that, there are border disputes yet to be solved. Consequently, the allocation of space for determined uses or interests is particularly challenging in the Southwest Baltic. There are a number of conflicts between activities and interests, some of them have a transboundary nature, and additional ones arise as new interests emerge. In order to address these issues, planners from the Southwest Baltic case study selected a few focus-areas, where many of these sectoral uses and interests for future development converge or overlap. By focusing on smaller areas, planners sought to find concrete examples that can help move the transboundary dialogue forward in order to facilitate MSP across borders.

The Southwest Baltic case study takes place in a context of both existing plans and ones that are in the making. Consequently, transboundary MSP has had to pay attention to cohering with existing plans in the case of the German Exclusive Economic Zones (EEZ) and plans for territorial waters made by the Land Mecklenburg-Western Pomerania. Furthermore, the transboundary collaboration allowed for greater alignment of the MSP work carried out in partner countries. Planning authorities and other institutional stakeholders from the four countries engaged in the case study were able to raise issues of cross-border concern to the attention of their counterparts.

Figure 1: Southwest Baltic case study area. Source: Nordregio

SOUTH WEST BALTIC CASE STUDY



The Southwest Baltic case study area includes the territorial seas of Denmark, Sweden, Poland and Germany. Figure 2 provides an overview of the area, showing coastal municipalities and the boundaries of the countries' territorial waters and EEZ. Figure 2 also shows the population of different municipalities illustrated via variously sized orange circles that denote 10,000 inhabitants and more, altogether accumulating a population of 5,721,494 inhabitants (in 2015). The map also displays major cities with more than 200,000 inhabitants, namely Copenhagen, Malmö, Gdynia, Gdańsk, Szczecin, Rostock and Lübeck.

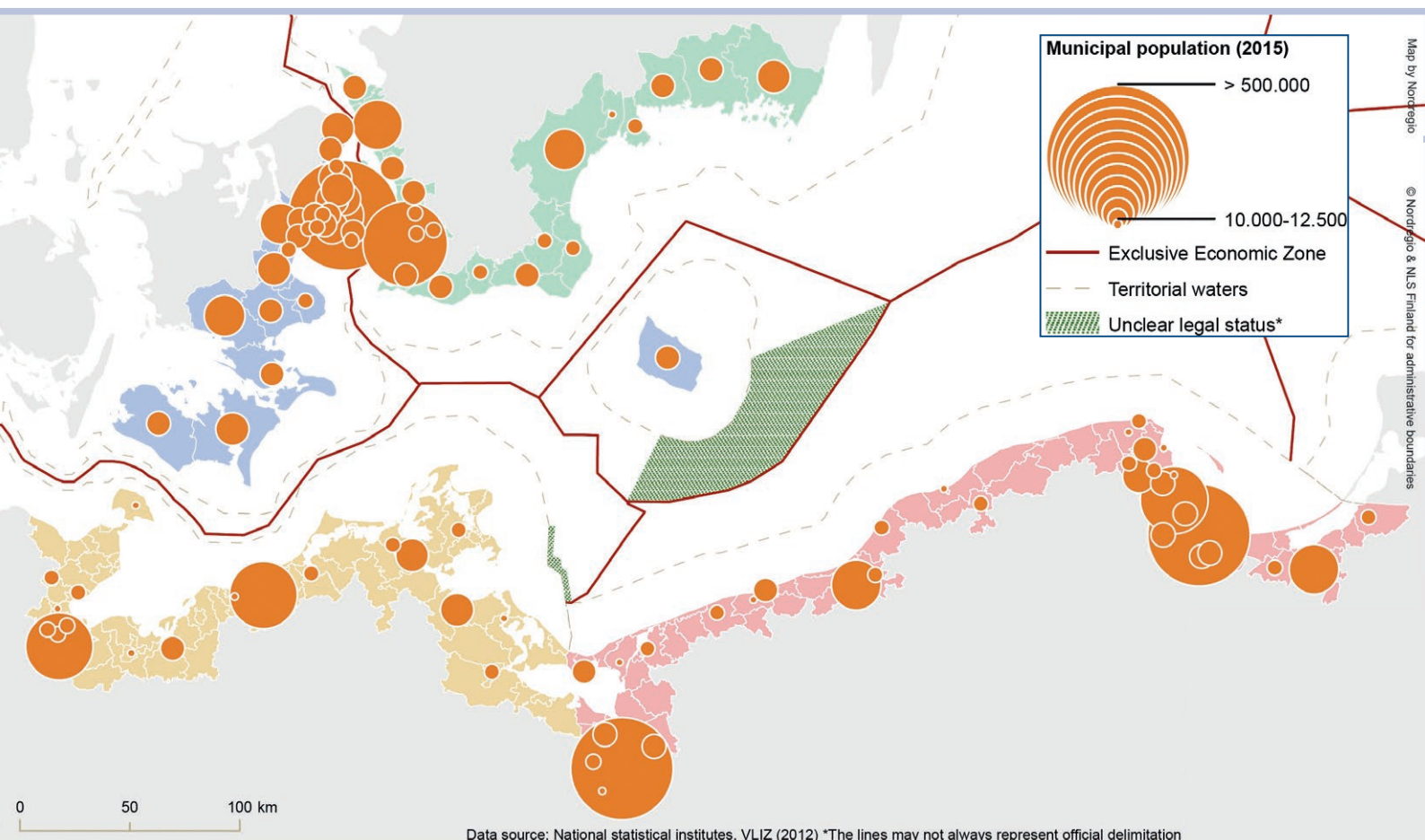


Figure 2: The Southwest Baltic maritime and land-perspective/ Municipal Population (2015). Source: Nordregio

The economic conditions are quite different across the Southwest Baltic. Figure 3 shows a map of GDP per capita for the year 2013 and of NUTS 3 regions (or comparable regional levels).

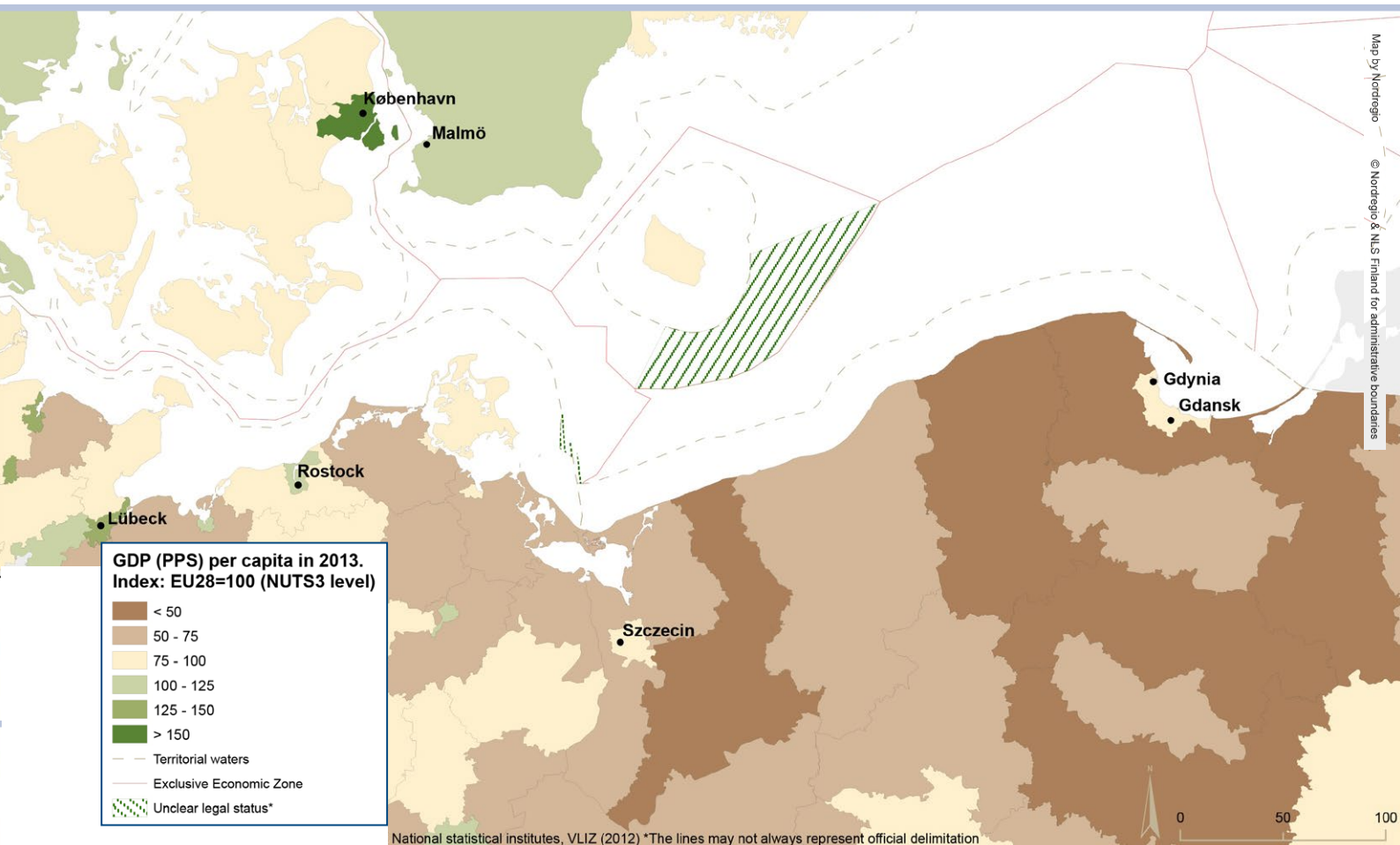


Figure 3: GDP per capita in the Southwest Baltic. Source: Nordregio

The highest GDP per capita is generally concentrated in larger urban centres, while more rural regions tend to have a weaker economy. Figure 3 shows a higher GDP per capita in Copenhagen, Szczecin, Gdynia and Gdańsk, Rostock and Lübeck metropolitan regions compared to those cities' neighbouring regions. This is also the case of Malmö, even though the map does not show a difference in the GDP distribution between the city and neighbouring municipalities⁶. Moreover, there is also a significant variation between the mentioned cities in terms of GDP. While the highest GDP per capita is in Copenhagen with a >150% of the EU's average, Szczecin, Gdynia and Gdańsk range between 75-100% of the EU's GDP per capita average (in 2013). Similar variations exist between rural regions, where those showing higher indicators are located in Sweden, Denmark and western Germany, and those with lower indicators are located in eastern Germany and Poland. Yet, the GDP per capita values in the rural regions of the whole Southwest Baltic area, are below the EU's average. Southwest Baltic countries face common challenges concerning, for instance, demographic development, economic growth, unemployment (especially among young people) and the economic development of rural areas.

⁶ This has to do with the scale used for the elaboration of this map.

1.2. COLLABORATION AND PARTNERSHIP IN THE SOUTHWEST BALTIC CASE STUDY

The Baltic SCOPE project has brought together the national planning authorities from the Southwest Baltic countries responsible for MSP (Table 1), research institutes, namely Nordregio (an international research centre for regional development) and planning and the Finnish Environment Institute (SYKE) along with intergovernmental organisations, namely Visions and Strategies Around the Baltic Sea (VASAB) and the Baltic Marine Environment Protection Commission - Helsinki Commission (HELCOM).

Table 1: Participant Planning Authorities in the Southwest Baltic Case Study

| Country | Planning Authority (Partner in Baltic SCOPE) |
|---------|---|
| Denmark | Danish Maritime Authority, preceded by the Danish Nature Agency |
| Sweden | Swedish Agency for Marine and Water Management (SwAM) |
| Poland | Maritime Office in Szczecin |
| Germany | Federal Maritime and Hydrographic Agency (BSH) |

In addition to the formal partnering organisations, a number of authorities and sectoral agencies provided their support to the Baltic SCOPE project in different forms. In the cases of Denmark and Poland, other agencies and institutes were involved directly in the work of the Baltic SCOPE as sub-contracting partners. Specifically, the Maritime Institute in Gdansk, Poland, the Danish Environmental Protection Agency, the Danish Agrifish Agency, the Danish Coastal Authority and the Danish Energy Agency.

Even though the four partnering countries belong to the EU, their maritime spatial plans are guided by their own and different national spatial planning and legal systems. The countries covered by the area for the Southwest Baltic case study are at different stages in their national MSP processes with varying legally binding effects. Germany, for instance, already developed its first maritime spatial plan in 2004/5 for the Mecklenburg-Western Pomeranian state and in 2009 for the EEZ. Denmark, on the other hand, adopted its first legislation regulating MSP in the spring of 2016. Seen from a transnational perspective, different development stages of national MSP and varying institutional responsibilities make a coherent implementation of MSPs a challenge (see also Smith et al. 2011, p.297). As the responsibilities for spatial management differ between countries and administrative tiers, cross-border cooperation requires multi-level and horizontal interaction of various authorities operating at different territorial tiers.

In this context, the Baltic SCOPE project is not meant to develop one joint maritime spatial plan covering all case study areas. Instead, and more importantly, the project provides a platform for the responsible national maritime planning authorities to exchange knowledge enabling them to generate a comprehensive picture of current and future activities in the Baltic Sea and to exchange information and collaborate on relevant issues such as the need for information, procedures and channels of interaction, planning tools, or actual use coordination. This in turn may lead to a common understanding, greater alignment of national maritime spatial plans and, ultimately, to better solutions for the whole Baltic Sea, particularly transboundary issues.

Considering the transnational nature of the Baltic SCOPE project, particular mechanisms are needed to enable relevant authorities and stakeholders to be included in transnational MSP processes. Moreover, it is highly important to be sensitive to national differences in e.g. priorities, frameworks, and development stages. To sum it up, Baltic SCOPE was designed to facilitate transnational MSP in the Baltic Sea region through coordination and interaction of responsible national planning authorities and other relevant actors by providing space to engage with:

- National authorities in charge of MSP from partner countries à transnational coordination;
- Other national authorities (ministries / agencies) à horizontal coordination in the national setting;
- Regional authorities and other stakeholders à vertical coordination in the national setting;
- Linking sub-national authorities to the transboundary discussions;
- Feeding transboundary knowledge back to the sub-national levels.

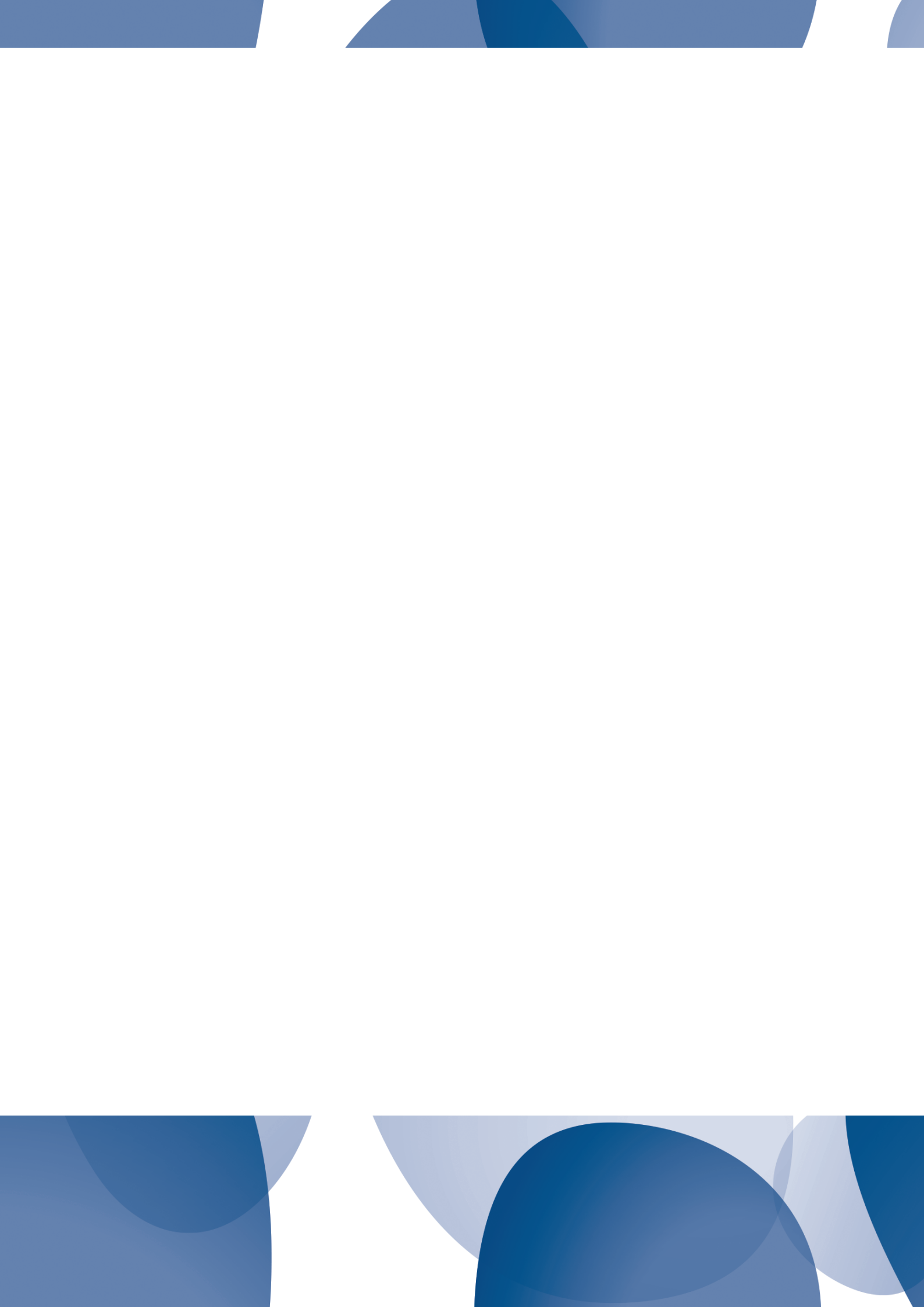
Cross-border cooperation towards sustainable solutions requires collaboration from the earliest stages and a continuous dialogue and negotiations throughout the entire planning process. The following section outlines the process undertaken by national planners in the Southwest Baltic case study from identifying areas of potential synergies and conflicts to finding solutions and coming up with recommendations.

1.3. THE PROCESS

The planners' group in the Southwest Baltic case study adopted a focused geographic approach to their discussions and analysis, identifying planning issues and seeking solutions in transboundary focus-areas within the case study area and specific sectoral areas. Debates and discussions within the Southwest Baltic case study ranged from the broad - identifying present and future use and broad geographic/sectoral conflicts and synergy areas - to the specific - identifying and addressing concrete issues in a small number of selected geographic and sectoral areas with the highest number of competing or conflicting activities with a transboundary context. The process of identifying the major issues took place mainly during the first two phases of the project: the preparatory and identification phases. Finding solutions and formulating recommendations took place in the last two phases of the project: the solutions and conclusions phase.

- **Identifying Issues:** National planners and stakeholders identified and highlighted the main areas of potential synergies and conflicts in the Southwest Baltic Region as well as other issues that require cooperation. This was achieved through the development of topic papers, a matrix of national interests and broader discussions within the projects' planners' meetings, national stakeholder meetings and in a transboundary general stakeholder conference.
- **Finding Solutions and Formulating Recommendations:** National planners identified solutions and formulated recommendations to address conflicts and promote potential synergies in transboundary focus-areas and across sectors. This was achieved through open discussions within trilateral and bilateral meetings and unilateral tasks assigned to specific project partners.

Chapter 2 provides a more detailed overview of how the process in the Southwest Baltic case study evolved and the methods used (many of them were developed ad-hoc) for identifying and solving cross-border or transboundary conflicts in the Baltic Sea region.





2. METHODS USED IN THE SOUTHWEST BALTIC CASE STUDY

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The methods used in the Southwest Baltic case study can be divided into two major categories: a step-wise approach and a cross-cutting approach (Table 2). Methods in the step-wise approach served a purpose at a specific time in the project and allowed determining the following steps. A crosscutting approach was visible, on the one hand, throughout the whole project implementation and at specific occasions (e.g. different types of meetings). On the other hand, crosscutting approaches were used or relevant all throughout the project's timeframe, i.e. the pan-Baltic discussions. Moreover, while some of these methods were predefined from the start of the project, such as project and planners meetings and events as well as stakeholder involvement, other methods came about as need arose. This explorative methodology shows the solution-based nature of the Baltic SCOPE project as well as the infancy of the MSP field in general.

Table 2: Methods used in the Southwest Baltic Case Study

| Methods Used in the Southwest Baltic Case Study | | |
|--|---|--|
| Step-wise Approach | | Cross-cutting Approach |
| Topic Papers | | Planners and Project Meetings and Events |
| Stakeholder Involvement | | |
| The Matrix of Interests | | |
| Bi- and tri-lateral meetings | | |
| Practical Approach | Bilateral Dialogue | |
| <ul style="list-style-type: none">• Sharing data• Matrix of overlapping interests• Mapping exercises | Involvement of other Ministries/bodies that have an impact on MSP | Pan-Baltic Discussions <ul style="list-style-type: none">• An Ecosystem-Based Approach Taskforce• Tasks Assigned to individual countries |

The different methods listed above arose during the process as the partners sought solutions to cross-sectoral and transboundary issues. Initially, the partners considered it natural to develop Topic Papers in order to gather enough contextual and detailed information for each sector as evidence for the planning process. Further on, partners actively fostered stakeholder involvement to evaluate and enrich the quality of the information gathered and identify the existing and potential conflicts and synergies between sectors. Throughout this process, the partners had pre-identified smaller transboundary focus-areas within the Southwest Baltic case study area that concentrated on a number of issues to be dealt with in MSP through a transnational context. Consequently, the partners engaged in an exercise to map the different national sectoral interests within each transboundary focus-area in the so-called 'matrix of interests'. After the final list of transboundary focus-areas was defined, the partners argued that in order to move forward it was necessary to narrow the scope of the Southwest Baltic case study by focusing on smaller 'bi- and tri-lateral meetings' to address each of them separately. Issues could then be addressed in greater detail, thus increasing the chances of achieving agreements between the authorities responsible for MSP (partners in the Baltic SCOPE project). Finally, other issues required direct dialogue between two partners, or all partners, thus bilateral-dialogue as well as pan-Baltic discussions were conducted.

The methods used in the Southwest Baltic case study are explained in greater detail in the following sub-chapters.

2.1. PLANNERS AND PROJECT MEETINGS AND EVENTS

Project partners met in different constellations throughout the two-year project period in:

- **Partners Meetings:** involved all or most partners, planners from both case study areas, communication (VASAB), administration and research organizations (HELCOM, SYKE and Nordregio);
- **Planners Meetings:** engaged mostly planners and were organized as separate working-meetings per case-study area; research organisations attended and partially facilitated these;
- **A Stakeholders' Conference:** institutional stakeholders were invited to provide input (see following sections);
- **Bilateral/Trilateral Meetings:** included experts from only two or three countries to discuss more punctual issues on smaller transboundary focus-areas (see following sections);
- **2nd Baltic MSP Forum⁷:** organized by VASAB and Baltic SCOPE in cooperation with The International Council for the Exploration of the Sea (ICES), it was aimed at bringing together practitioners, policy-makers, researchers and stakeholders involved in marine and coastal activities. The MSP Forum attracted approximately 250 people to the various activities offered, including panel discussions, seminars, workshops, and networking events. The Baltic SCOPE project exhibited its preliminary results through different interactive workshops and also used the forum as a final opportunity for contributions towards the ongoing work.

The first stage in the process involved national planners coming together to discuss and identify the main issue areas in the Southwest Baltic region. A number of meetings took place during the initial project phases with the purpose of initiating a cross-border dialogue between planners and stakeholders to examine transboundary topics within specific focus-areas. This process involved:

- Exchanging information about the current state of development in national MSP processes within the partner countries;
- Learning about the planning context in these countries;
- Identifying different national approaches, timescales and knowledge levels related to topics of interest;
- Highlighting areas of potential transboundary synergies and conflicts;
- Lectures on the environmental effects of shipping, and on establishing safety distances in shipping.

Based on earlier collaboration and the knowledge and experience of project partners, some potentially interesting transboundary focus-areas and relevant topics/sectors had been identified at an early stage in the process. Some of these areas were bilateral in character (involving two countries) and other areas were multilateral in nature (involving more than two countries). These areas concentrated different types of issues, such as conflicts between interests concerning nature and the offshore wind farm installations, shipping routes and fishing grounds, gravel extraction as well as political conflicts on the sovereignty of certain sea areas.

⁷ More information about the 2nd MSP Forum: www.balticscope.eu

2.2. TOPIC PAPERS

During early discussions, the partners decided to concentrate their effort on four sectors, which were considered key in a transboundary context. These included:

- Shipping/Transport
- Energy

- Fisheries
- Environment/Nature Protection

Aquaculture and tourism were discussed and seen as less relevant in the context of Baltic SCOPE; their transboundary character is rather limited, as aquaculture is more of a national priority and both uses are concentrated in coastal waters.

Following this decision, each partner from the Southwest Baltic case study was given the task to lead the development of a topic paper⁸ on one of the selected sectors. The work was divided according to the expertise of respective partners: shipping/transport (DK); energy (DE); fisheries (SE); and environment/nature protection (PL). The topic papers were meant to outline the most important transboundary issues for each sector and were successful in deepening the discussion between project partners. Discussions circled around the concept of transboundary issues, cross-sectoral thinking, and transboundary focus-areas (also known as geographical areas within the project). Project partners agreed to centre their work on specific focus-areas depending on the scope of the topics/sectors. In addition, a cross-sectoral approach was supported by all partners, as it was necessary to discuss the ways in which conflicts between sectors are handled and how to better address the different activities in MSP in a transboundary context.

Drafts of the topic papers were shared with stakeholders prior to the Stakeholder Conference designed to receive feedback on the transboundary issues identified by each sector in connection to MSP. The input provided by stakeholders was later used to fine-tune the topic papers. After that, the topic papers were used as the basis for diving into more concrete issues and creative activities within transboundary focus-areas, which then helped to identify possible solutions (e.g. planning suggestions, policy and planning recommendations) to facilitate a coherent MSP process between countries.

2.3. STAKEHOLDER INVOLVEMENT

As an essential part of the Baltic SCOPE process, project partners have been active in engaging relevant stakeholders in a cross-border and cross-sectoral debate about the planning of the Baltic Sea. The main purpose of this stakeholder outreach was to initiate a cross-border dialogue between planners and stakeholders within the context of the transboundary topics and focus-areas identified by project partners during planning meetings and highlighted within the topic papers. Stakeholder involvement has taken place at the national level through thematic meetings and workshops and on a transnational level through a large-scale stakeholder conference focusing on transboundary issues. Stakeholders participating in these project-related events included mostly representatives from relevant public authorities, planners, sector experts (including researchers) and in some cases private companies (particularly from the energy sector). However, the transnational process involved mostly institutional stakeholders.

At the national level, each country approached the process of stakeholder involvement within Baltic SCOPE differently by adopting a range of engagement activities and inviting different stakeholders to participate in the discussions. The national level stakeholder participation processes are briefly outlined below. Following the activities conducted at a national level, transboundary stakeholder involvement as part of Baltic SCOPE's specific activities is further elaborated.

Denmark: Stakeholder involvement focused on the most relevant governmental bodies and agencies. These agencies relevant to the different topics in Baltic SCOPE (AgriFish, Energy, Nature etc.) were invited to actively participate in the process of the Baltic SCOPE. A political transition of the Danish administrative structure for MSP, which occurred during the project period, resulted in a shift of responsibility between public agencies. The responsibility for MSP was handed over from the Danish Nature Agency to the Danish Maritime Authority. As a result, additional stakeholders were not engaged in the project.

Germany: A process of stakeholder engagement was conducted via telephone interviews with individual representatives of relevant public authorities, rather than organising common stakeholder events. Prior to the interviews, stakeholders were updated on ongoing MSP processes and Baltic SCOPE cross-border issues. The interviews were designed to create awareness amongst the stakeholders about MSP processes and the need for transboundary cooperation as well as to get the stakeholders' input for the development of planning solutions in the project.

⁸ Topic papers must be regarded as 'working documents'. Access: www.balticscope.eu

Poland: Baltic SCOPE supported and enriched the on-going national stakeholders' involvement process. The idea of initiating cross-border discussion prompted Polish MSP authorities to organize under the project 1st National Stakeholders' Meeting devoted to this purpose. The meeting brought together representatives from governmental bodies, sectoral organizations, researchers and main operators. The main objectives of the meeting were to inform stakeholders about cross-border MSP issues identified by the Southwest Baltic planners, identify key issues as well as the areas of cross-border spatial conflicts from a Polish perspective and determine what knowledge is available on plans in neighbouring countries from the standpoint of MSP processes in Poland. In addition to this, they were provided with information on ongoing national plans.

Sweden: Stakeholder involvement has evolved around a series of thematic group meetings aimed at providing information, gathering input from the participants and promoting institutional learning. Participants in the meetings were mostly government agencies including county administrative boards, representatives from local and regional councils. The meetings primarily focused on national planning issues, but also revolved around cross-border issues when appropriate, and provided a sectoral perspective with the aim of evidencing possible conflicts and synergies between sectors. The information gathered from these meetings was then brought forward to the planners' meetings within Baltic SCOPE as planning evidence. Furthermore, maps and findings were presented to a general public in a broader national stakeholder meeting, which also involved non-authority stakeholders.

The transnational stakeholder involvement was based on a Stakeholder Conference held in Malmö in January 2016. Project partners received the responsibility of identifying and inviting key national stakeholders with relevant knowledge and expertise to the conference to sufficiently cover the four main themes (energy, shipping, fishing and environment,). Conference participants (approx. 60 people) were assigned to one of four thematic working groups. Participants were divided according to their field of expertise and received a topic paper prior to the meeting containing information specific to their sector and focusing on transboundary issues. The topic papers also contained draft recommendations to be discussed during the thematic meetings. To facilitate the discussion process, the participants received a number of key questions in advanced - to be reflected upon during the course of the meeting. The goals of the conference were to:

- Create awareness of the MSP mandate and processes in respective countries;
- Develop stakeholder understanding of other sectors' needs;
- Generate discussions about cross-sectoral and transboundary issues;
- Identify the main role of each sector in the development of MSP;
- Provide input for planners in the Southwest Baltic area on possible ways of aligning the national MSPs;
- Develop a number of policy ideas and recommendations from the workshop and panel discussions.

The Stakeholder Conference was a good meeting point for stakeholders from different sectoral authorities. However, the project partners found it difficult to convince key sectoral experts to participate; in fact, the shipping working groups lacked key experts. It was generally harder than expected to mobilise stakeholders to participate; sector experts do not always have a holistic view on the different uses of maritime space and can at times ignore the needs and relevance of other sectors. Moreover, the project partners noted that the amount of revealing information that emerged during the workshops did not contribute much new information but rather confirmed the importance of the issues already identified through the Baltic SCOPE project. Still, the workshops did provide additional details that are valuable for planners to understand how to approach the sectoral stakeholders and their needs, and how to better integrate those needs within MSP.

2.4. THE MATRIX OF INTERESTS

Southwest Baltic partners worked on key transboundary focus-areas within the case study area where several sectoral interests converged. These include areas that are already under intensive use by shipping, fisheries, sand and gravel extraction and energy purposes. Other emerging topics are offshore energy development, environmental concerns (e.g. disturbance to harbour porpoises, an endangered species) and disputes over the sovereignty of certain maritime areas.

In order to address the high complexity of the focus-areas and the issues interlinked within them, the planners designed the so-called matrix of interests exercise. This exercise consisted of mapping the present and potential (planned) sectoral interests within each of the transboundary focus-areas and determining the degree of interest. This allowed them to compare the level of priority given by the different countries to each item (interest/issue) in each specific focus-area. In addition, the exercise also aimed at gathering information about existing restrictions or regulations within each of these areas. All of this information was put together in a way that could be easily visualised (Figure 4). Info Box 1 provides a detailed description of the exercise and interests evaluated.

By gathering this information, the exercise aimed at sorting the areas that were deemed interesting and useful for further detailed discussion within the Southwest Baltic case study. By focusing on smaller areas, it was possible to find concrete examples that would help move the transboundary dialogue forward in order to facilitate MSP across borders.



INFO BOX 1: THE INTERESTS MATRIX EXERCISE: TABLE OF FOCUS AREAS – PURPOSE AND MESSAGE

This exercise consists of illustrating which (sectoral) interests exist in each of the focus areas. The resulting matrix should provide an overview of the scope of interests and potentially different priorities between the countries involved as well as potential conflicts in the respective areas. More generally, the exercise helps to document how the project partners have come to certain decisions.

The preselected 'Focus Areas' are placed on the top horizontal axis of the matrix, these include:

- Southern Middle Bank
- Adlergrund
- Kriegers Flak
- Öresund
- Odra Bank
- Harbour Approach
- Grey Zone
- Fehmarn Belt

Country acronyms indicate that these have a stake in the specific focus area (e.g. PL, DK, DE, SE). The existing and planned uses and interests are listed in the column on the far left of the matrix. By using this matrix, one may classify the interests according to the level of concern, by focus area, and by country. To do so, the following colour coding is used:



| | | | | | | | |
|---|-----------------|---|----------------|---|-------------|---|----------------|
|  | strong interest |  | minor interest |  | no interest |  | no information |
|---|-----------------|---|----------------|---|-------------|---|----------------|

List of interests:

The following interests, planned or existing uses are to be evaluated in each focus-area.

- **Offshore Wind Energy**
- **High Voltage Cables, Data Cables and Pipelines**
- **Other Physical Infrastructure** (e.g. tunnels, bridges, oil platforms, research stations, etc.)
- **Ship traffic** / International Maritime Organization (**IMO**) **Routes** (important shipping routes)
- **Sand and Gravel Extraction**
- **Fishery** (Activities or Interests)
- **Conservation Areas** (Natura 2000 sites: Sites of Community Importance (SCI) according to EU Habitats Directive and Special Protection Areas (SPA) according to EU Birds Directive)
- **Other Nature Conservation and Nature Management Interests:** In addition to spatially defined conservation areas, note other interests that go beyond spatial delimitations e.g. spawning areas or areas with a special consideration of marine mammals or protected bird species.
- **Defence** (national/transnational interest with regard to military uses)

Existing Planning Restrictions/ Regulations: Additionally, under the list of interests, one can point out any existing planning restrictions known to both partners doing the exercise and other regulations in each focus-area. Partners can also stress when no restrictions exist.

| | | | |
|---|--|---|------------------------------------|
|  | existing planning restrictions/regulations |  | no restrictions/ regulations known |
|---|--|---|------------------------------------|

If restrictions exist they may include plans or other regulations that affect the focus-area in any particular way. Consider also existing regulations in the neighbouring countries since they may affect the interests in either country. For example, the German Offshore Grid Plan defines a particular gate for interconnectors to link with Sweden. This could have an impact on the Swedish planning process.

| FOCUS AREA | Middle Bank | | Adlergrund | | | Kriegers Flak | | |
|---|---|-----|-----------------------------------|-----|----------|--|----------|----------|
| INTEREST / COUNTRIES participating | PL | SE | SE | DK | DE | SE | DK | DE |
| Offshore Wind Energy (planned/existing) | | | | | | | | |
| Power Cables (planned / existing) | | | | | | | | |
| Data Cables (planned / existing) | | | | | | | | |
| Pipelines (planned/existing) | | | | | | | | |
| Other physical Infrastructure (Tunnel etc.) | | | | | | | | |
| Ship Traffic / IMO Routes | | | | | | | | |
| Sand and Gravel Extraction (planned/existing) | | | | | | | | |
| Fishery | | | | | | | | |
| Conservation Areas | | | ? | | | ? | | |
| Other Nature Conservation and Managing Interests | ?? | ?? | | | | | | |
| Defence | | | | | | ? | | |
| Planning Restrictions/ Regulations existing | | | | | | | | |
| Territorial Sea (TS) / Exclusive Economic Zone (EEZ) | EEZ | EEZ | EEZ | EEZ | EEZ / TS | EEZ / TS | EEZ / TS | EEZ / TS |
| Notes / remarks | there might be NGO interests with regard to nature conservation (harbour porpoise); IBA | | need for more information from DK | | | nature conservation interests in German EEZ with regard to bird migration (cranes) and reef structures | | |
| Responsibility for (geographical) information about areas | SE+PL | | DE | | | DE+SE | | |

| | | | | | | | |
|--|--|--|------------------------------------|--|-------------|--|----------------|
| | strong interest | | minor interest | | no interest | | no information |
| | existing planning restrictions/regulations | | no restrictions/ regulations known | | | | |

4th Planners Meeting/2nd December 2015

[illegible]

Figure 4: Matrix of national interests in focus-areas of the Southwest Baltic case study. Source: Baltic SCOPE

Disclaimer: This matrix is merely an illustration with the intention is to highlight the methods used within the Baltic SCOPE project to provide process-tracing evidence of how and why partners took certain decisions. This assessment of national interests in the Baltic Sea was an exercise developed by the participating partners with the best available knowledge at the time and does not necessarily reflect the national governments' positions regarding these individual matters.

Definition of Different Types of Geographical Areas

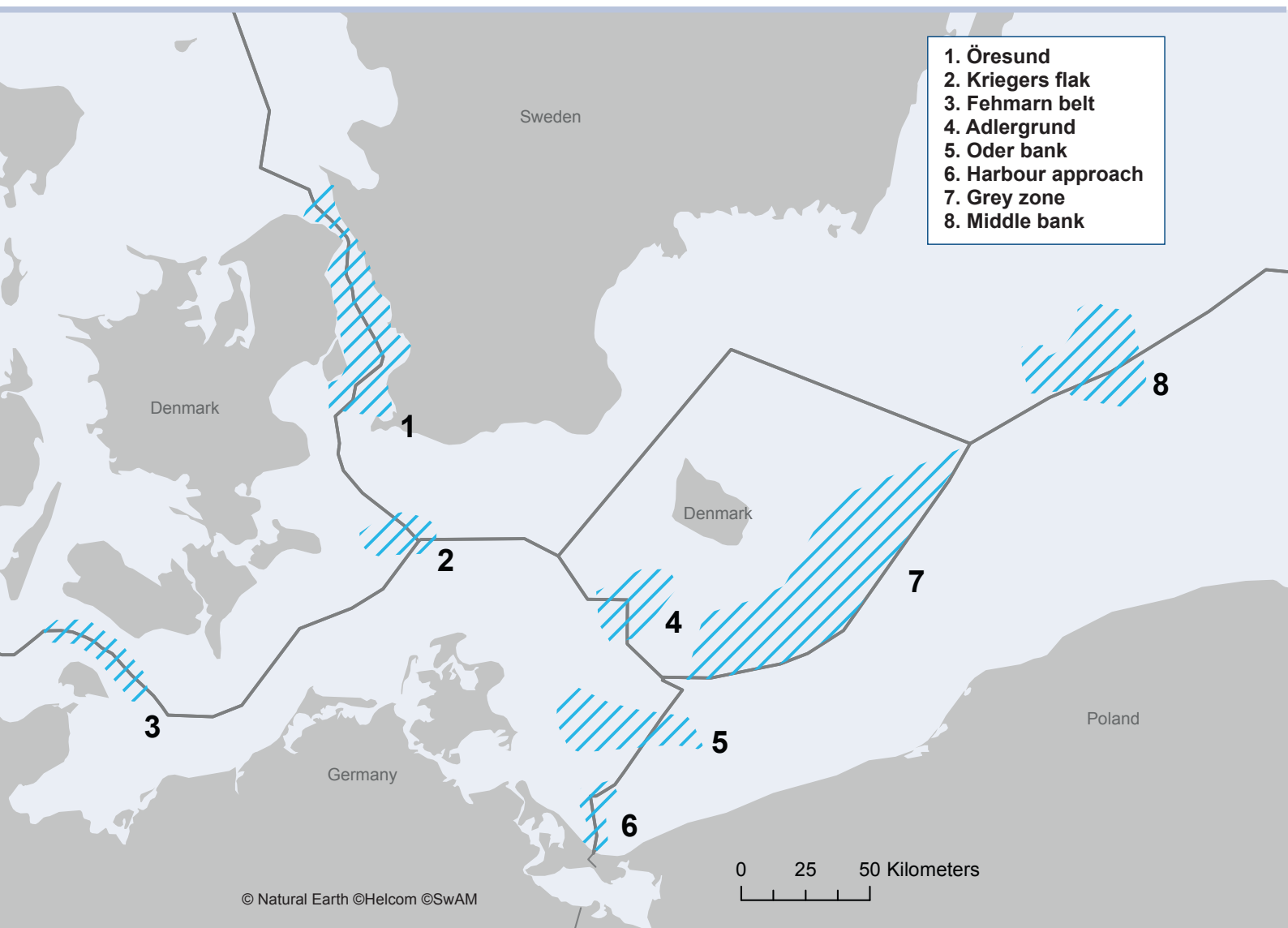


Figure 5: Key transboundary focus-areas within the Southwest Baltic case study area in Baltic SCOPE. Source: SwAM

In preparation for the matrix of interests exercise, the partners preselected a number of transboundary focus-areas (see Figures 4 and 5). These areas cover a diversity of important interests and issues and are located across different countries' boundaries and bordering EEZs.

For instance, common interests and synergies exist across borders or bordering EEZ in the following focus-areas: the Öresund (on the Danish-Swedish border), the Southern Middle Bank (EEZ of Poland and Sweden), and the Kriegers Flak (EEZ of Sweden, Germany and Denmark). The Öresund area is of strategic importance for the shipping sector for both Denmark and Sweden. The Southern Middle Bank presents ideal conditions for offshore wind energy development, which is a common interest both in Poland and Sweden. Likewise, the Kriegers Flak area has suitable geological conditions for large-scale offshore wind farms and has already been designated (reserved?) for this purpose by all three countries.

Other areas, however, have sparked heated discussions. For instance, the Adlergrund (German-Danish EEZ) was identified as an interesting area for wind energy development early on. However, the area has also been designated for nature conservation, thus Denmark has dropped any further planning for the energy sector in this area. Nevertheless, Germany has already handed out licences for wind farms and grid connections. Other conflicts lay latent in the Odra Bank and harbour approach areas. Firstly, these areas are of great importance for nature conservation. Under this consideration, two applications for offshore wind farm development have been denied in the German EEZ. Yet, on the Polish side, applications for offshore wind farms are still pending, awaiting response. Additionally, a dispute between Poland and Germany concerning maritime areas in the Pomeranian Bay is a very sensitive and complex issue. Lastly, the project partners decided not to include the Fehmarn Belt area in their analysis since it is already quite developed and the planning options for MSP are rather limited.

Final List of Transboundary Focus-Areas:

The selection of transboundary focus-areas for the Southwest Baltic case study was based on the assessment of common and contrasting interests identified in the matrix of interests exercise (Figure 4). The planners also selected areas where they thought the project could provide the most input for future MSP solutions. The final list included:

- **Adlergrund** (between DK and DE);
- **Kriegers Flak** (between the EEZ of DE, SE and DK);
- **Pomeranian Bay**, covering both the Odra Bank and the Harbour Approach areas (between PL and DE);
- **Southern Middle Bank** (between EEZ of PL and SE);
- **Öresund** (Between SE and DK) and
- **Grey Zone** (between PL and DK).

To move on with the work on each focus-area, the partners agreed to divide the work into smaller, more concentrated bilateral and trilateral meetings to deal with each area. Only planners from relevant countries were to attend, rather than engaging the whole case study group. This decision helped to determine further problem-solving methods.

2.5. BI- AND TRI-LATERAL MEETINGS: PLANNING EXERCISE

Looking at each focus-area, partners realized that these present different types of issues, which need different approaches to tackle them. Consequently, a more practical approach (e.g. matrix of overlapping interests, mapping exercise) was used for Adlergrund, Kriegers Flak, the Pomeranian Bay and Southern Middle Bank, whereas Grey Zone and Öresund were addressed through bilateral dialogue.

Practical Approach

Three meetings took place between national planners, including:

- 1.** A Trilateral meeting between Sweden, Germany and Denmark in Hamburg, Germany, to discuss issues in the Kriegers Flak and Adlergrund areas.
- 2.** A Bilateral meeting between Poland and Sweden in Jurmala, Latvia, to discuss interests of the Southern Middle Bank.
- 3.** A Bilateral meeting between Germany and Poland in Berlin, Germany, to discuss activities of different sectors in the Pomeranian Bay.

Each of these meetings followed a common procedure in both preparation and structure, where the national planners carried out the following key tasks:

- Shared relevant national knowledge including information on national regulations and any specific project ideas or plans currently under development;
- Shared spatial data on existing and planned uses and other environmental and physical aspects;
- In some cases, a mapping exercise took place in which planners placed their national interests on a common map: e.g. the Southern Middle Bank;
- Developed a matrix outlining national interests in the focus-area, and identified overlapping interests. These were then categorized as a 'conflict', 'coexistence' or as 'competing' depending on the impact with each other. Moreover, an explanation of the nature and substance of overlapping interests was provided and some first potential solutions. Chapter 4 includes the simplified and improved versions of these matrices;
- Developed a few proposals that could promote synergies between countries and solve potential conflicts.
- At the end of each meeting, planners involved had to deliver a filled out protocol prepared in advance by Nordregio, which helped them structure and document their decisions and results obtained.

Sharing knowledge and data in preparation for the meeting was an essential element of the process, given the short amount of time available. This allowed partners to focus more efficiently on developing solutions and recommendations. Furthermore, partners stressed that through open knowledge sharing and dialogue a process of learning occurred which enhanced the potential for finding solutions and improved future collaborative efforts.

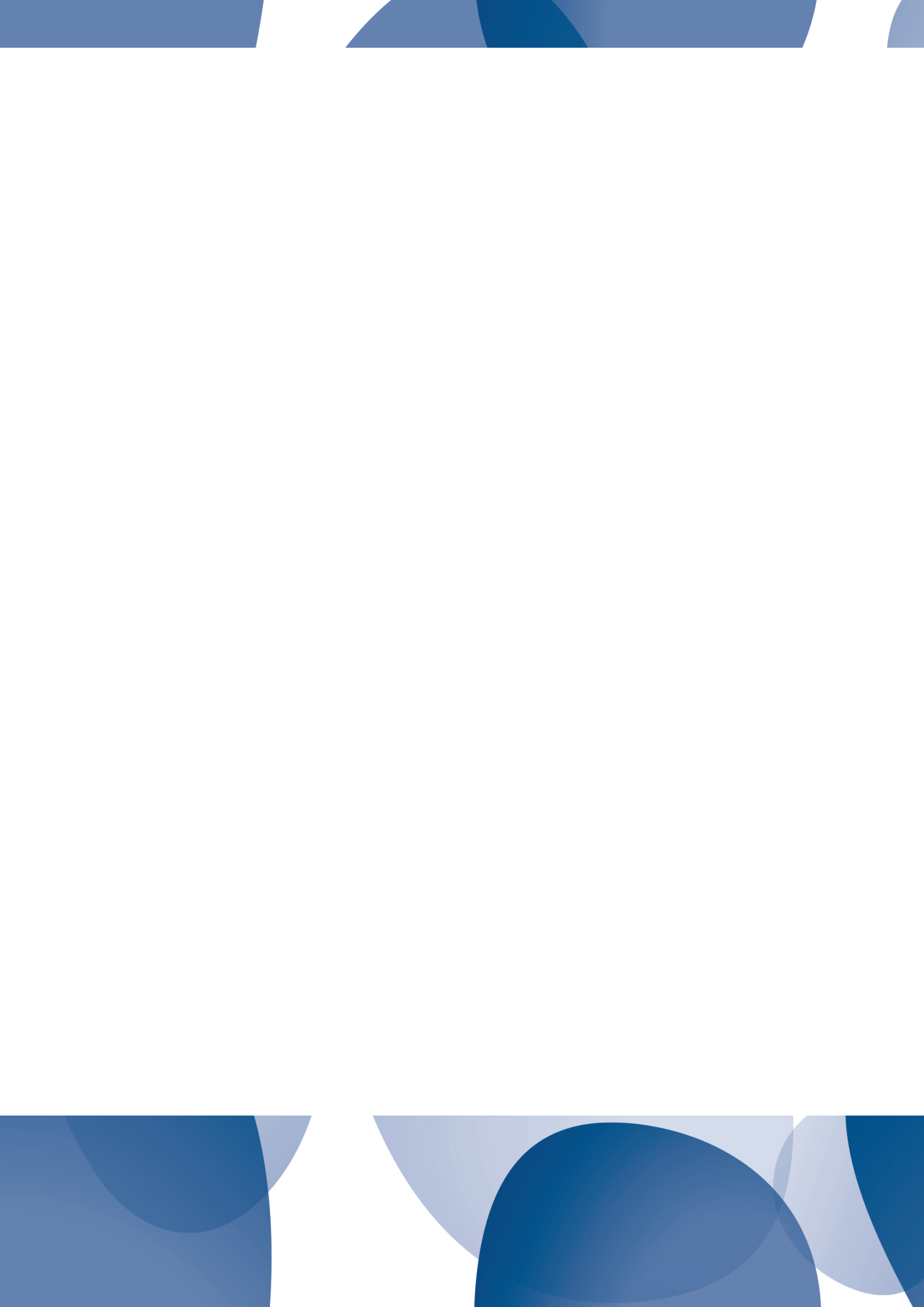
Öresund and Grey Zone were separated from the other areas, as partners realized that these require a different kind of approach. Even though a vast number of planning issues are concentrated in Öresund, the case study acknowledged the already existing close collaboration between the Swedish municipalities (responsible for MSP in territorial waters) and the Scania region with the Danish authorities and municipalities. However, there were still issues that partners considered worth discussing within Baltic SCOPE. The Grey Zone, on the other hand, brings to light a problem of unresolved borders between Poland and Denmark, which is a sovereignty issue rather than a planning one. Nevertheless, unsettled borders make the competences of planning authorities overlap. Such situations might in the future hamper/hinder elaborating maritime spatial plans of both countries, especially at the cross-border arrangements stage. Thus the dialogue between the parties was considered important.

- 1.** Bilateral dialogue between Denmark and Poland concerning the Grey Zone:
 - Poland addressed Denmark expressing their interest in finding temporary solutions for planning the disputed area – Grey Zone;
 - A bilateral meeting between planners took place in October 2016 in Gdańsk to address both countries' possibilities for "planning together" in the disputed sea area of the Grey Zone as a temporary solution until the border issue is resolved. The Ministries of Foreign Affairs of both countries supported the meeting;
 - Polish and Danish MSP authorities committed to further dialogue during the planning process, inter alia, through further bilateral meetings.
- 2.** Bilateral dialogue between Sweden and Denmark:
 - Both countries addressed the need to establish synergies in their national processes though with separate implementation timelines. Dialogue will continue in order to find solutions. During the Baltic SCOPE project, a bilateral meeting was held in September 2016 in Gothenburg.

2.6. DISCUSSIONS OF A PAN-BALTIC RELEVANCE

In addition to the focused work on finding solutions to problems in specific transboundary focus-areas, it was considered important to identify issues of a pan-Baltic relevance. These issues were approached in various ways:

- 1.** Denmark assumed the responsibility to develop a proposal for how to harmonise shipping safety zones.
- 2.** Denmark and Germany shared data on safety distances between offshore objects and shipping.
- 3.** Partners proposed the creation of a joint map for fisheries interests across the Baltic Sea, including countries' interests outside national waters. The map was not materialized during the Baltic SCOPE project, but the partners aim to produce it in future collaboration.
- 4.** The project partners proposed the creation of a joint map for green infrastructure and blue corridors. The map was not materialized during the Baltic SCOPE project, but the partners aim to produce it in future collaboration.
- 5.** A task force was established to address the ecosystem-based approach, which is required in the EU MSP Directive. The task force was initially set up within the Central Baltic case study. Its results were later on adopted and completed by partners of the Southwest Baltic case study as well. The task force elaborated three checklists to be used during different phases of the planning process in order to assure the conservation of the natural environment (see Chapter 4/Pan-Baltic Discussions).



3. FINDING SOLUTIONS: SOLVING CONFLICTS IN THE SOUTHWEST BALTIC AREA AND THE BALTIC SEA REGION

3. FINDING SOLUTIONS: SOLVING CONFLICTS IN THE SOUTHWEST BALTIC AREA AND THE BALTIC SEA REGION

In line with the methods explained above, this Chapter zooms in on the specific focus-areas. It provides an in-depth analysis of these areas through highlighting the main points of discussion conducted around these areas and the proposed solutions. Furthermore, this chapter also discusses issues of pan-Baltic relevance. Solutions derive from both a) transboundary focus-areas, and b) pan-Baltic discussions. The discussions held during the Baltic SCOPE project are summarised here, making the base for the policy and planning recommendations and conclusions presented in Chapters 4 and 5. This Chapter also presents some immediate results in the form of 'Planning recommendations' following each transboundary focus-area and pan-Baltic discussion sub-chapter.

3.1. TRANSBOUNDARY FOCUS-AREAS

Planners identified a number of focus-areas within the Southwest Baltic case study area that are important from a transboundary perspective and that require cooperation between the involved States (Figure 6). For instance, the Kriegers Flak focus-area, spanning between the EEZ of Sweden, Germany and Denmark, is important and potentially conflicting for the construction of offshore wind farms and interests for gravel extraction. The Öresund strait, where Denmark and Sweden border only in territorial waters is one of the busiest shipping routes of the Baltic. The same area has designated MPAs, raw material extraction and fisheries as well as the increasing interest for integration between the conurbations of greater Copenhagen extending to both sides of the Danish-Swedish border (including Malmö, the third largest city in Sweden). Moreover, the area around the Danish island of Bornholm concentrates a number of interests and conflicts. North of the island, towards the Swedish border, international shipping lanes, telecom cables and fishing grounds overlap in the same space, whereas, south of Bornholm, there is an area of overlapping claims between Denmark and Poland - the so-called Grey Zone. Another area of overlapping claims exists between Germany and Poland in the Pomeranian Bay. This area of the Pomeranian Bay (also including the Odra Bank) is of strong environmental concern, both for existing activities and planned ones (e.g. material extraction and submarine cables and pipelines), particularly in areas defined as Natura 2000. Another key area is the Southern Middle Bank, which is important for Sweden and Poland in terms of shipping, environmental concerns and interests for offshore wind farm development. This section provides a detailed description of each area's geography, existing conflicts and interests, the discussion held between partners across borders (including some first ideas for possible solutions) and some planning suggestions to be considered in future planning processes.

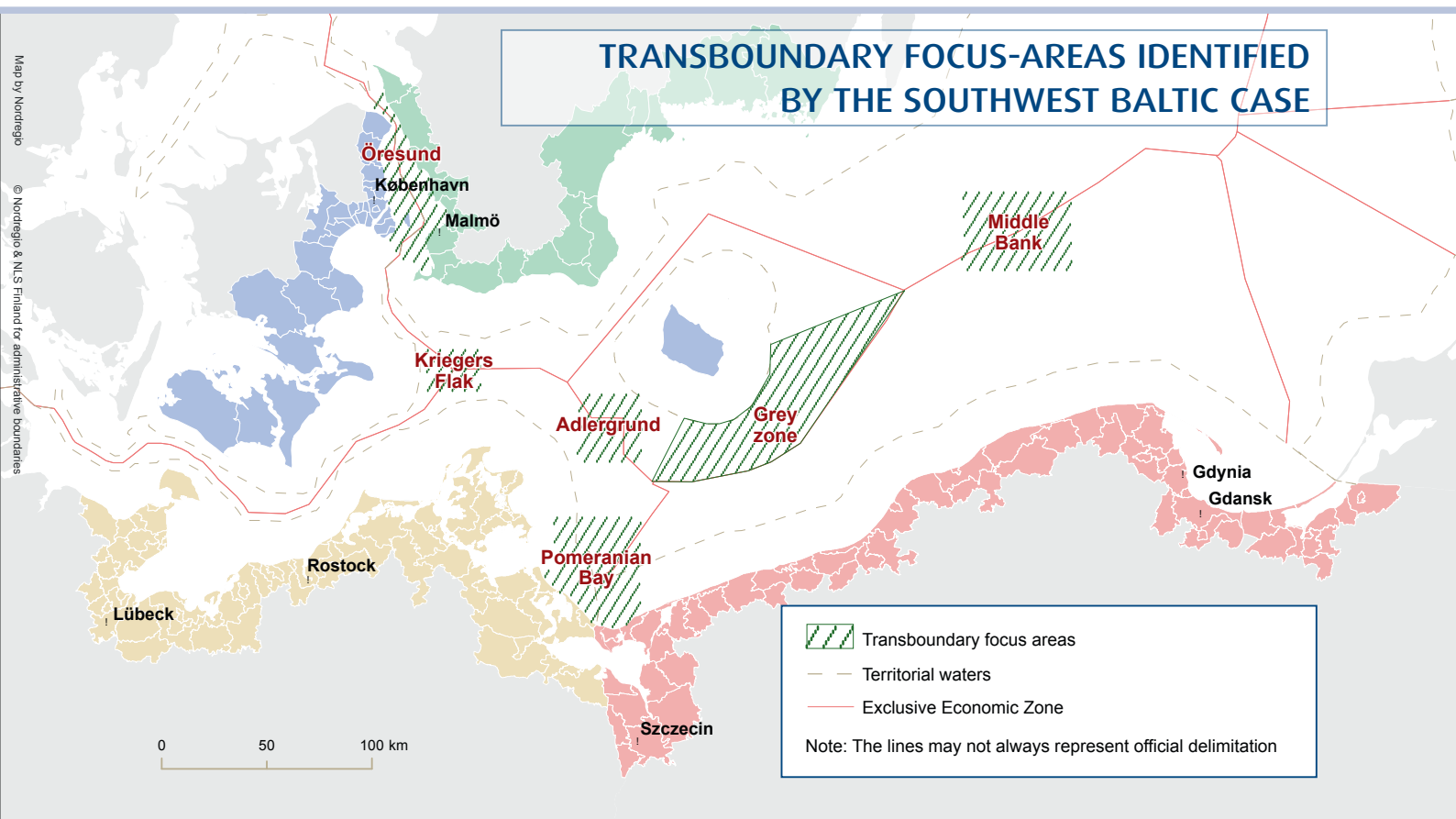


Figure 6: Transboundary focus-areas identified by the Southwest Baltic case study for detailed cross-border and cross-sectoral discussions and identification of solutions. Source: Nordregio

3.1.1. The Pomeranian Bay

Background:

The Pomeranian Bay is a sea area shared by Poland and Germany. A number of cross-sectoral and transboundary issues exist in the southern Pomeranian Bay, that need to be discussed between the countries.

There is an area of overlapping claims between Germany and Poland in the Pomeranian Bay, concerning in particular the northern harbour approach of Świnoujście and Szczecin where both countries claim jurisdiction.

Existing cross-border arrangements need to be discussed and further developed. Coherent maritime spatial planning is complicated by the fact that according to Poland, the northern approach to the Świnoujście and Szczecin harbours is part of the Polish territorial sea while according to Germany the area is part of the German EEZ.

From an environmental point of view a large part of the Pomeranian Bay is covered by the European system of protected areas, Natura 2000 (Figure 7), due to the presence of important resting and feeding grounds for seabirds, and habitats for marine mammals and certain flatfish species. Differences have been pointed out in the practical application of Natura 2000 regulations, which may pose complications during cross-border procedures and implementation of projects that may affect protected areas of neighbouring countries.

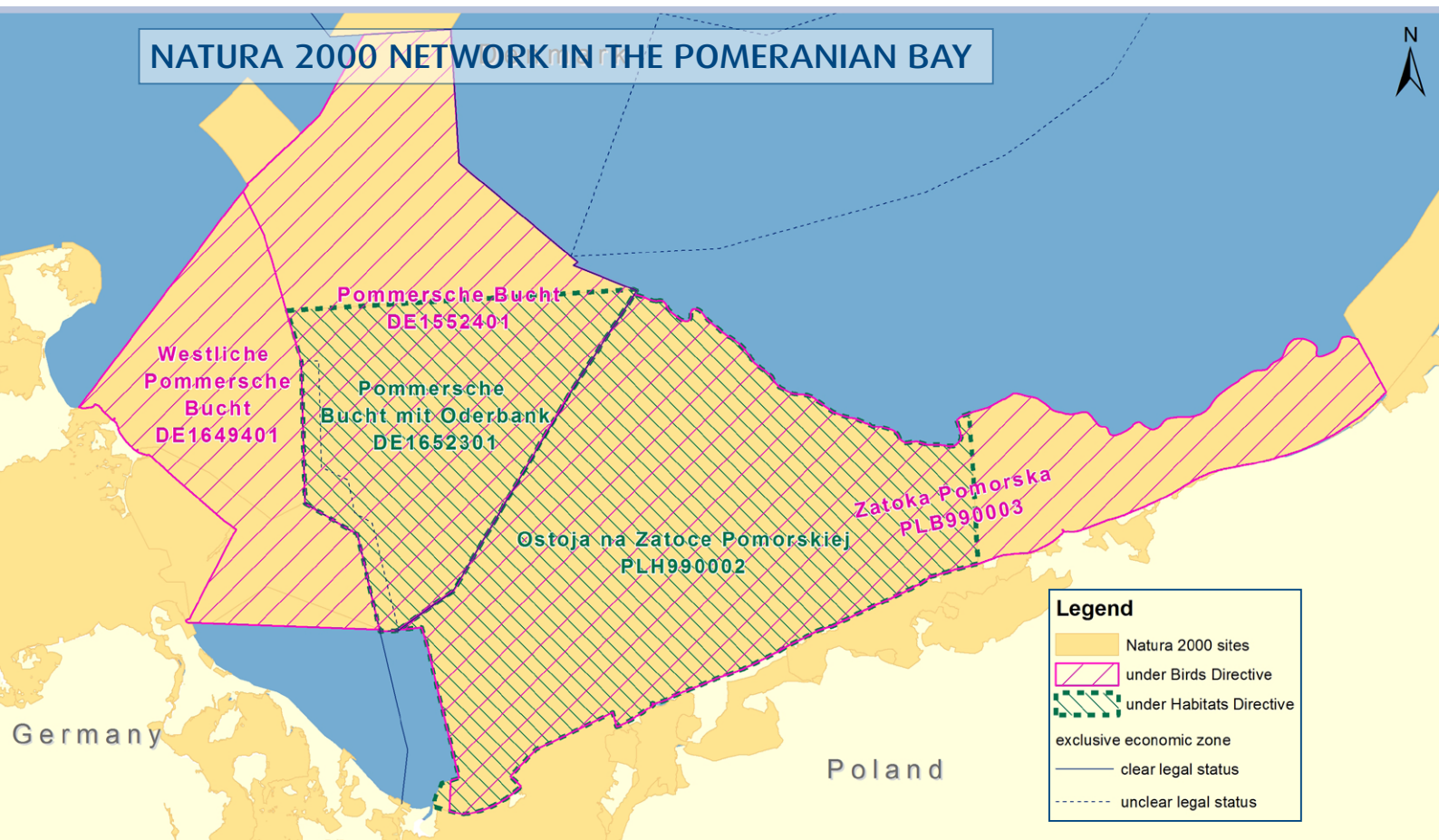


Figure 7: Natura 2000 network in the Pomeranian Bay. Source: Maritime Office in Szczecin

From an economic and social point of view, the sea ports in the area contribute significantly to development, growth and employment in the whole region. Smooth maritime transport flows are an important factor for the economic development of Germany and Poland alike.

The resolution of conflicts of interest that are common in other sea areas is extremely complex here, for instance the German nature protection area “Pommersche Bucht” overlaps the approach fairway to the Polish ports in Świnoujście and Szczecin (Figure 8). Nature protection area regulations may add to the difficulty of dredging operations maintaining or improving the Świnoujście and Szczecin northern harbour approach. In this area, concerns have also been raised between shipping activities and military training areas as maritime and defence sectors are associated with different priorities when it comes to the use of this area (e.g. temporary closure during live firing exercises).

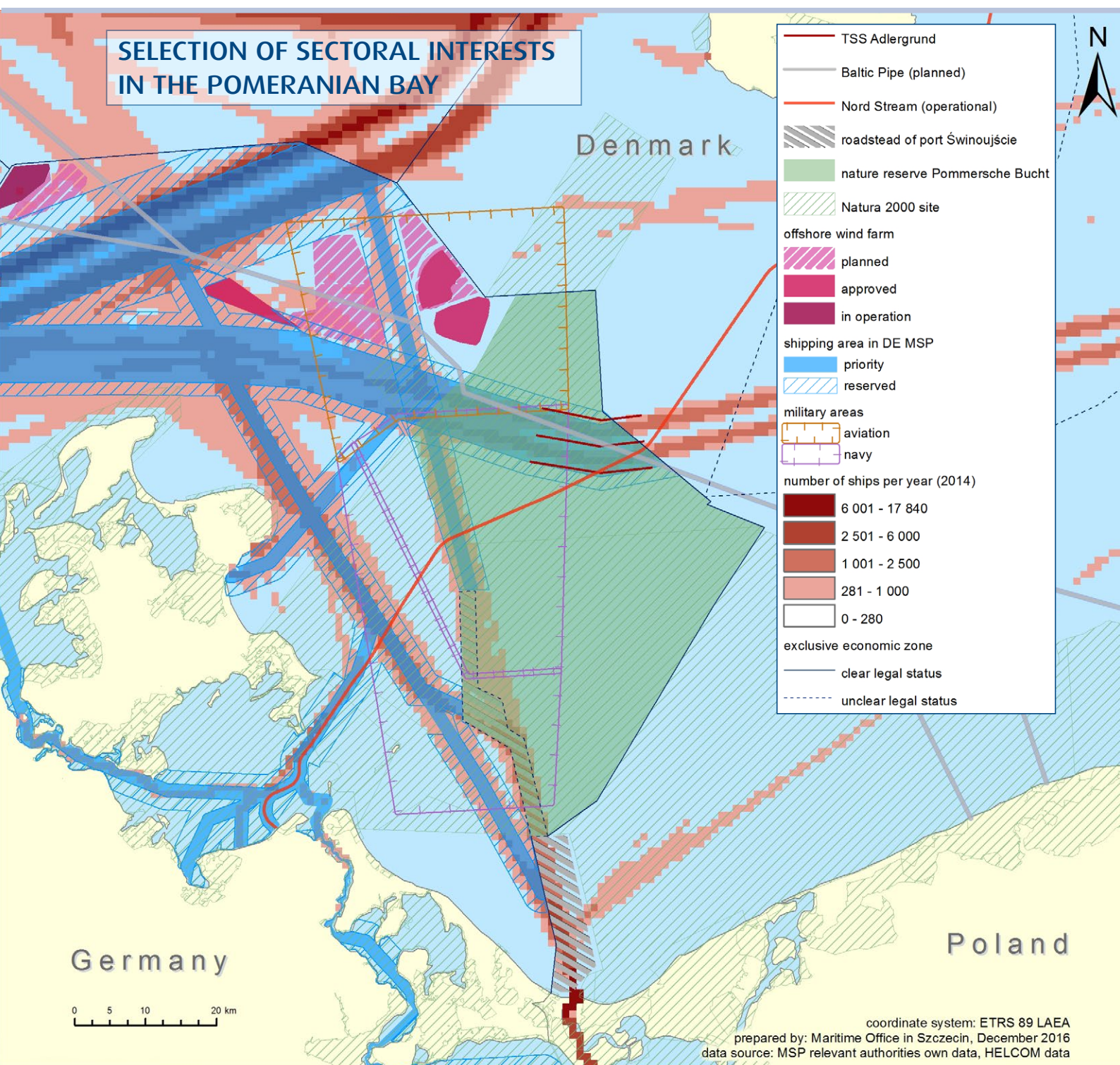


Figure 8: Selection of sectoral interests in the Pomeranian Bay. Source: Maritime Office in Szczecin

Discussion

At the heart of the most difficult questions in the Pomeranian Bay lies the question of access to ports. The jurisdiction and other matters mentioned above call for discussions at the appropriate level that are not within the scope of the practitioner-oriented Baltic SCOPE project. However, the project discussions initiated a process of national and bilateral discussions among relevant ministries from both countries. Political decisions on the spatially relevant questions would contribute significantly to coherent maritime spatial plans in the Pomeranian Bay case area.

PLANNING SUGGESTION 1: POMERANIAN BAY



1. Project partners should work to develop planning solutions that will maintain and - where possible - improve the access to ports in the area.
2. The various alternative routes available for the BalticPipe installation (corridor) should be highlighted and discussed when drafting/revising national plans.
3. The questions arising from the different positions regarding jurisdiction in parts of the northern harbour approach to Świnoujście and Szczecin ports should be referred to an appropriate level of discussion.
4. The possibility to connect the linear infrastructure in the Pomeranian Bay should be highlighted and - where possible - developed in national plans.

Table 3: Overlapping Interests and Potential Solutions for the Pomeranian Bay

| Overlapping Interests by Country / STATUS: A=EXISTING B=CLAIM C=PLANNED | STATUS: CONFLICT, COEXISTENCE, OR COMPETING | DESCRIPTION OF CONFLICT ANALYSIS | POSSIBLE / PROPOSED SOLUTION |
|---|--|--|---|
| (DE) Nature protection area "Pommersche Bucht" (A) and (PL) Maritime Transport Routes (A/C) | CONFLICT | <p>In the northern part of the approach to the ports of Świnoujście and Szczecin is located a permanent shoal, therefore dredging is necessary to maintain the current approach parameters (depth: 14.5 m).</p> <p>There are future plans on the Polish side for deepening the seabed to 17 m in the part of the northern approach where no fixed infrastructure is installed yet.</p> <p>The Regulation establishing the nature protection area "Pommersche Bucht" (as of 15.09.2005) may increase the administrative burden to carry out dredging operations necessary for the maintenance and possible future development of the ports.</p> | Smooth maritime transport flows are an important factor for the economic development of Germany and Poland alike. Therefore project partners will work towards a pragmatic implementation and/or adaptation of existing and future regulations to resolve any conflict between environment, other sea uses and shipping. Project partners should work to maintain and - where possible - improve access to ports in the area. |
| (DE) Military, Training (A) and (PL) Maritime Transport Routes (A) | COMPETING | <p>The northern harbour approach is inside the German military area: ED-D 47B (also NATO).</p> <p>During live fire exercises, access to ports of Świnoujście-Szczecin can be impeded.</p> | <p>Project partners should work towards making available information on exercises that may affect entry to the ports as soon as possible.</p> <p>On a political level, it would be desirable to discuss the dimensions of the military areas ED-D 47B with a view to make possible access to ports in the area during exercises.</p> |

| Overlapping Interests by Country / STATUS: A=EXISTING B=CLAIM C=PLANNED | STATUS: CONFLICT, COEXISTENCE, OR COMPETING | DESCRIPTION OF CONFLICT ANALYSIS | POSSIBLE / PROPOSED SOLUTION |
|--|--|---|--|
| (DE) Natura 2000 (A) and (PL) Offshore Wind farms (C) | COMPETING | Potential areas for offshore windfarms development next to German N2000 (also Polish), can pose problems when ESPOO consultation process is in place, can be too close to N2000 - see case German wind farms Arkona Becken Südost, Wikinger | Some special regulations/rules could be already prescribed in future Polish plan to consider German N2000 in vicinity. |
| (DE) Natura 2000 (A) and (DE) Fishing Areas (A) | COMPETING | Spatial restrictions for fisheries, but according to available data fishing is not a big issues in the area | Restrictions depending on decision in management plans, potential solution might be that only certain fishing techniques will be prohibited |
| (PL) Natura 2000 (A) and (PL) Raw Material Extraction (C) | CONFLICT | Problem when deposits will be extracted within nature conservation areas, can also be a transnational issue in the future | Solutions have to be found in national SEA/MSP process and on the EIA project level |
| (DE) Natura 2000 (A) and (PL) Submarine, Cables, Pipelines (C) | COMPETING | Planned project Baltic Pipe (strategic project for PL government, received already localisation decision in PL) crossing German N2000 areas, offshore windfarm sites and shipping routes, very difficult layout | Point out problem, has to be solved at project Baltic Pipe level, definition of gate at German-Polish border for transnational coordination |
| (DE) Submarine, Cables, Pipelines (C) and (PL) Submarine, Cables, Pipeline (C) | COEXISTENCE | Synergy: define common gate for grid infrastructure and maybe also pipelines | Consultation and definition in both national MSP processes |
| (DE) Natura 2000 (A) and (DE) Raw Material Extraction (B) | CONFLICT | Problem when deposits will be extracted within nature conservation areas, can also be a transnational issue in the future | Solutions have to be found in national SEA/MSP process and on the EIA project level |
| (DE) Natura 2000 (A) and (PL) Natura 2000 (A) | COEXISTENCE | Synergy: both Polish and German areas are nature protection areas, but there are different approaches to objects of protection and threats/pressures in standard data forms, e.g.: offshore wind energy not included as threat in German standard data form | Offshore windfarms will very likely be integrated as potential threat in German standard data forms. Thus it is expected that the contradiction can be solved. |
| (DE) Maritime Transport Routes (A) and (PL) Maritime Transport Routes (A) | COEXISTENCE | Synergy: German MSP (priority area for shipping no. 20) provides continuation of existing ferry lines from port of Świnoujście | |

3.1.2. Adlergrund

Background:

Adlergrund is located to the southwest of Bornholm, laying mainly in the German sea space and extending into Danish waters. This area has a large reef, implying relatively shallow water and contains the largest deposits of sand and gravel in the Baltic Sea. Adlergrund is an area of conflicting interests mainly due to potential conflicts that might arise from the development of offshore wind farms near nature conservation areas (Figure 9). The large Natura 2000 sites located in the area may be affected by offshore wind farm developments (Figure 10). In the German EEZ, for example, one wind farm application has already been declined due to nature conservation issues, as construction was planned within a protected area of great importance for resting/ wintering birds. In the western part of the area, bird migration (cranes migrating in a North-South corridor) is an issue, therefore, approved wind farms in this area have to follow several specific licensing regulations regarding migrating birds, including temporary shutdown during migration periods.

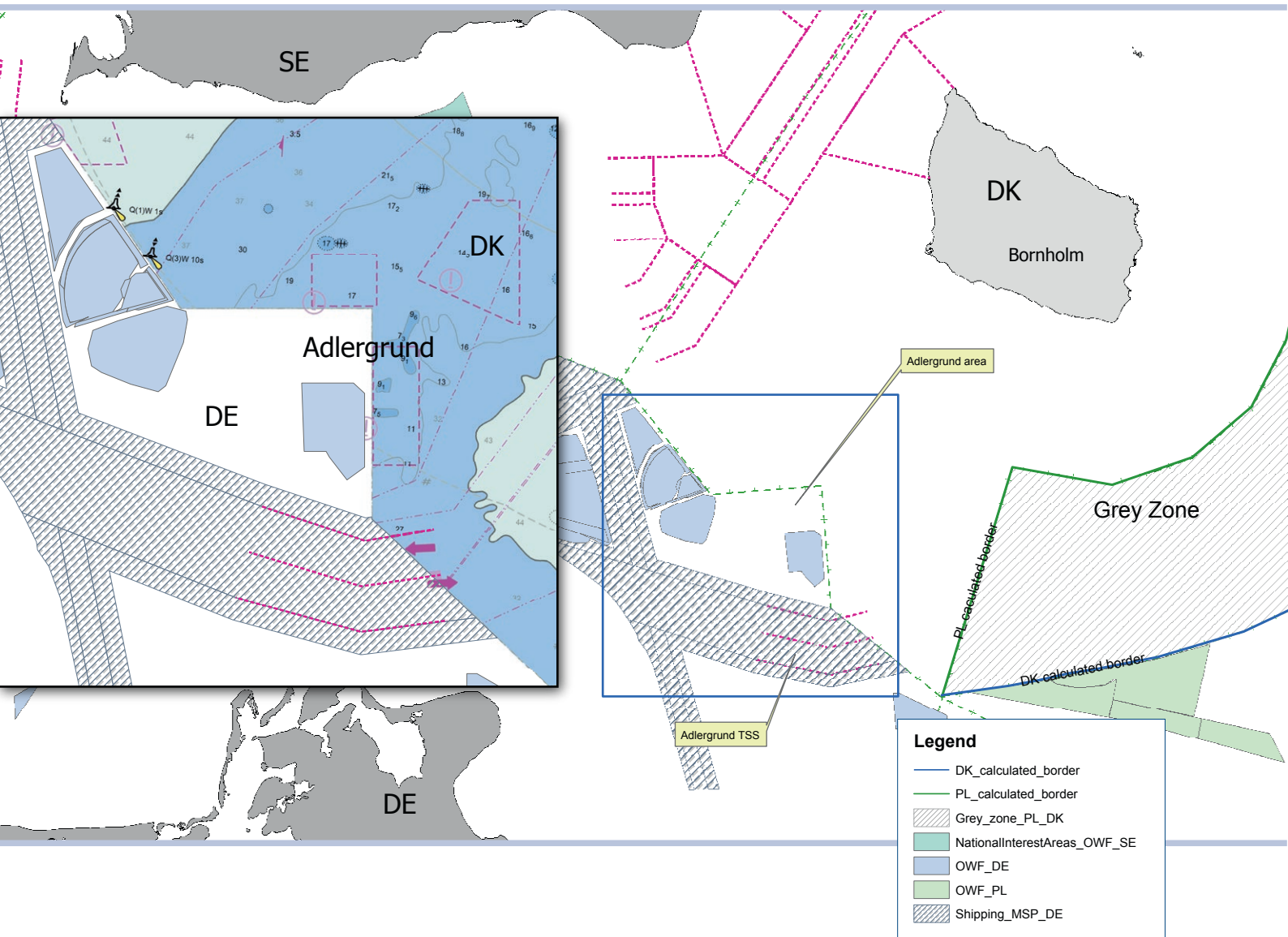


Figure 9: The map of Adlergrund depicts German interest to build offshore wind farms attached to the Danish border, an alternative route is proposed for ships to avoid the area defined for these installations. Offshore wind energy development conflicts with Danish interests on nature preservation and sand and gravel extraction.

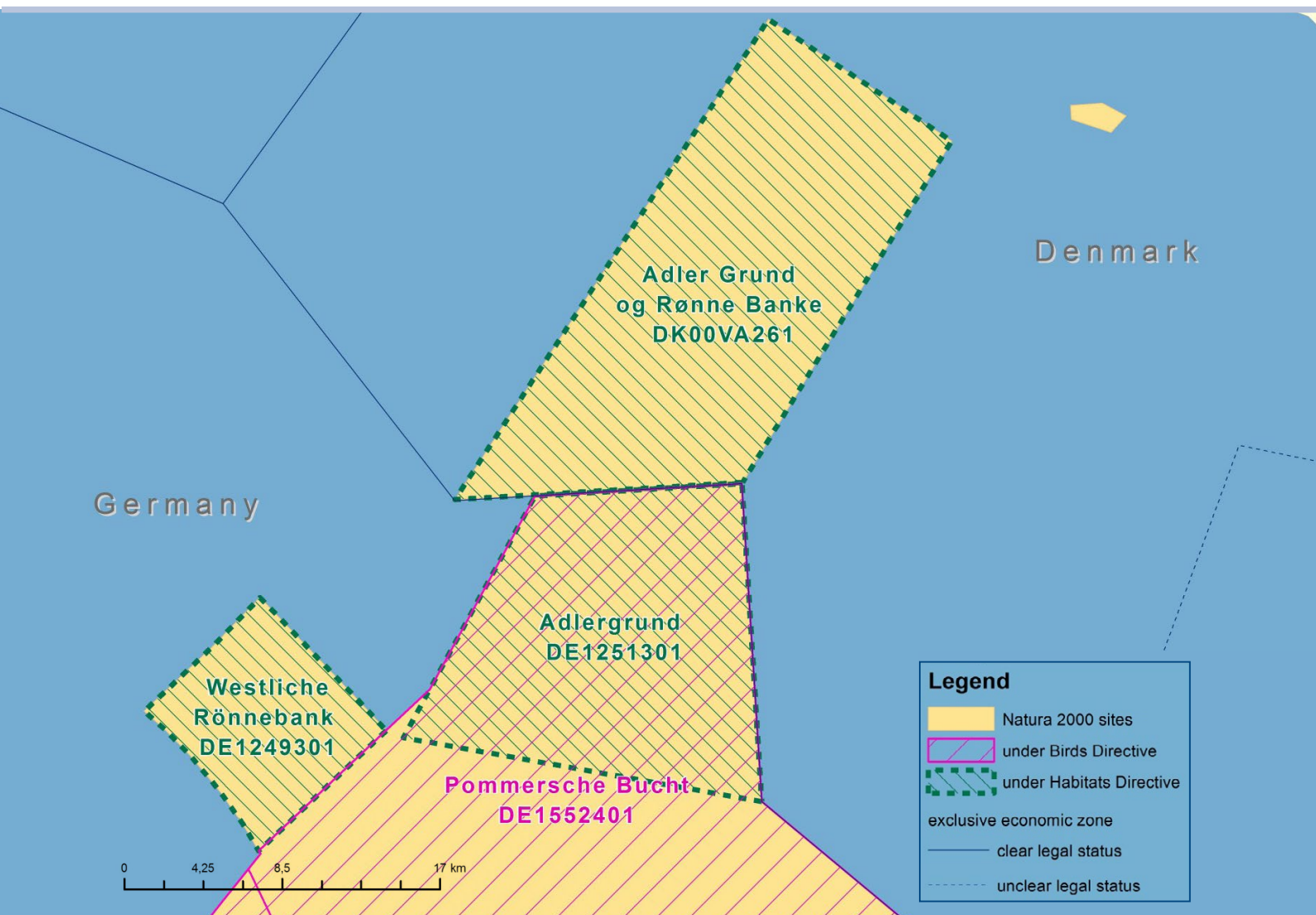


Figure 10: Environmental interests in the Adlergrund focus-area. Source: Maritime Office in Szczecin

Moreover, Adlergrund is also an area of high value for fisheries, not only for German and Danish fishermen, but also internationally⁹. Figure 11 shows a strong interest for passive gear of Polish fisheries, whereas Figure 12 shows general interests of Danish fisheries. The maps (in Figures 11 and 12) show a shared interest in Adlergrund by several types of fisheries due to the high concentration of fishing activities in the area. For this reason, especially Danish and German planning authorities need to consider the interests of fisheries of other countries when conducting MSP in Adlergrund.

⁹ 'Topic Paper: Fisheries' provides an in-depth analysis of Southwest Baltic countries' fishing interests beyond national waters. Find the document at: www.balticscope.eu

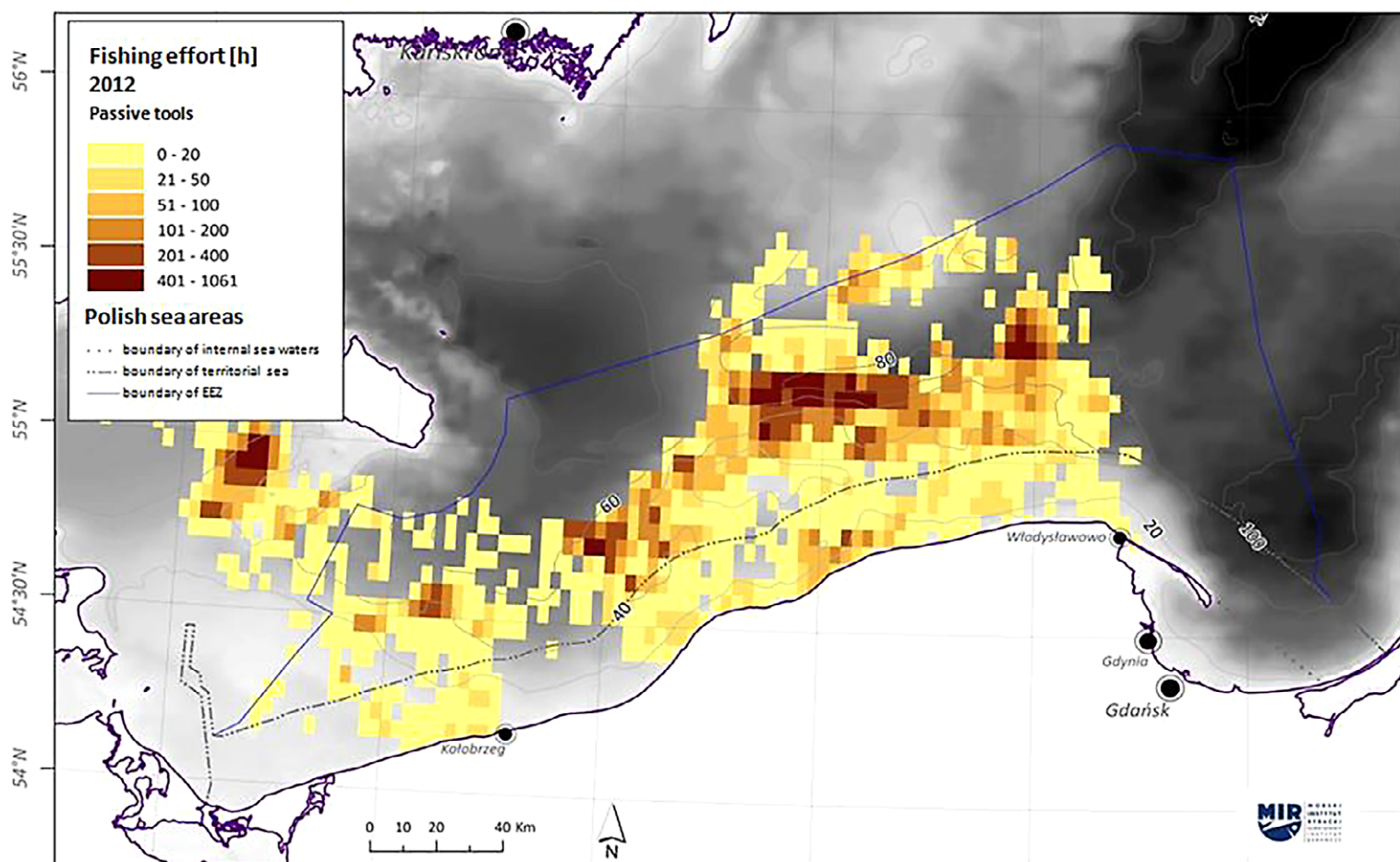
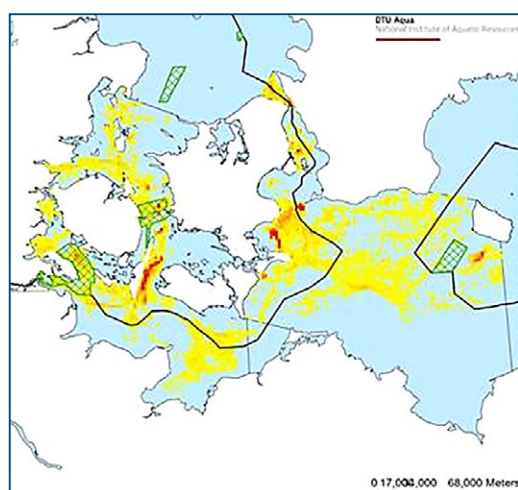
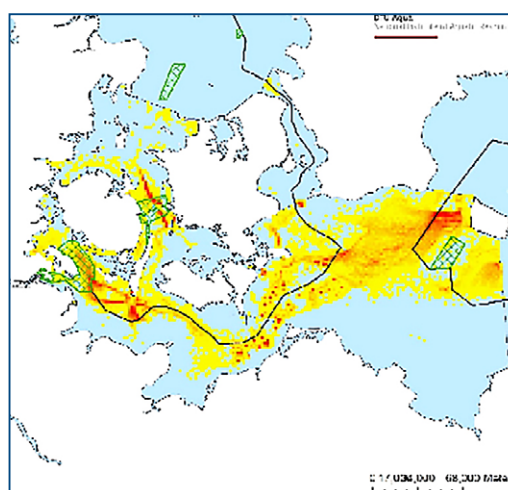


Figure 11: Fishing effort by VMS (Vessel Monitoring System) in 2012 – passive gear. The interests of Polish fisheries beyond national waters: Particular focus on the Adlergrund focus-area. Source: National Marine Fisheries Research Institute (MIR) 2015



VMS Effort subdivisions 22-24, Danish vessels
DK VMS mean effort 2011-2014 22-24
Other gears

Value
High: 27734.5
Low: 0
EEZ
7 udvalgte Natura 2000 områder



VMS Effort subdivisions 22-24, Danish vessels
DK VMS mean effort 2011-2014 22-24
Mobile bottom contacting gears

Value
High: 68339.9
Low: 0
EEZ
7 udvalgte Natura 2000 områder

Figure 12: The interests of Danish fisheries beyond national waters and 7 Natura 2000 areas. Maps with fishing efforts for Kattegat and the western Baltic. Source: DTU AQUA, National Institute of Aquatic Resources, Technical University of Denmark.

Discussion

The discussions around Adlergrund were to recognize the conflicts emerging as a result of German interests to build offshore wind farms next to a Natura 2000 (bird area) on the Danish side. Other important discussions revolved around the acknowledgement of the strong interests of international fisheries present in Adlergrund, which need to be taken into consideration when conducting MSP.

During the Baltic SCOPE project many of the key issues in Adlergrund were discussed in more depth. Planners from Denmark and Germany shared information, worked together to identify the essence of existing conflicts, and formulated possible solutions. Project partners redefined one of the discussed solutions as a planning suggestion from the Southwest Baltic case study. This Planning Suggestion is to be taken into account by planners working on the planning of Adlergrund:



PLANNING SUGGESTION 2: ADLERGRUND

Secure free access to the Adlergrund area to Danish, Polish and German fishermen by considering the routes to their main fishing and landing ports.

3.1.3. Kriegers Flak

Background:

Kriegers Flak is a large submarine bank (about 18 km by 7 km) in the southern Baltic Sea outside territorial waters, where the EEZs of Sweden, Denmark and Germany converge (Figure 13).

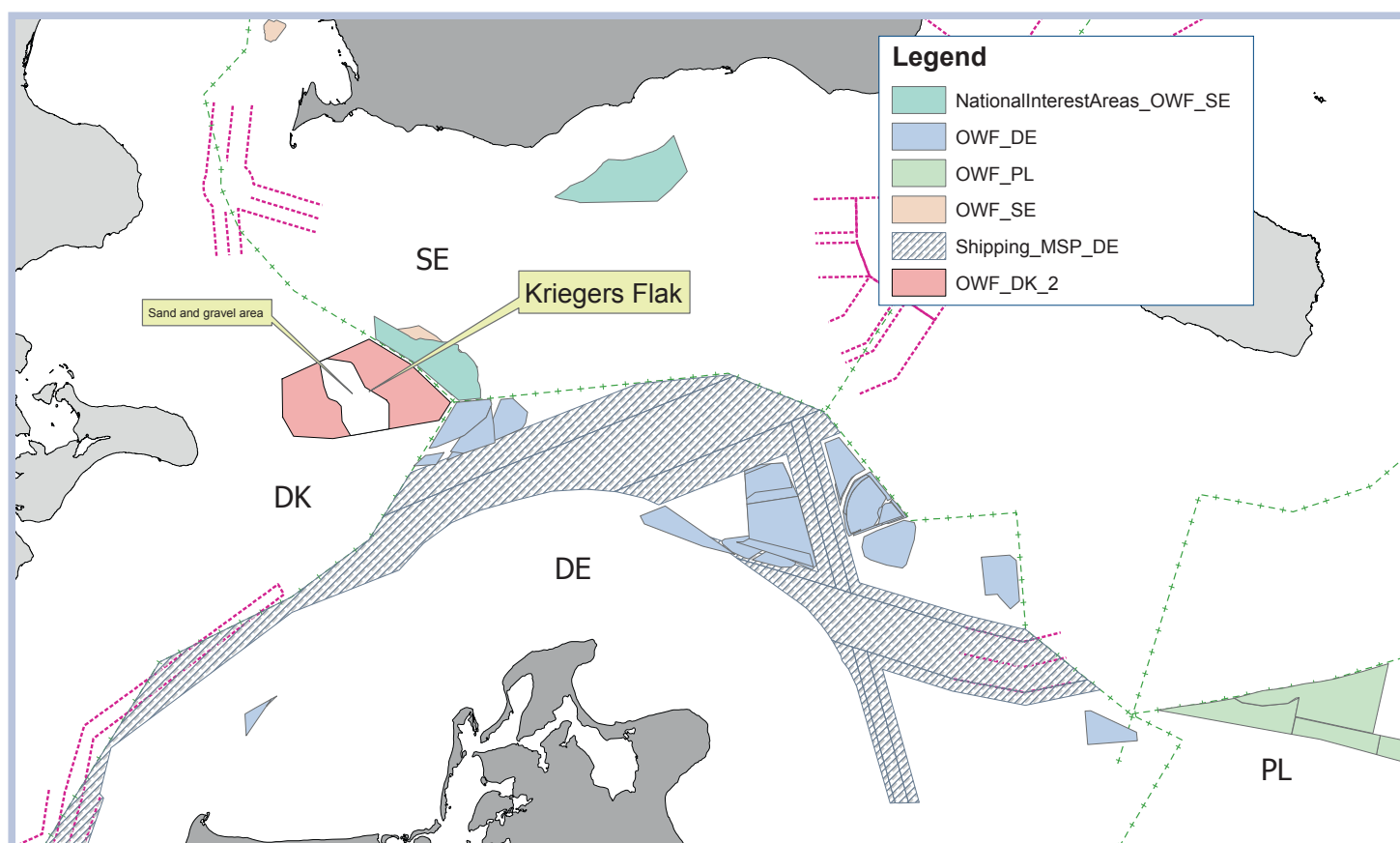


Figure 13: Shipping and Energy interests in the Kriegers Flak area. Source: Danish Maritime Authority

Due to favourable geological conditions, the transboundary area is considered to be suitable for large-scale offshore wind farms. Moreover, there are other interests in Kriegers Flak, such as sand extraction on the Danish side, moderate fishing interests and shipping.

In Germany, the presence of wind turbines prohibits shipping operations and significantly reduces fishing activities, whereas in Denmark, shipping and some fishing are allowed to coexist within most offshore wind farms during the operational phase. According to the *Danish EIA (Environmental Impact Assessment) report background paper for navigational risk Assessment*¹⁰, the impact of Kriegers Flak on shipping seems to be relatively small. The Kriegers Flak area is surrounded by traffic, heavy vessels pass the area at a safe distance from constructed and planned offshore sites. A large number of ships passing Kriegers Flak (including the Trelleborg – Rostock ferry route) are tankers transporting oil and other hazardous substances. Therefore, safety and mitigation measures are extremely important to reduce the risk of environmental catastrophes. For assuring the safety of shipping and wind turbines, one important planning objective might be to limit the zone for offshore wind farms to the currently planned areas.

Even though Kriegers Flak is not a major fishing area from a transboundary perspective, it is important for Denmark, whose fisheries are affected by the construction of offshore wind farms. However, by limiting fishing and shipping activities, the area may become a site for fish reproduction, which, in the long term, could benefit the fishing industry in the Baltic Sea. The potential impact from sediment extraction on the Danish side is difficult to predict but appears to be minor. Compared to other transboundary areas, the expected impact on nature conservation also seems minor. Potential negative effects on migrating birds (esp. protected species like cranes) and harbour porpoises caused by the construction of wind turbines in the area might be mitigated by specific licensing regulations, e.g. noise limitations; and/or the temporary shutdown of the turbines during extensive migration events and the alignment of noise limits for the establishing of monopiles (a commonly used foundation method for wind turbines).

From the planners' perspective, the major challenges in this area lie in the need for closer cooperation and consultation at the project level, e.g. with regard to the development of the planned grid connection or offshore wind farms located very close to the border, i.e. connection points, and the type, location and density of wind turbines etc. Another challenge might result from a currently projected pipeline crossing areas with constructed or planned wind farms. An additional factor that could need coordination is the area on the Danish side of Kriegers Flak reserved for sand extraction (Figure 13), whose resources have been earmarked for the construction of the Belt Tunnel (a train and automobile tunnel linking Germany with Denmark under the Fehmarn Belt). Finally, there is a possibility for relocating the transnational shipping line from Sweden in this area.

Discussion:

During the Baltic SCOPE project and trilateral meeting in Hamburg many of the key issues in Kriegers Flak were discussed to further depth. Planners from Denmark, Sweden and Germany shared information, worked together to identify the essence of existing conflicts, and in some cases formulated possible solutions. Table 4 shows a list of overlapping interests in the area, as identified by partners. The planners discussed several possible solutions for the issues present in Kriegers Flak; however they selected just a few of them to be included in the planning suggestions from the Southwest Baltic case study. These planning suggestions are to be taken into account by planners working on Kriegers Flak:

¹⁰ https://ens.dk/sites/ens.dk/files/Vindenergi/kriegers_flak_havmoellepark_vvm_sejladssforhold_baggrundsrapport.pdf



PLANNING SUGGESTION 3: KRIEGERS FLAK

1. Sweden and Denmark should, in cooperation, reroute the ferry lane between Trelleborg, Sweden and Travemünde, Germany before Denmark begins the process of building offshore wind farms in the Kriegers Flak area.

The map in Figure 14 shows offshore wind farms in Kriegers Flak. There is an overlapping interest on the Danish side of the Kriegers Flak area between the TT ferry line going between Trelleborg and Travemünde and the planned offshore wind farm development.

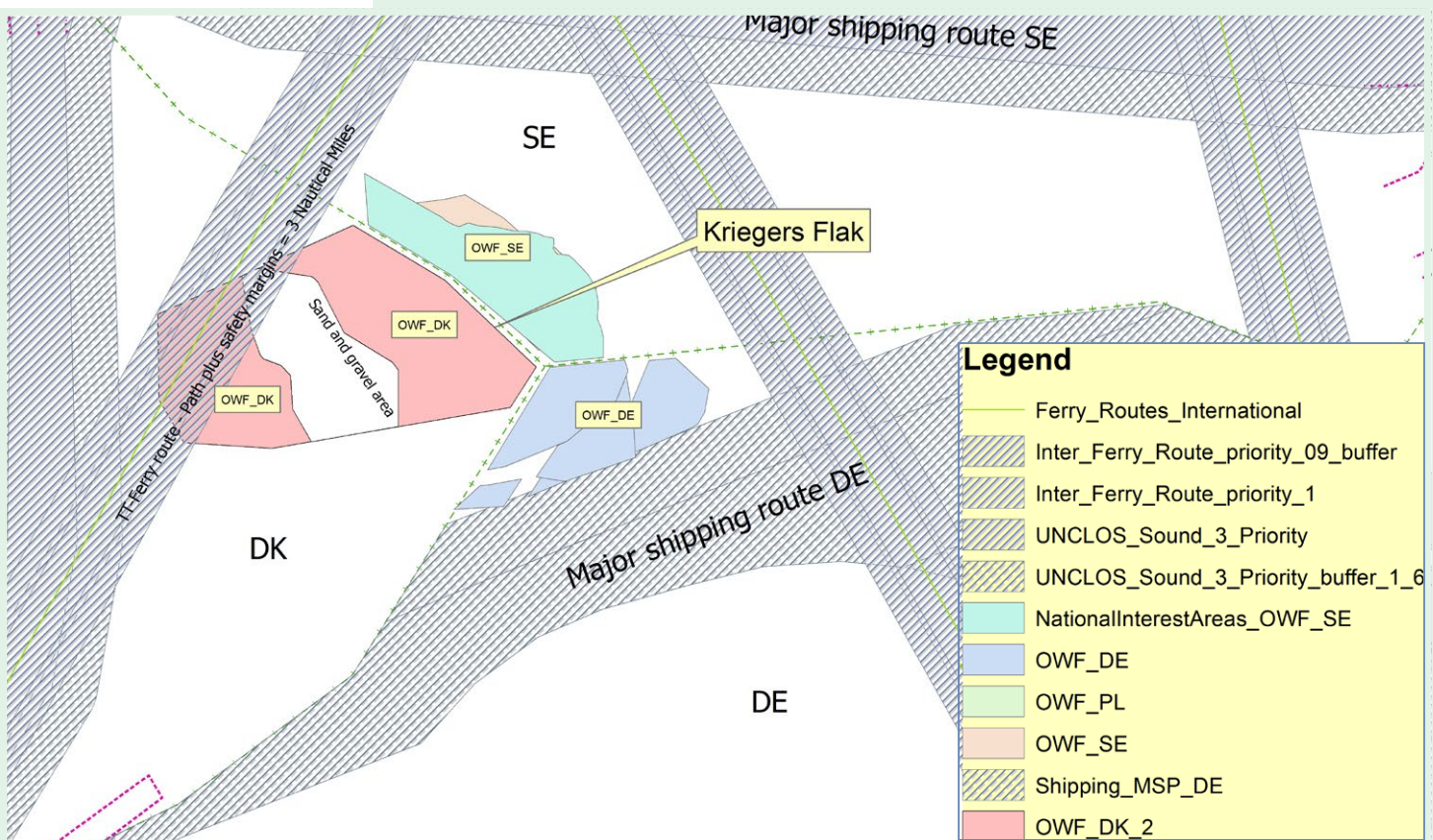


Figure 14: Source: Danish Maritime Authority, based on a guidance paper on safety zones and data of national interests.

2. Collaborative planning in the Kriegers Flak area could be improved through the development of a shared visualization tool designed to increase knowledge and understanding of the current and future conditions in the area.

Table 4: Overlapping Interests and Potential Solutions for Kriegers Flak

| Overlapping Interests by Country (e.g. PL vs. DE) / STATUS: A=EXISTING B=CLAIM C=PLANNED | STATUS: CONFLICT, COEXISTENCE, OR COMPETING | DESCRIPTION OF CONFLICT ANALYSIS | POSSIBLE/PROPOSED SOLUTION |
|--|--|---|--|
| (SE) Offshore Wind Farm (B) and (DK) Raw Material Extraction (B) | COMPETING | Wind Power (SE National interest) and good conditions for sand extraction. | Extraction allowed where distance between site and windmill is > X NM. |
| (DK) Offshore Wind Farm (B) and (DE) Maritime Transport Routes (A) | COEXISTENCE | Shipping and ferry route at sufficient distance from offshore wind farms. | Offshore wind farms allowed at distance of 500 m from shipping lane. Different approaches are currently used for the determination of path widths and according to safety distances. |
| Offshore Wind Farm (B) and (SE, DE, DK) Maritime Transport Routes (A) | CONFLICT | TT ferry line crossing Danish area for offshore wind farm tender, low frequency. | To move the ferry line west would be the only solution if a wind farm operator uses the whole area; an agreement on rerouting of ferry line between SE + DE necessary. |
| (SE, DE, DK) Nature/ Species/ Conservation Protected Areas (A) and (SE, DE, DK) Offshore Wind Farm (A) | CONFLICT | Mammals: pile-driving noise affects harbour porpoises (disturbance effects and potential injury). | Recommendation: experts should agree on common criteria. Possible solution on the level of licensing procedures: e.g. gravity foundations instead of monopiles, allow pile-driving only in certain seasons, a requirement for noise mitigation measures, as in the German offshore wind farm permits (an OSPAR inventory of measures to mitigate the emission and environmental impact of underwater noise: http://www.ospar.org/documents?v=7364) |
| (SE, DE, DK) Nature/ Species/ Conservation Protected Areas (A) and (SE, DE, DK) Offshore Wind Farm (A) | CONFLICT | Migrating birds (the common crane): large crane population crossing the Baltic Sea between SE and DE can collide with turbine rotors; similar problem with bat migration. | General recommendation: consider migration routes when designating or designing offshore wind farm areas including regulations for impact mitigation; find a common principle on how to implement the HELCOM recommendation no. 34E/1 on a national level. Further investigation necessary on migrating birds and behaviour; currently only limited experience with bat migration. |
| (SE, DE, DK) Fishing Areas (A) and (SE, DE, DK) Offshore Wind Farm | CONFLICT | Fishing prohibited in German wind farms, in DK bottom trawling prohibited; in SE no prohibition. | Suggestion: Co-existence (share the space by using static gear in wind farms (but conflict with mammals); there might be possible solution. SE planes for static gear - only baskets, not nets – to protect porpoises. DE does not find it realistic to allow co-existence between these activities. Alternative: synergy - the development of new fish habitats by excluding fisheries from wind farms. |

| Overlapping Interests by Country (e.g. PL vs. DE) / STATUS: A=EXISTING B=CLAIM C=PLANNED | STATUS: CONFLICT, COEXISTENCE, OR COMPETING | DESCRIPTION OF CONFLICT ANALYSIS | POSSIBLE/PROPOSED SOLUTION |
|--|--|--|---|
| (SE, DE, DK) Nature/ Species/ Conservation Protected Areas (A) and (DK) Raw Material Extraction (B) | CONFLICT | Disturbance effects on fish by turbidity/ sedimentation. | Suggestion: Set up seasonal recommendations for sand and gravel extraction. No solutions identified so far. |
| (SE, DE, DK) Offshore Wind Farm and (SE, DE, DK) Radars (A) | CONFLICT | Radar: offshore wind turbines can disturb radar signals | Adjustment/replacement of existing radar installation with new radio installation (e.g. gap fillers, relay-station, repeater). |
| (SE, DE, DK) Submarine Cable Pipeline and (SE, DE, DK) Offshore Wind Farm (C) | CONFLICT | Pipeline BalticPipe: first proposal for new pipeline between PL and NO via DK is crossing KF area. | Reroute pipeline outside wind farm area as soon as official application has been submitted. |
| (DE, DK) Submarine Cable Pipeline (C) and (SE, DE, DK) Submarine Cable Pipeline (C) | COEXISTENCE | A Combined Grid Solution connecting Danish and German wind farms and the connection of onshore grids in both countries; future plans for additional connection of Swedish wind farms not clear. | Synergy; possibility of also connecting Swedish wind farms would possibly require an additional cable in Germany; a connection between all wind farms is recommended from the planners perspective; discuss German gates in national processes in SE and DK. This issue will be discussed in the BalticLINES project. |
| (SE, DE, DK) Submarine Cable Pipeline (C) and (SE, DE, DK) Military Training (A) | CONFLICT | A possible future conflict: the Baltic Pipe crossing area for submarines. | Stakeholders (from military service) need to be consulted to find an appropriate cable pipeline area. |
| (SE, DE, DK) Nature/ Species/ Conservation Protected Areas and (SE, DE, DK) Offshore Wind Farm | COEXISTENCE | A nursery area for cod and other species (fish, benthic fauna) overlapping with offshore wind farm areas. | Synergy: exclusion of fishing in offshore wind farms and artificial reefs as the new habitat for cod and other fish species; a possible recommendation might be on seasonal exclusion of installation during the nursery period. |

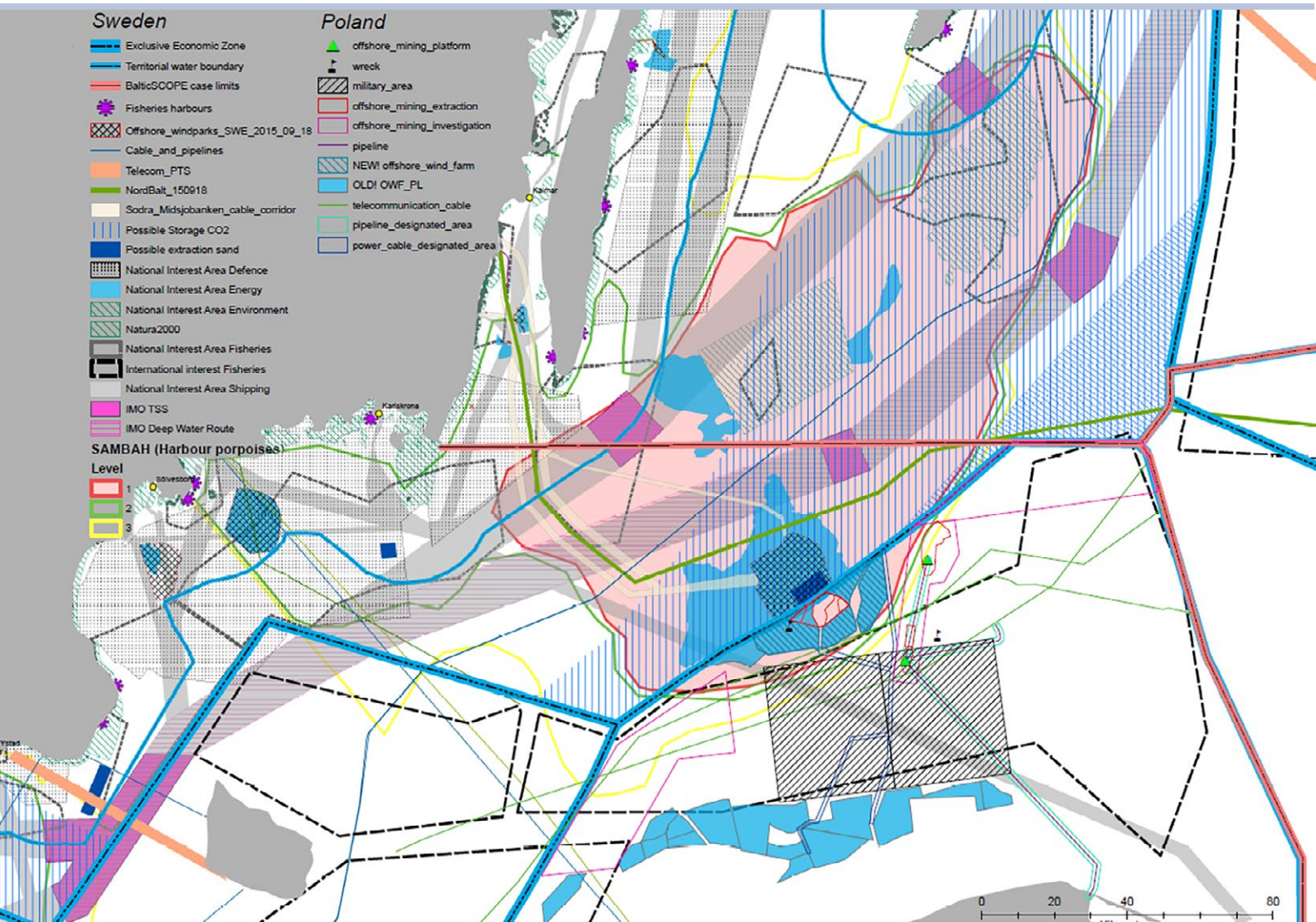
3.1.4. Southern Middle Bank

The Middle Bank is the largest shallow area in the Baltic Sea (up to 15 meters in depth) and is divided into the Northern and Southern Middle Bank; only the latter is situated in a cross-border area between Sweden and Poland. Since the Southern Middle Bank is located in the EEZ of both countries, they hold only limited jurisdiction over that area, which means that international law applies. However, both Poland and Sweden have their own interests in this area with regards to environmental protection, exploitation of resources, energy production and shipping.

The area is of strong national interest for offshore wind energy and mineral extraction. It also constitutes a transnational habitat that serves as an important feeding ground and resting place for migratory birds and important area for harbour porpoises. Although no forms of nature protection are in place, there are regional initiatives to introduce protection measures in the area.

Sweden has a national interest area for shipping covering the ferry lane between Karlskrona (Sweden) and Gdynia (Poland). Today this lane runs through both the area of national interest for wind energy on the Swedish side of the Middle bank and areas where offshore wind farms have received localisation permits on the Polish side (see Figure 15). This is an issue to be solved during the MSP process. A possible solution is to modify the ferry lane's route, probably towards the southwest.

The possible repositioning of the Swedish-Polish ferry lane and the east-westerly shipping lane that passes through the Southern Middle Bank to a new position just south of the bank would occupy areas of frequent international fishing and negatively affect existing fishing interests in those areas. A possible solution is to reroute the shipping lane to the north of the Southern Middle Bank into the international deep water route.



Discussion:

During the Baltic SCOPE project many of the key issues in the Southern Middle Bank were discussed in more depth. Planners from Poland and Sweden shared information, worked together to identify the essence of existing conflicts, and in some cases formulated possible solutions. Table 5 shows a list of overlapping interests in the area identified by the planners. Project partners discussed several possible solutions for the planning issues existing in the Southern Middle Bank. However, they only chose a few of them to be included in the planning suggestions from the Southwest Baltic case study. These planning suggestions are to be taken into account by planners working on the planning of the Southern Middle Bank:



PLANNING SUGGESTION 4: SOUTHERN MIDDLE BANK

1. Offshore wind farm permits should only be granted when measures have been considered and undertaken to protect sound sensitive mammals during the offshore wind farm construction phase.

Explanation: The Middle Bank area is potentially important for mammals and both countries should take this into consideration while developing the area – special measures to protect sound-sensitive mammals (harbour porpoises) during the construction phase should be elaborated and proposed.

2. Information should be shared and offshore wind farm requirements should be harmonized among countries before permits are granted for offshore wind farm development and sand extraction in the area.

3. When Sweden and Poland undertake the process of developing and allocating space for offshore wind farms, the need to reroute shipping to the north of the Southern Middle Bank should be taken into consideration.

4. When Sweden and Poland undertake the process of developing and allocating space for offshore wind farms, they should consider the shipping line between the cities of Karlskrona and Gdynia.

5. Countries should consider how their offshore wind farm interests affect important fishing areas used by all Baltic Sea Region countries that are located in the Polish EEZ.

◀ **Figure 15:** A mapping exercise among planners from Sweden and Poland to visualize the countries' interests in the Southern Middle Bank on a common map. The map should be regarded as a 'working map' and does not necessarily show the approved uses.

Table 5: Overlapping Interests and Potential Solutions for the Southern Middle Bank

| OVERLAPPING INTERESTS BY COUNTRY (E.G. PL VS. DE) / STATUS: A=EXISTING B=CLAIM C=PLANNED | STATUS: CONFLICT, COEXISTENCE, OR COMPETING | DESCRIPTION OF CONFLICT ANALYSIS | POSSIBLE/PROPOSED SOLUTION |
|---|--|--|---|
| (PL) Offshore Wind Farm (C) and (SE) Maritime Transport Routes (A) | CONFLICT | The ferry lane from Sweden (Swedish national interest in the EEZ) extends into Polish offshore wind farm sites. Currently unsure about offshore wind farms in Poland (no permit) across the Swedish ferry line - possibly not a problem. | Possibilities to move the ferry lane? What about the fishing area to the south? Maybe new permits shouldn't be given in the area for offshore wind farms in Poland? Questions need further analysis. |
| (SE, PL) Offshore Wind Farm (B) and (other) Maritime Transport Routes (A) | CONFLICT | International shipping lane from Falsterbo TSS to Klaipeda passes through the Southern Middle Bank offshore wind farm areas. | When Sweden and Poland undertake the process of developing and allocating space for offshore wind farms, the need to reroute the shipping lane to the north of the Southern Middle Bank should be taken into consideration. |
| (SE, PL) Offshore Wind Farm (B) and (SE, PL) Nature Species Conservation (A) | COMPETING | The identified area is important for harbour porpoises and birds, which can be affected during the construction phase of offshore wind farms. | Offshore wind farm permits should only be approved when measures have been considered and undertaken to protect sound sensitive mammals during the offshore wind farm construction phase. |
| (SE, International) Fishing Areas (A) and (international) Maritime Transport Routes (A) | COMPETING | The possible re-routing of the shipping lane to Klaipeda, south of the Southern Middle Bank can affect fisheries. | Must work on moving the traffic to the north - into the DW route. Together with HELCOM Maritime. |
| (SE, PL) Offshore Wind Farm (B) and (SE, PL) Nature Species Conservation (A) | COEXISTENCE | | Poland can learn the wording of restrictions from Swedish permits. |

| OVERLAPPING INTERESTS BY COUNTRY (E.G. PL VS. DE) / STATUS: A=EXISTING B=CLAIM C=PLANNED | STATUS: CONFLICT, COEXISTENCE, OR COMPETING | DESCRIPTION OF CONFLICT ANALYSIS | POSSIBLE/PROPOSED SOLUTION |
|---|--|---|--|
| (SE, PL) Raw Material Extraction (A) and (SE, PL) Offshore Wind Farm (B) | COMPETING | Sand and gravel extraction in the same place as offshore wind farms is not possible. | Share information and try to harmonize countries' offshore wind farm requirements before granting permits for sand extraction in the area. |
| (SE) Raw Material Extraction (B) and (PL) Raw Material Extraction (B) | COEXISTENCE | Oil and gas extraction in Poland and CO2 storage in Sweden. | Need further investigation. |
| (PL) Raw Material Extraction (B) and (SE) Other (A) | CONFLICT | Possible conflict: Poland plans for extraction of oil and gas - Sweden has made a political decision not to. | Create a common way of illustrating the area. Inform each other about plans and intentions in the future. |
| (SE, PL) Dumped Munitions (A) | COMPETING | Dumped munitions on Swedish EEZ are possibly migrating into Polish waters because of currents. Might be a problem but can be solved together. | State plans in text, illustrate in the area. |
| (SE) Offshore Wind Farm (B) and (SE) Maritime Transport Routes (A) | CONFLICT | Offshore wind farms and shipping cannot occur at the same place. The DW route is very important, also important for the re-routing of Klaipeda route. | Take away the national interest area for wind power within the DW route. |
| (PL) Fishing Areas (A) and (PL) Military Training (A) | CONFLICT | Military use hinders fisheries in the area south of the Southern Middle Bank. | Dialogue is needed. |

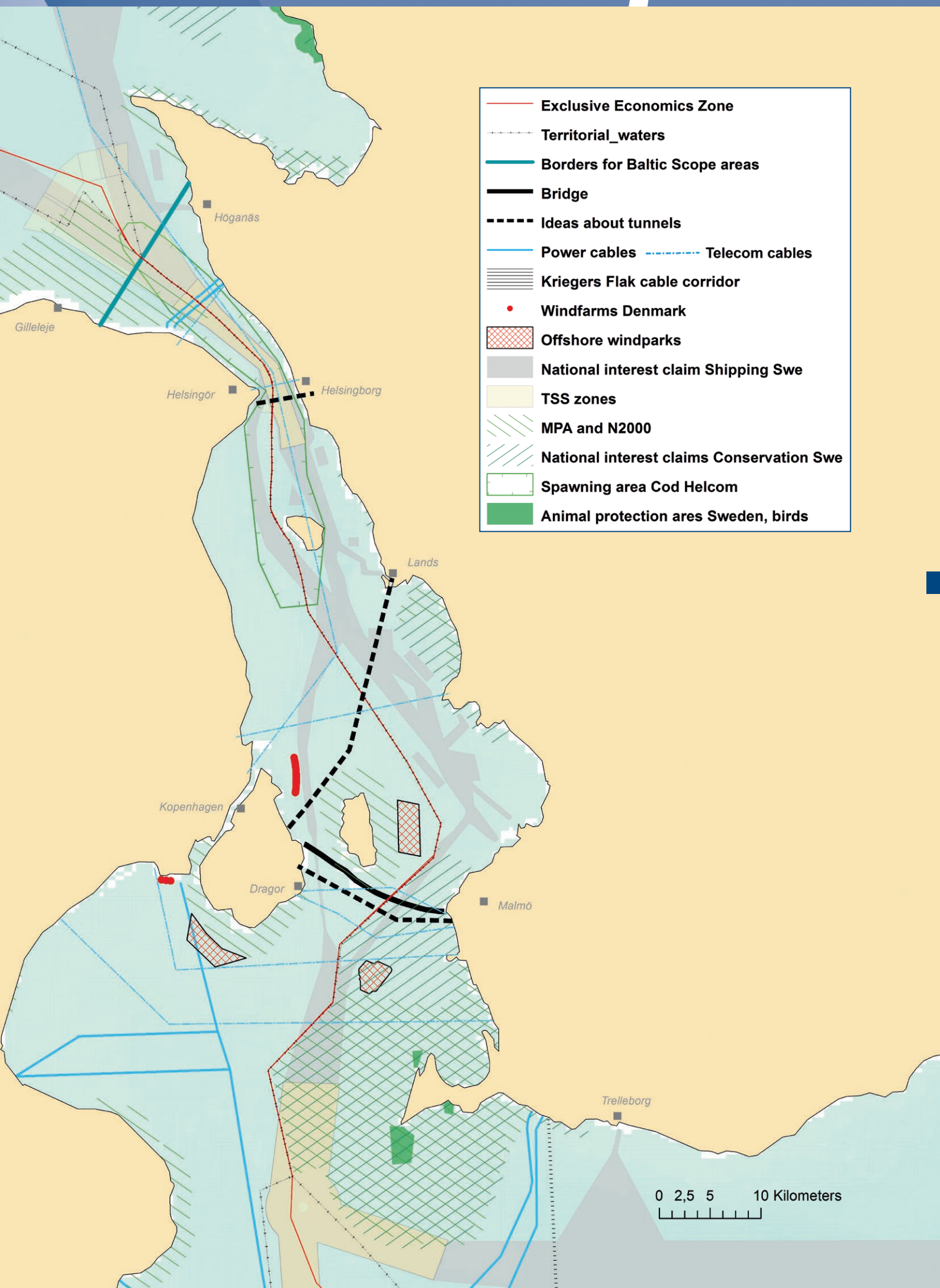
3.1.5. Öresund

The Öresund strait (The Sound) is the narrow strait that separates the Zealand Island, Denmark, from Scania the southernmost region of Sweden. The Öresund is one of three straits in Denmark that connect the Baltic Sea with the North Sea and Atlantic Ocean and is one of the busiest waterways in the world. Figure 16 shows the high complexity of the Öresund area. The Öresund Bridge connects the Danish capital of Copenhagen with Malmö, Sweden's third largest city. However, the narrowest point between the two shores is four kilometres and is located towards the north between the cities of Helsingør, Denmark and Helsingborg, Sweden. The HH Ferry route connects the two cities and is one of the world's busiest ferry routes with some 70 departures from each harbour every day. The special geographic properties of the Öresund are not only a challenge to international shipping, but the sound is also a hotspot area for other uses and interests, such as fishing, offshore wind farm infrastructures, linear installations (e.g. power cables, and pipelines), recreational activities and MPA's. Moreover the jurisdiction of this narrow strait (2.000 km²) is divided between two countries and thus requires close bilateral coordination. This area has no EEZ and thus the boundary between the countries is in territorial waters. Two different legal systems meet at that boundary, where both the Swedish national state and the municipalities are responsible for the planning of the territorial waters, whereas the Danish State is responsible for their territorial waters. Cooperation between two government levels across borders could make planning a challenge.

The heavily trafficked waterway of Öresund is used by a large number of ships including cruise ships, oil and chemical tankers, container ships for the transportation of goods from the Baltic Sea to other parts of Europe and the world. Furthermore, ferries pass between Denmark and Sweden with a high frequency of departures. Leisure boats and cruise ships pass through and visit the ports of Öresund, especially in the summertime. The intense traffic of various types of ships (approximately 40'000 annually) in combination with the narrow navigational routes inevitably implies a number of risks. Collisions and groundings have occurred in the past causing human deaths, environmental damage and economic loss.

There are several ports located along the Öresund strait; the major ones are the ports in Copenhagen, Malmö, Køge, Landskrona, Helsingør and Helsingborg. Figure 17 indicates the most difficult areas for navigation in the Öresund and related AIS (Automatic Identification System)-density of shipping activity.

Figure 16: This illustration shows the complex situation in Öresund, where current issues present in the area and ideas for future development are marked. Source: SwAM



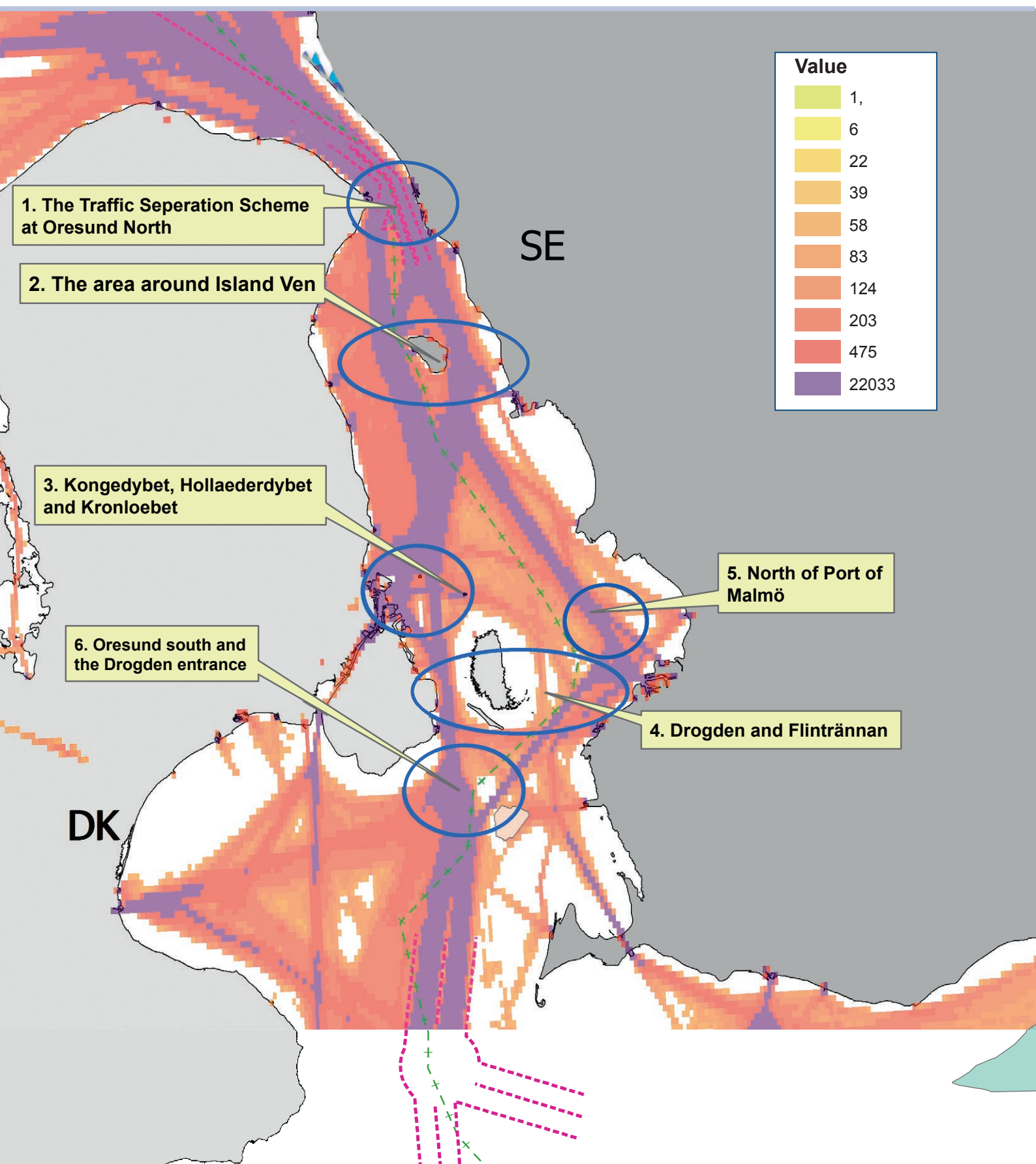


Figure 17: Navigationally challenging areas and their AIS-density plots in Öresund. Source: Danish Maritime Authority

There are currently two offshore wind farms on both the Danish and the Swedish side of the Öresund strait and discussion is under way about more development on both sides. The Middelgrunden, once the world's largest offshore wind farm, counts 20 turbines and is located in Öresund, 3.5km east of Copenhagen. Lillgrund, the Swedish offshore wind farm, is located 6km south of the Öresund Bridge and counts 48 turbines. Additionally, an offshore substation is also located in the maritime space, which combines the generated power as a transformer. Moreover, there are ideas to build one or two new tunnels between cities in both countries in the Sound.

In terms of fisheries, "a near-total ban on towed fishing gear [...] has been in place in the Öresund sea area between Denmark and Sweden since 1932, due to its status as a heavily trafficked sea area" (Svedäng, 2010). In the Kattegat area adjacent to the Öresund, many of the important fish species have either disappeared or been reduced to small populations, while these species have been less affected in Öresund (ibid.). The much higher levels of the productivity of cod and other demersal species in Öresund, is thus connected to the absence of trawling within the area. Moreover, local fisheries in Öresund harvest flatfish, herring and migratory stocks of garfish and lumpsucker. Besides commercial fishing, there is a lot of recreational fishing (ibid.).

An important issue related to the environment has to do with the increasing surface temperatures of the Kattegat - Great Belt - Öresund region, which have risen by 2 °C between 1984 and 2001 (Svedäng, 2010). Such an increase is contributing to some of the ecological changes seen in the marine ecosystems of the area. The higher temperatures have triggered an increase in the presence of warm-adapted species (ibid.). Oxygen-depleted seabed areas have increased steadily in the Kattegat decreasing the size of important marine habitats. "Thus, important spawning and feeding grounds for coastal spawning species such as herring, flatfish and many limnic species are decreasing" (ibid.).

Discussions:

The planning of Öresund will be an important part of the national MSP processes. A lot of close work will take place over time. Sweden and Denmark had a bi-lateral meeting in Gothenburg, on September 2nd, 2016, where many of the key issues in Öresund were discussed in more depth. Planners from Denmark and Sweden shared information, worked together to identify the essence of existing conflicts, and in some cases formulated possible solutions. They chose one of these to be included in the planning suggestions from the Southwest Baltic case study.



PLANNING SUGGESTION 5: ÖRESUND

Enhanced cooperation between Sweden and Denmark in the Pan-Strait area is required due to the complexity and timing of proposed planning processes in the area.

3.1.6. Grey Zone

The Grey Zone is an area of overlapping interests located in between the Danish island of Bornholm and the Polish coast hence planners are unable to proceed normally with the planning process (Figure 18). Whilst providing a solution to the border is clearly a political issue, which goes beyond the mandate of planning authorities, planners from both countries agreed to establish a bilateral dialogue to facilitate a debate on potential planning activities in the area.

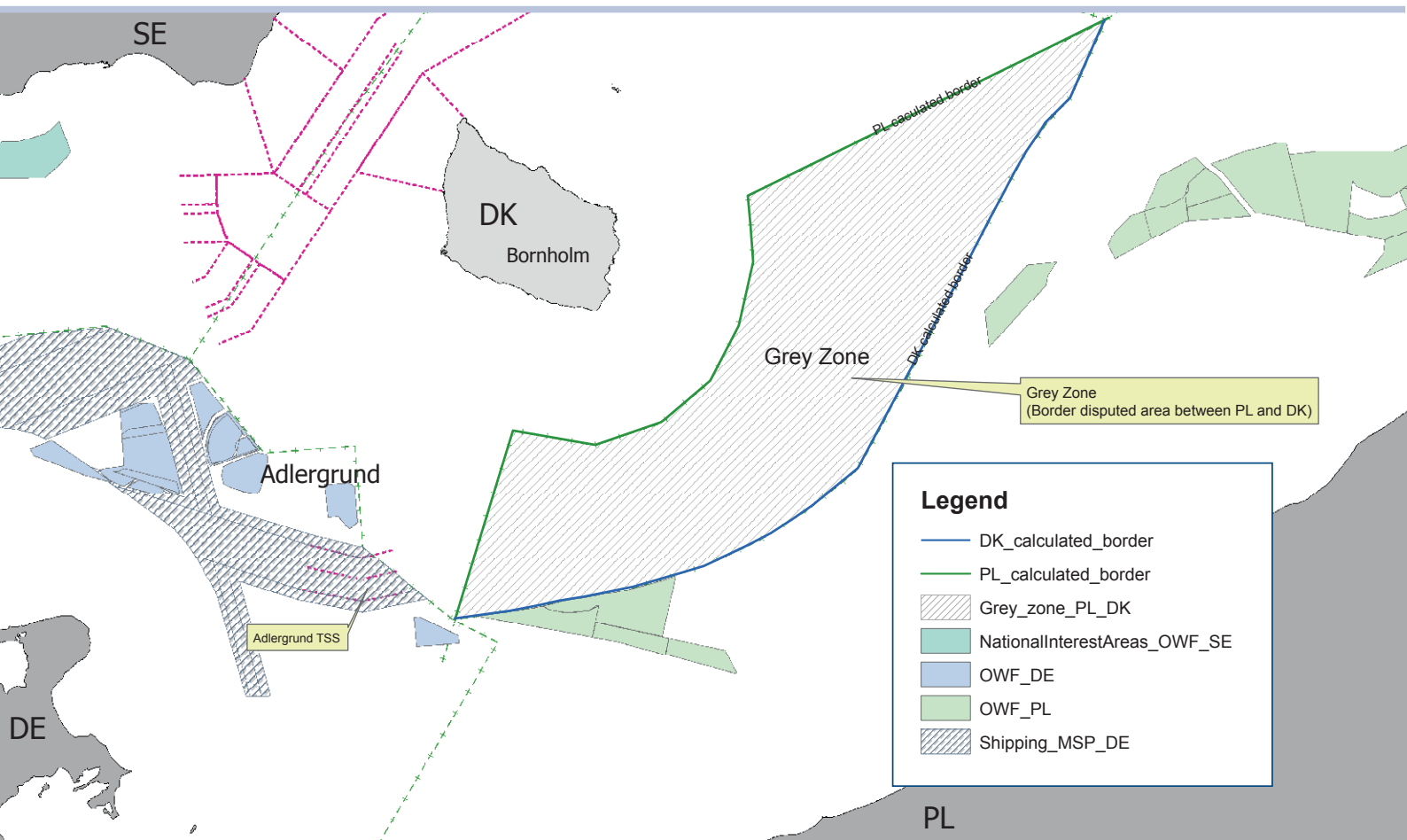


Figure 18: The Grey Zone is a disputed maritime area between Poland and Denmark. The map indicates the varying border calculations by each country

As a first step planners from Poland raised the issue with the Ministry of Foreign Affairs and delivered a letter inviting Denmark to a common discussion on joint planning solutions.

The first bilateral meeting between Poland and Denmark was held in Gdańsk on October 19th, 2016, and was devoted to the management and planning of the Grey Zone sea area south of Bornholm (being a part of both countries EEZs). The theme of the meeting was drafted in the agenda jointly agreed between the countries.

During the discussion, the parties agreed that they share a similar approach to the spatial planning of the sea areas. Consequently, the MSP records and further functioning of elaborated plans might be similar in both countries.

Both countries presented the planned schedules of work on individual stages of elaboration and then adoption of planning documents, pointing out the crucial moments on the plans' constituents for detailed discussion.

The next meeting was agreed to be held in spring 2017 (within the framework of the Baltic SCOPE project), this time dedicated to the comparison of inventory results and potential proposals of functional and spatial solutions. At the turn of 2017/2018 the Danish side will complete the inventory of data and knowledge.

3.2. PAN-BALTIC DISCUSSIONS

After the previous sub-chapter shed light on the focus-areas, the following pages are dedicated to the discussions that emerged during the Southwest Baltic case work with pan-Baltic implications. These include: 1) the ecosystem-based approach, 2) safety zones for shipping, 3) a joint fisheries map, and 4) a joint green infrastructure map. While significant work was invested in developing the first two pan-Baltic topics further, the concluding two topics were not developed further in detail during the course of the Baltic SCOPE project. Nevertheless, these two pan-Baltic topics are of high relevance and were highlighted by the project partners to be considered in future transboundary collaboration.

3.2.1. The Ecosystem-Based Approach

Ecosystem-based approaches have been developed for many different contexts during the last years, promoted not the least by the Convention on Biological Diversity and the related Malawi principles 1998¹¹. Today, ecosystem-based management is widely accepted and integrated into marine policy, including the EU's Marine Strategy Framework- and Maritime Spatial Planning directives. For the Baltic, the HELCOM-VASAB MSP-Working Group (2015) has presented a "Guideline for the implementation of an ecosystem-based approach in Maritime Spatial Planning (MSP) in the Baltic Sea area". This guideline, including both key elements for an ecosystem-based approach and parameters for Strategic Environmental Assessment, are to provide a basis to implement an ecosystem-based approach in MSP in the Baltic Sea region.

An important initiative, emerging from work in the Central Baltic case study, has been the Ecosystem-Based Approach (EBA) Task Force. The expert group was formed to address the integration of an ecosystem-based approach in project activities. Its report and findings could provide input to good practice well beyond Baltic SCOPE and are presented in a separate final report including EBA checklists. One of Baltic SCOPE's aims was to provide practical input on how an ecosystem-based approach could be implemented in MSP. Task Force work should promote a more harmonized understanding of what an ecosystem-based approach implies and how it could be implemented practically in MSP. The EBA Task Force used the above HELCOM-VASAB ecosystem approach guidelines, thematic workshop results, and SEA-experiences as the basis and developed three checklists (see Info Box 2.) with the aim to make sure that all elements of an ecosystem-based approach are included in an MSP process. The toolbox was first tested in the Central Baltic and then extended to be applicable also for the countries of the Southwest Baltic case study area. One Baltic SCOPE recommendation¹² states that planning authorities should take into consideration the three ecosystem-based approach checklists when drafting/revising national plans. The lists and report might be applicable even beyond the Baltic.

11 Homepage of CBD on the ecosystem approach:

<https://www.cbd.int/ecosystem/default.shtml>

Malawi principles for the ecosystem approach:

<http://www.fao.org/docrep/006/y4773e/y4773e0e.htm>

Important for implementation – Kuala Lumpur decisions:

<https://www.cbd.int/doc/decisions/cop-07/cop-07-dec-11-en.pdf>

12 See project recommendation report: www.balticscope.eu

INFO BOX 2: ECOSYSTEM-BASED APPROACH GUIDANCE PAPER AND CHECKLISTS



The task force formed within Baltic SCOPE to address the integration of the ecosystem-based approach within the project's activities use the HELCOM-VASAB ecosystem approach guidelines, thematic workshop results, and SEA-experiences as the basis for their work. As a result of this effort, the partners developed a report containing three different checklists with the aim of securing that all elements of an ecosystem-based approach are included in the MSP process. The three checklists are to be used at different stages in MSP:

1. The general ecosystem-based approach checklist:

The aim of the checklist is to secure that all key elements of the ecosystem approach (based on the HELCOM/VASAB-guidelines) are included in MSP-process layout and organization.

2. The planning support checklist:

The aim of the checklist is to proactively contribute to the implementation of the ecosystem-based approach in the actual planning related to the shipping, fisheries and energy sectors.

3. The SEA checklist:

The aim of the checklist is to contribute to a harmonized SEA application in MSP, which contributes to the implementation of the ecosystem-based approach and consideration of both the SEA- and the Marine Strategy Framework – directives.

See full paper and checklists: www.balticscope.eu

3.2.2. Safety zones for shipping

One of the relevant issues for all coastal countries in MSP is related to the safety zones between shipping routes and permanent structures (e.g. offshore wind farms). In the open sea the safety zones are an extra security area for emergency manoeuvres measured from the outer edge of the routing measures or traffic flow path and the permanent structure. While the International Maritime Organization (IMO) regulates the routing measures along major international waterways at a global level, the safety zones are normally defined nationally. Additionally, according to the UN Convention on the Law of the Sea (UNCLOS), Article 60 in the EEZ the coastal State shall have the exclusive right to construct and to authorize and regulate the construction of artificial islands, installations, structures and safety zones (the 500 meter zone). Consequently each country has their own scheme to define safety zones, which differ in terms of complexity as well in the actual permitted distance between a ship and a passing ship and between permanent structures. However, according to the same article, those constructions and the applied safety zones (the 500 meter zone) around them may not be established where interference might be caused to the use of recognized sea-lanes, which are essential to international navigation.

Partners in the Baltic SCOPE project realized that national differences in safety zones may lead to conflicts with other uses and interests at a pan-Baltic level. Thus, in the search for coherent maritime spatial plans across the Baltic Sea, the partners saw the need to develop a common scheme for determining these safety zones.

The Danish Maritime Authority, in the name of the Baltic SCOPE project, elaborated a proposal on guidance for harmonised safety zones at a pan-Baltic level. The guidance paper is based on the draft IALA-guideline (The International Association of Marine Aids to Navigation and Lighthouse Authorities) "Navigational safety with MSP" which has been finalised in October 2016. The IALA-Guideline is to be approved by the IALA council in 2017. Some main elements included in the proposal are summarized in Info Box 3, while a full version of the guidance paper, elaborated within Baltic SCOPE, can be found as an appendix document to the shipping topic paper (see www.balticscope.eu).



INFO BOX 3: GUIDANCE PAPER FOR HARMONIZED SAFETY ZONES BETWEEN SHIPS AND PERMANENT STRUCTURES ACROSS THE BALTIC SEA

1. The safety zones are spaces NOT normally used by ships following a route, but which are used in an emergency to avoid an accident, incl. collision, grounding, and an emergency stop.
2. The safety Zones must be measured from the outer edge of the path/TSS to the OREI (wind turbine) or the edge of the UNCLOS 500 metre security zone, if applied the safety zone must take account of both the characteristics of the particular location, the safety requirements of the particular shipping route and the type and size of the ships. In other words, the safety requirements must reflect the minimum amount of space that a ship requires to fulfil its international obligations according to the IMO SOLAS/COLREG conventions.
3. Calculating the safety zones could be: 0.3 NM + 6 standard ship lengths (UNCLOS 500 meter not included) reference paper in IALA-guideline1: The Shipping Industry and Marine Spatial Planning – a professional approach, The Nautical Institute 2013

See full paper attached to Topic Papers SWB case / Shipping at: www.balticscope.eu

3.2.3. Joint Fisheries map

The Baltic SCOPE project has identified the need for a joint fisheries map across the Baltic, which should include the national interests of the sector inside and outside national waters. A pan-Baltic map of such kind would distinguish the transboundary spatial aspects of the natural conditions of fish and also, by adding information on different countries' national interest in fisheries, reflect the social-political-economic implications of the sector, e.g. linking transboundary fishing grounds and the important national landing harbours. Unfortunately, developing a joint fisheries map between partner countries is particularly challenging because of the different parameters and data used for the development of the national fisheries maps. For instance, Germany's fisheries maps lack data on transboundary fishing activities, while the fisheries maps from Denmark and Poland do not cover the entire case area. However, a positive step is that Germany has recently initiated an external report on fisheries in the Baltic Sea, partly as a result of the discussions within the Baltic SCOPE project. From a pan-Baltic perspective, including both the Southwest Baltic and Central Baltic case studies, the possibility to develop a coherent transboundary fisheries map has already been discussed, raising similar issues regarding map coverage and national data on fisheries outside the EEZ.

A favourable step would be to involve the Working Group of Spatial Fisheries Data¹³ (WGSFD) of The International Council for the Exploration of the Sea (ICES), which is in charge of producing annual transboundary fishing maps. From a MSP perspective the ICES maps lack information regarding the national share of the total fishing activities in the Baltic Sea. Adding the national share of fishing activities would help determine important routes between fishing activities and harbours around the Baltic Sea. This in turn would also be beneficial for fisheries to improve their activities. However, one obstacle in achieving this is that the terms of agreement of the WGSFD state that national information should not be presented in their fisheries maps. Nevertheless, the ICES holds information about national fisheries in its databases. **Consequently, in awareness of this, the Baltic SCOPE project highlights the need for a pan-Baltic fisheries map. Partner countries in Baltic SCOPE must agree on taking this issue back to national agencies responsible for fisheries for further discussion.**

In addition, aspects of fisheries could also be included in an alternative mapping project with an environmental focus (fish habitats). Yet, the Baltic SCOPE project recognises that countries in the Baltic Sea region need to raise their ambitions and boost greater collaboration to produce such a map. This could be conducted, during future collaboration and projects.

¹³ <http://www.ices.dk/community/groups/Pages/WGSFD.aspx>

PLANNING SUGGESTION 6: JOINT FISHERIES MAP



Planning authorities from countries in the Baltic Sea region should collaborate for developing a joint fisheries map, which should provide evidence on the interests and activities of fisheries inside their national waters as well as across the Baltic Sea.

3.2.4. Joint Green Infrastructure / Blue Corridors Map

Partners of the Baltic SCOPE project acknowledged that the aggregated spatial data on areas of high ecological value, which was made available during the MSP-process, could strengthen environmental integration in planning processes. Therefore, partners identified the need to develop such data for the Baltic Sea [The data should be presented as a map or GIS-layers and be on a detailed level relevant for MSP]. The aggregated data in turn, can be used by planners to develop a Green Infrastructure/Blue corridors map. Green Infrastructure refers to a strategically planned network of natural areas of high ecological value and other environmental features¹⁴ designed to deliver a wide range of ecosystem-services and to protect biodiversity. This concept was initially developed for urban and rural areas, but it is also relevant for marine management and MSP. Blue corridors imply the same to a large extent, but the concept emphasizes connectivity of important ecological features (e.g. stepping stones and currents) and the absence of disconnecting factors (e.g. physical infrastructures, polluted areas, heavily used shipping lines, regularly trawled areas, etc.).

It is still premature to talk about what green infrastructure and blue corridors fully entail in the context of marine areas, since no full-fledged methodology has yet been developed. There are huge gaps in our understanding of how significantly marine habitats and processes are linked temporally and spatially in the Baltic Sea (HELCOM-VASAB MSP WG, 2016). For instance, mapping of the spatial distribution of biotopes has only been conducted in a few areas (ibid.). However, there is currently a lot of work under way to produce relevant knowledge to develop the green infrastructure and blue corridors concepts further, and to integrate them within MSP.

The MPA network to some extent covers part of the green infrastructure and blue corridors as well as being the most representative mechanism developed so far for managing marine biodiversity. However, marine management and planning needs a much broader perspective that not only protects areas of high ecological value, but also incorporates temporal and other aspects that are not bound to a spatial dimension. A more comprehensive perspective would also give a strong emphasis to areas with lower ecological value, but with an important function in maintaining a large-scale and fully functional ecosystem (HELCOM-VASAB MSP WG, 2016). Further development of the concepts of green infrastructure and blue corridors in marine areas, has a huge potential in contributing to better marine management and the integration of the environment in MSP.

Sweden has developed two different green infrastructure maps serving this purpose in Swedish MSP. Based on the general Swedish example with four map layers representing: benthic habitats, fish, marine mammals and birds, a first attempt was carried out to develop a green infrastructure map for the Central Baltic case study area covering Latvian, Estonian and Swedish waters¹⁵. The map in Figure 19 illustrates the first attempt to assemble the existing data to show the core areas of interest in the Central Baltic for preserving the overall marine ecosystem. The map includes areas designated or assessed as important for the protection of certain species and habitats, including existing Marine Protected Areas (Natura 2000 sites and HELCOM marine protected areas), proposed areas for new MPAs (Sweden), Ramsar sites, Important Bird Areas as well as areas important for fish spawning.

¹⁴ Environmental features include physical features and associated biological communities that support the maintenance of marine biodiversity, and the delivery of ecosystem services.

¹⁵ See Towards Coherent Cross-Border Maritime Spatial Planning in the Central Baltic Sea – Case study report from the Baltic Scope Project at www.balticscope.eu

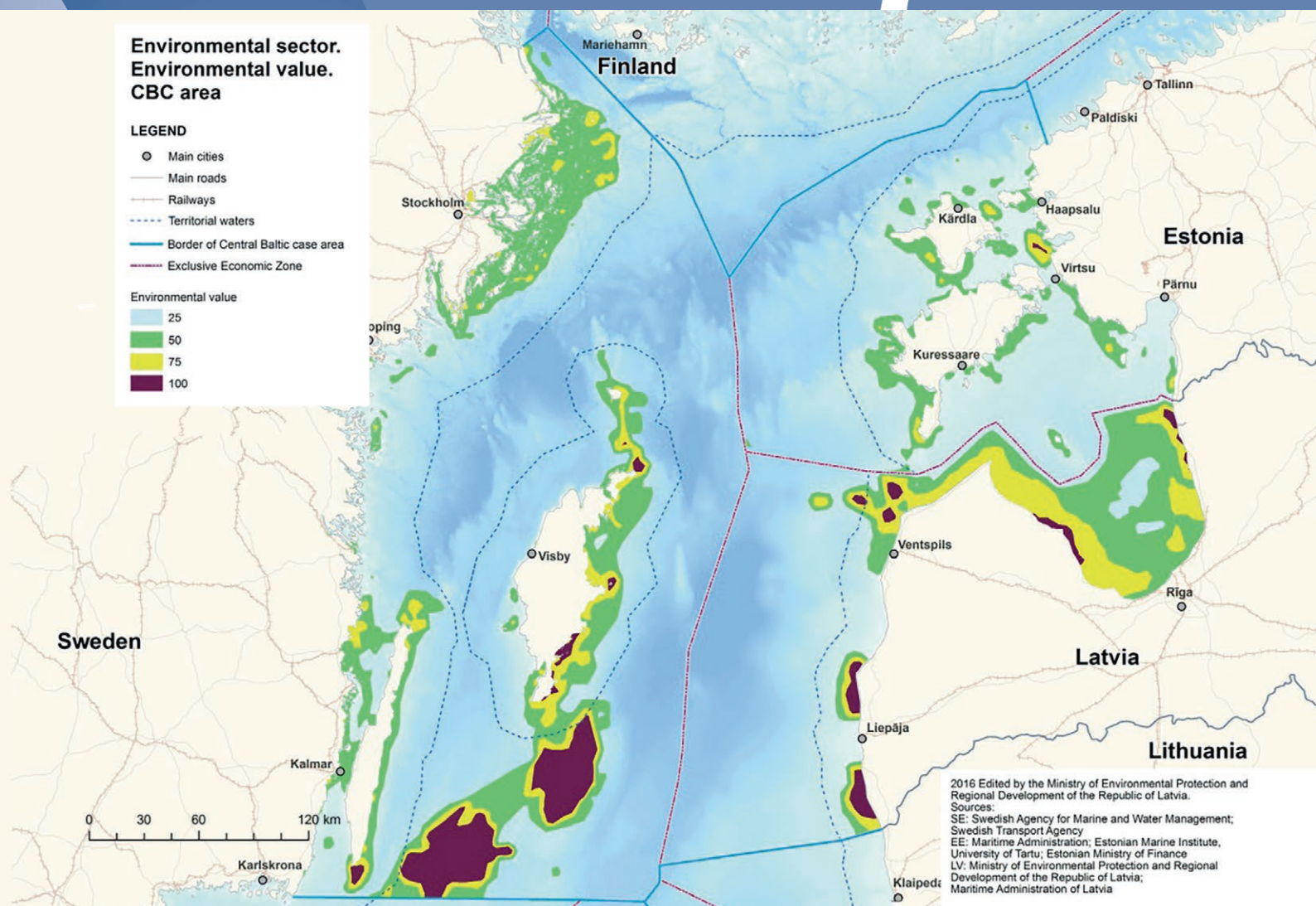


Figure 19: A green infrastructure/blue corridor map of the Central Baltic Sea area. This map is the first attempt by the Baltic SCOPE project to combine available data (e.g. areas of high ecological value) in a meaningful way to assess the situation in a transboundary manner. The map should not be considered as final planning evidence, but as a first draft to show the potential of developing the concept further

Planners had the intention to also develop a green infrastructure/blue corridors map for the Southwest Baltic case. However, the resources for all necessary scientific steps for the whole Southwest Baltic case study area were not available within the Baltic SCOPE project. For this reason, Baltic SCOPE strongly recommends bringing this task forward in future collaboration and ideally in a joint international MSP project. Partners identified the lack of data on spawning and nursery grounds for fish, which is an important area for knowledge development in the fisheries topic. Such data should be included in the aggregated data layers of the areas of high ecological value, as fish habitats are natural parts of the green infrastructure/blue corridor system and synergistically contribute to the provisioning of ecosystem services.

Nevertheless, an initial effort was made individually by the Polish team to produce a green infrastructure/blue corridors map based on the methodology developed within the Central Baltic case study. For that purpose the data gathered during the national MSP process was used (data on macrophytes, zoobenthos, ichthyofauna and avifauna). The result was presented on the map showing the location of places with environmental value (see Figure 20).

The map in Figure 20 includes four layers of environmental data and important areas for:

- Benthic habitats;
- Fish;
- Marine mammals;
- Birds.

These layers have then been combined where four overlapping layers indicate the highest ecological value. The highest value has been given to the space where most layers overlap. The first step (and challenge) was to develop these four ecosystem component layers based on different data types, thus the national representations of the layers will not necessarily be similar. But the main idea is to show that this type of a green infrastructure map can be developed and that it is valuable for MSP.

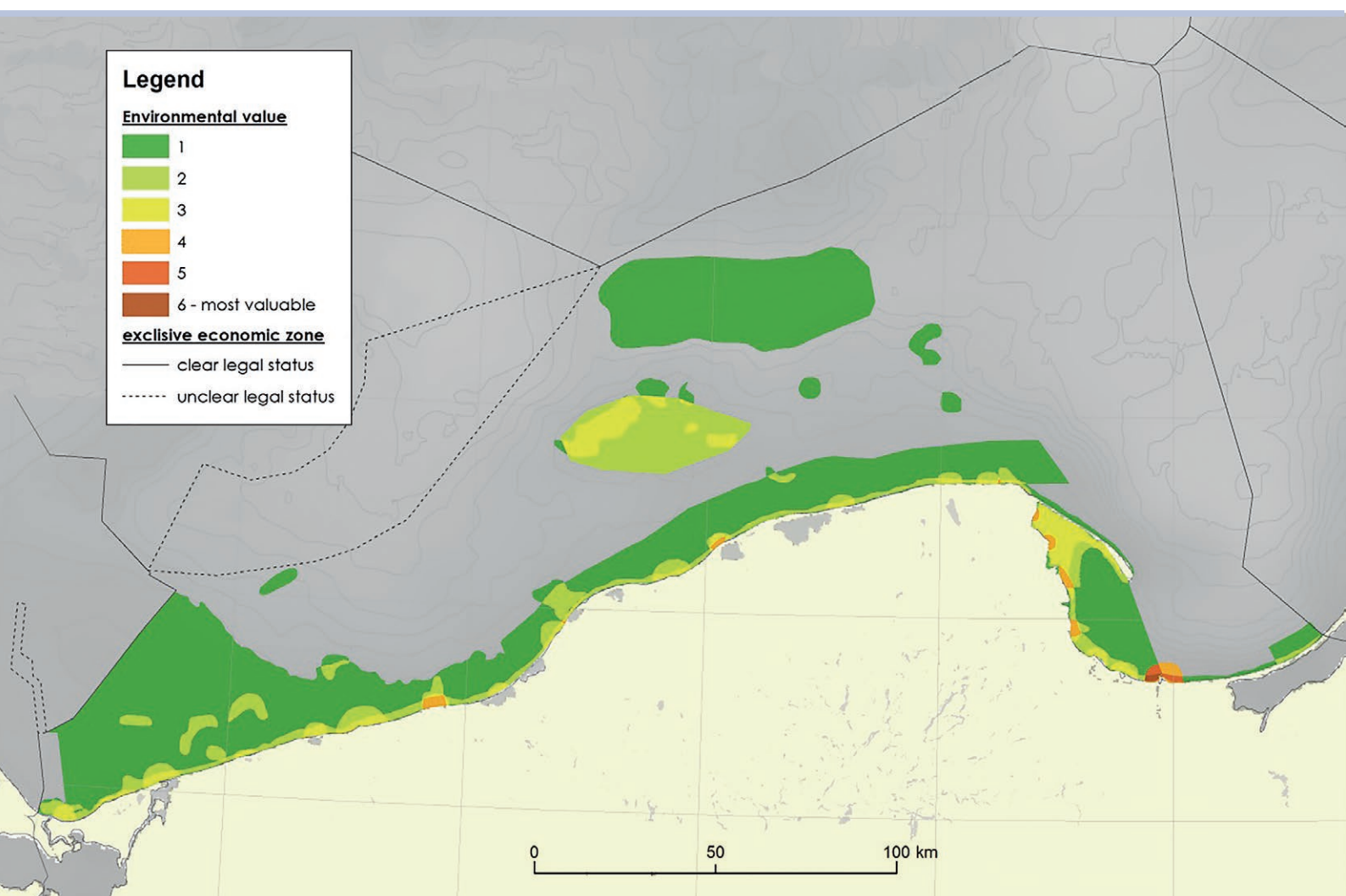


Figure 20: Green infrastructure map of Polish Sea areas. Source: Maritime Institute in Gdansk



PLANNING SUGGESTION 7: JOINT GREEN INFRASTRUCTURE/BLUE CORRIDORS MAP

Planning and sector authorities should collaborate to map the areas of high ecological value across the Baltic Sea using both harmonized methodology and data sets in order to create MSP relevant green infrastructure/blue corridor GIS-layers to be used in MSP.

The following steps should be followed:

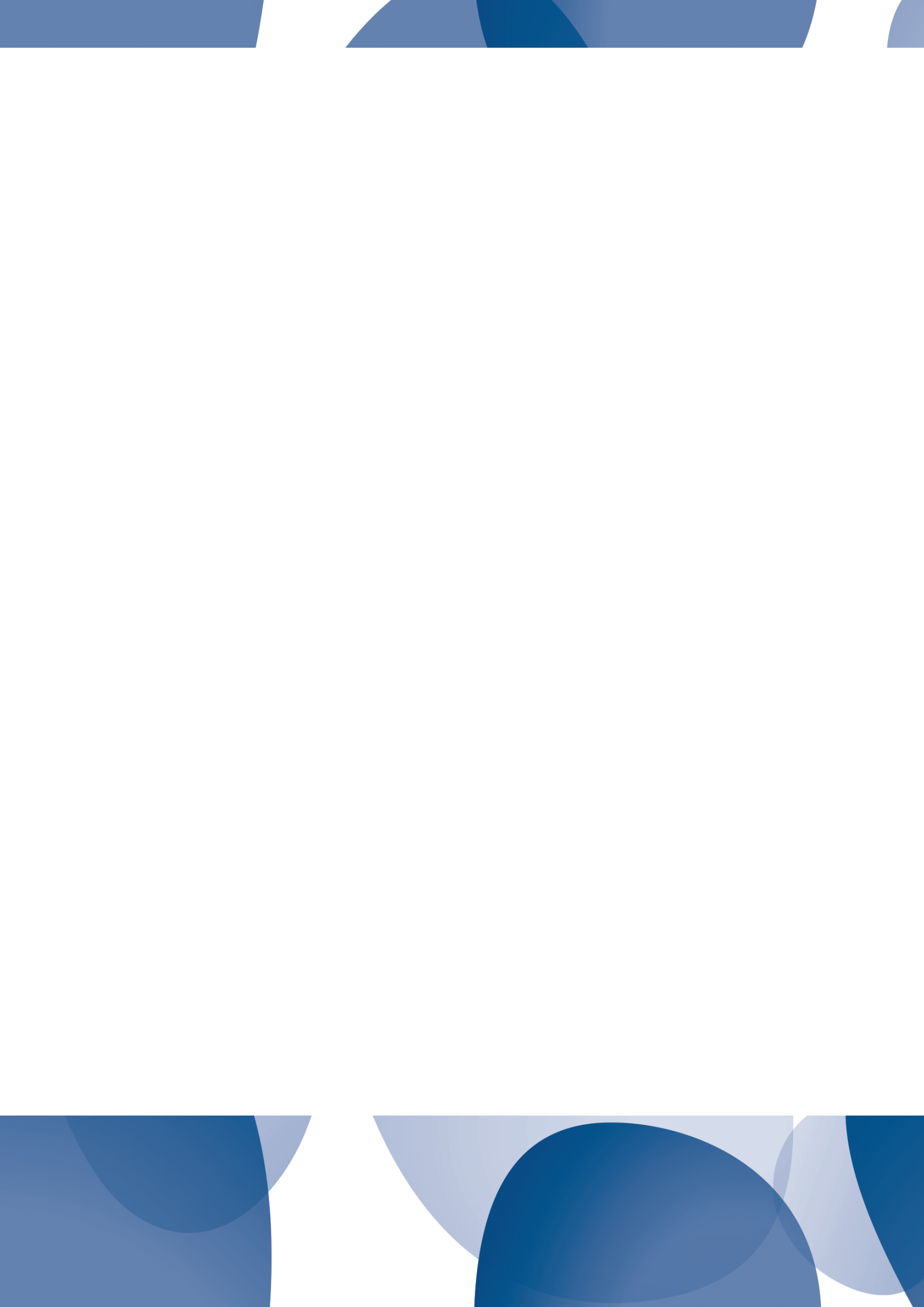
Develop a common approach for habitat mapping and modelling (using the EUNIS or HELCOM HUB classification system);

Define common criteria to identify areas of high ecological value (including benthic habitats and areas important for birds, mammals, fish spawning and nursery etc.);

Develop cross-country harmonized data sets on the distribution of species and habitats with high value, with an emphasis on those most threatened by different pressures including human activities in the sea;

Develop a common map of green infrastructure/blue corridors of relevance in MSP using the harmonized data sets.

Target group: A joint international project involving national institutional actors providing access and handling relevant data (including national and HELCOM data).



4. RECOMMENDATIONS FROM THE SOUTHWEST BALTIC CASE STUDY

4. RECOMMENDATIONS FROM THE SOUTHWEST BALTIC CASE STUDY

Based on the work done during Baltic SCOPE, project partners identified a number of key issues that need to be highlighted and taken care of outside of the project. This work has been done from a planning and transboundary perspective rather than favouring sectoral interests or national priorities. The aim was to have a balanced overview and to take the interests of all sectors equally into consideration. Thus, the most burning issues were included in policy and planning recommendations that are particularly targeted to authorities responsible for MSP and in some cases, other governmental and sectoral bodies and funding bodies.

Note: These recommendations are the result of in-depth deliberation and discussion among project partners of the Southwest Baltic case study, and do not necessarily reflect the opinion of every individual planning authority or national government. Naturally, since the different partner countries are at different stages of the MSP process, there is also a variation in the importance of specific recommendations for single partners.

Table 6: Policy and Planning Recommendation of the Southwest Baltic Case Area – Baltic SCOPE

| Policy and Planning Recommendations of the Southwest Baltic Case Area - Baltic SCOPE | | TYPE / ADDRESSEE |
|--|--|--------------------------------|
| GENERAL RECOMMENDATIONS | | |
| 1. | Planning authorities should take future sectoral developments into account when designating spatial needs for the respective sector. | PLANNING / PLANNERS |
| | Explanation: Maritime spatial planning as a method should be used to influence the future allocation and organization of activities in space. It is essential that future trends are taken into consideration, particularly the new developments and needs of individual sectors. Sectoral experts should be consulted and requested to provide information in order to be able to make accurate estimations of future trends. Estimations should be given in actual numbers to be able to transfer the information to the spatial dimension. Results of ongoing regional projects studying future trends should be taken into consideration e.g. the SHEBA project report. | |
| 2. | Planning authorities should involve stakeholders (sectoral experts and agencies) early in the MSP process to avoid potential conflicts and develop coherent transboundary plans. | PLANNING / PLANNERS |
| | Explanation: Stakeholder involvement at an early stage of the planning process facilitates the collection of information about the interests and concerns from all sectors, which provides a more balanced basis for the planning exercise. It improves conflict management and trust in decision makers. Ultimately it leads to developing solutions that are more acceptable to all stakeholders. One way planning authorities can achieve this, is by building up or using the existing sectoral networks for boosting communication and exchange of important information between authorities, planners and other stakeholders. For instance, cross-border working groups could be established to resolve more complex issues. | |
| 3. | Contracting parties should establish the HELCOM-VASAB MSP Working Group as a permanent forum for enhancing continuous cooperation between planning authorities in a stable network and to facilitate knowledge sharing on trans-boundary MSP. | PLANNING / PLANNERS |
| | In addition, the HELCOM-VASAB MSP Working Group should extend its role to serve as a cooperation platform to enable discussion and exchange of experience between other different stakeholders as well. | |

4. Planning authorities should take into consideration the three checklists on the ecosystem-based approach developed during Baltic SCOPE when drafting/revising national maritime spatial plans.

See checklists: www.balticscope.eu

PLANNING /
PLANNERS

5. Planning authorities should strengthen cooperation with sectoral agencies, which act as contact points to international bodies, including HELCOM and VASAB at the regional sea level, and the IMO and IALA at the global level.

Example: Use MARPOL and BWMC as common ground between IMO and HELCOM/VASAB for environmental concerns in the Baltic Sea.

Explanation: Spatial planning is at the intersection of most maritime policy fields. It seems therefore advisable to be involved, at least on an informational basis, in sectoral agency initiatives that may impact spatial planning. This is particularly important when these initiatives are amplified in their policy and regulatory impact through regional and international bodies.

For example, on the initiative of some member states, HELCOM and OSPAR have co-operated on the issue of ballast water in the joint HELCOM-OSPAR task group on Ballast Water Management Convention exemptions.

Additionally, in the North Sea, ballast water exchange areas were identified as part of an Interreg project. These were then adopted by OSPAR and IMO was informed about them.

Both decisions may have an impact on the spatial needs of shipping and so may influence maritime spatial planning.

More information:

HELCOM-OSPAR TG Ballast: <http://www.helcom.fi/helcom-at-work/groups/maritime/tg-ballast>

OSPAR work on ballast water: <http://www.ospar.org/work-areas/eiha/shipping>

IMO designation of ballast water exchange areas in North Sea:

BWM.2/Circ.56: http://www.green4sea.com/wp-content/uploads/2015/08/IMO-Int-Convention-on-Ballast-Water-2015_07.pdf

Some examples of relevant international decision organs:

| Overall: | Shipping: | Fishing: | Environment: |
|------------------------|---------------------|----------|--------------------------------------|
| IMO DOALOS VASAB | IALA ESPO BPO | EFCA | HELCOM ICES CBD UNEP EEA |

POLICY
AND
PLANNING /
MINISTRIES
AND
PLANNERS

6. Where appropriate, planning authorities should draw attention to pan-Baltic and bilateral issues at the national political level to deal with conflicting national interests that cannot be solved through informal dialogue between planners.

Explanation: In the course of the planning process some problematic issues may occur e.g. unsolved border limitations, which require the involvement of high-level officials who are authorised to perform intergovernmental discussions and decision-making.

POLICY /
NATIONAL
POLITICAL BODIES

7. The HELCOM-VASAB Data Expert Group should initiate and support a decentralized spatial data infrastructure for pan-Baltic transnational planning and assign the maintenance to GIS experts.

Explanation: The HELCOM/VASAB MSP WG has set up a Data Expert Sub-Group. This group has outlined the scope of the data of transnational relevance to be included in such an SDI (stocktake of activities and environmental data, planning data). Further specifications, harmonisation needs incl. translations, development and testing etc. will be mainly done within related projects, such as Baltic LINes. An agreement has to be found between Baltic Sea region states on where the SDI shall be hosted.

POLICY /
NATIONAL

8. Planners should consider using the transnational planning methods developed in Baltic SCOPE (e.g. matrix, bilateral, trilateral meetings) where transboundary conflicts can be identified in specific transboundary focus-areas.

PLANNING /
PLANNERS

SECTORAL RECOMMENDATIONS

SHIPPING

9. Planning authorities should ensure that sea safety and navigation requirements are adequately addressed at all stages when drafting/revising MSPs.

Explanation: Taking certain areas out of navigable areas and routes in the future, e.g. when making provisions and assigning certain areas for offshore wind farms, current traffic outside of TSS and other IMO routes will be forced to reconsider routes to avoid these areas. Simulation of changing ship traffic patterns should help planners to assess the impact of the planned activities, and the need to implement sufficiently dimensioned safety zones and measures. In case this cannot be achieved – e.g. when relocated traffic leads to increased density of traffic in certain areas, which requires stronger safety measures and wider safety zones, planned designations of other activities should be reconsidered and adapted respectively.

The above mentioned assessment of the risk of major hazards should be carried out in accordance with internationally recognised methods e.g. with reference to the IALA guideline 1018 and the IALA risk management toolbox or the IMO adopted Formal Safety Assessment methodology (FSA).

Example:

German MSP for the EEZ addresses shipping safety by designating priority areas and reservation areas (safety zones) for shipping and transport, see map.

PLANNERS
AND SECTOR
AUTHORITIES

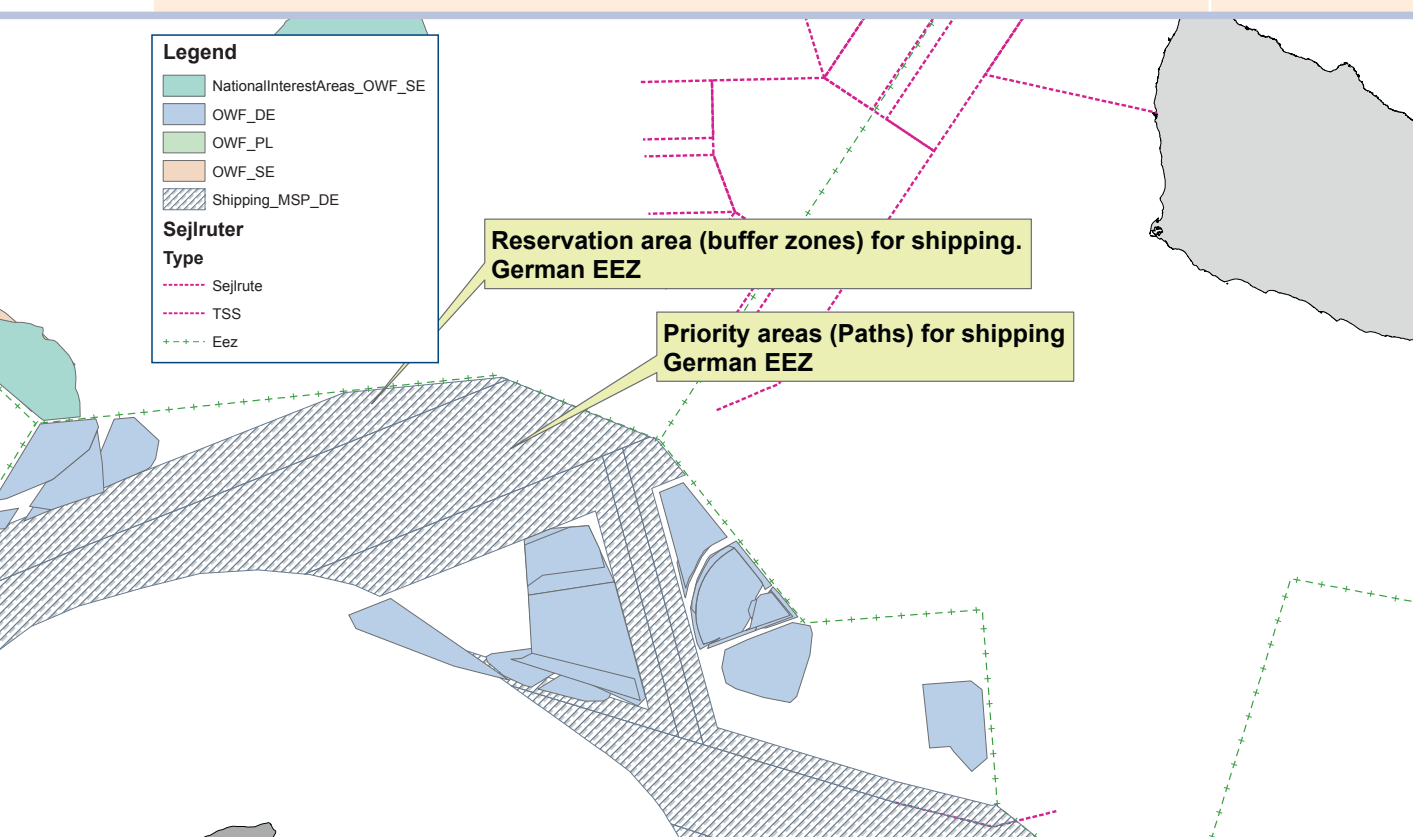


Figure 21: Map shows the German reservation areas (safety areas) in the German EEZ for shipping

10. Countries in the Baltic Sea region should develop a Pan-Baltic set of criteria, based on international guidance (e.g. IALA-Recommendations and guidelines), outlining safety distances between offshore installations and fairways, routes and TSSs.

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Explanation: The minimum distances between offshore wind farms and shipping routes are defined individually from case to case by considering traffic requirements and further framework conditions.

Example:

Germany has made MSP for EEZ. The alignment based on this plan's common criteria with that of neighbouring countries would obtain coherence. The safety distance could initially be 2 Nautical Miles for major shipping routes.

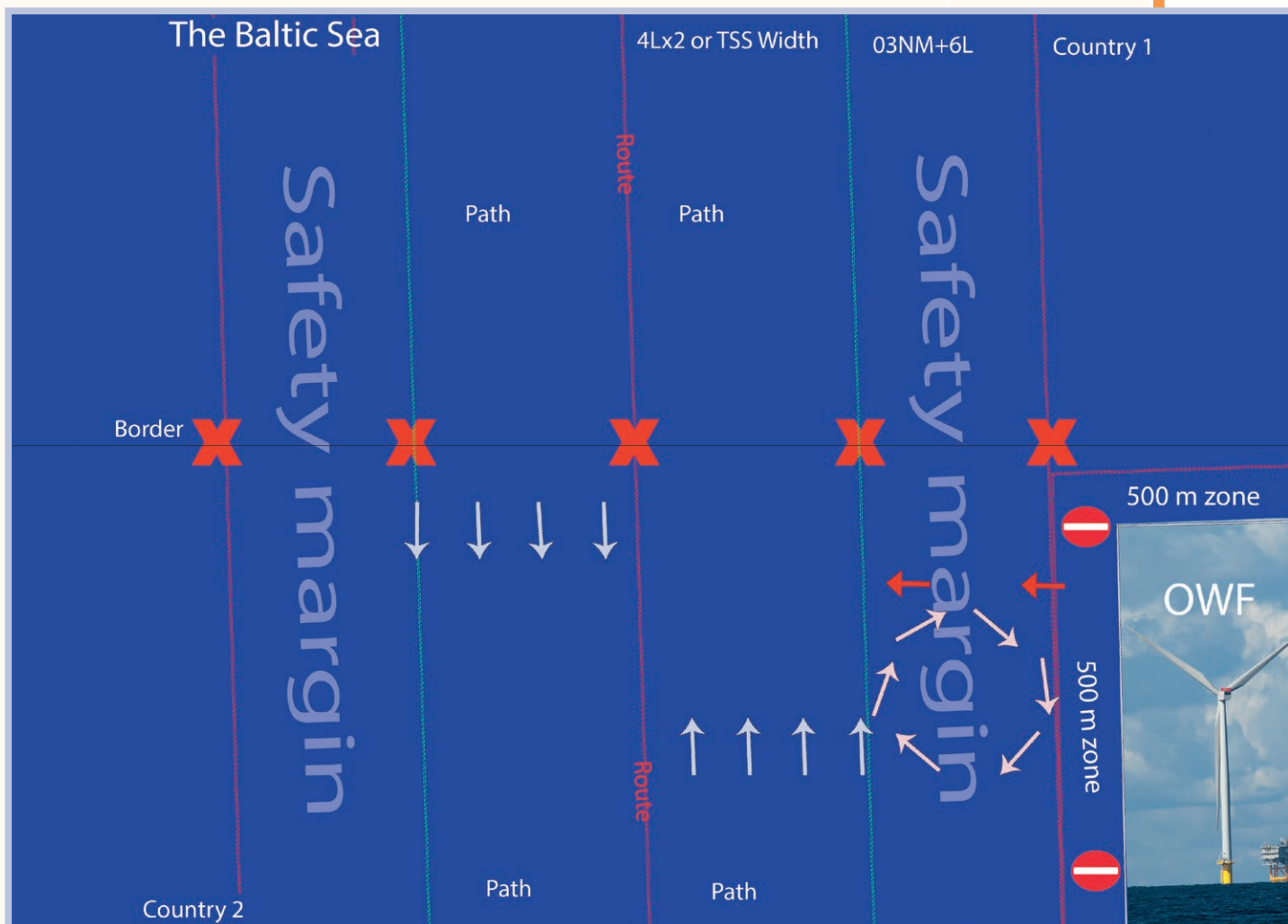


Figure 22: Example of coherence in shipping corridors at the borders of safety distances to offshore wind farms

11. Planners should pay attention to the cumulative impact on other sectors when considering rerouting major shipping lines, e.g. negative effects on fishing grounds and environmentally sensitive areas.

Explanation. Existing IMO routing measures and major traffic flows as well as other activities may be affected in MSP when rerouting shipping routes. E.g. safety distances cannot be kept against offshore wind farms, or sections of the route are in conflict or will cause conflicts with planned environmental protection measures.

Baltic Sea region countries should discuss the impact of planned spatial allocations of activities and accompanying regulations on IMO routes. If they agree that in certain areas rerouting would most probably serve their joint planning objectives, they should develop alternative solutions and bring forward a respective proposal for changes to IMO.

In case of rerouting IMO Routing measures, planners should keep in mind:

- That the practice of following predetermined routes for shipping has already been adopted for reasons of safety and is incorporated into the IMO SOLAS Convention. These routes are established in order to reduce the number of collisions and groundings. Therefore, rerouting traffic requires new navigational risk assessments.
- That rerouting can lead to an economic impact on shipping and the environment in terms of higher fuel consumption if routes are extended and made more complicated with added distances and turns.

Example 1: Plans for offshore wind farms on the Southern Middle Bank, shared by Sweden and Poland, show that shipping lanes passing over the bank today would have to be moved. There are two choices— north or south of the bank. The most important fishing grounds for cod in the Baltic are south of the bank, thus the two countries agreed on working to move the shipping traffic north of the bank – into the IMO deep water route.

Example 2: The map below shows a hypothetical example of rerouting ship traffic between Bornholm TSS and Falsterbo TSS. The probability of ships' collisions increases somewhat due to the increased sailing time and the extra turn. A safe distance between the wind farm and the uttermost edge of the shipping route should be taken into account. A rerouting due to the establishing of an offshore wind farm may require changing of the Bornholm TSS.

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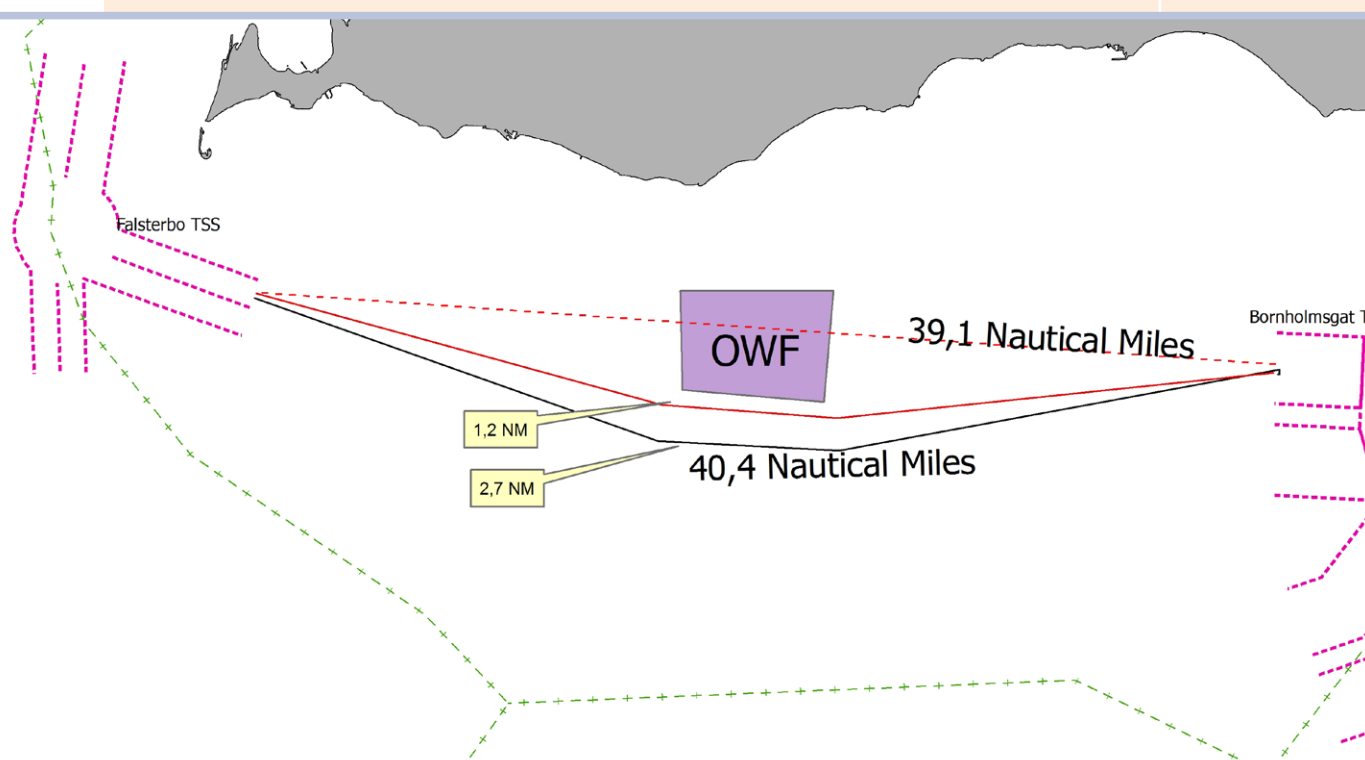


Figure 23: Example of rerouting options in the Southwest Baltic sea

12. Planners should take small vessels without AIS (Automatic Identification System) or VMS (Vessel Monitoring System) into consideration when conducting traffic analysis.

Explanation: In the Baltic Sea the majority of fishery and leisure vessels are not required to have AIS equipment on board when smaller than 300 BT. Accordingly these vessels are not reflected by any spatial analysis using AIS data. Other sources need to be included in traffic analyses to also account for smaller vessels. Usually fishermen report their itineraries in a less centralized manner. Obtaining the data and including it in the analysis would offer a much more complete picture.

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13. Regulations are needed to ensure wind turbines are designed and constructed to be "collision-friendly".

Explanation: Regulatory practice, for example in Germany, demands that the foundations of offshore wind turbines are constructed in a "collision friendly way". This means that the damage to the hull of a colliding ship should be minimal (see Standard Design - Minimum requirements concerning the constructive design of offshore structures within the Exclusive Economic Zone (EEZ) <http://www.bsh.de/en/Products/Books/Standard/7005-15.pdf>, in particular p. 89). If turbine foundations are "collision-friendly" this may have a positive effect on the necessary distance between shipping lanes and wind farms as it may allow for the narrowing of safety distances.

POLICY

ENVIRONMENT

14. Planning authorities should provide continuous access to comprehensive and reliable up-to-date knowledge and data on cross-border protected areas.

Explanation: There is a need to have continuous access to and share reliable knowledge and data on EIA (Environmental Impact Assessment) procedures, in order to develop a common understanding of the key characteristics of protected areas designated in the border area of neighbouring countries. Early stage cooperation would help prevent other sectoral investments/uses from having a negative influence in these areas and avoid potential conflicts/collision in neighbouring countries' MSP and investment processes, saving time and money. Key issues to be taken into consideration are, for example: the legal basis for established protected areas, existing plans of protection/management and plans in preparation, objects of protection, defined influences and threats, prohibitions and injunctions, already implemented or planned protective actions, gradation of strength of activities having impact on the protected area.

PLANNING /
PLANNERS

15. Neighbouring countries should cooperate in the process of planning and managing of cross-border marine protected areas (MPA).

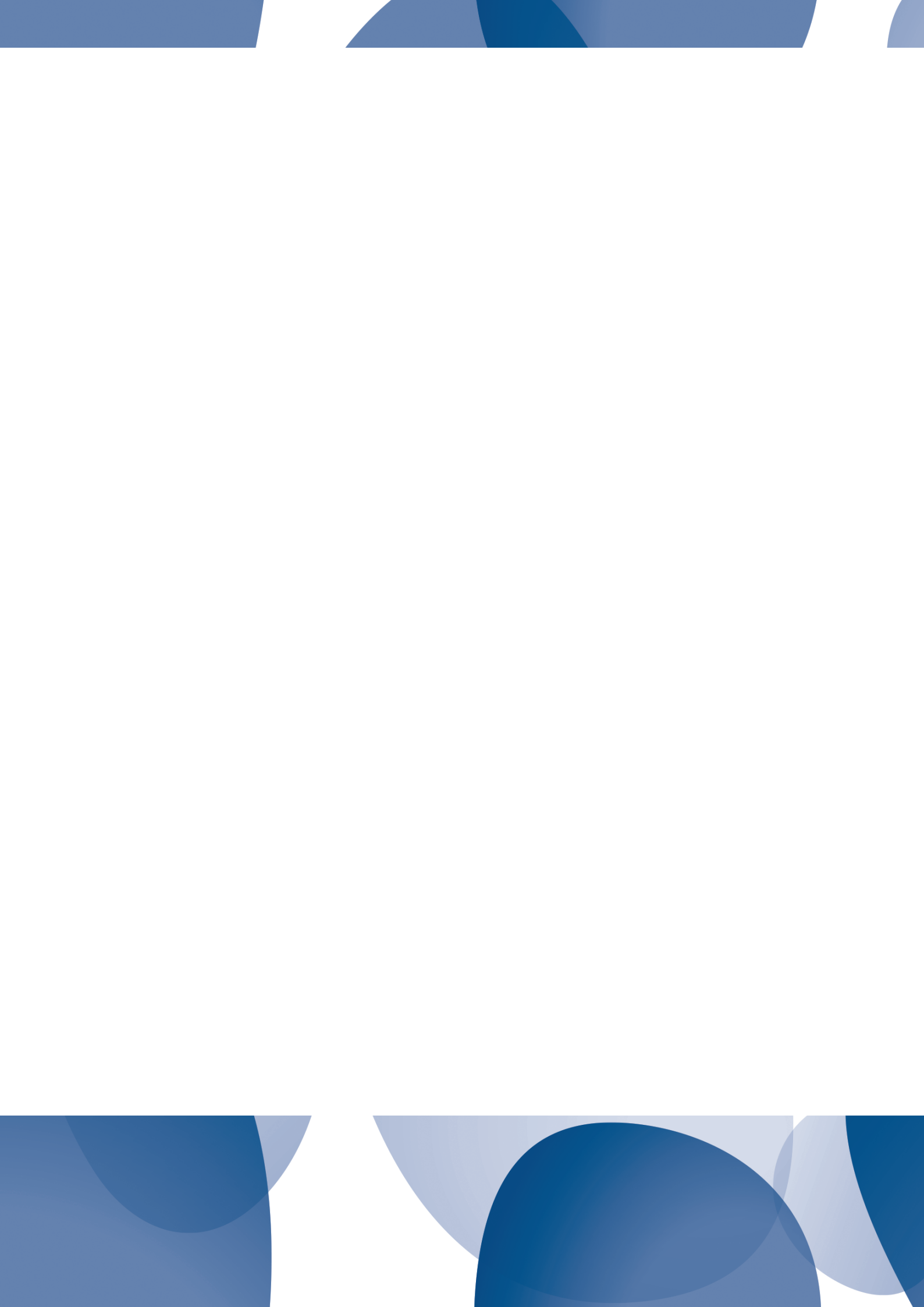
Explanation: Country borders, sometimes divide areas with high ecological values, demanding legal protection. Different approaches to protection measures, objects and threats may result in competing prohibitions and demands influencing space and investments' planning. Coordination and collaboration is therefore required in the process of planning and management of cross-border Marine Protected Areas (MPA) management and should be maintained on a regular basis in order to:

- Exchange early information about the intention to establish new protected areas;
- Exchange information about elaborating management/protection plans;
- Consult neighbouring countries to find solutions that may influence the competing human use of the sea;
- Joint development of solutions to be transferred to national management and protection plans;
- Joint elaboration/agreement on the basis of monitoring sea use that has potential negative influence on protecting objects and connectivity.

PLANNING /
MANAGEMENT
ENVIRONMENTAL
ISSUES

| Policy and Planning Recommendations of the Southwest Baltic Case Area - Baltic SCOPE | | TYPE / ADDRESSEE |
|--|--|---|
| 16. Neighbouring countries should avoid planning any human activities in the sea, which may negatively impact the cohesion and connectivity of cross-border protected/valuable areas. | | POLICY |
| Explanation: Natural values in the Baltic Sea can only be restored, or maintained at a good status, when all the Baltic Sea States cooperate. Most activities within cross-border areas present a potential long distance threat with adverse effects on protected/valuable areas established in neighbouring countries. In order to provide sufficient protection and ensure that valuable objects in “special areas” remain undisturbed, transboundary facilities, such as, migration corridors, should be put in place. | | |
| 17. Marine management organizations should develop common criteria outlining objects of protection and nature protection measures impacting other activities (e.g. prohibitions, limitations, co-existence mechanisms, identifying synergies). | | POLICY / MARINE MANAGEMENT ORGANIZATION |
| Explanation: The Natura 2000 requirements applied in the Baltic States have a common EU legal basis, but often differ with regard to the same protected species. This often leads to differences in interpretation and inconsistency in the protective measures introduced and creates conflicts in decision-making processes regarding the location of investment/activity, as opposing criteria for setting prohibitions and limitations in bordering countries are binding. | | |
| 18. Joint transboundary research in support of MSP processes should be conducted in the following fields requiring more attention: | | RESEARCH, FUNDING BODIES |
| <ul style="list-style-type: none">a. Sensitivity/risk analysis, inter alia, on oil spills, underwater noise and vibrations;b. Monitoring/research programs to gather information on objects of protection which are not recognized enough e.g. harbour porpoises;c. Conditions for successful co-existence (e.g. offshore wind farms – fish resources, harbour porpoises);d. Cumulative effects of deploying offshore wind farms;e. Spawning grounds vital to the growth of fish stocks. | | |
| ENERGY | | |
| 19. Planners should examine new energy proposals against the existing infrastructure, or approved plans of neighbouring countries, to reduce potentially negative cumulative effects on the environment and other sectors. | | PLANNING/ PLANNERS |
| Example: Planning offshore wind farms on the Southern Middle Bank (area shared by Sweden and Poland) will have direct and indirect effects on other sectors. For instance, shipping lanes passing over the bank today will have to be moved. Ships can take two alternative routes – north or south of the bank. This may in turn, produce other indirect effects. Particularly, the south of the bank, the Baltic’s most important fishing grounds for cod, would be negatively affected by increased shipping. | | |
| 20. Planning authorities should provide early warning to other Baltic Sea countries on any proposed energy related spatial plans and projects with a potential transnational impact. | | PLANNING/ PLANNERS |

| Policy and Planning Recommendations of the Southwest Baltic Case Area - Baltic SCOPE | | TYPE / ADDRESSEE |
|--|--|-----------------------|
| 21. Planning authorities should develop joint cross-border gates for linear infrastructure in MSP (power lines, data cables, pipelines) in those countries where this is needed. | | PLANNING/ PLANNERS |
| <p>Explanation: Cable connections and pipelines usually cross through areas designated for other uses. However, some of the current uses, e.g. shipping, are problematic, i.e. in case of emergency anchoring. To avoid conflicts it is therefore of high importance to indicate future corridors for cable/pipeline connections. Cross-border gates will help neighbouring countries to coordinate the concurrent uses in their national waters.</p> <p>Example: The common grid solution at Kriegers Flak between Germany and Denmark. Offshore wind farms in both countries' EEZ are connected to each other and thus also to landing points in both countries. Consequently the overall power reliability is enhanced.</p> | | |
| FISHERIES | | |
| 22. Countries should keep each other up to date on national fishing activities, in particular, the identification of important fishing areas. | | |
| 23. Planners should consider the spatial and temporal dynamics of fisheries, as the position and conditions of important fishing areas are constantly changing over time, when drafting/revising their MSPs. | | PLANNING/ PLANNERS |
| <p>Explanation: The fish stock move from year to year, which makes the most important fishing grounds non-stationary. Planning evidence for important fishing grounds should, therefore, be made from data collected over as many years as possible in order to make the areas as predictable as possible.</p> | | |
| 24. Common planning evidence on cross-border fisheries should be provided through ICES. | | POLICY |
| <p>Explanation: As stipulated in the Common Fisheries Policy (CFP), fishing is permitted across EU member states EEZ waters. Thus, all countries around the Baltic Sea need to have the bigger picture: 1) of their own and other nations' fisheries activities; 2) within and beyond national borders. The International Council of the Exploration of the Seas (ICES) working groups have the experience of compiling and handling fisheries data from different countries relating to cross-border sea areas. Therefore, a request should be made to ICES to provide common planning evidence related to fisheries. Common planning evidence would facilitate cross-border planning coordination.</p> | | |



5. FINDINGS AND CONCLUSIONS

5. FINDINGS AND CONCLUSIONS

5.1. SOUTHWEST BALTIC CASE STUDY: FINDINGS AND RESULTS

The main findings and results stemming from the work conducted in the Southwest Baltic case include¹⁶:

- The exchange of key information and data between planning authorities in relation to the main interests of four key sectors: shipping, energy, fisheries, and environment.
- Mutual learning in relation to countries' different planning systems, legal frameworks and existing/future marine spatial plans.
- The identification of key transboundary conflict areas in the Southwest Baltic.
- Increased stakeholder involvement, particularly national level authorities and relevant agencies.
- Identification of key sectoral synergies and conflicts.
- The development of a number of planning suggestions outlining potential planning solutions for transboundary MSP issues within focused geographic areas (see main report).
- The development of common data sources, including maps, the visualization of shipping and socio-economic evidence, as well as other working maps on overlapping interests in transboundary focus-areas.
- The development of a strategy to facilitate the use of the ecosystem-based approach as the basis for MSP, including three checklists to be utilized by planners during different phases of the planning process: 1) a general ecosystems approach in MSP checklist; 2) the planning support checklist; and 3) an SEA in MSP checklist.
- The development of a number of key general and sectoral policy and planning recommendations (see main report).

¹⁶ This is a non-exhaustive list of results. The outcome of planning is not only the plan itself, but also the continuous planning process. Many issues were discussed during the course of the Baltic SCOPE project where no concrete solutions or conclusions were achieved, but the initiation of the discussions must also be considered an achievement in itself and the potential catalyst for further results in the future.

5.2. SOUTHWEST BALTIC CASE STUDY: CONCLUSIONS

Baltic SCOPE has been a pioneering initiative bringing together national planning authorities in a transboundary collaborative effort to develop maritime spatial plans. Baltic SCOPE built on the experience of previous MSP Projects in the Baltic Sea region; however, the Southwest Baltic case study added novel value by initiating transboundary collaboration in the development of concrete solutions to cross-border MSP issues. Every sea basin has its unique peculiarities and needs and, therefore, requires a tailor-made approach to MSP at the transboundary level; however, sea basins do share a number of similar problems and the experience and lessons learned from the Baltic SCOPE project may set a benchmark for handling these issues elsewhere in the future.

For this report, planners were invited to provide reflections about their own impressions of the Baltic SCOPE project and specifically the work conducted within the Southwest Baltic case study. These conclusions are built on their direct reflections, rather than being only the interpretation of the editors. Planners highlighted a number of key conclusions, as particularly important issues highlighting structural barriers, practical matters, process-related issues, and insights regarding organisational learning. They also made some general reflections on the nature of MSP and outlined some future perspectives.

Project partners experienced a number of structural barriers in their path towards achieving coherent cross-border MSP. Governance structures were particularly challenging to overcome, with planners aiming to create bridges between sovereign nations with their own administrative structures, planning systems and regulations, as well as their own potentially competing targets, goals, priorities and interests. In Sweden, for instance, local governments have the responsibility for planning their territorial waters, whereas in Denmark, the responsibility for MSP lies exclusively at the national level. The legal status of the resulting plans is also different, binding in some cases and merely guiding in others. The timeframes for the planning processes in each country add another challenge, since planners experience different problems and needs at different stages of planning. However, the result oriented set-up of the project and mind-set of the planners involved was important in overcoming institutional and structural barriers and reaching agreements about possible solutions. Nevertheless, planners acknowledged the difficulty of distancing themselves from their national interests and personal biases to act independently from a transboundary perspective.

National planners do not have a mandate to solve all MSP issues, but Baltic SCOPE showed it to be possible to find and advance on concrete solutions through collaboration and develop a more comprehensive and common understanding of the existing common problems in planning by facilitating sectoral interaction and discussion. Early in the process, planners acknowledged that sectoral actors are not used to thinking from a holistic perspective, but have a strong focus on their own sectoral needs, while failing to recognise the needs of other sectors. This made it particularly challenging to present a cross-sectoral perspective, outlining existing and potential future conflicts and synergies in areas between sectors when operating within a common sea space. Project partners understood that the best way to face this challenge was by compiling the existing information (e.g. data, maps) and to identify the means to communicate it better with stakeholders (e.g. developing the necessary tools to improve their management plans). For instance, the ecosystem-based approach checklists developed in this project present a pragmatic way to put this frequently cited concept into practice and highlight potential differences between the Baltic EU states in regard to their SEA processes. The project also developed pan-Baltic maps on shipping. Planners identified the need for joint fisheries maps and joint green infrastructure/blue corridors maps, which is a key task to take on board in future collaboration. In some cases, planners noted the difficulty of influencing certain sectors to change the way they currently operate (e.g. rerouting shipping lines). Nevertheless, the sharing of knowledge provided a solid base from which national plans can be developed further and progressed towards bridging inter-sectoral divides, as a more holistic perspective evolves.

In terms of the process adopted during the Baltic SCOPE, project partners reflected on how successful methods developed and used within the Southwest Baltic case study helped to facilitate cross-border and cross-sectoral interaction in the creation of concrete measures to be implemented in national MSP processes. Partners agreed that the collaboration has provided a platform through which countries could inform each other on the status and intents of their national processes.

The established network among partners facilitated the formal communication and coordination between the countries, which in some cases help to ease tension in areas of conflict. Partners noted that identifying new methods to address specific cross-boundary challenges has supported the creation of collaborative and productive relationships between countries. The methods and tools used in the case area provided the information and data foundations for guiding discussions. For instance, Poland and Sweden drew a common map of the Southern Middle Bank area during a bilateral meeting, where layers of both countries interests were juxtaposed. This map was central in helping planners to visualize the conflict between a ferry line and an area defined as interesting for offshore wind energy development.

There has been an inherent flexibility in the Baltic SCOPE process allowing planners to think beyond what was thought possible and to find new ways of bypassing obstacles. That was clearly the case when dealing with the Grey Zone, a disputed area in the EEZ of Denmark and Poland, which is an issue that goes beyond their planning mandate, but has clear implications for their work. While this issue cannot be solved between planning authorities, the planners of the two countries were successful in engaging the Ministries of Foreign Affairs into the dialogue. This interaction eventually led to the identification of a temporary solution, which made it possible for planners to proceed with the regular planning process, while the border conflict is solved at a higher political level. Although sceptical at the beginning, planners were highly satisfied with the pragmatic result of this dialogue. This is an approach to collaboration, which is also applicable to other grey zones, such as the harbour approach of the Świnoujście-Szczecin area between Germany and Poland, and other similar cases within and outside the Baltic Sea.

Finally, project partners referred to elements of personal and organisational learning as an important output from the Baltic SCOPE project. Planning is a continuously evolving field and planners must be open to revise and redefine their objectives. This is especially relevant in MSP, which is a nascent field. Once planners have a clear idea of their aims, they can define the tools and methods required and identify the stakeholders that need to be involved. On a personal level, planners should be prepared to embrace new knowledge, which serves as planning evidence. However, personal learning needs to go hand in hand with organisational learning in order to make an impact; in other words, the experiences gained at a personal level in relation to tools, practices and methods need to become institutionalised at different levels of governance. New transboundary MSP knowledge developed and learned during the project can be transferred both laterally (to other ministries and agencies relevant in the implementation of sectoral plans) and vertically (to other levels of government: local, regional, national, and supra-national). The way Polish and Danish partners addressed the issue of disputed borders is a good example of organisational learning, where planners alone cannot solve an issue, but need to engage the Ministries of Foreign Affairs, who in turn learned from this experience. Organisational learning is also reflected in the maritime spatial plans, which remain as evidence for future work. Finally, an example of supra-national learning is the knowledge acquired by the EU, HELCOM, VASAB and HELCOM-VASAB MSP Working Group. MSP needs to accommodate all government and governance components that are directly or indirectly relevant. This is mainly because they are needed for the effective implementation of MSP, and they have the possibility of integrating elements of the maritime spatial plans into sectoral plans and regulations.

Reflecting back on the work done in the Southwest Baltic case study as part of the overall project and as documented in this final report, it can be concluded that achieving coherent transnational MSP is a complex exercise, therefore, there are no short cuts, or one-size-fits-all approaches. There is a need for thorough discussions about the different national planning systems, international and national regulations, planning challenges, as well as other context-specific information. This is important work in developing a joint understanding among national planners regarding why, how and where problems occur and how to identify potential solutions.

Even though the MSP-directive is the common basis for the implementation of MSP in the Baltic SCOPE area, transnational MSP is carried out within the context of sovereign states' interests and national planning systems. Planners have to accept that this takes time and that they do not have the mandate or capability to solve all issues. However, planners do have the capacity to identify key issues, which can then be redirected to the right bodies responsible for handling them.

A number of issues have been identified within the Southwest Baltic case study that will be handled within the national processes and/or between the countries by different planning authorities. In this regard, Baltic SCOPE has served its purpose of facilitating coherence between the countries' maritime spatial plans. Additionally, Baltic SCOPE has established a strong network of planners from across the Baltic Sea region, which is essential for maintaining a continuous cooperation.

Although important steps were taken to achieve coherent MSP across the Baltic Sea, it is important to acknowledge that the collaboration is in its relative infancy, and there is still a huge potential for developing further and enhancing the alignment and coordination in transboundary MSP. Countries will be able to learn from their first maritime spatial plans. Their first implementation will help identify new problems and opportunities. As planners gain more knowledge and experience, the MSP field will reach an important level of complexity, which will bring greater detail to maritime spatial plans. What is more, the experience gained and the first concrete results delivered, will allow stakeholders to develop a clearer idea of their role and relevance in the MSP process and motivate greater involvement in the future.

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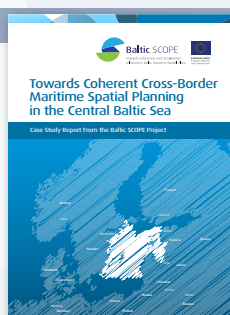
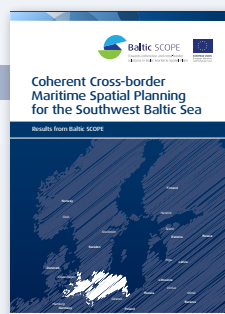
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LIST OF THE PRODUCTS PREPARED DURING THE BALTIC SCOPE COLLABORATION:



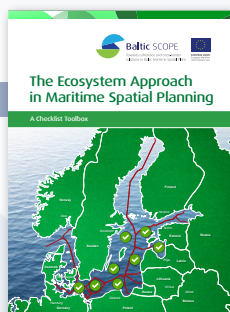
Recommendations on Maritime Spatial Planning Across Borders

Coherent Cross-border Maritime Spatial Planning for the Southwest Baltic Sea - Results from Baltic SCOPE



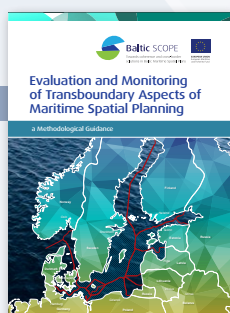
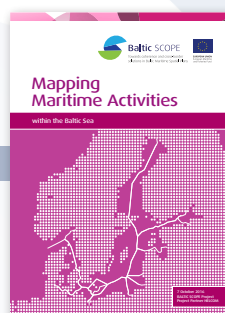
Towards Coherent Cross-Border Maritime Spatial Planning in the Central Baltic Sea - Case Study Report From the Baltic SCOPE Project

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