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Memo: Meeting with Estonian and Finnish MSP authorities

16.11.2017 Tallinn, Estonia



ABSTRACT

Title: Memo: Meeting with Estonian and Finnish MSP authorities

Authors: Hanna Nieminen & Riku Varjopuro

Abstract:

Plan4Blue (Maritime Spatial Planning for Sustainable Blue Economies) project invited responsible maritime spatial planning (MSP) authorities and planners from both Estonia and Finland to a meeting in Tallinn, Estonia on 16.11.2017. The meeting had two purposes. The first one was to discuss, exchange ideas and plan future collaboration related to cross-border collaboration. The second purpose was to present achieved and expected results of Plan4Blue and discuss them with the planning expert in order to ensure their relevance to the MSP processes.

This memo highlights the main points of the meeting. Presentations and other material produced during the meeting can be found from Plan4Blue project website <http://www.syke.fi/projects/plan4blue> under 'Events and meetings' > 'MSP planners meeting'.

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AGENDA

| Time | Topic | Contents |
|-------|--|--|
| | Morning coffee available | |
| 10:30 | Opening | <ul style="list-style-type: none"> - Ronde-de-table - Objectives for the meeting - Expectations for today |
| 10:50 | MSP planners exchange | <ul style="list-style-type: none"> - MSP planning system and timing in Estonia Anni Konsap, Ministry of Finance, Estonia - MSP planning system and timing in Finland Tiina Tihlman, Ministry of the Environment, Finland and Pekka Salminen, Regional Council of Southwest Finland - Results from Baltic SCOPE lessons learned and a literature review on cross-border MSP collaboration Riku Varjopuro, Finnish Environment Institute - SYKE - Discussion: <ul style="list-style-type: none"> o What is the goal for cross-border cooperation in this region? o What sort of exchange is needed? |
| 12:15 | Lunch (at the hotel) | |
| 13:15 | Plan4Blue WP presentations and commenting by MSP authorities | <ul style="list-style-type: none"> - Expected results <ul style="list-style-type: none"> o Plan4Blue in general, Riku Varjopuro o WP1, Riitta Pöntynen, University of Turku o WP2, Robert Aps, University of Tartu o WP3, Harri Tolvanen, University of Turku o WP4, Riku Varjopuro - Discussion on usability of the results <ul style="list-style-type: none"> o Also in relation to timing of MSP processes o Next steps to ensure usability of the results |
| 14:45 | Coffee/tea | |
| 15:15 | Next steps and actions | <ul style="list-style-type: none"> - Planning the cross-border collaboration to meet the objectives <ul style="list-style-type: none"> o Next steps, Objectives and timing of the next meetings o Technical aspects of cross-border cooperation (data, analysis, mapping, etc.) o How much of it is official cooperation? (Espoo hearing, etc.) o How much can we use other platforms? (Plan4Blue, Pan Baltic Scope, HEL-COM/VASAB MSP WG, etc.) |
| 16:15 | End of the meeting | |

PURPOSE

Aims for the meeting

Plan4Blue (Maritime Spatial Planning for Sustainable Blue Economies) project invited planning practitioners and authorities responsible for maritime spatial planning (MSP) from both Estonia and Finland for a meeting in Tallinn, Estonia on 16.11.2017. The meeting had two purposes. The first one was to discuss, exchange ideas and plan future collaboration related to cross-border cooperation. The second purpose was to present achieved and expected results of Plan4Blue, and discuss them with the planning expert in order to ensure their relevance to the MSP processes. List of meeting participants can be found as attachment of this memo.

One of the key aims of Plan4Blue is to facilitate and improve cross-border collaboration in MSP in the project area. Meeting with Estonian and Finnish MSP authorities was a kick-off for the activities to reach this aim. Level, type and aims for cross-border collaboration in MSP may vary, but collaboration is essential: marine activities, species and impacts cross borders.

In more detail, the aims were to discuss:

- National maritime spatial planning systems and timing in both countries
- Different methods for cross-border collaboration (based on Plan4Blue project's literature review)
- Possible contributions by Plan4Blue project into national MSP processes (results and usability)
- Planning and ideas for cross-border cooperation in this region

Expectations of participants

In the beginning of the meeting, participants were asked to write on a post-it their expectations for the meeting and/or for the cross-border collaboration in general.

Expectations for the cross-border collaboration can be summarized as follows:

- **Networking: exchanging ideas and learning**
 - Issues mentioned: ideas on and possibilities of MSP, and how to incorporate different views / interests of stakeholders into MSP, getting to know each other, information on official processes in both countries (situation and cross-border issues), different perspectives of MSP in other countries and planning in detail (how, content of the plan, schedule)
- **Cross-border cooperation in practise**
 - Issues mentioned: information on timing and other's goals for cross-border collaboration, to learn and find out ways of cooperation/communication between countries in MSP, and to move from words to actions (to achieve different objectives) and to find clarity

Expectations for the Plan4blue project were:

- **Information on Plan4Blue activities, results and their usability**
 - Issues mentioned: what could/should be the next steps when producing project results, new ideas and solutions for future work, first overview/update/future of the project activities
- **Project benefitting the national processes**
 - Issues mentioned: what project delivers and how it can benefit national processes, cooperation between EST process and P4B, fruitful cooperation between FIN-EST and P4B

NATIONAL MSP PROCESSES

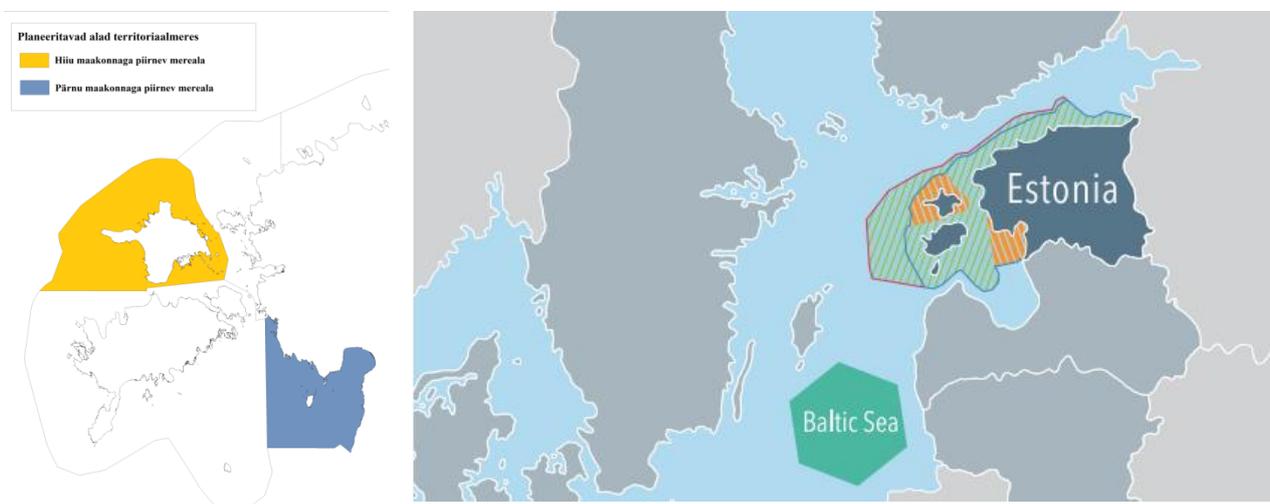
Characteristics of national MSP's

Estonia

Presenter: Anni Konsap (Adviser, Spatial Planning Department, Ministry of Finance Estonia). Anni presented the main points, timeline and questions related to Estonian MSP process.

Pilot projects: Hiiu Island and Pärnu Bay area

Estonia has conducted two maritime spatial planning pilot projects – at the area round Hiiu Island and Pärnu Bay area. Pilot projects started in October 2012, and the Hiiu pilot has been adopted in 2016 and the Pärnu Bay pilot in April 2017. Reasons for choosing these areas as pilots were: Pärnu Bay area is main are for fishing in Estonia and for areas around Hiiu Island there is a strong interest for offshore wind development.



Picture 1. Left: Hiiu Island and Pärnu Bay Area pilot project areas, right: MSP planning area in Estonia
(Sources: Left: Anni Konsap / presentation 16.11.2017, right: European MSP platform -> Estonia <http://www.msp-platform.eu/countries/estonia>)

Planning principles and main questions

Ministry of Finance is the National Authority for MSP in Estonia. There will be one plan for the whole Estonian marine area, and both internal waters and EEZ are part of the area. In Estonia, marine waters are in the charge of the state and overall, national approach to marine areas is applied. Previously presented regional maritime plans of Hiiu and Pärnu will be incorporated in the national plan for the Estonian marine areas and they will continue to be in force.

In Estonia, marine spatial plan itself is in principle a legally binding document – but only legal connection with MSP act and other acts / licences given for sea uses is *license to build in offshore areas* (incl. wind turbines, parks). Other sea uses, for instance transportation or ports, don't have to comply with the MSP plan. Thus, one of the main questions in Estonia is how MSP plan could and should be used when making decisions on sea uses when there are legal obligations for it. During discussions in the meeting, MSP was framed partly as *marketing issue* – when plan is not fully legally binding (or at all, like in Finland), promotion and marketing of the plan is crucial when implementing it.

Other main question in relation to Estonian MSP process is what are the rights and obligations of local governments. In Estonia, local governments don't have territory at sea but still activities on sea have strong impact

locally (e.g. offshore wind developments around Hiiu Island). Yet third question that needs to be clarified during the Estonian MSP process is how to secure ecosystem approach.

Finland

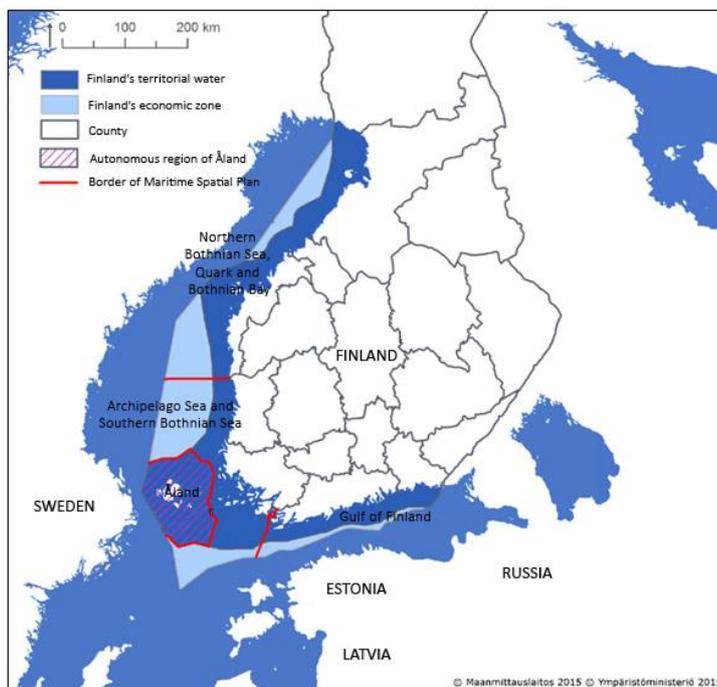
Presenters: Tiina Tihlman (Finnish Ministry of the Environment, MSP contact point in Finland) presented the background and legislation of the MSP in Finland. Pekka Salminen (National coordination of MSP Cooperation in Finland) presented the MSP planning concept in more detail and timeline of the process.

Legislation, MSP planning concept and existing cross-border cooperation in MSP

Land Use and Building Act and Law on the Finnish EEZ were changed when adopting MSP directive in Finland – for instance, chapter on maritime spatial planning was added in Land Use and Building Act. Content of these laws follow quite directly what is said in European Union’s MSP directive (Council Directive 2014/89/EU), except that in the Finnish legislation achieving good environmental status of marine waters is expressed stronger as an objective of MSP.

In Finland, responsibility for the governance of maritime spatial planning is divided between the Ministry of Environment and eight Regional Councils. In addition, the autonomous region of Åland will produce a plan for waters under its jurisdiction. Ministry of the Environment is the National Authority for MSP, while the eight coastal Regional Councils will conduct actual planning. South-West Finland Regional Council has the coordination responsibility. MSP plans will not be legally binding, and are treated more as strategic documents.

Finnish marine waters have been divided into three planning areas (presented below) and Finland will produce three maritime plans. Regional Councils will produce these maritime spatial plans together – for instance, Regional Councils of Kymenlaakso and Uusimaa are responsible of the MSP plan for Gulf of Finland. Preparation of the plans will be coordinated to ensure coherence of planning of Finland’s waters.



Picture 2. Finnish MSP planning areas (Source: Pekka Salminen / presentation, 16.11.2017)

Finnish MSP contact point Tiina Tihlman pointed out that there has already been cross-border cooperation between Finland and Sweden, Estonia, Russia and other Baltic Sea countries. Finland has been part of different MSP related projects, and new projects are starting. Finland and Sweden are also planning to make a plan for cooperation in the Gulf of Bothnia – which might be used as an example for Finnish-Estonian cooperation as well.

Timing of national MSP processes

Estonia



In Estonia, a consultant will be responsible for the actual maritime spatial planning and impact assessment of the plan. The MSP authority is the Ministry of Finance, which will coordinate the work. At the moment (December 2017) procurement procedure is underway. Before starting the actual MSP planning process in Estonia, a lot of preparation work has already been done - information and data has been gathered and stakeholder events organized. For instance, Estonia has prepared an economic model to assess costs and benefits of marine areas.

Finland

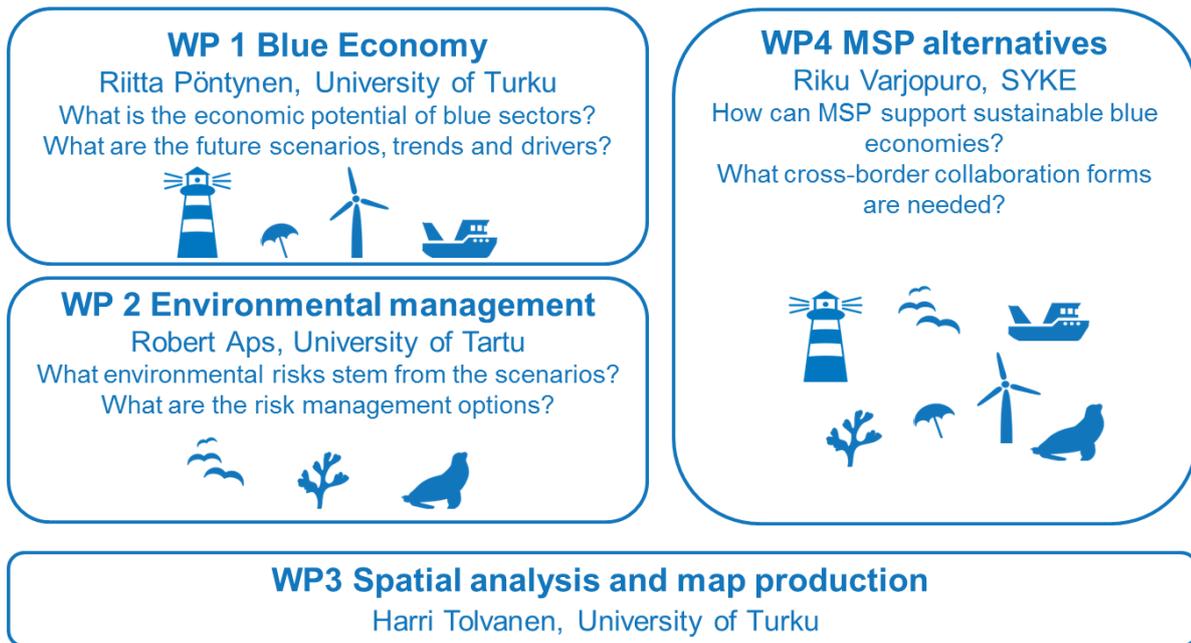


Although there are three different MSP planning areas and plans in Finland (and plan for autonomous region of Åland), planning will be one, mutual process. In Finland, national kick-off for the MSP process will be in the beginning of 2018. In addition, three regional MSP kick-offs will be organised. Baseline review should be ready 06/2018 and future scenarios by the end of 2018. When it comes to actual planning phase, draft plans are expected to be ready early 2020, and plans approved autumn 2020. In Finland, idea is to have such a close participation and communication process, that official consultation for draft plans isn't needed.

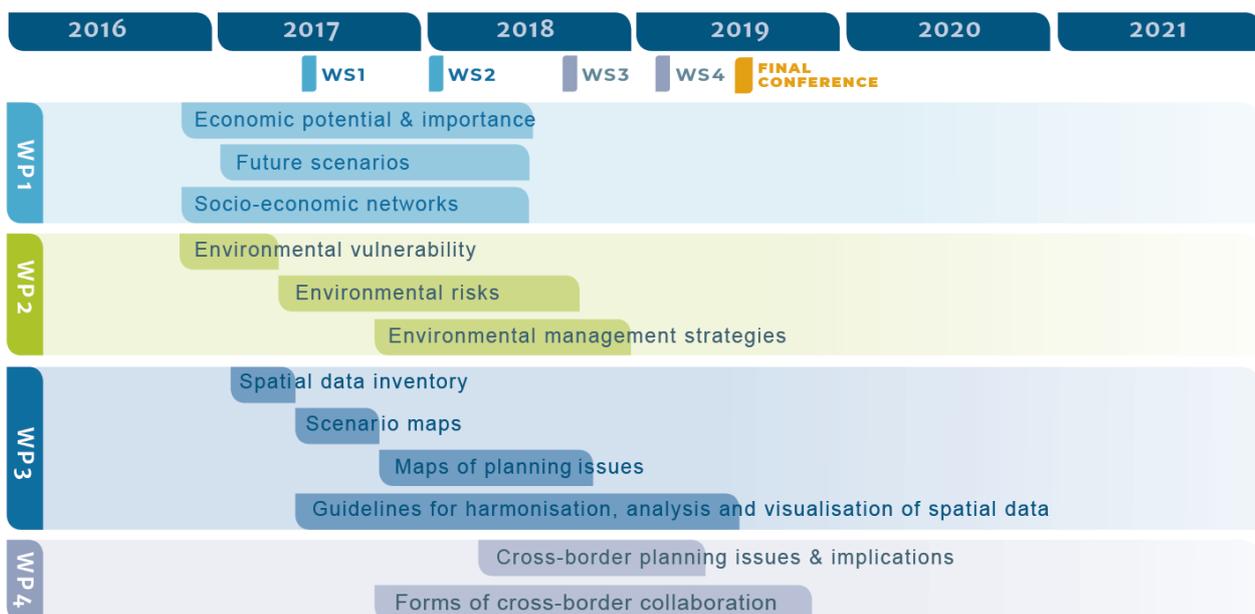
PLAN4BLUE MAIN RESULTS

Plan4Blue work packages, timing and key themes

Work done in Plan4Blue project is divided into four different work packages (see below). Thematically these four are addressing 1) potential for sustainable blue economy, 2) environmental management, 3) spatial analysis and mapping and 4) cross-border MSP issues and implications.



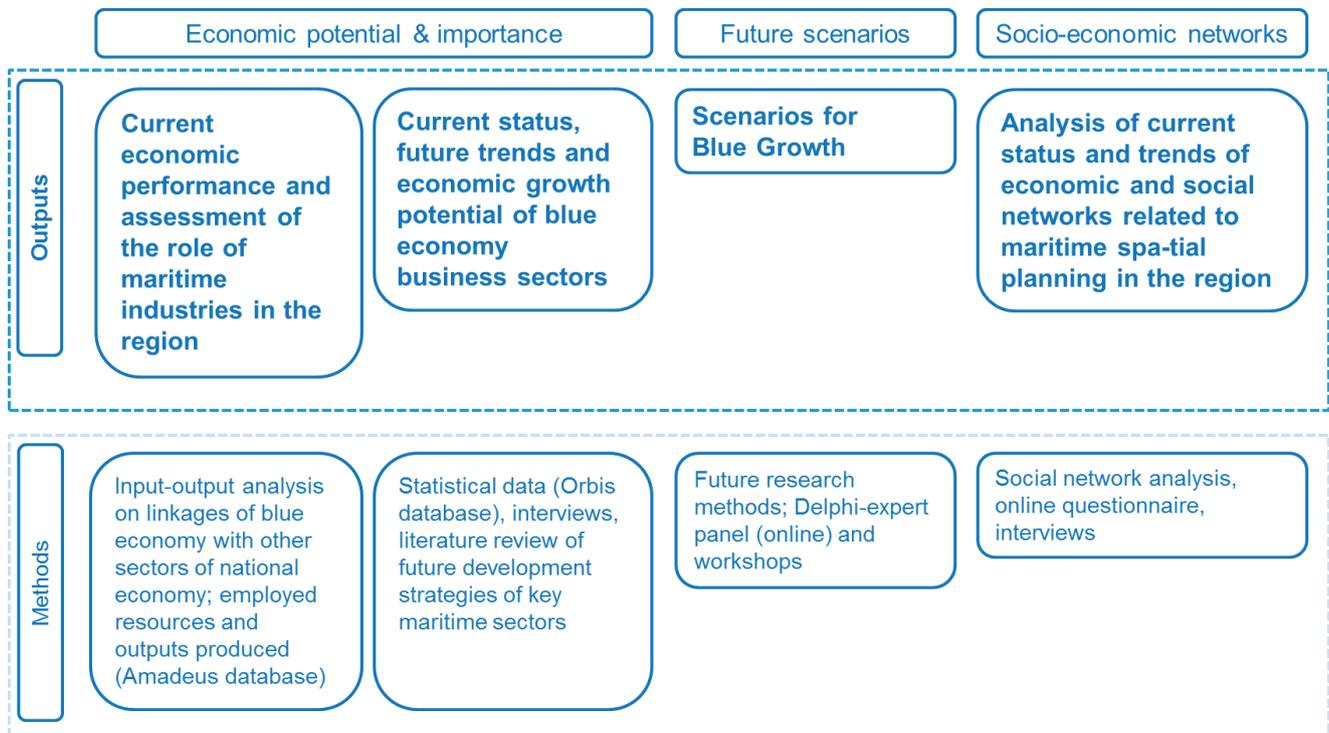
Cross-border aspects are crucial part of the project – project aims at raising awareness on *sustainable use of the resources and planning in the project area, facilitating discussions on cross-border collaboration* and in the end formulating together with various stakeholders *a framework for continuous cross-border collaboration in the area.*



Picture 3. Plan4Blue project timeline and main themes

WP 1 Blue Economy

Work package 1 focuses on examining 'blue economy' of the project area from three different perspectives: 1) analysing the current status, potential and importance of blue economy sectors, 2) defining together with stakeholders future blue economy scenarios and 3) mapping economic and social networks.

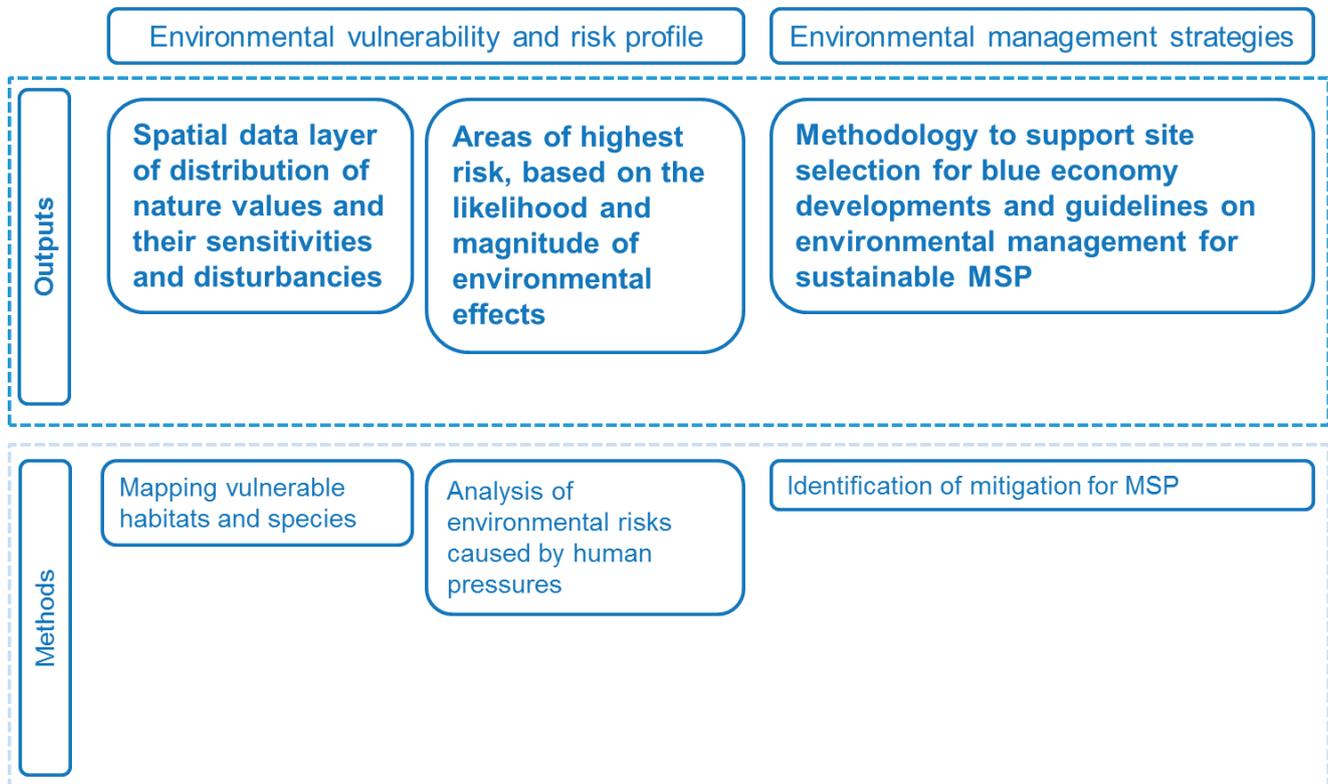


Questions & comments:

- Are ecosystem services taken into account in the project? *Ecosystem services as such are not in the scope of the project – but the connection between change in human activities (blue economy sectors) and change in environmental risks will be examined.*

WP 2 Environmental management

Work package 2 focuses on analysing and making calculations based on marine environmental data, and the objective is to develop 1) environmental vulnerability and risk profiles for marine areas concerned, and 2) environmental management strategy for sustainable maritime spatial planning.

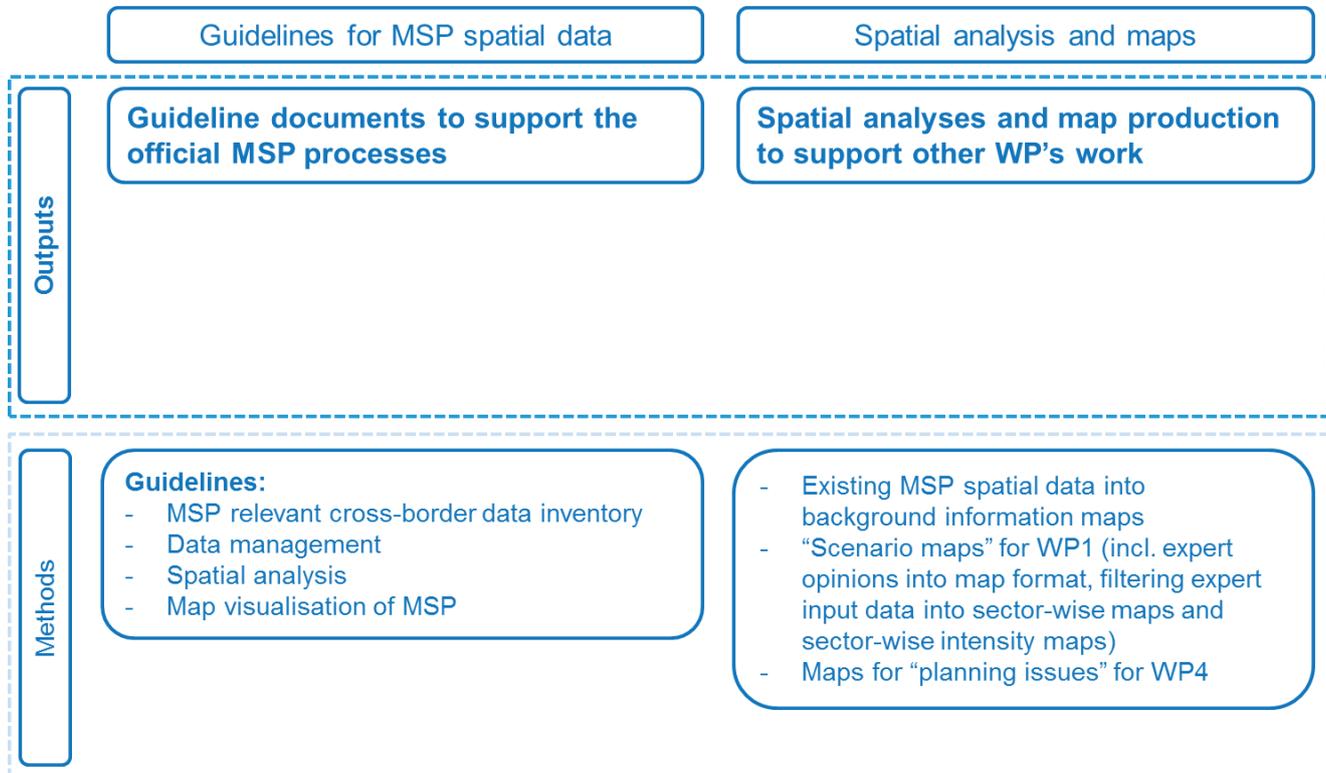


Questions & comments:

- 'Reliability of the data': whether regional specialists are / will be used to give opinions if the data used is reliable? *Not really; restrictions of the data needs to be taken into account, because it's never flawless.*
- Will (environmental) risk assessment be carried out for the future scenarios that WP1 is producing? *Method for transforming economic changes identified in the future scenarios and in other work done in WP1 is under development.*

WP 3 Spatial analysis and map production

In work package 3, work is based on two thematic lines: 1) development of guidelines for collection and analysis of spatial data for the official MSP processes and spatial planners and 2) spatial analyse, map production and support of other work packages in their work (for instance, effective visualisation of future scenarios and cross-border MSP issues).

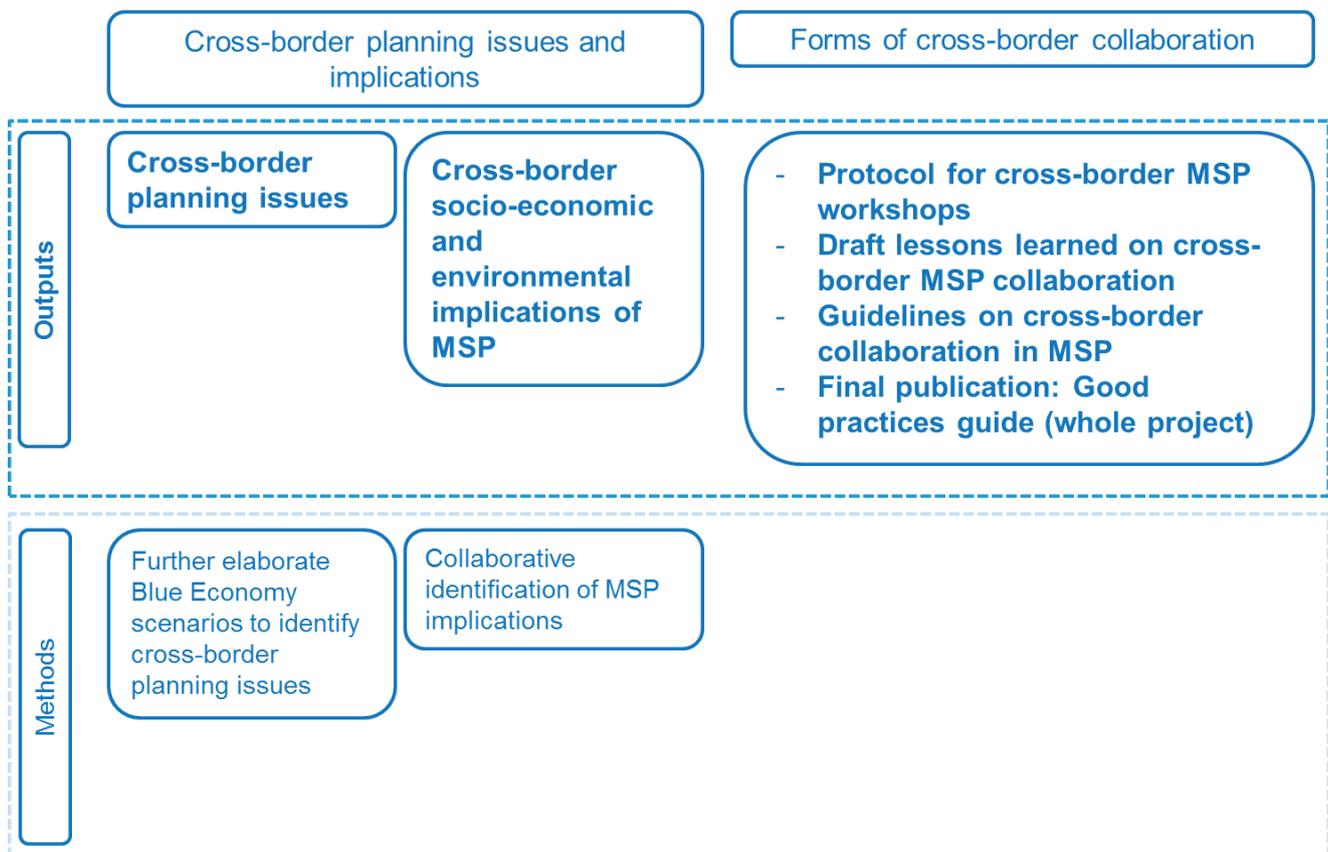


Questions & comments:

- WP1 used map survey and questionnaire tool Harava (<https://dimenteq.fi/en/services/harava/>) for Delphi-questionnaire – how did it work? *Some respondents found it difficult to use.*
- There were altogether 55 respondents in Delphi-questionnaire – were there any cross-border implications in the results? *Not really, but workshop method brings out the cross-border issues more.*

WP 4 MSP alternatives

Work package 4 runs a participatory process to 1) identify cross-border issues and implications, 2) define goals for and forms of cross-border collaboration and 3) draw lessons on cross-border MSP.



Questions & comments:

- 'MSP planning options' – what kind of / what would be needed for the official national processes?
 - It was pointed out that especially WP4 should concentrate on cross-border matters, because it seemed that other work packages are working on more in national level.
 - For instance, WP4 could present connections between activities in different countries and point out what should each country take into account/focus on. *For instance, if you do x in Estonia, what might happen in Finland.*
 - It was also pointed out that work on cross-border collaboration in MSP has already been done, so it might also an option for WP4 to combine results from previous processes / projects
 - Clearly demonstrate what cross-border cooperation Finland and Estonia are having already – examples: international projects and using them as forums (PanBalticScope, BalticRIM), HELCOM-VASAB MSP WG
- Possibility to get information from Russia? *Russia is part of HELCOM-VASAB; could Russia be asked for input?*
- Project results to support also regional plans / planning in Finland? *Possibility to make some analysis based on planning areas in Finland*

COLLABORATION BETWEEN COUNTRIES

Good practices

SYKE has been conducting a literature review on good cross-border collaboration practices. Main themes of the report are: institutions, data and maps, stakeholders, coherence of methods and communication. Below is presented the main points of the literature review so far. Work will be published in Plan4Blue website in February 2018.

- Cross-border cooperation can have different goals, various ways and intensities for collaboration: from informing the neighbouring country to alignment of national plans (...to joint planning)
- Goals for collaboration should be compatible – then differences in for instance governance of MSP or MSP processes won't drawback the cross-border collaboration between countries
- Map most important cross-border activities, issues and hot spots – think what issues are relevant especially in this area
- Define the structure of cooperation and coordinate tasks – for instance, how and when to communicate
- Set up both general and concrete goals for the cross-border collaboration – find out what different actors want to achieve and how to organise that
- Ensure continuity and build on existing networks and practices



Healthy environment and connected habitats

- common approach to both ecosystems and human impacts
- emphasizing habitat connectivity
- developing methodology for applying descriptors and indicators



Coherent energy policy and pan-Baltic energy infrastructure

- planning a long-term picture of renewable energy, including capacity and impacts
- aiming at a pan-Baltic energy infra, bundled pipelines



Safe and efficient transport and shipping routes

- integrated view for maritime transport planning
- common criteria for safety distances between offshore installations and shipping routes



Common management policies for fish stocks

- protected areas for spawning defined
- fisheries considered from a dynamic perspective over time and space
- sea basin perspective in mapping and impact assessment

Windmill: Feodor Gurvits/Image bank of the Environmental Administration, others: Riku Lumiaro/Image bank of the Environmental Administration

Picture 4. Typical cross-border issues

Practical ideas for cross-border collaboration

Key points

The meeting identified some key points regarding the cross-border collaboration between countries. The key rationale for cross-border collaboration is to exchange information regularly as planning processes of both countries proceed. There is a need to be aware of:

- key milestones of the neighbour's process
- the planning priorities of countries
- main actors in both countries
- relevant projects and their results

Of the ways of organising cross-border collaboration the meeting participants agreed to “take it as it comes”, which means that as MSP processes proceed the topics that need cross-border attention will emerge. This requires:

- continuous exchange of information
- meetings in different fora organised by for instance projects such as Plan4Blue and Pan Baltic SCOPE, Baltic RIM, bilateral thematic meetings and HELCOM-VASAB MSP working group

It was also concluded that meetings should be informal in nature as much as possible.

Extended summary

The following section gives more detailed description on what was discussed during the meeting. The main topics discussed were the content of the cross-border collaboration and different forums / platforms for it (i.e. Espoo convention consultations, projects and other meetings).

Content of the cross-border collaboration

- Many of the participants felt that ‘exchange of information’ is an important reason for cross-border MSP collaboration between Estonia and Finland – reasons mentioned for exchanging information were for instance to stay updated and to achieve synergies
- It still remained unanswered what should be the level of information shared, exact content and which would be best ways to do that
- Some issues mentioned that participants want stay aware of: MSP procedures, progress and timing (delays, obstacles and limitations), MSP related projects underway and planning priorities of neighbouring countries
- Need for a ‘map of cross-border networks’: mapping of cross-border actors, networks, working groups and projects was requested because there are numerous ongoing initiatives that somehow relate to MSP

Espoo convention consultations

The Espoo (EIA) Convention in a Transboundary Context (1991) sets out the obligations of Parties to assess the environmental impact of certain activities at an early stage of planning. It also lays down the general obligation of States to notify and consult each other on all major projects under consideration that are likely to have a significant adverse environmental impact across boundaries (like, nuclear power plants, hydropower stations, offshore pipelines). (<http://www.unece.org/env/eia/eia.html>)

Strategic environmental assessment (SEA) is protocol (2003) of the Espoo convention. The protocol requires its Parties to evaluate the environmental consequences of their official draft plans and programmes also in the transboundary context. (http://www.unece.org/env/eia/sea_protocol.html)

- Estonia is going to follow Espoo Convention in its MSP process and to have official consultations for neighbouring countries (parallel to Estonian national public consultations). Idea is to send informative letter in the beginning of 2018 to invite other countries to present their views, and inform the current situation and timeline.
- Finland is not going into formal Espoo Convention consultations. The reason is that the MSP plans in Finland will be general, and don't fulfil the criteria when Espoo Convention consultations are needed. However, Finland's aim is to communicate with the neighbouring countries and to cooperate with neighbouring countries in various other platforms. Finland is starting their international communication in the beginning of May 2018.
- It was discussed whether it is common that neighbouring countries take different approach to similar issue. Sweden is going to follow Espoo Convention consultation process as well, and Finland is going to participate in it. If Estonia is doing Espoo also, Finland will participate.

Meetings between both MSP planner practitioners and authorities

- Already existing platforms – like HELCOM-VASAB MSP Working group – are good, but not all MSP planners / practitioners (e.g. regional planners from Finland or Estonian MSP consultant) participate in these. What other forums there could be, besides projects, for them to meet?
- What is the role of different activities that are already running – that have a close relation to MSP; what are these processes, and networks that have been already built?
- What would be best forum to discuss actual planning related issues – both national and cross-border? HELCOM-VASAB MSP WG is also seen as more a “political” forum

Plan4Blue and other projects as forums for cross-border collaboration

- Plan4Blue plans to organise meetings to discuss for instance forms of cross-border cooperation in the area - meetings are planned to be held late 2018 and beginning of 2019.
- It was requested that Plan4Blue project could be covering the cross-border cooperation in the area – also covering “issues that are physically crossing borders”
- It was stated that it is important to use existing forums (i.e. projects) and minimize the amount of meetings – take maximum out of already ongoing activities and processes

ATTACHMENT

List of participants

Meeting with Estonian and Finnish MSP authorities, 16.11.2017 / Tallinn, Estonia

| | Name | Organisation |
|----|-------------------|--|
| 1 | Anneliis Peterson | Estonian Marine Institute, University of Tartu |
| 2 | Anni Konsap | Adviser, Spatial Planning Department, Ministry of Finance Estonia |
| 3 | Eda Andresmaa | Ministry of the Environment / Keskkonnaministeerium |
| 4 | Eleri Kautlenbach | Advisor of Spatial Planning Department, Ministry of Finance Estonia |
| 5 | Frank Hering | Regional Council of Kymenlaakso, Finland |
| 6 | Hanna Nieminen | Finnish Environment Institute SYKE, Plan4Blue project manager |
| 7 | Harri Tolvanen | University of Turku, Plan4Blue WP3 leader |
| 8 | Heidi Lusenius | Regional Council of Southwest Finland |
| 9 | Lotta Vuorinen | Regional Council of Kymenlaakso, Finland |
| 10 | Maija Nikkanen | Finnish Environment Institute SYKE, Plan4Blue trainee |
| 11 | Maaret Stenström | Ministry of the Environment Finland |
| 12 | Maris Malva | Ministry of the Environment / Keskkonnaministeerium |
| 13 | Merle Kuris | Baltic Environmental Forum Estonia |
| 14 | Meeli Roose | University of Turku, Plan4Blue WP3 |
| 15 | Pekka Salminen | Coastal Regional Councils of Finland |
| 16 | Rainer Persidski | Ministry of the Environment of Estonia |
| 17 | Riitta Pöntynen | University of Turku, Brahea / Centre for Maritime Studies, Plan4Blue WP1 |
| 18 | Riku Varjopuro | Finnish Environment Institute SYKE, Plan4Blue project coordinator |
| 19 | Robert Aps | University of Tartu, Estonian Marine Institute, Plan4Blue WP2 |
| 20 | Simo Haanpää | Uusimaa Regional Council, Finland |
| 21 | Tavo Kikas | Ministry of Finance Estonia |
| 22 | Tiina Tihlman | Finnish Ministry of the Environment |
| 23 | Tiit Oidjärv | Ministry of Finance Estonia, Head of Department |
| 24 | Timo Juvonen | Regional Council of Southwest Finland |

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