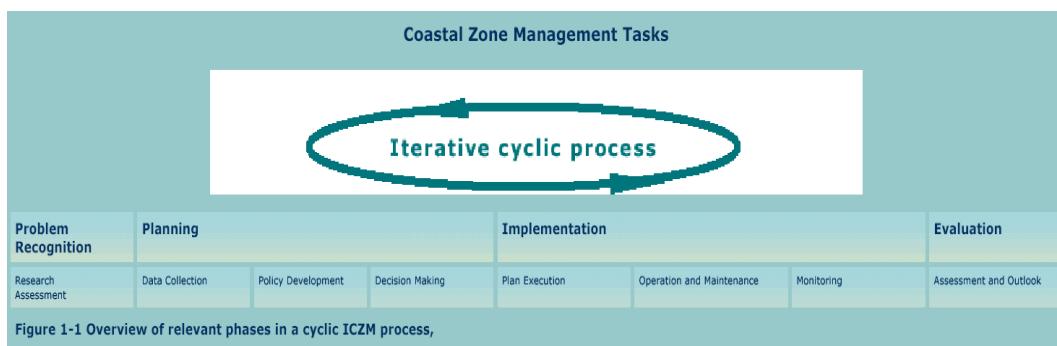




THE ROLE OF SPATIAL PLANNING IN INTEGRATED COASTAL ZONE MANAGEMENT

FINDINGS AND RECOMMENDATIONS FROM THE INTERREG III B BALTCOAST PROJECT



EXECUTIVE SUMMARY

APRIL 2005



1. Background: The BaltCoast Sub-Projects

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

Through the combined work of these sub-projects:

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

The study documented in a separate report comprises:

- I. A summary of the major findings derived out of the practical work of the BaltCoast sub-projects. These findings are underlined in an exemplary way by a number of cases showing special aspects of the work within some of the BaltCoast sub-projects.
- II. Recommendations on the role of spatial planning within ICZM processes, which have been derived out of the findings of the BaltCoast sub-projects and their comparison with other ICZM projects and initiatives around the Baltic Sea Region as well as other cooperation areas.

The report was co-ordinated by the project manager of the BaltCoast Coordination office, Mrs. Angela Schultz-Zehden, BC Berlin-Consult GmbH, coordination@baltcoast.org. It is based on information collected from the various BaltCoast project partners, contributions by the VASAB 2010 secretariat on other ICZM projects and initiatives as well as the discussions held and comments provided by the transnational working group.

Region	Project Title	Project Partner
Work Package 2: Conflict Management between economic activities and nature protection in lagoon and wetland areas		
Odra Estuary with Usedom and Wolin Islands (Germany/Poland)	Development of a Sustainable Action Plan for the German-Polish Area of the Odra Estuary	Regional Planning Association Vorpommern, Greifswald Contact: Mrs. Christiane Falk-Steffens
Greifswalder Bodden (Germany)	Recommendations for an Action Plan on sustainable development for the Special Protected Area "Greifswalder Bodden" and its surroundings	Ministry for Labour and Construction Mecklenburg-Vorpommern, Schwerin Contact: Dr. Jürgen Autsch
Wismar Bay (Germany)	Conflict Management between nature protection and maritime tourism development in the EU bird protection area Wismar Bay	Ministry for Labour and Construction Mecklenburg-Vorpommern, Schwerin Contact: Dr. Jürgen Autsch
Southern Djursland (Denmark)	Improving public access to coastal sensitive areas in Southern Djursland through coastal shelters and information posts	Aarhus County, Denmark Contact: Torben Herborg
Emajogi River and Lake (Estonia)	Balanced development of the environment and water tourism on Emajogi - Lake Peipis water way through a detailed analysis of the various user and nature protection requirements and the facilitation of coordinated solutions	Association of Local Authorities of Tartu County, Estonia Contact: Mr. Rivo Noorkoiv
Work Package 3: Conflict Management between urban expansion and nature protection		
Selliner Lake / Rügen (Germany)	Feasibility Study for an enhanced boat and ferry tourism around the Selliner Lake integrated into a comprehensive urban development plan	Municipality of Sellin, Germany Contact: Mr. Gerhard Parchow
City of Putbus / Rügen (Germany)	Plan for the restoration of the shore area in view of expanding the harbour for pleasure boats and commercial shipping	City of Putbus, Germany Contact: Mrs. Gerlinde Freybier

Work Package 4: Preparation of measures for regional development in wider coastal areas		
North-West Mecklenburg (Germany)	Planning of regional development measures in the coastal zone of North-West Mecklenburg	North-West Mecklenburg County, Grevesmühlen Contact: Mr. Heiko Boje
Kalmar County together with the Municipalities of Torsås, Mönsterås, Västervik and Oskarshamn and Kalmar University (Sweden)	Development of an integrated coastal zone development programme for the Coastal Area of Kalmar County	Kalmar County Administration, Sweden Contact: Mr. Goran Folbert
Warnow Region (Germany)	Planning and Implementation of Regional Development Measures in the Warnow Region	Warnow Region e.V., Rostock Contact: Dr. Günter Hering

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

2. Summary of Findings

Conflicts often overestimated

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

Whereas the very generation and analysis of information, without which is it not possible to achieve such differentiated view, has to cover all areas - actual conflict management processes can be concentrated to much smaller and clearly defined areas.

Nevertheless ICZM has also an important function in those areas of little conflict and/or little changes for nature protection or users as an outcome of ICZM. The various partners involved felt empowered and reinforced, in that they saw their needs and activities officially recognised and legalised.

Success of Conflict Solution depends on Quality of Information

The systematic collection of data as such is, however, not sufficient. The data needs to fulfil the criteria of being up-to-date – objective – reliable – relevant – comparable.

Several BaltCoast sub-projects encountered problems to generate data and/or to transform them into relevant information meeting these criteria:

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

Wide and open discussion increases acceptance of compromises

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

Successful ICZM requires a common vision

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

ICZM needs Stimulation

ICZM processes do not evolve naturally. There is a strong tendency among all actors to spend more attention towards day-to-day issues than long-term questions of strategic, perspective nature. The interest of all actors needs to be gained not only once but repeatedly during the ICZM process. This requires guidance by a moderator/organisation. The process itself is only brought forward with timetables, deadlines and documented intermediary results. Stakeholders need to be given the perspective of clear, visible and deliverable benefits. Benefits of only “planning” nature are not sufficient. A high frequency of smaller stimuli has proven to be more effective than larger, but less frequent stimuli.

Initial ICZM Costs off-set by long-term Benefits

Even though most of the information is already available, the generation and collection of detailed data and resulting preparation of studies and analyses, which form the basis for differentiated spatial plans of the coastal regions, requires substantial financial resources.

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

Voluntary versus Binding Agreements

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

Agreements need to be enforced

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

ICZM leads to great expectations

The work with the interest groups and the resulting improved planning process leads to great expectations among the interest groups involved in this process about the actual outcome of the ICZM process. These expectations are going well beyond planning in itself, but are related to the implementation of the plan.

The positive effects of the ICZM process can easily turn into the opposite in case that the plans are not put into practice. Already the uncertainty about its ultimate result greatly impinges on the ICZM planning process itself. The benefits of successful ICZM planning can also easily be lost, if implementation is not following in due time. Costly analyses and studies have to be prepared all over again in case of long delays. Implementation has to be an integrative part of the ICZM process as such.

3. Recommendations

3.1. Spatial Planning among the core ICZM players - The BaltCoast Experience

Spatial Planning cannot substitute the ICZM Process - but forms an essential part

According to the *EU Compendium of Spatial Planning Systems and Policies*, "spatial planning refers to the methods used largely by the public sector to influence the future distribution of activities in space. It is undertaken with the aims of creating a more rational territorial organisation of land uses and the linkages between them, to balance demands for development with the need to protect the environment, and to achieve social and economic objectives." The issues taken into account within spatial planning processes according (e.g. spatial order requirements, nature protection, cultural heritage and security requirements, economic values of the space) cover only part of the coastal resources which shall be managed under the ICZM process. Therefore spatial planning cannot substitute ICZM but it can be among the core mechanisms for management of the coastal zone and could play an important role in the ICZM process.

ICZM is the responsibility of political bodies at all levels

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

Do not create new ICZM specific institutions – improve the use of existing ones

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

ICZM process based on Endogenous Resources

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

Cross-Sectoral Agency at Regional Level should take the Lead

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

Suggested Tasks of the ICZM Coordinating Unit

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

Increase the Role of Spatial Planning

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

3.2. Spatial Planning can offer unique added value to ICZM both in terms of ICZM issues as well as ICZM processes

Multi-Agency and Multi-Sectoral Harmonisation

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

Spatial Planning and ICZM methodologies very similar

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

Good Information Basis

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

Familiar with Modern Methods of Knowledge Organisation

With its experience in the use of G.I.S. data spatial planning is well suited to ensure an efficient knowledge organisation based on the use new technologies and common, systematic formats capable of producing standardised data bases that facilitate the flow of information on a local, regional, national as well as international (at least European) scale.

Proven Methods of Participation and Conflict Management

A participatory, bottom-up approach is the key to success of ICZM. Spatial planning is the body with most experience in public consultation providing a level of transparency and democracy. It can offer ICZM well established mechanisms for resolving conflicting demands

Harmonisation of Development with Nature Protection

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

Long-Term Scenarios

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

3.3. Necessary Improvements of Spatial Planning in order to meet the needs of an effective ICZM

More flexibility in Spatial Planning to meet ICZM Needs

The coastal areas, due to their complex nature and quantity of issues encountered, often require from managers the ability of adaptation to rapid/sudden changes, flexible decision making as well as the continuous process of planning, implementation and goals' modification. Traditional local land-use plans are too narrow, territorially fragmented (e.g. administration borders) and short-term driven. On the other hand long-term spatial plans are too heavy bearing in mind the long, stiff preparation procedures and revision only after 8-19 years.

Overcoming traditional planning (administrative) borders

Better integration between terrestrial and marine planning: Problems arise often with the integration of land-sea issues as the land-sea border often coincide with the administrative borders of planning authorities. Furthermore the ICZM process widely suffers from the lack of spatial planning mechanisms on the marine side. Spatial planning authorities should be encouraged to consider and include the inshore marine area and the sectoral interests in their spatial plans to provide a comprehensive overview of resource use and management issues.

Administrative borders (fragmentation): The ability of local spatial plans to deal with coastal issues whose impacts often go beyond the administrative borders can be questioned substantially. Spatial planning needs to act

more carefully while planning on administrative border areas and make the best use of networking between spatial plans of neighbouring regions.

Lack of definition of coastal zone: The lack of a clear, legal definition of the coastal zone and seaward jurisdictional boundaries is an obstacle to land-sea integration in the planning process. Many countries, however, consider that such a definition is not desirable due to the dynamic nature of the coast and different geographical scope of various coastal related issues.

Strengthening Public Participation

The legal mechanisms developed by traditional spatial planning that enable public involvement in the process, are often ineffective. Their success depend on the national experience, culture and public awareness of the importance of coastal issues that often goes beyond the mandate of spatial planning. It needs to be ensured that all existing (esp. communication) mechanisms are used and that all potential stakeholders have a chance to be involved in the planning as well as in the decision-making process.

Improve vertical co-operation and build up local ICZM capacity

The overall goals for coastal zone management/development should be outlined in the long term national vision and then translated into regional conditions. In order to create a better vertical cooperation between different planning levels it is crucial to build up local capacities for the implementation of the ICZM process (e.g. ICZM priorities, use of digitised and integrated databases, GIS, impact assessment tools, delivering different scenarios).

Better Utilization/Consideration of existing Instruments.

The absence of a specific national policy or legislation is no excuse for putting ICZM into practise. Spatial planning should do its best to improve the use of existing instruments like public consultations and impact assessment mechanism to fulfil the ICZM process requirements and to integrate the environmental components into the development plans.

3.4. Ways to improve ICZM Implementation

Preparation of regional ICZM Plans

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

Focus on ICZM Deliverables

ICZM needs to bridge planning and projects creating a direct linkage between the planning phase and induced changes in quality of life of regional populations. The ICZM process should be linked to development decisions of democratically elected bodies and public authorities and spending mechanisms and funds allocation at local, regional, national and EU level.

ICZM as Pre-condition for external Funding

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

Link ICZM to development Issues - Focus on mid-term programming

ICZM is not static or limiting, but is a facilitating, dynamic and future-oriented exercise. ICZM has an important role in the processes leading to the preparation and implementation of mid-term development programmes specifying main objectives, priorities, projects and responsible bodies and financial sources.

Use Competition: Incentives / Sanctions

The projects identified within the ICZM regional plan will be in competition with other regional projects to get access to necessary resources (finances, personnel, etc.). Their selection or non-selection will be a reflection of

the overall importance attached to the ICZM process within the region in question and the quality of projects submitted. Only those projects, which fulfil certain quality criteria including specification of deliverables (outcomes) and milestones (adherence to time-schedule) should be allowed to form part of the ICZM plan.

Spatial Planning goes with ICZM hand by hand

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

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