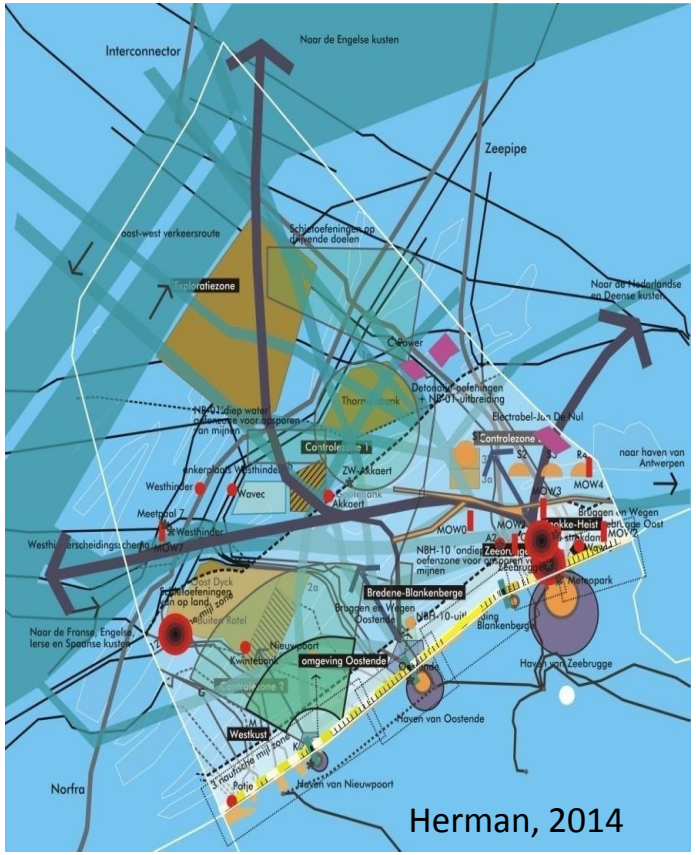
Elements of the Marine Spatial Planning Process

Joseph Appiott
Secretariat of the Convention on Biological Diversity

Convention on Biological Diversity

United Nations Decade on Biodiversity

- MSP is not an end in itself nor is it a specific policy
- MSP is not a substitute for integrated marine and coastal area management (IMCAM)
- MSP builds on approaches and the policies that support integrated management
- MSP is a **planning framework** that focuses on spatial planning requirements to sustain and enhance the goods and services from these environments over time



CBD Expert Workshop on Marine Spatial Planning

9-11 September 2014, Montreal, Canada

Provide practical guidance on MSP to complement and further enhance the existing cross-sectoral efforts of Parties and other Governments on

- the application of the ecosystem approach to integrated marine and coastal management;
- the identification of ecologically or biologically significant marine areas; and
- Conservation and management measures

CBD Expert Workshop on Marine Spatial Planning
Main Areas of Discussion

Setting the baseline:

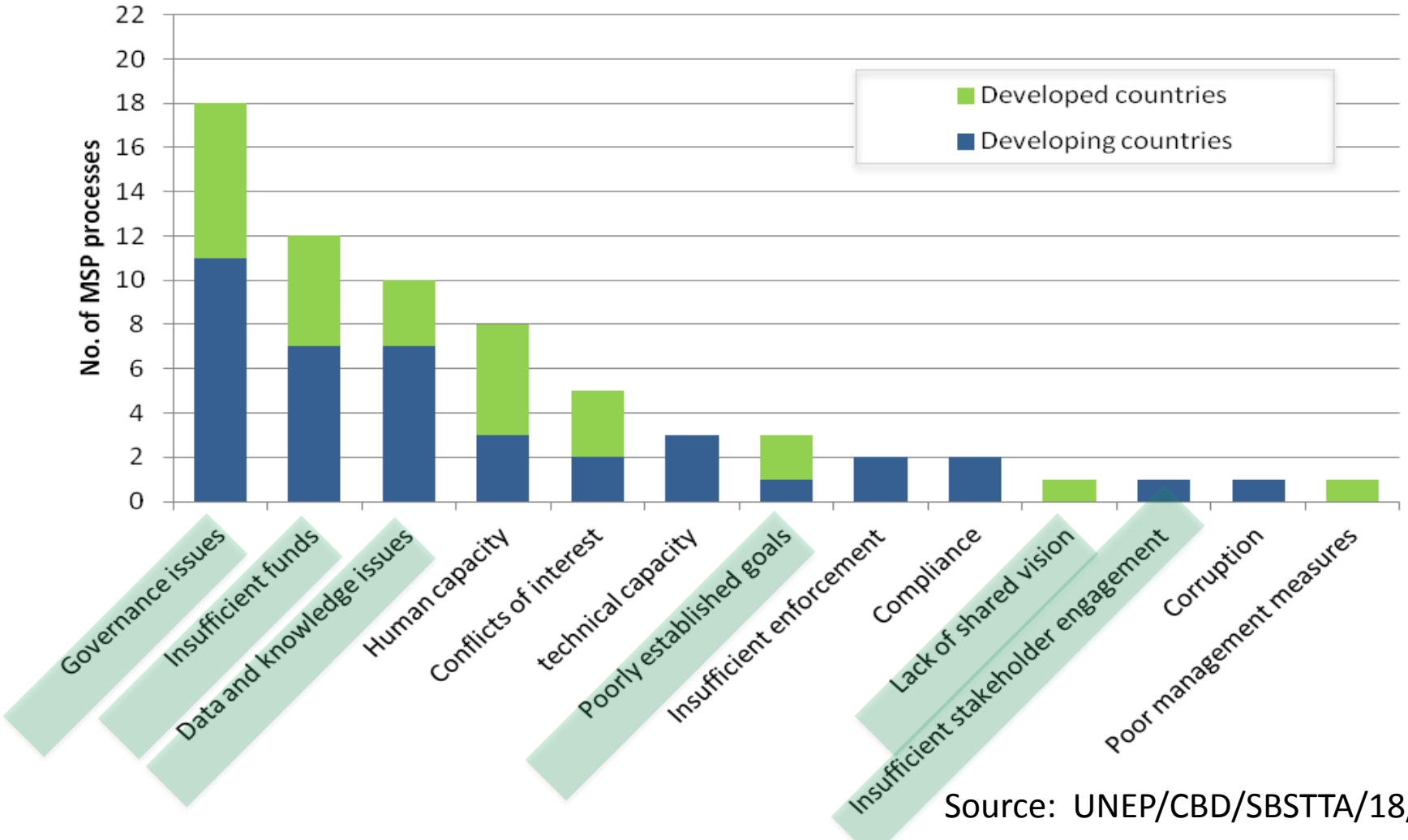
- Experiences in implementing MSP and major lessons learned;
- Planning tools and decision support systems;
- Major barriers and challenges to effective implementation; and
- Areas in need of improvement in existing guidance on MSP

Proposals to fill gaps in existing guidance and toolkits on MSP:

- Cross-sectoral coordination and decision-making
- Integrating the various interests, needs and perspectives of stakeholders
- Utilizing the best available scientific information
- Linking spatial mapping to planning and decision-making
- Addressing capacity gaps

Marine Spatial Planning in Practice

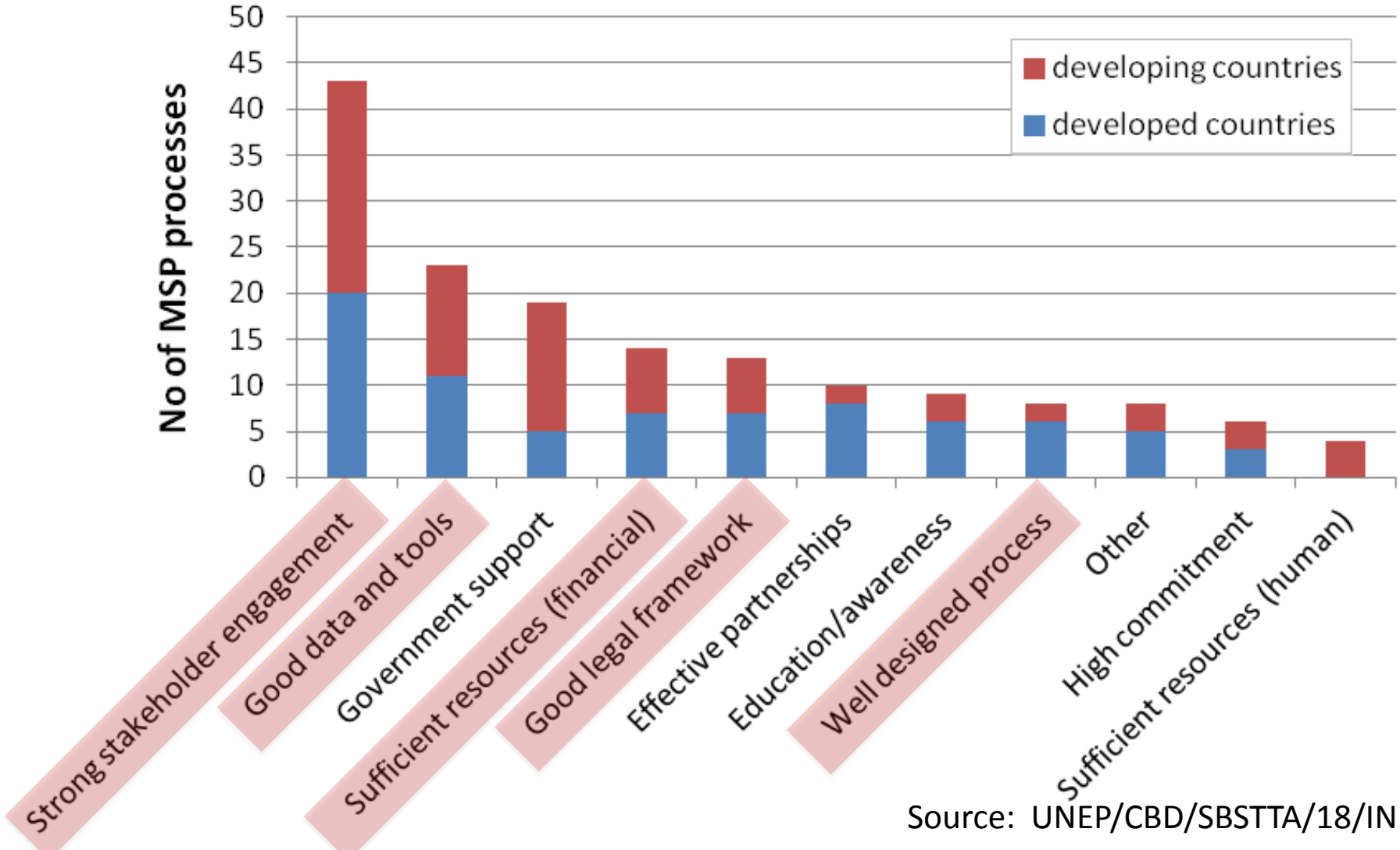
Challenges in Moving From Planning to Implementation



Source: UNEP/CBD/SBSTTA/18/INF/23

Marine Spatial Planning in Practice

Enabling factors for successful implementation



Source: UNEP/CBD/SBSTTA/18/INF/23

Key Elements

- Understanding the process as a whole
- Framework for assessing progress/outcomes
- Setting a vision and clear objectives
- Governance challenges
- Stakeholder engagement
- Information needs
- Linking goals to management actions/ technical approaches

Marine Spatial Planning and Management Process in Steps

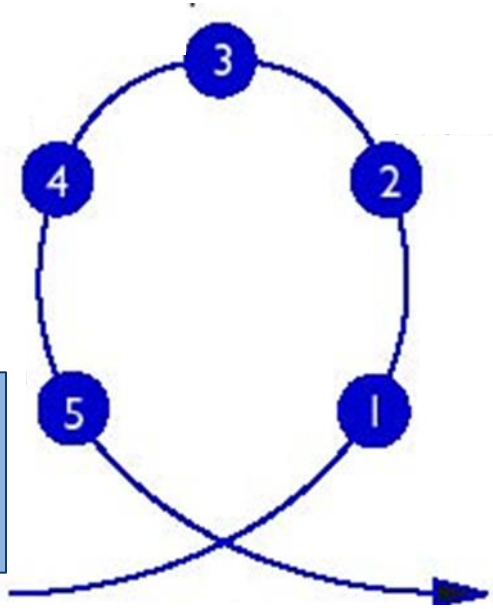
Plan Adoption
- Governance structures
- Designation of authority

Plan Development
- Plan design
- Planning tools
- Management measures

Plan Preparation
- Goals, objectives and design
- Stakeholder engagement
- Knowledge base
- Capacity establishment

Assessment of Outcomes
- Outcome evaluation
- Practitioner experiences

Plan Implementation
- Implementation activities
- Monitoring measures
- Adaptive management



Source: UNEP/GPA, 2006

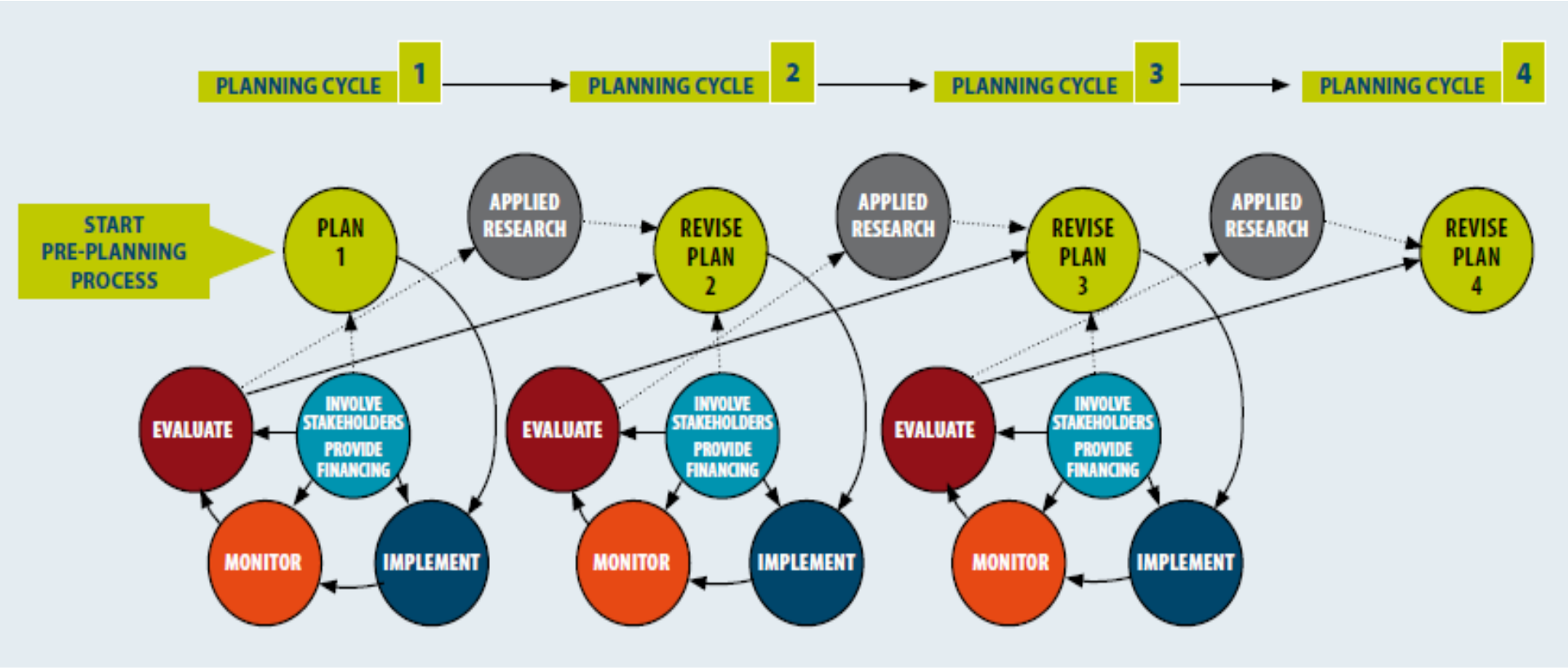
UNEP

STAP Scientific and Technical Advisory Panel of the Global Environmental Facility

Convention on Biological Diversity

Marine Spatial Planning and Management Process in Steps

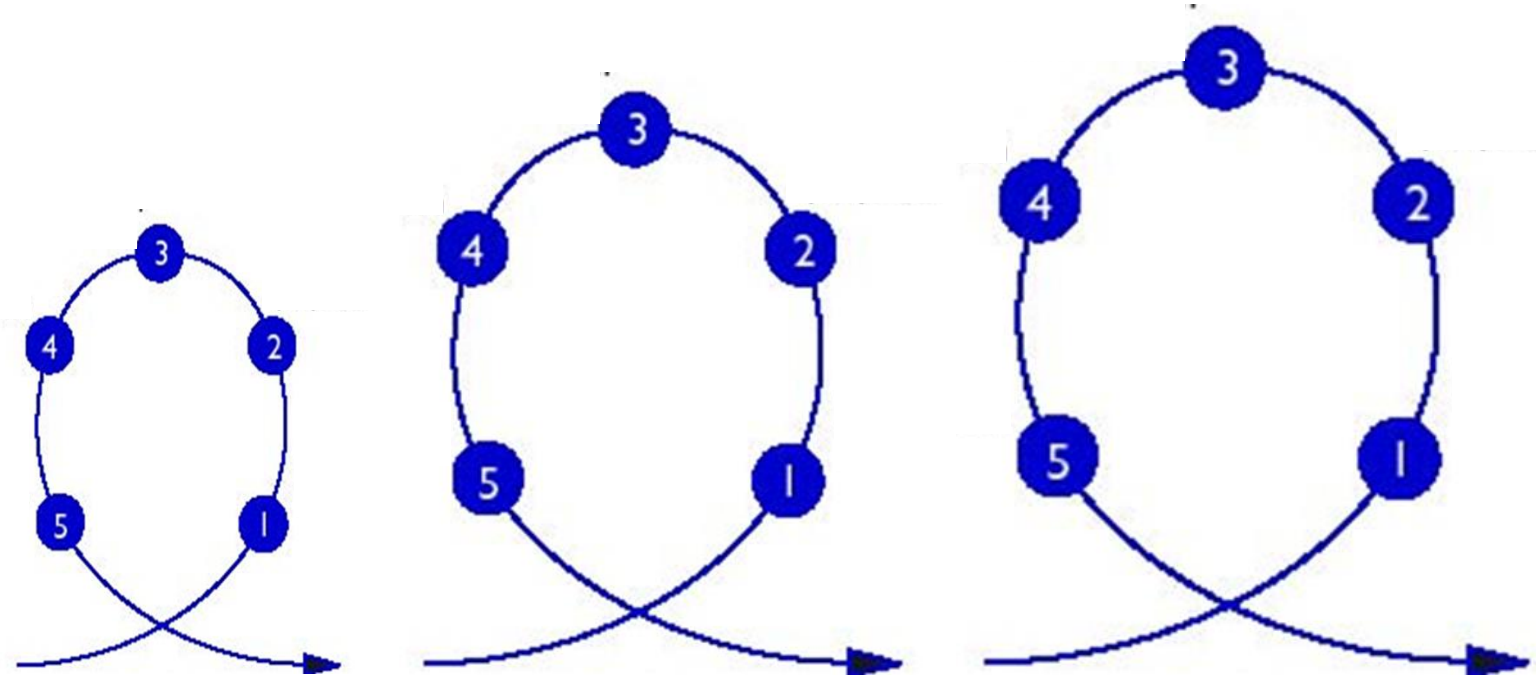
Steps repeated in each process



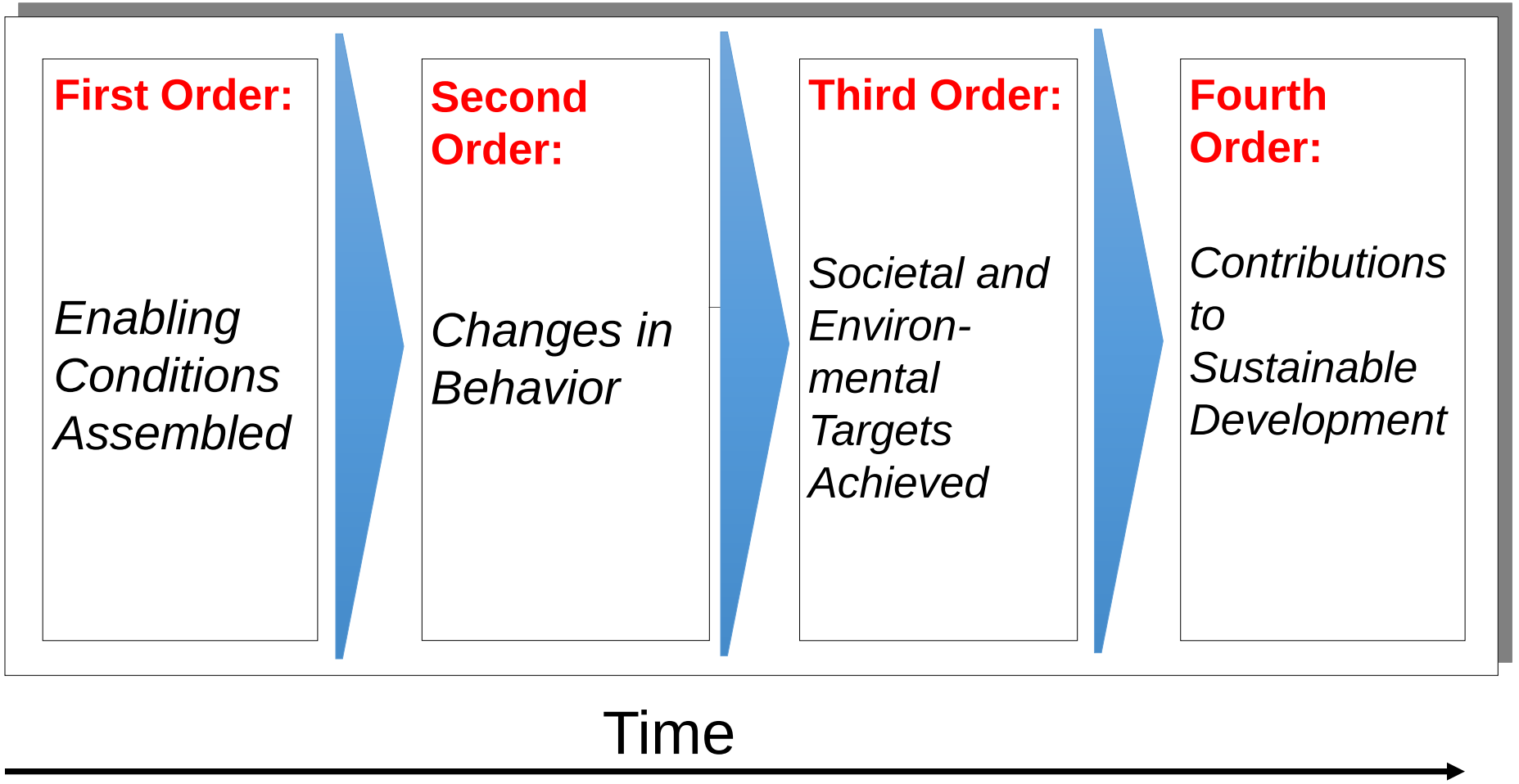
Source: Ehler and Douvere, 2009

Marine Spatial Planning and Management Process in Steps

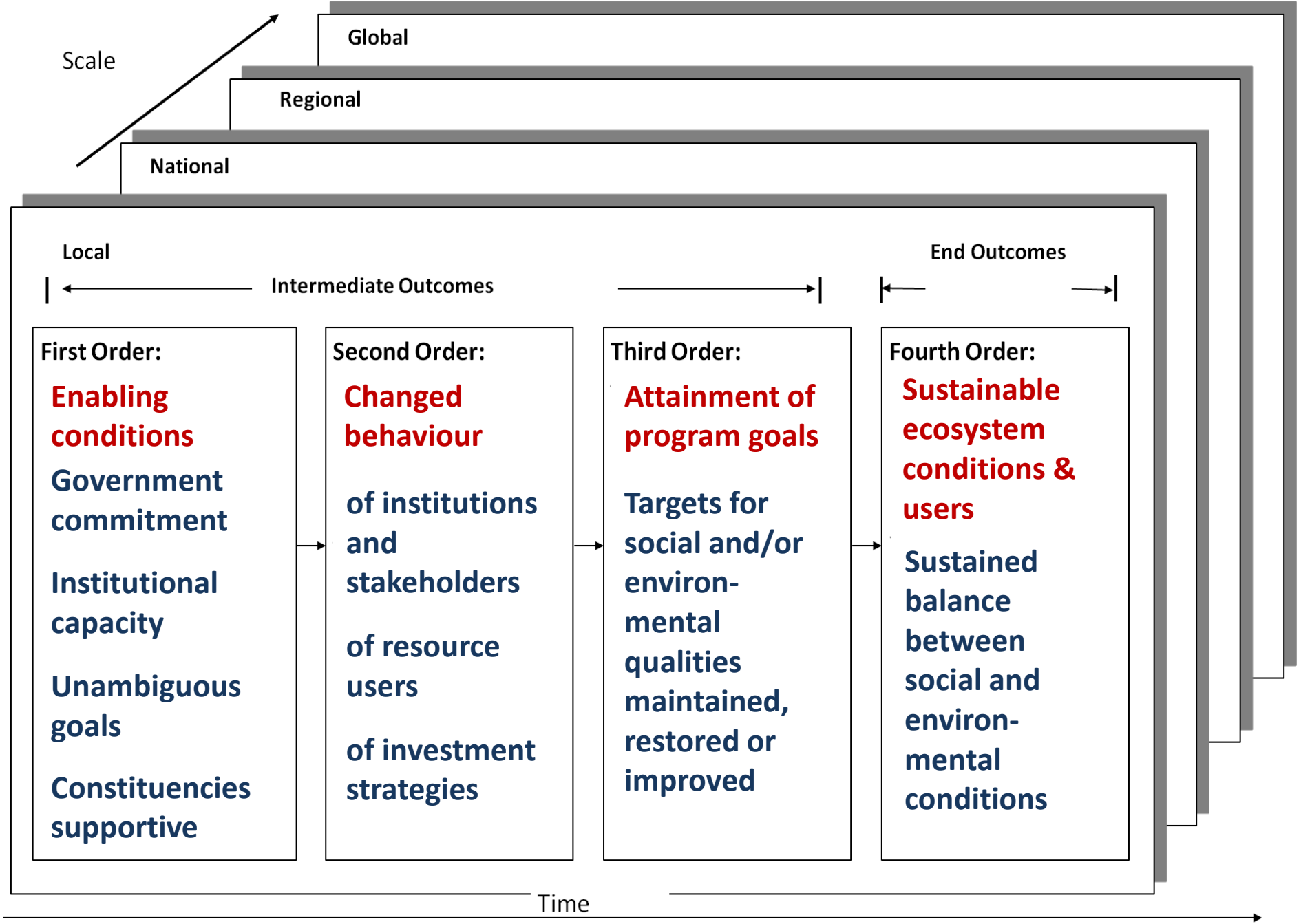
Iterative process that expands with increasing information, capacity, resources, etc.



Assessing Progress and Outcomes



Source: S.B. Olsen, 2014



Source: S.B. Olsen, 2014

“Visioning” the MSP Process

UNDERSTANDING WHERE WE ARE…

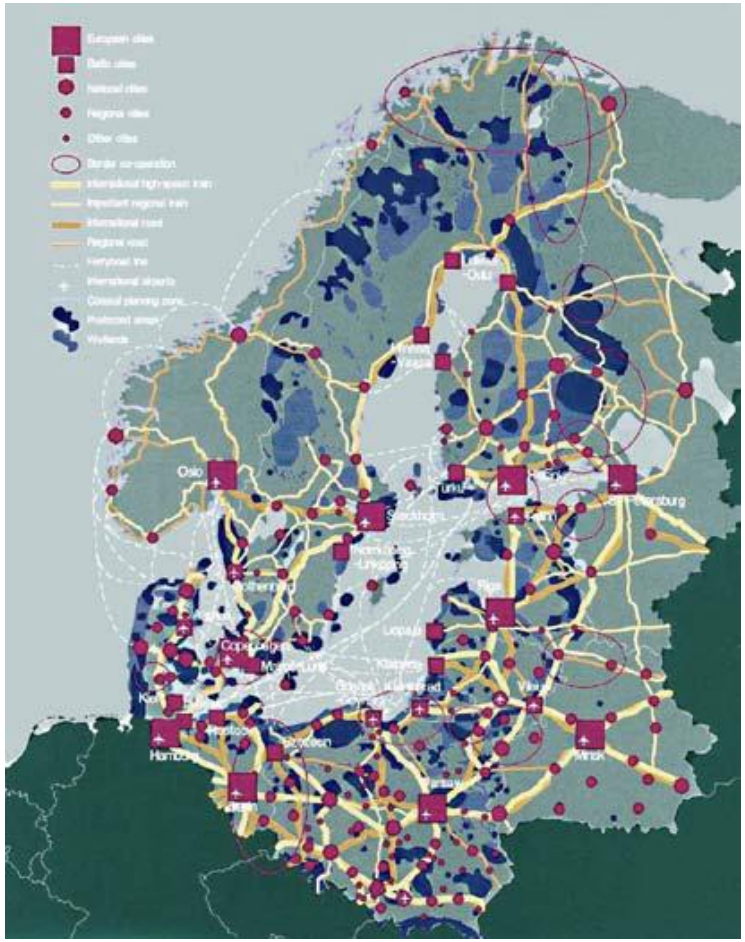
- Examine power relationships and governance process
- Identify the strengths and weaknesses in past and current eras of governance
- Tracing how human activities and environmental conditions have changed
- Document how the governance system has responded, or not responded, to key changes

"Visioning" the MSP Process

…AND WHERE WE WANT TO GO

- Identify present and future competing interests
  - Not just changing uses, but dealing with changing natural drivers as well
- Identify the issues to be addressed and desired outcomes/vision
- Select and involve key partners for MSP implementation
- Understand capacity needs throughout planning and implementation--Significant resources often allocated on the planning phase; resources left for implementation are sometimes insufficient

Example: Vision 2030 for the Baltic Sea



- Lays out vision for what countries want to achieve by 2030
- It identifies goals that cannot be achieved at a national or sub- national level alone
- Shows how MSP would be translated into practice in order to achieve this vision

Visions and Strategies around the Baltic Sea 2010 available from http://www.vasab.org/

Developing Useful Objectives

- Operational questions:
  - What specific outcomes are intended?
  - What are the targets, limits and levels of acceptable change?
  - How will a given management action help to achieve objective?
  - How would success or failure be measured?
  - How can balance be achieved across objectives that span use and conservation of complex ecosystems?

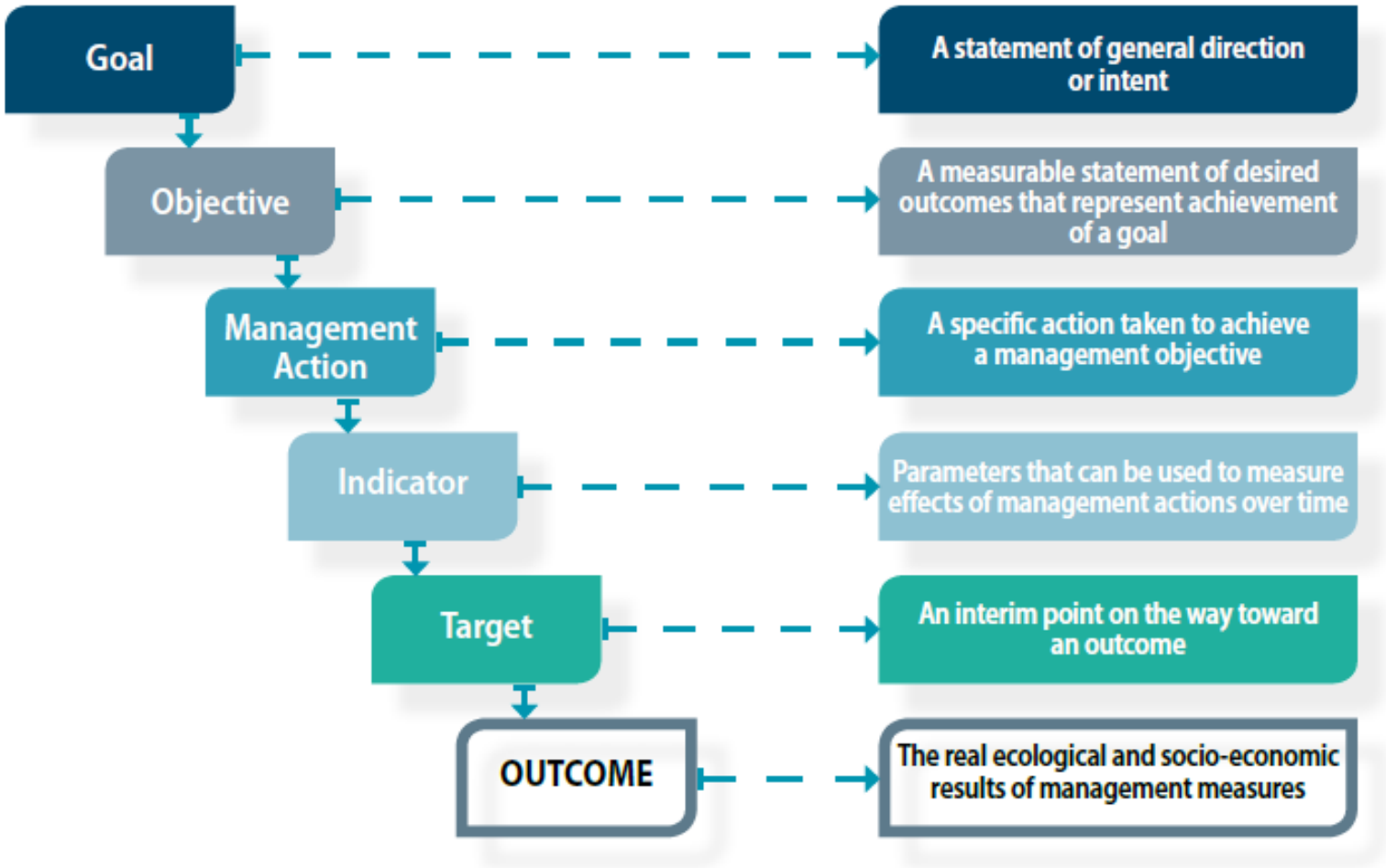
  - Priorities need to be set—not everyone will get exactly what they want

Developing Useful Objectives

- It’s easier said than done:
  - Political support critical
  - Consultation essential
  - Communicate frequently to avoid misinformation

- It’s as much (or more) art than science
  - Early integration of conservation and socioeconomic needs
  - Key stakeholders, interest group champions

Relating MSP Goals to Desired Outcomes

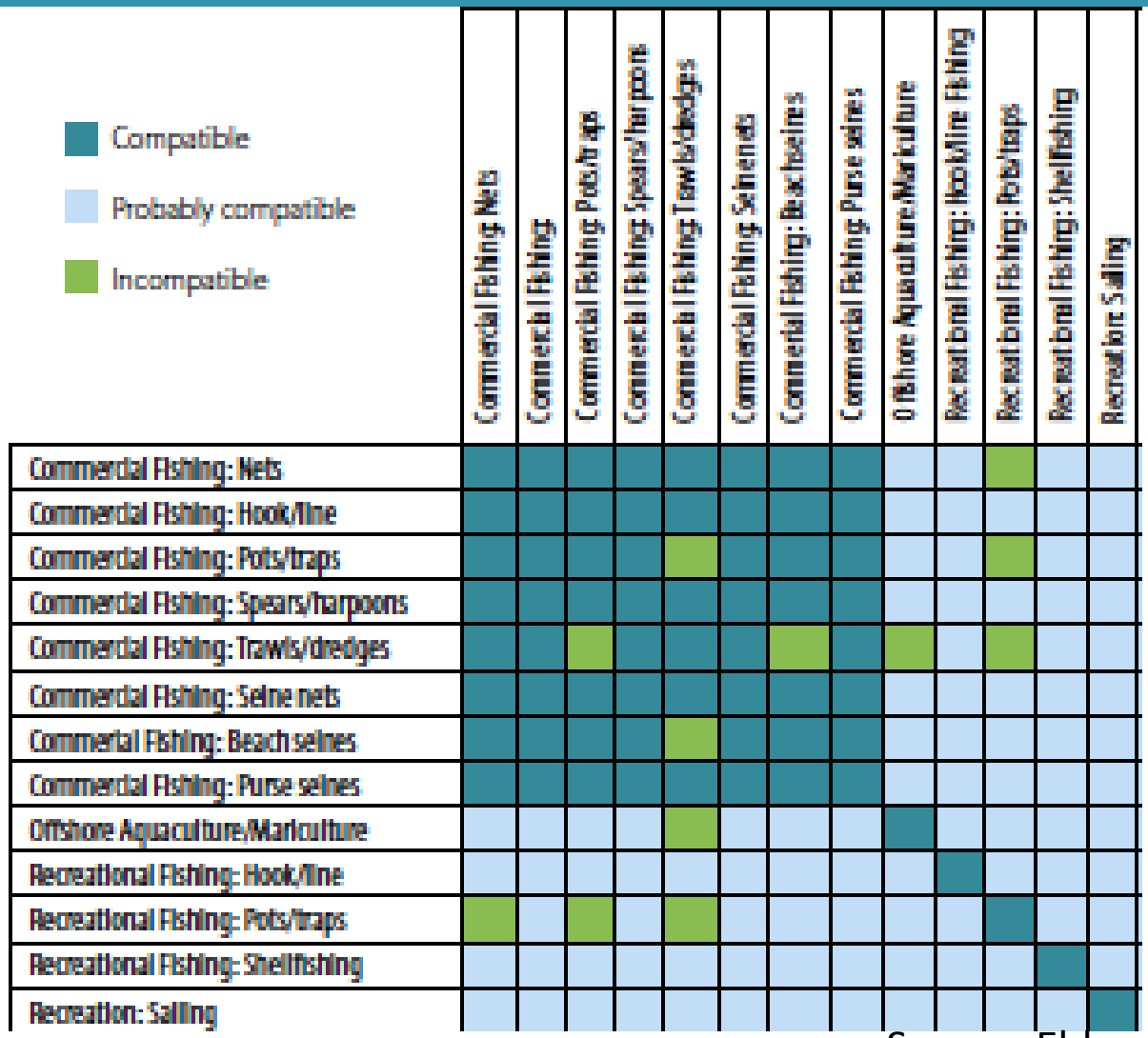


Source: Ehler, 2014

Marine Spatial Planning is Balancing Act

- Reconciling top-down, large scale planning with bottom-up and more localised management
- Driven by data and stakeholder input
- Balancing present and future uses
- Importance of clear objectives that integrate:
  - Strong stakeholder engagement
  - Best available data
  - Sound understanding of changing dynamics of environmental, political, socio-economic dimensions

Balancing Uses--
Understanding Conflicts/Compatibilities



Source: Ehler and Douvere, 2009

Governance Issues

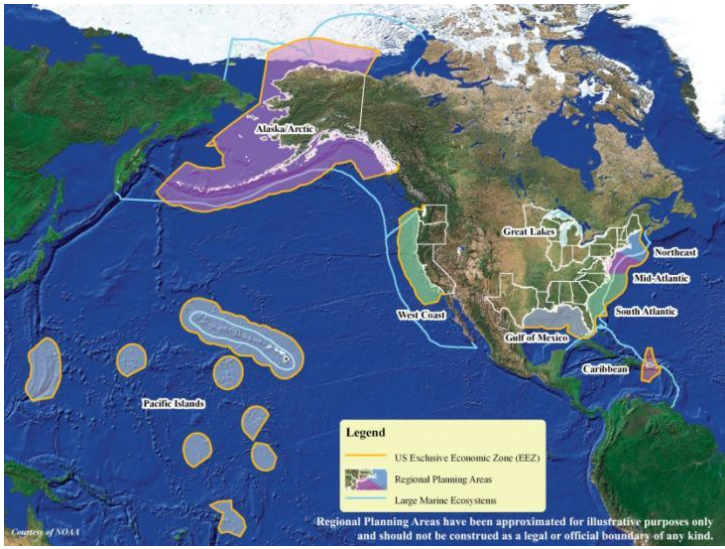
Identified as key challenge/factor of success across case studies

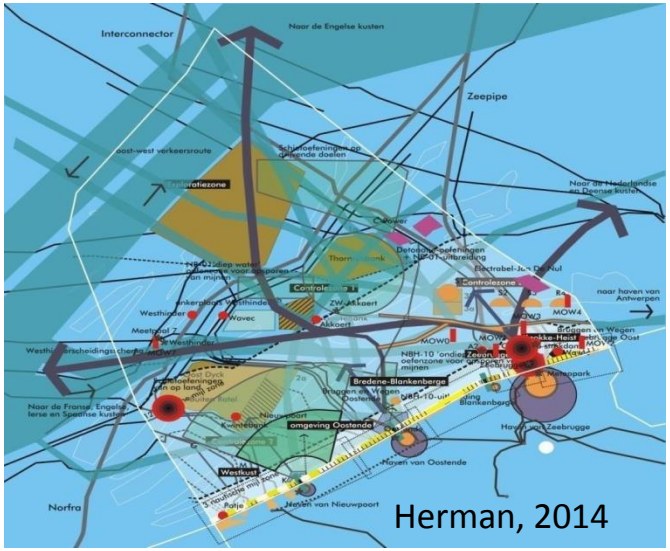
- Analyses have consistently indicated importance of political support and legal frameworks for MSP implementation
- Need to understand the governance context and mechanisms in place
- Identify how different governance structures influence engagement
- Appropriate balance between top-down and bottom-up governance (depends on context)
- Identify which governmental institutions and stakeholders are anticipated to play significant roles in gaining approval for MSP
- Having a “champion” is a key factor of success
- Cross-sectoral coordination mechanism is key—balancing authorities is a challenge

Examples: Importance of Understanding Governance Context

United States

- Marine Spatial Planning as part of National Ocean Policy
- Enacting through Presidential Executive Order
- Top-down approach caused resistance from some stakeholder groups

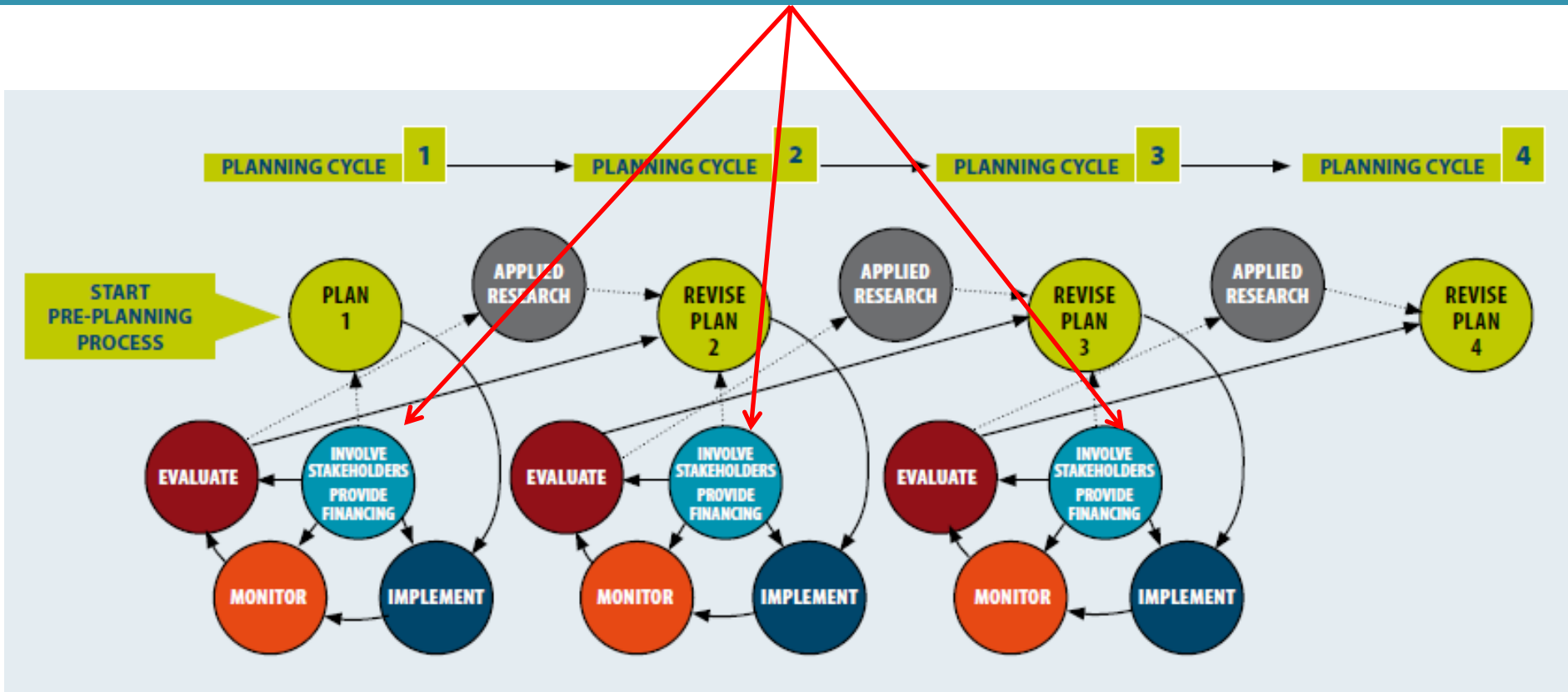




Belgium

- Spatial plan for the Belgian part of the North Sea
- Enacted through Royal Decree
- Strong top-down basis strong catalyzing factor for engagement of authorities

Stakeholder Engagement



Source: Ehler and Douvere, 2009

Stakeholder Engagement

Understanding stakeholder perceptions, roles and needs

- Use of stakeholder baselines and stakeholder mapping

Organizing effective stakeholder input

- Provide clarity and transparency in decision-making
- Create realistic perceptions among stakeholders of their roles and influence in the planning and decision-making process

Effective stakeholder communication

- Customization of language towards specific audiences and purposes
- Ability to effectively communicate benefits of MSP

Integrating Best Available Information

Availability of scientific information

- Not all types of data are available spatially, or in comparable formats--Information is often collected without planning in mind

Integrating biological data and human use data

- Multi-sectoral data development and participatory mapping can improve transparency

Use of sensitive information

- Demonstrate to information-holders that investment in access to data is worthwhile
- Provide opportunities for stakeholder review and verification

Understanding how data needs differ based on the stage of MSP process

- Countries just starting MSP have significantly different data concerns than those further along in planning and implementation

Information Needs

In the initial stages of the MSP process

- Deciding what data is needed and how is it selected
- Determining who should be in charge of MSP information (e.g., should it be held centrally or by individual sectors?)
- Gathering historical, socioeconomic and cultural data

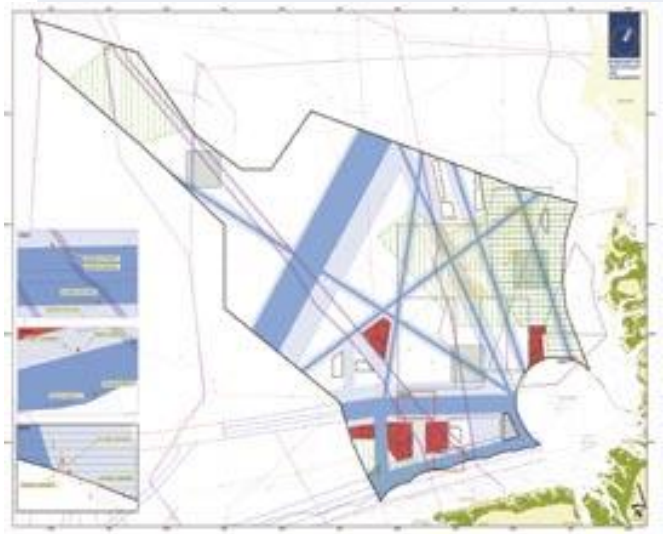
As the MSP process progresses

- Establishing a protocol on how to combine information held by different stakeholders
- Establishing a clearing-house mechanism
- Acquiring resources to maintain long-term datasets
- Dealing with a large amount of information and selecting which information to use
- Incorporating information on new and emerging issues
- Deciding which tools are best for individual situations

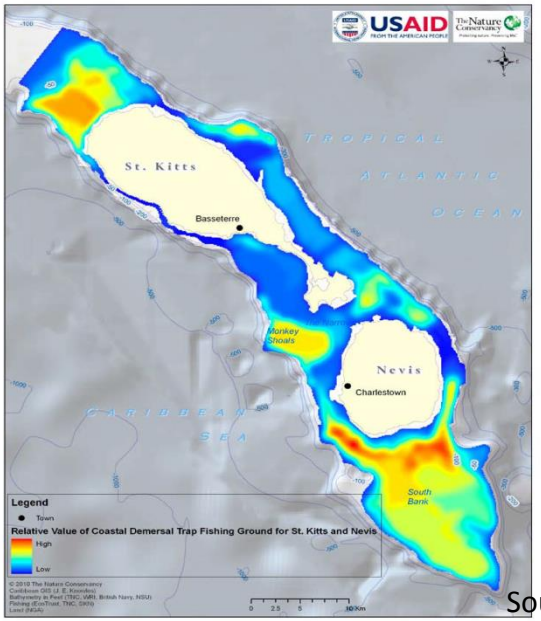
Information Needs

Moving to MSP implementation

- Defining agreed-upon targets
- Recognizing variability in data quality among different sectors and providing support for those sectors with data gaps
- Establishing transparency of government data standards
- Maintaining financial and human resources



Source: German Federal Maritime and Hydrographic Agency, 2008.



Source: Agostini et. al., 2010

Example: Stakeholder Engagement to Address Data Gaps

Photo credit: Shawn W. Margles

Photo credit: Shawn W. Margles

St. Kitts and Nevis

- Project to develop and institute marine zoning
- Data gaps regarding areas of use and habitats
- Addressed these through (i) expert mapping; (ii) fisher surveys; (iii) habitat surveys
- Collected through meetings/workshops with experts and stakeholders
  - Even pointing out on a map habitats, fishing grounds, etc.

Source: Agostini et. al., 2010

MSP Complements Broader Suite of Possible Management Approaches

1. **INPUT ACTIONS:** Actions that specify the inputs to human activities,

   e.g., Limitations on fishing activity or capacity

2. **PROCESS ACTIONS**: Actions that specify the nature of the process of human activities,

   e.g., Specification of fishing gear type, mesh size

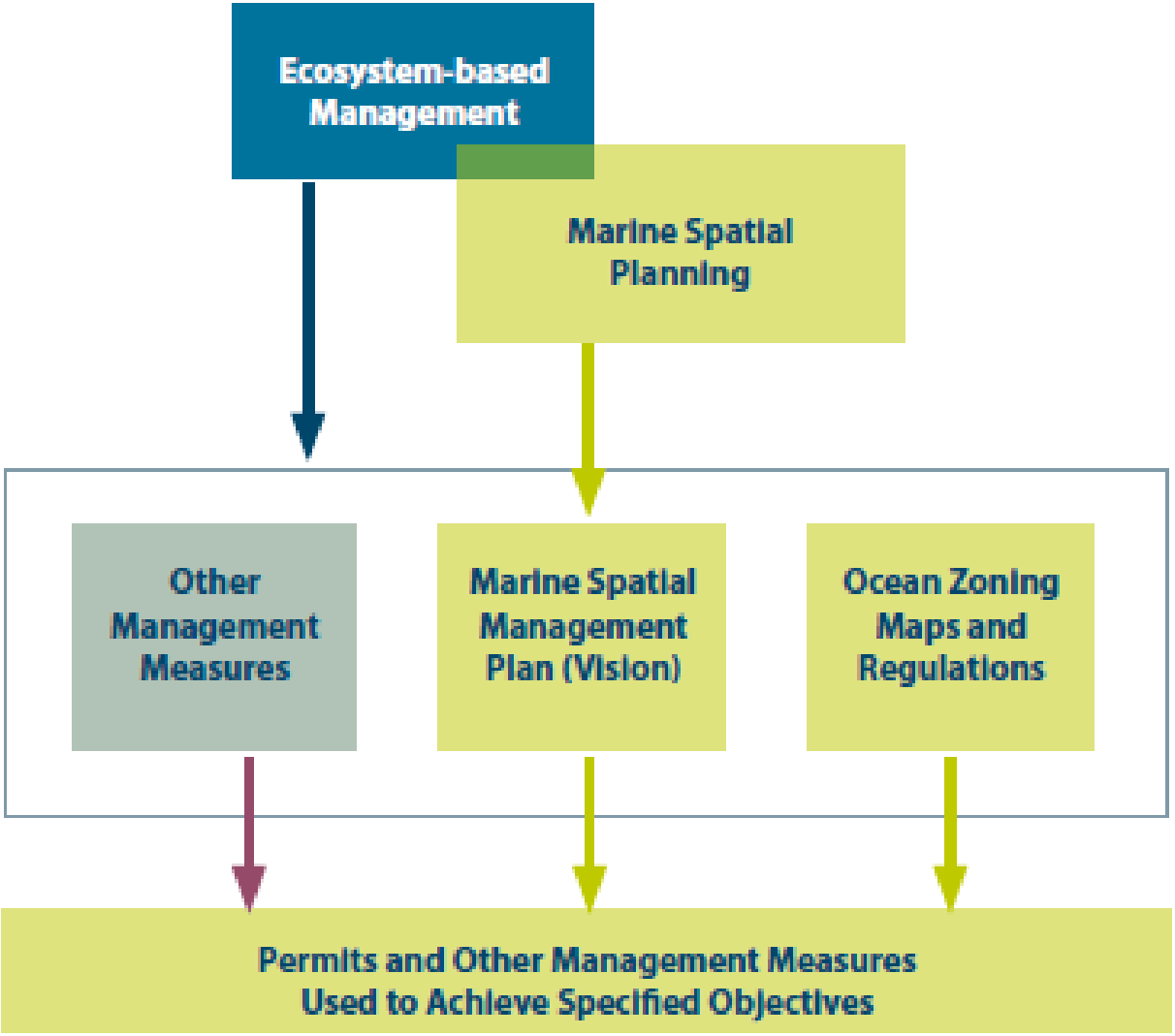
3. **OUTPUT ACTIONS**: Actions that specify the outputs of human activities,

   e.g., Limitations on the amount of pollutants discharged to marine environment

4. **SPATIAL & TEMPORAL ACTIONS:** Actions that specify where and when types of human activities can occur

Need to understand how MSP fits into other planning and management processes

Linking Actions to Goals



Source: Ehler and Douvere, 2009

Thank you