



Baltic Marine Environment Protection Commission

HELCOM expert network on economic and social analyses
meeting

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Update of the BSAP and related economic and social analyses

Background

This document introduces the update of the HELCOM Baltic Sea Action Plan (BSAP) and activities relevant to or entailing economic and social analyses (ESA), including the analysis of the sufficiency of measures to reach HELCOM objectives based on business-as-usual (BAU) scenarios; and potential analysis of the cost-effectiveness of measures. It also describes the ESA-related topics in the HELCOM application in response to the EC call on proposal on "Marine Strategy Framework Directive - Second Cycle: Implementation of the new GES Decision and Programmes of Measures" that has passed the first evaluation steps. If funded, the project will be based on the same ESA related steps as outlined for the BSAP update.

The aim is to provide background information for the presentations and discussions in the workshop.

Action requested

The meeting is invited to

- take note of the information as background for the discussion in the meeting
- provide concrete proposals for the implementation of the BAU approach, including which measures to include in the analyses and the end year for the scenarios as further outlined in the document.

Update of the HELCOM BSAP and ESA

A major HELCOM activity in the upcoming years is the update of the HELCOM BSAP, which will be done in 2018-2021. The aim is to set out an action plan for achieving a healthy Baltic Sea environment. A HELCOM project for the BSAP update has been established (BSAP UP project). The project represents an operational level and its overall goal is to support and facilitate the work of the Contracting Parties to update the BSAP.

A strategic plan for the BSAP update has been agreed upon. The update is divided into three phases with altogether six activities: formulation phase (work plan, adjusting BSAP structure, status of BSAP implementation), content phase (review of current BSAP, sufficiency of measures) and renaissance phase (new actions and improving existing actions). The update includes activities that are relevant to or entail ESA, i.e. analysis of the sufficiency of measures to reach HELCOM objectives and BAU scenarios; and potentially analysis of the cost-effectiveness of measures.

Sufficiency of measures analysis

As part of the BSAP update, HELCOM will carry out an analysis of sufficiency of measures (SOM) to reach HELCOM objectives and targets, to support the selection of new actions. Information on which actions have been implemented is available in the HELCOM Explorer (HELCOM Map and Data Service), but it does not include the impact of those actions. This information is required in order to estimate whether current measures (HELCOM actions and measures implemented under other policies) are sufficient to reach good status. As part of the BSAP update, countries will also be requested to report on the implementation of HELCOM recommendations that include direct measures to reduce pressures or improve the state of the Baltic Sea. A collection of information on measures implemented under other relevant policies, i.e. the WFD and MSFD have also been outlined as part of the process.

The sufficiency of measures analysis is suggested to be organized topic by topic. Provided that the HELCOM proposal on the ACTION project will be funded, it will cover the effectiveness of measures related to by-catch of mammals and birds, impacts on the seafloor (primarily from fishing), marine protected areas (MPAs) and eutrophication. Complementary topics suggested to be covered include hazardous substances, non-indigenous species, marine litter, underwater noise, and biodiversity topics not included in the ACTION project. This work has been proposed to be taken up an expert group on analyses of sufficiency of measures (EG SOM), provided that the terms of reference are accepted at HOD 55-2018 and the group is established.

The work is to be based on newest scientific findings and knowledge, e.g. from BONUS projects and related to climate change. The suggested timetable for the work is from the beginning of 2019 until mid-2020.

BAU and sufficiency of measures

Assessing the need for additional measures relies on comparing the baseline status of the marine environment to the good environmental status (GES). If a gap between the baseline status and good status is identified, additional measures are needed. In its simplest form, the baseline can be represented by the current status of the marine environment. A more advanced and accurate approach is to use a business-as-usual (BAU) scenario as a baseline when analysing the gap to good environmental status (Figure 1). BAU describes how the state of the marine environment would change over time due to changes in human activities and the implementation of existing measures that impact the state of the marine environment.¹ It

¹ For detailed information about the BAU, see the SPICE project Deliverable 3.3 [Development of a regional “business-as-usual” scenario \(BAU\) to be used as a baseline in the integrated assessment of the marine environment](#). This section is based on the information presented in the deliverable.

is relevant in defining the gap, as the target year of achieving GES is in the future, and the state of the marine environment changes over time.

Thus, the BAU and SOM analyses are closely linked. BAU includes the existing measures and their effect on pressures and the state of the marine environment, together with the development of human activities and their effect on pressures and the state over time. BAU is needed to assess whether existing measures are sufficient to achieve good status, i.e. whether there is a gap between the baseline and GES.

Development of the BAU scenario includes the following steps (Figure 2):

- collection of information on existing measures and their level of implementation,
- collection of information on the effectiveness of the measures,
- compilation of information on projections of the development of human activities over the time-scale of the BAU (end point of BAU still to be agreed),
- implementation of a 'linkage framework' to estimate the effect of measures and human activities on pressures,
- assessment of the changes in the state of the marine environment due to changes in pressures,
- using the information above to build up the BAU scenario i.e. the projected status of the environment by a specific point in time if no further measures are taken,
- comparison of the projected BAU status to GES, defined through HELCOM core indicators, or pressure targets e.g. HELCOM indicator on MAI/CART,
- based on the comparison, doing the gap analysis, i.e. how far we are from reaching GES

The time period of the BAU needs to be consistent with the relevant target years of the HELCOM BSAP, considering also the target years in the MSFD, thus stretching at least to year 2021 but also beyond that to include the full impact of existing policies. Several alternative BAU scenarios may be developed, and their probabilities assessed.

GEAR 19-2018 has requested the ESA workshop to consider two issues to support the upcoming analyses:

- Which measures should be included in the BAU scenario? All measures adopted before end of the year 2018? Planned measures that are implemented before the end year of the BAU? Adopted measures are those which can be expected to be implemented and contribute to achieving good status.
- Which end year(s) should be used for the BAU scenarios (e.g. 2020, 2027, 2030)? The choice should consider the target years and cycles in the relevant policies, the MSFD and BSAP.

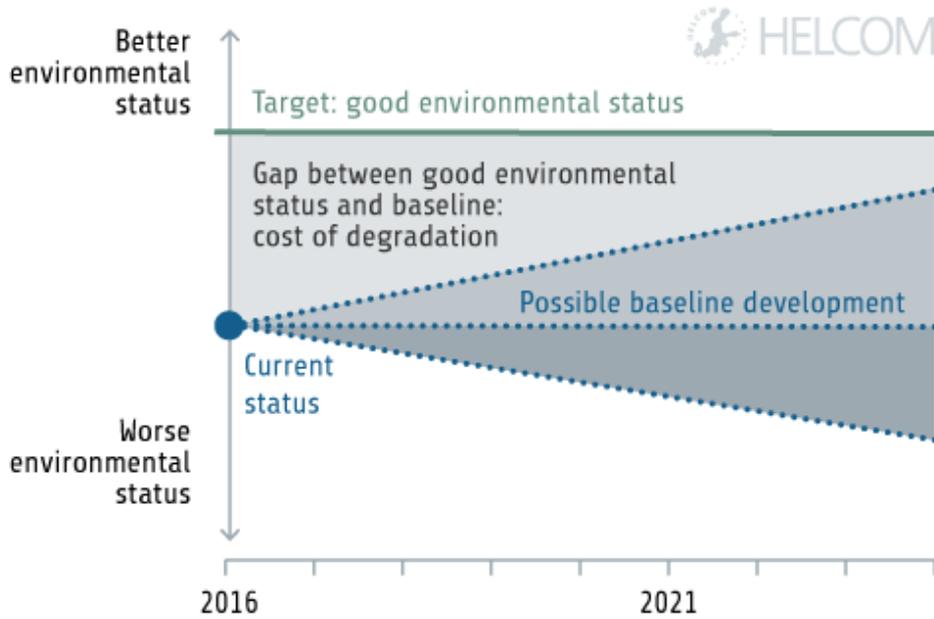


Figure 1. Illustration on the use of the BAU in the policy gap analysis. Source HELCOM (2018)².

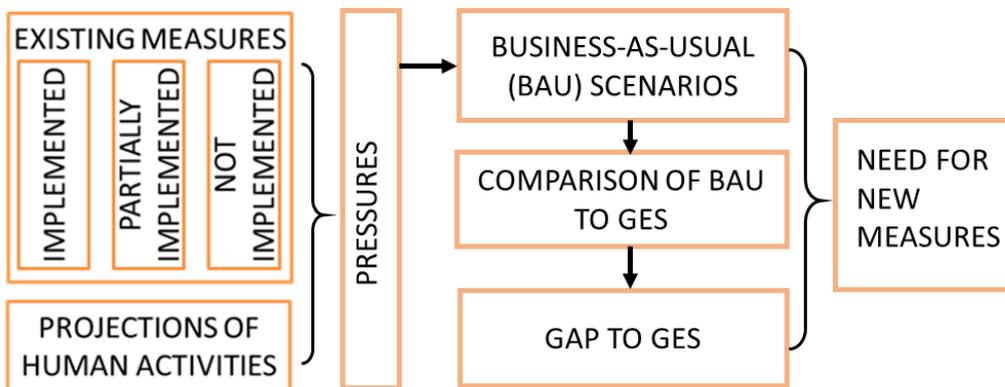


Figure 2. Key steps of analysing sufficiency of measures based on BAU scenarios.

Cost-efficiency of measures

The update of the BSAP could potentially entail also assessing the costs of (new) measures to evaluate their cost-effectiveness. Provided that the HELCOM proposal on the ACTION project will be funded, it will assess the effectiveness and costs of potential new measures for those topics covered in the ACTION project (by-catch of mammals and birds, impacts on the seafloor, marine protected areas (MPAs) and eutrophication) for which a gap between the BAU scenario and GES has been identified, building on the other work packages in the project. The analysis will include a) identifying new measures, b) assessing their effectiveness, c)

² HELCOM (2018) State of the Baltic Sea – Second HELCOM holistic assessment 2011-2016. Available in: <http://stateofthebalticsea.helcom.fi/>

estimating the joint effects of new measures, d) estimating the costs, and e) finding the optimal (cost-effective) set of measures.