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Background

Integrated Coastal Management is closely related and is even a part of maritime spatial planning. HELCOM 39-2018 agreed with the suggestion by Poland that the revision of the Recommendation 24/10 'Implementation of integrated Marine and Coastal Management of Human Activities in the Baltic Sea Area' is to be done by HELCOM-VASAB MSP working group in cooperation with HELCOM State&Conservation working group.

The first discussion on the revision of the Recommendation took place at HELCOM-VASAB MSP 16-2018. The Meeting was of the opinion that the Recommendation should be amended integrating strong links to MSP. The Meeting also agreed that the group will not redraft the entire Recommendation but add specific paragraphs related to MSP and that HELCOM S&C working group will consider the document after endorsement by the MSP group.

A draft of the revised version of the document was prepared by Poland and circulated to the MSP group contacts for further commenting. The comments from Germany and Sweden have been received. Finland informed that the draft document had to be further discussed at the next HELCOM-VASAB MSP 17-2018. Germany was of the same opinion.

This document contains a new version of the revised Recommendation integrating received comments from Germany and Sweden (annex 1).

Some additional amendments to the preamble of the document have also been received from Russia. The original remarks to the preamble, marked by scarlet, are given in the annex 2.

Action requested

The Meeting is invited to discuss the draft and elaborate its final version for further intersessional consideration by HELCOM S&C working group with intention to submit the final document to HELCOM 40-2019 for approval.

Proposal for revision of HELCOM Recommendation 24/10

HELCOM RECOMMENDATION 24/10

Adopted 25 June 2003 and amended xx yy,
having regard to Article 20, Paragraph 1 b)
of the 1992 Helsinki Convention

IMPLEMENTATION OF INTEGRATED MARINE AND COASTAL MANAGEMENT OF HUMAN ACTIVITIES and Maritime Spatial Planning IN THE BALTIC SEA AREA

THE COMMISSION

RECALLING Article 3 of the Convention on the Protection of the Marine Environment of the Baltic Sea Area, 1992 (Helsinki Convention), in which the Contracting Parties declare to apply the precautionary principle, and Article 15 in which the Contracting Parties agree to individually and jointly take all appropriate measures, with respect to the Baltic Sea Area and its coastal ecosystems influenced by the Baltic Sea, to conserve natural habitats and biological diversity and to protect ecological processes,

RECALLING the Directive 2014/89/EU of the European Parliament and of the Council of 23 July 2014 establishing a framework for maritime spatial planning, in particular Article 6 considering land-sea interactions as one of the minimum requirements for maritime spatial planning,

RECALLING FURTHER other HELCOM Recommendations of relevance to Integrated Marine and Coastal Management of human activities or related issues as listed in **Attachment 1**,

BEARING IN MIND that:

- a) the marine and coastal areas¹ are of great environmental, economic, social, cultural and recreational importance for the Baltic Sea area and its inhabitants;
- b) the Baltic Sea marine and coastal areas as defined in the Helsinki Convention Article 1 possess a unique biodiversity and resources the use and protection of which require special planning and approaches of management² of human activities;
- c) the improper use of the marine and coastal areas may often result in irreversible changes or damages that can only slowly recover, thus affecting the lives of future generations and their relations to the Baltic Sea and its coastal areas,

¹ *Coastal area(s)* (same as *coastal zone*) is defined as a zone following the Baltic Sea coastline, extending 3 km landwards (as this zone is described in HELCOM Recommendation 15/1) from the mainland coast to the adjacent marine offshore areas. The *offshore areas* extend from the outer border of the coastal areas as far offshore as it in each case is relevant for the sustainability of marine and coastal biodiversity and geodiversity (diversity of the geomorphology and geology), in particular if these areas are used or intended to be used in a way that conflict or may conflict with the aims of Article 3 of the Helsinki Convention. These zones thus cover Baltic Sea waters, the underlying seabed and coastal terrestrial areas including the biota as well as abiotic resources.

² *Management* is defined as an acknowledged, thoughtful and planned way to manage human activities with regard to the use of land, seabed, water and living resources considering the effects of these activities on adjacent and other ecosystems.

Commented [A1]: DE: Regarding the title of the recommendation: It should be double-checked if it is possible to have two recommendations on MSP under HELCOM as there already exists Rec 28E/9.

Commented [A2R1]: HELCOM: If we change title than, it formally will be another recommendation but not a revision of the old one. Again from the bureaucratic point of view, I can't see big difference in the procedure. If we agree that it is new recommendation we should just indicate that it supersedes the previous one. I would even say that adoption of new recommendation instead of the old one is more transparent. In case of just revision we'd need to code this revised version with various additional abbreviation like REV or CORR. It then might cause difficulties with searching and confusion.

Commented [A3]: DE: Why only mentioning this aspect? When focusing on specific elements of the Directive, i.e. the Ecosystem Approach should also be addressed as being particularly important for environmental aspects in MSP.

Commented [A4R3]: PL: In Poland's opinion, the para is sufficient. Germany did not propose any specific provisions, so we can not relate to the comment.

BEING DEEPLY CONCERNED about the increasing pressure on the marine and coastal environment arising from ~~growing human activities and the use of marine resources~~plans and projects in the Baltic Sea region,

BEING AWARE that the integrated³ marine and coastal management of human activities⁴ and maritime spatial planning, as management tools, can ~~contribute to be a useful tool to ensure~~ environmentally acceptable results in the coordination of marine development and the sustainable use of ~~marine and coastal land and water~~natural resources in the coastal zone and at sea,

BEING AWARE that Contracting Parties to the Helsinki Convention have a common goal to draw up and apply maritime spatial plans which are coherent across borders and apply an ecosystem-based approach,

RECOGNIZING that the lack of free access to spatial information on cover, use and biodiversity ~~currently~~ reduces the possibilities of Integrated Marine and Coastal Management to be fully applied in the process of sustainable use of marine and coastal resources of the seabed, land and water areas,

NOTING

a) that this recommendation acknowledges all the previous HELCOM recommendations of relevance for Integrated Marine and Coastal Management of human activities, maritime spatial planning or related issues (*Attachment 1*) and the status of previous recommendations is not affected by this recommendation,

b) that the nine riparian countries of the Baltic Sea have a national legislation and policies regarding Integrated Marine and Coastal Management of human activities and maritime spatial planning which are different from each other. It is also recognized that national agencies, private parties and NGOs have roles, interests, concerns and obligations regarding the marine and coastal areas that differ from one another as well as between countries,

BEING CONVINCED that the marine and coastal management must be carried out in a way that safeguards the marine and terrestrial biodiversity of the marine and coastal areas, uses resources in an environmentally sustainable way and considering social, economic and cultural aspects of the inhabitants, users or visitors of the marine and coastal areas, in particular the traditional activities and customs,

APPRECIATING that the European Union has adopted its recommendation concerning the implementation of Integrated Coastal Zone Management (ICZM) in Europe⁵ and [link to Russian legislation, if exists],

WELCOMING furthermore the activities currently carried out in the Baltic Sea region through cooperation between HELCOM and VASAB⁶, resulted in regional MSP guidelines, joint visions and principles for BSR MSP,

ENCOURAGES the Contracting Parties, ~~in accordance with the EU ICZM recommendation, EU Marine Strategy Framework Directive (MSFD)⁷, EU Maritime Spatial Planning Directive⁸ and EU Floods Directive⁹,~~ to develop a national strategy or, where appropriate, several strategies or other measures ensuring the implementation of, to implement the principles for integrated management of human activities of the in coastal areas, that will be coherent with maritime spatial plans and extend these principles to include marine offshore areas and also follow the ecosystem approach to the management of human activities as defined by HELCOM and OSPAR,

Commented [A5]: DE: It should be double-checked if "Encourages" is correct in the recital. As it includes concrete call for action, the content should be listed in the recommendation part.

³ *Integrated* is defined as a joint effort of several parties and/or the incorporation of different data sources as well as plans and information about several aspects of uses and protection of resources.

⁴ Integrated Marine and Coastal Management of human activities should be applied to the coastal and offshore areas defined in a footnote 1.

⁵ Recommendation of the European Parliament and of the Council concerning the implementation of Integrated Coastal Zone Management in Europe, 2002/413/EC.

⁶ VASAB = Visions and Strategies around the Baltic 2010.

ENCOURAGES the Contracting Parties to develop maritime spatial plans in accordance with Principles for maritime spatial planning⁷ as well as the guidelines on ecosystem-based approach and transboundary consultations⁸.

CONSIDERING that the Contracting Parties, being EU member states, act in accordance with relevant EU-Directives and recommendations such as the EU ICZM recommendation, EU Marine Strategy Framework Directive (MSFD)⁹, EU Maritime Spatial Planning Directive¹⁰ and EU Floods Directive¹¹, EU-Directive on Environmental Assessment of Plans and Programs¹² and the EU Directive on Environmental Impact Assessment¹³.

RECOMMENDS to the Contracting Parties to the Helsinki Convention:

a) to identify laws and regulations of relevance for the use and protection of marine areas and, the authorities responsible for their implementation (governmental, sub-national or municipal sector officials);

b) to capitalize on existing knowledge of identify stakeholders with interests concerning the use and protection of coastal and marine areas (which has been already identified under MSP process);

~~c) to apply the principles laid down in the EU Directive on environmental assessment of plans and programmes¹² and the EU Directive on environmental impact assessment¹³, relevant for introducing human activities in marine and coastal areas;~~

d) to capitalize on existing knowledge of identify interacting and/or conflicting interests, obligations and activities of private and public stakeholders (which has been already identified under MSP process). Addition investigation This can for example be carried out following the DPSIR¹⁴ concept;

~~e) to organize and implement an offshore management process that brings together the groups defined in "b" and "d";~~

f) to develop criteria, standards and guidelines that are needed for integrated management of human activities taking into account cross-sectoral approach by sector authorities, as well as development of practical and applicable ways to share responsibility for plan management, implementation and enforcement;

g) to capitalize on existing knowledge of identify the major planning and management issues for human activities in marine and coastal areas, and show how to align them, taking into account experiences and requirements from MSP processes and the implementation of the HELCOM-MPA network offshore areas;

⁷ HELCOM-VASAB Baltic Sea Broad-scale Maritime Spatial Planning Principles.

⁸ Guideline for the implementation of ecosystem-based approach in MSP in the Baltic Sea area, Guidelines on transboundary consultations, public participation and co-operation.

⁹ Directive 2008/56/EC of the European Parliament and of the Council of 17 June 2008 establishing a framework for community action in the field of marine environmental policy.

¹⁰ Directive 2014/89/EU of the European Parliament and of the Council of 23 July 2014 establishing a framework for maritime spatial planning.

¹¹ Directive 2007/60/EC of the European Parliament and of the Council of 23 October 2007 on the assessment and management of flood risks.

¹² Directive 2001/42/EC of European Parliament and of the Council of 27 June 2001 on the assessment of the effects of certain plans and programmes on the environment.

¹³ Directive 2011/92/EU of the European Parliament and of the Council of 13 December 2011 on the assessment of the effects of certain public and private projects on the environment Text with EEA relevance and Directive 2014/52/EU of the European Parliament and of the Council of 16 April 2014 amending Directive 2011/92/EU on the assessment of the effects of certain public and private projects on the environment Text with EEA relevance.

¹⁴ DPSIR = driving forces (changes in the environment, e.g. industry and agriculture), pressures on the environment (e.g. emissions and discharges), state (the quality of the environment), impacts (e.g. biodiversity loss and impacts on the economy) and responses (actions).

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h) to identify data gaps and gaps in knowledge that may impede planning and management of human activities in coastal zones and marine areas~~offshore areas~~, e.g. lack of spatial data on marine and coastal biodiversity (distribution of habitats and species) and natural resources, ~~use of land and water areas, demography, traffic, oil transport, etc.~~, as well as problems connected with access to data and co-operation with owners of other (non-related to the environment) type of data;

g) to set up and carry out a scheme to fill in the identified data and knowledge gaps, e.g. by inventories and mapping of biodiversity (e.g. habitats and species) and resources, analysis of existing data or sharing experiences between authorities and stakeholders;

h) to improve assessments of the status of biodiversity and of impacts of human activities on the marine and coastal zone's environment for establishing the basis for the evaluation of a favorable conservation status and of Good Environmental Status (GES), for marine waters as defined in the EU Marine Strategy Framework Directive;

i) to develop and implement an overall management plan for human activities for marine areas to secure the sustainable use of marine resources by reducing user conflicts and adverse impacts of human activities by addressing the tasks in *a* to ih in particular in the course of developing and implementing national Maritime Spatial Plans.

The implementation of this Recommendation should be evaluated at regular intervals, at least every three years.

Further considerations and suggested actions related to HELCOM activities are given in **Attachment 2**.

Previous HELCOM Recommendations of particular* concern for Integrated Marine and Coastal Management

Recommendations:

9/1 (Recommendation Concerning Protection of Seals in the Baltic Sea Area)

15/1 (Protection of the Coastal Strip)

15/5 (System of coastal and marine Baltic Sea Protected Areas)

16/3 (Preservation of natural coastal dynamics)

17/2 (Protection of Harbour Porpoise in the Baltic Sea Area)

17/3 (Information and consultation with regard to construction of new installations affecting the Baltic Sea)

19/1 (Marine sediment extraction in the Baltic Sea Area)

19/17 (Measures in order to combat pollution from offshore units)

21/3 (Sustainable and environmentally friendly tourism in the coastal zones of the Baltic Sea),

21/4 (Protection of heavily endangered or immediately threatened marine and coastal biotopes in the Baltic Sea)

[28E/9 \(Development of broad-scale marine spatial planning principles in the Baltic Sea Area\)](#)

[35/1 \(HELCOM MPAs\)](#)

[HELCOM-VASAB Baltic Sea Broad-scale Maritime Spatial Planning Principles](#)

[Guideline for the implementation of ecosystem-based approach in MSP in the Baltic Sea area](#)

[Guidelines on transboundary consultations, public participation and co-operation](#)

* most of the existing HELCOM Recommendations are somehow related to Integrated Marine and Coastal Management, but those Recommendations listed here are of particular interest.

Further considerations and suggested actions related to HELCOM activities

- a) The HELCOM Baltic Sea Protected Areas (BSPA) should be of particular concern as well as areas where the local biodiversity is severely threatened or where the use of resources or the number of inhabitants or visitors is particularly high.
- b) The possibilities for cooperation between neighbouring HELCOM Contracting Parties, VASAB and Baltic 21¹⁵ regarding Integrated Coastal and Marine Management of human activities and Maritime Spatial Planning should be assessed and encouraged. Cooperation between neighbouring countries, VASAB and Baltic 21 is particularly important in the vicinity of border areas or when national actions or actions taken by neighbouring countries may affect the living processes in the coastal areas.
- c) A national meta-data base should preferably be formed in an early stage of implementation in order to facilitate the use of spatial data required, e.g. data on biodiversity, geodiversity, demography, infrastructure, and the development of land and water areas. The national database can be a part of the existing information structure, e.g. it may consist of a set of links to sub-national databases. The possibility to link up the national ICZM and offshore area management databases to an impending international HELCOM meta-data base should be anticipated.
- d) Identification of the existing successful ways to carry out Integrated Marine and Coastal Areas Management of human activities in the Baltic Sea. In particular, bottom-up initiatives, where local or sub-national policies, programmes, projects or other initiatives that address both the coastal, marine and terrestrial areas and that have worked out successfully should be addressed. The experiences from these “success stories” should be taken into consideration by HELCOM who, together with the HELCOM Contracting Parties, should find ways to encourage such initiatives e.g. through funding of projects. In a similar way should the knowledge about well working instruments (technical solutions, methods) and potential new ways to apply the Integrated Marine and Coastal Management of human activities be made available to the public through workshops arranged by HELCOM.
- e) Identification of threats towards the marine and coastal areas that are of particular interest in the Baltic Sea region and that should be acknowledged simultaneously by several pertinent HELCOM groups.

Link, where appropriate, the implementation of Integrated Marine and Coastal Management of human activities and Maritime Spatial Planning with water resources management and land use planning in the catchment area of the Baltic Sea.¹⁵ Baltic

¹⁵ 21 = Baltic Agenda 21 (see also Convention on Biological Diversity 1992).