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| Document title | Proposal on organization of BSAP UP workshops |
| Code | 5-2 |
| Category | CMNT |
| Agenda Item | 5 - Preparation of thematic BSAP UP workshops in spring 2020 |
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| Submitted by | Secretariat |
| Reference | |

Background

As proposed by HELCOM SOM Platform 2-2019 and agreed at HOD 57-2019 ([Outcome, para 3.14](#)), a set of BSAP UP workshops will be held in May 2020 focusing on:

Week 20

- Hazardous substance and litter: starting at Tuesday 12 May at 10.00 and ending on Wednesday 13 May at 16.00.
- Eutrophication: starting Thursday 14 May at 10.00 and ending at Friday 15 May at 14.00.

Week 21

- Maritime activities, underwater noise, non-indigenous species, response actions: starting at Monday 18 May 13.00 and ending at Wednesday 20 May at 13.00.

Week 22

- Biodiversity, loss and disturbance to the seabed, extraction of species (including by-catch, hunting), spatial measures (MPA, MSP): starting at Tuesday 26 May at 10.00 and ending at Wednesday 28 May at 16.00.

The workshops will be held at the premises of the HELCOM Secretariat, Helsinki, Finland. This document includes a draft proposal for how to organize the workshops. HELCOM SOM Platform participants are encouraged to provide comments and identify additional open issues in advance of the Meeting and inform the Secretariat (susanna.kaasinen@helcom.fi).

Action requested

The Meeting is invited to

- consider and further develop the organization and format for the BSAP UP workshops,
- discuss open issues as outlined in this document and by the meeting,
- prepare a template for summarizing the outcome of discussions at the workshops (draft included in Annex 1),
- prepare guidance for the implementation of criteria at the workshops (draft included in Annex 2).

Concept of workshops

The BSAP UP workshops will be the first opportunity to consider the outcome of multiple parallel activities to support the BSAP update. This includes:

- 1) the review by Working Groups of existing HELCOM actions which serves to identify existing not yet implemented actions to be included in the updated BSAP. The task will be completed through regular and intersessional Working Group meetings by the beginning of April 2020.
- 2) results of the SOM analysis will identify gaps in the current measures to reach good environmental status. Preliminary results for selected will be available by end of March 2020 and will be updated as needed and complemented with additional topics by time of the workshops.
- 3) synopses on potential new actions for the updated BSAP. Working Groups will carry out a technical review of proposed new actions at spring meetings 2020. The last incoming results, from State and Conservation, will be available 2nd week of May.

The list of existing actions to be included in the updated BSAP will not be opened for discussions at the workshops but will provide background information on the existing HELCOM agreements. The effect of implementing these actions is already taken into account in the SOM analysis.

The results of the SOM analysis will provide a basis for discussion and evaluation of synopses.

The evaluation of synopses will use the outcome of the review by Working Groups as a basis and will apply the criteria for evaluating new actions as endorsed by the GEAR Group (see separate meeting document).

Prior analyses to the workshops will also be carried out to support the evaluation, see below . It was agreed at SOM Platform 2-2019 that the workshops should be carried out from a scientific point of view and not consider policy related issues (Notes SOM Platform 2-2019, para 4.11). The criteria based evaluation will only be applied for synopses that are related to actions with an anticipated measurable reduction of a pressure or improvement to the state of the environment. It still needs to be discussed whether BSAP workshops should also address other type of proposed actions or whether these should be entirely dealt with at Working Group meetings.

The expected outcome of the workshops is an evaluation of proposed new actions according to the agreed criteria. While the evaluation is qualitative it is expected that the use of the assessment criteria will still give an indication of priorities. The outcome of the workshops will be presented for information to HOD in June 2020, and further deliberations are planned to take place through regular Working Group meetings in autumn 2020. At this stage, it is foreseen that the proposed measures will be formulated into actions suitable for the updated BSAP.

Organization of workshops

Participants

Contracting Parties will be encouraged to nominate participation of expertise on the type of measures that will be addressed at the respective workshop. While the outcome of workshops will be further processed by Working Groups in autumn 2020, it is important for the BSAP update process that the evaluation of synopses is followed by the HELCOM representatives that will eventually prepare proposals on new actions for HOD in December 2020. Thus, for founding the validity of the outcome it is proposed that:

- workshops are chaired by Chairs of HELCOM Working Groups,
- countries encourage the participation of national representatives of Working Groups,
- SOM Platform representatives participate in at least one of workshops, preferentially distributed so that a good representation of the SOM Platform is present at each workshop.

Analyses prior to the workshops

Outcome of Working Groups meetings

The technical review by Working Groups will provide information on:

- a) Potential overlap between synopses and existing HELCOM actions
- b) Technical feasibility of implementing the proposed new measure
- c) Potential gaps in the set of synopses (in relation to central topics for HELCOM work, not linked to SOM results)
- d) Potential overlap between synopses and as relevant a proposal on merging of synopses

It is possible that the current list of synopses, as presented in document 5-3, will be complemented by proposals from Working Groups and the BSAP Stakeholder conference that will be held 3 March 2020. Some synopses may also be proposed to be omitted through review by Working Groups, e.g. if they overlap with existing actions.

Additional prior analyses

To support the workshops basic information will be collected from the synopses and supporting analyses will be prepared by the SOM Platform, ACTION project and Secretariat, for example:

- a) Preliminary analysis of how well the proposed new actions address the gaps that have been identified in the SOM analyses. However, it needs to be recognized that the SOM model does not address all relevant pressure, state components or areas of HELCOM work. Thus, "Not applicable" should be considered as a response alternative.
- b) Identify where in the DPSIR chain that the proposed measure is targeting. This has been expressed as desirable at SOM Platform 2-2019. It should at least be possible to identify relatively easily if the synopses are targeting activities, pressures, or state components directly (e.g. restoration measures).
- c) Estimate the effectiveness of new measures by linking them to measure types used in the SOM analysis where possible, and by assessing their effectiveness using the data collected for the SOM analysis (based on expert survey and literature estimates). Also information given in the synopses can be used. The depth of these analyses depends on the quality and quantity of the synopses for new measures, and on the compatibility of measure types used in the SOM analysis with the proposed new measures.
- d) The results of the SOM analysis can be used to evaluate where new measures are likely needed (geographically and by pressure/state) (cf. item a). The results may also shed light on what types of measures are likely effective in reducing certain pressures and improving state, by taking into consideration that a single measure can affect multiple pressures and state variables.

Application of criteria

At the workshops, the proposals on new actions will be assessed using the 'Criteria for evaluation of new actions' that have been developed by the SOM Platform, led by Latvia and Sweden. Document 5-1 includes the criteria as endorsed intersessionally by the GEAR Group and the comments received from Denmark and Germany through the endorsement procedure. The criteria document outlines the underlying agreements by the SOM Platform for developing the criteria and the intended three step approach, including e.g. the technical evaluation by Working Groups and upcoming analysis of cost-effectiveness. Only step 2 that will be implemented at the workshops. Thus, a condensed and succinct version of the criteria should be prepared for purpose of the workshops. Annex 2 includes a first draft to be further developed by the Meeting.

Running the workshops

Presentations and introductions to tasks at the workshops will be prepared by the Secretariat, ACTION project and SOM Platform representatives as agreed.

After introductory presentations, the participants are proposed to be split into smaller groups based on topics covered by the proposals on new actions and the competencies of the participants, see indicative structure in Table 1. Working Group meetings could discuss suitable break-out groups further based on the synopses that have been received. The groups will discuss the synopses one by one and fill in a premade template based on the agreed criteria, guided by a representative from the SOM Platform or the Secretariat (see proposed template in Annex 2). Mid-through the evaluation the groups could reconvene in plenum to discuss possible difficulties or unclarities of the task.

The deliberations in groups should lead up to a joint decision on responses to the evaluation criteria. The outcome of discussions should be in a shape that can be submitted directly to HOD 58-2020, which is held already 8-9 June 2020. Although it has been agreed not to use numeric ranking of the proposals, SOM Platform 2-2019 agreed that there should be a 'qualitative summary indicating priority of the actions' (Notes, para 4-11). It will be important to agree on an indicative length and strength of language of such summaries by the Meeting.

Table 1. The table gives an indication on how break-out groups could be structured. A decision on suitable groups will also depend on the final set of synopses to be addressed by the respective workshop.

| Workshop | Tentative groups |
|--|--|
| Hazardous substance and litter | <ul style="list-style-type: none"> - Hazardous substances - Litter |
| Eutrophication | Possibly divided by the activities addressed e.g. <ul style="list-style-type: none"> - Agriculture (considering the many synopses related to agriculture) - Other |
| Maritime activities, underwater noise, non-indigenous species, response actions: | <ul style="list-style-type: none"> - Underwater noise; sea-based activities - Non-indigenous species, shipping - Pollution, sea-based activities including response actions |
| Biodiversity, loss and disturbance to the seabed, extraction of species spatial measures | This is a 3 day workshop so two break sessions could set up: First break out <ul style="list-style-type: none"> - Conservation measures - Spatial measures Second break out <ul style="list-style-type: none"> - Loss and disturbance to the seabed: fisheries - Loss and disturbance to the seabed; other activities |

Open issues

Should the workshop only focus on synopses with potential measurable effects, i.e. reduction of pressures or improvement of state components, if they are implemented? There are many proposals that can be considered as steps towards measures (e.g. guidelines) or methods development but the effectiveness of such measures cannot be evaluated. Relevance of such measures could however be considered based on the results of the SOM analysis, e.g. if the results indicate that the topic is in need of more measures.

What should be length and strength of language of the summaries of the evaluation, e.g. should they state if the proposed action is supported/prioritized or not?

It is foreseen that some of the synopses will not be positively evaluated in their current form but that they could form the basis for a modified action. Should the workshops indicate such possibilities?

When should applicability for the updated BSAP be considered? One such aspect is whether the proposals are suitable for a regional agreement. The template for synopses gives some guidance by indicating the geographic scope of impacts but neither the guidance for the technical review by Working Groups or the criteria for use at the BSAP UP workshops are addressing this aspect.

Annex 1. Proposal for template to be used at workshops; to be consider and agreed at SOM Platform 3-2020.

| Action | From technical review by Working Groups | | | | | BSAP UP workshops, application of criteria | | | | |
|--------|--|--|--------------------------|-------------------------|------------------|---|---------------------------|--|---|---------------------|
| | Category ¹ | New/Existing actions ² | Substantiation of action | Technical feasibility | Gaps in proposal | Addressing SOM gaps ³ | Effectiveness of measure | Climate change aspects | Positive/ negative environmental side effects | Qualitative summary |
| | Measure/ Research/ Monitoring or data | New action/ Partly covered by existing action/ Entirely covered by existing action | Low/ Medium/ High | Low/ Medium/ High | Yes/No | Yes/No/ Not applicable⁴ | High/ Moderate/ Low | Positive/ Negative/ No impact/ Not assessed | Descriptive | Descriptive |
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¹ It still needs to be decided if proposals categorized as not being direct measures should be addressed at the BSAP UP workshops

² Based on outcome of Working Groups meetings it could already be proposed to omit proposals if they are entirely covered by existing actions

³ This could be filled in based on prior analyses to the workshop

⁴ The response option “Not applicable” has been added (not included in the criteria document to GEAR). Proposals on new actions may be linked to activities, pressure and state components that are not addressed in the SOM model.

Annex 2. Draft guidance for implementation of criteria for evaluation of new actions at BSAP UP workshops

Issues that are not concluded yet or that require guidance by the SOM Platform are indicated in italics.

Background

To evaluate the synopses on tentative new HELCOM actions a set of common criteria has been developed to be applied coherently across the BSAP UP workshops. The criteria have been developed by the HELCOM SOM Platform and endorsed by the GEAR Group. In a preceding step the HELCOM Working Groups have carried out a technical review of the synopses and an analysis of gaps and overlaps in comparison with existing HELCOM actions. This review forms a basis for the workshop and is included in *[to refer to tables or documents that include the outcome of WG meetings]*.

In HELCOM the term 'actions' is used in a broad sense to refer to agreements of the current BSAP, Ministerial Declarations and of HELCOM Recommendations. The workshops will focus on the evaluation of proposed new actions with the potential to reduce pressures or improve the state of the environment i.e. those actions that have a measurable effect in the marine environment. Synopses on actions that have not been categorized as measures will be considered in the continued BSAP update process but will not be addressed the workshop. *[if this is the conclusion that the meeting will come to. potentially all proposals on actions could be discussed but the criteria only applied to direct measures]*.

At a later stage, it is foreseen that the proposed measures may have to be reformulated to a more general shape to fit the update of the BSAP i.e. to allow for regional adoption at political level of the updated BSAP, and national implementation. The same applies to situations where an action is needed by a third party. Such deliberations will take place by Working Groups and HELCOM HOD after the workshops.

This document includes a general overview of the process to agree on new actions for the updated BSAP and specific guidance for how to implement the evaluation criteria at the workshop.

Steps of selecting new actions for the updated BSAP and links to the SOM process

The process for selecting new measures consists of three main steps out of which step two will be implemented at the workshop. The outcome of the workshops should provide a qualitative evaluation of possible new measures and their assessment based on the technical review by Working Groups and application of the evaluation criteria. No selection of the measures should be made at this time. The outcome of the workshop will be presented to HOD 58-2020 for commenting and HELCOM Working groups will continue the deliberation and formulation of new actions for the updated BSAP throughout 2020.

In advance of the workshop additional supporting information has been collated *[include reference to results of the prior analysis to the workshops]*.

Step 1 has been implemented by HELCOM Working Groups and the results are included in [X]. This step has focused on the technical feasibility and soundness of the proposals. [X] synopses have been omitted for consideration at the workshops since they are overlapping with existing HELCOM actions *[this is a plausible outcome of the WG reviews but may not apply to all topics]* or they are not addressing an action that can result in a measurable effect in the environment.

Step 2 will be implemented by BSAP UP workshops and involves the application of common criteria to analyse and assess the proposed new measures. This step aims to provide supporting information for the potential inclusion of measures in the updated BSAP. The workshops should be carried out from a scientific point of view and not consider policy related issues.

Step 3 will involve cost-effectiveness analysis of possible new measures and will be conducted by the HELCOM ACTION project with support from the HELCOM SOM Platform and topic teams. This analysis will be carried out in autumn 2020.

The steps are outlined in figure 1 *[figure likely to need an update based on outcome of SOM Platform 3]*

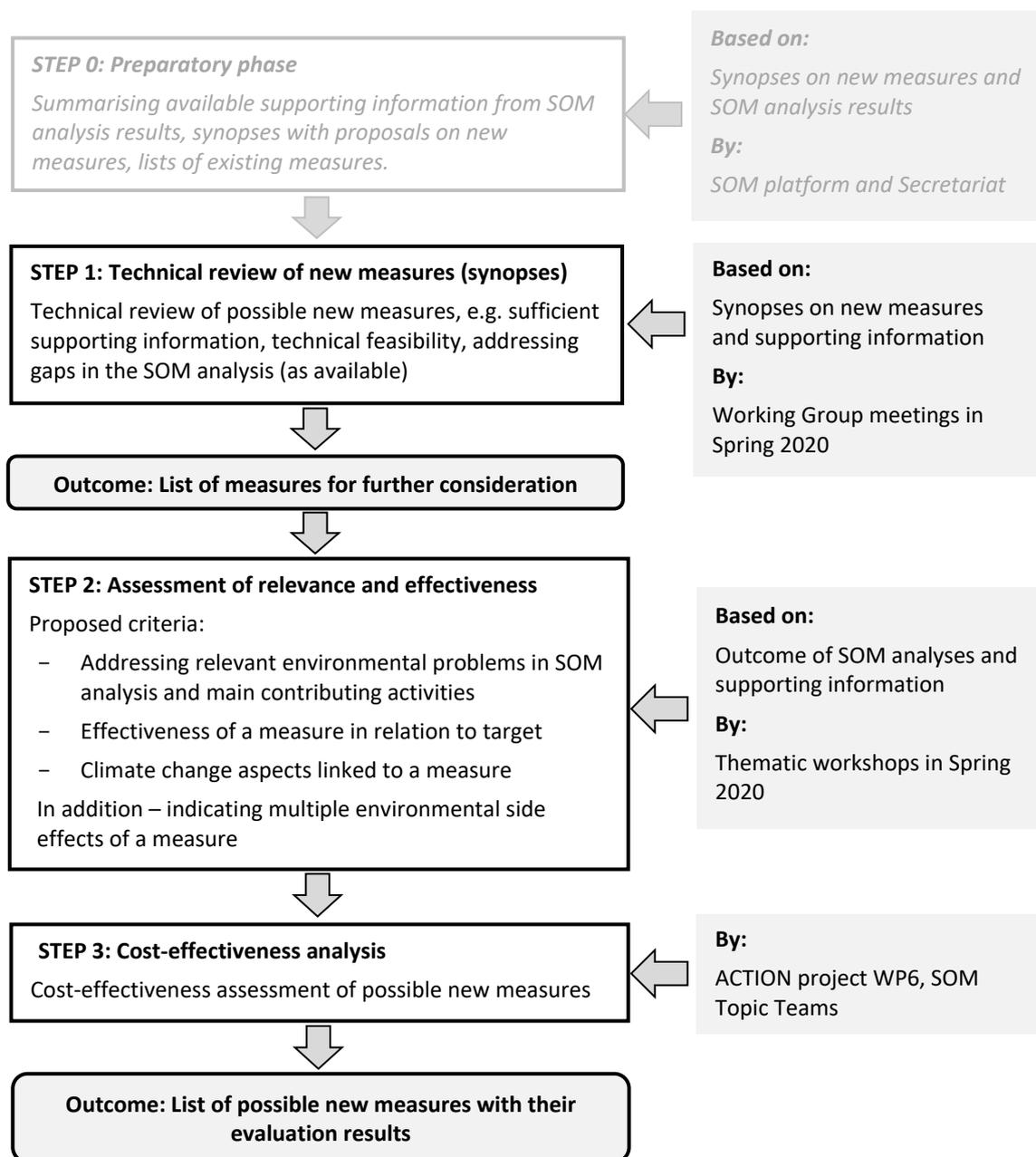


Figure 1. Proposed steps and criteria for the assessment of new measures for the BSAP update.

Criteria for evaluation

- 1) Addressing relevant environmental problems and relevant activities identified in the SOM analysis.
Information will be pre-filled on the environmental problem(s) or state component(s) that the synopses is addressing. The task of the thematic workshops is to validate if the proposal addresses a gap identified in the SOM analysis (Yes/No).
- 2) Effectiveness of a measure in relation to target / objective (positive environmental effect on the pressure/environmental theme primarily targeted by a measure is considered here).
Descriptive and potentially quantitative information about the effect/effectiveness of a measure will be provided to the workshop, whenever available. The information will originate from the synopses on new actions or analyses made prior to the workshops. The task of the workshop is to use this as background information to make a qualitative assessment (High-Moderate-Low) of the effectiveness.

Since estimates of the effectiveness of proposed measures may be limited, the step will likely need to draw from the expertise of the participants. “Not assessed” is however also option if it is considered if there is not enough information for the assessment

[this whole para depends on outcome of SOM Platform 3 and agreement on prior analyses. Although the assessment is qualitative, some guidance is needed e.g. how to consider the scale of effect]

3) Climate change aspects.

Evaluate if the proposed measures is likely to have a (i) positive impact on mitigating climate change impacts, or (ii) climate change could have a negative impact reducing the effectiveness of a measure.

[any guidance to be developed here?]

In addition, comments on relevant positive or negative environmental side effects could be provided if a measure has (i) a significant positive environmental “side” effect on other than the targeted pressures/environmental themes and/or wider environment; (ii) significant negative environmental side effects. It is not clear for now to what extent such information would come from the synopses.

Guidance for qualitative summary of the assessment

[this is a key outcome of the workshops and development of guidance is to be developed by SOM Platform 3]