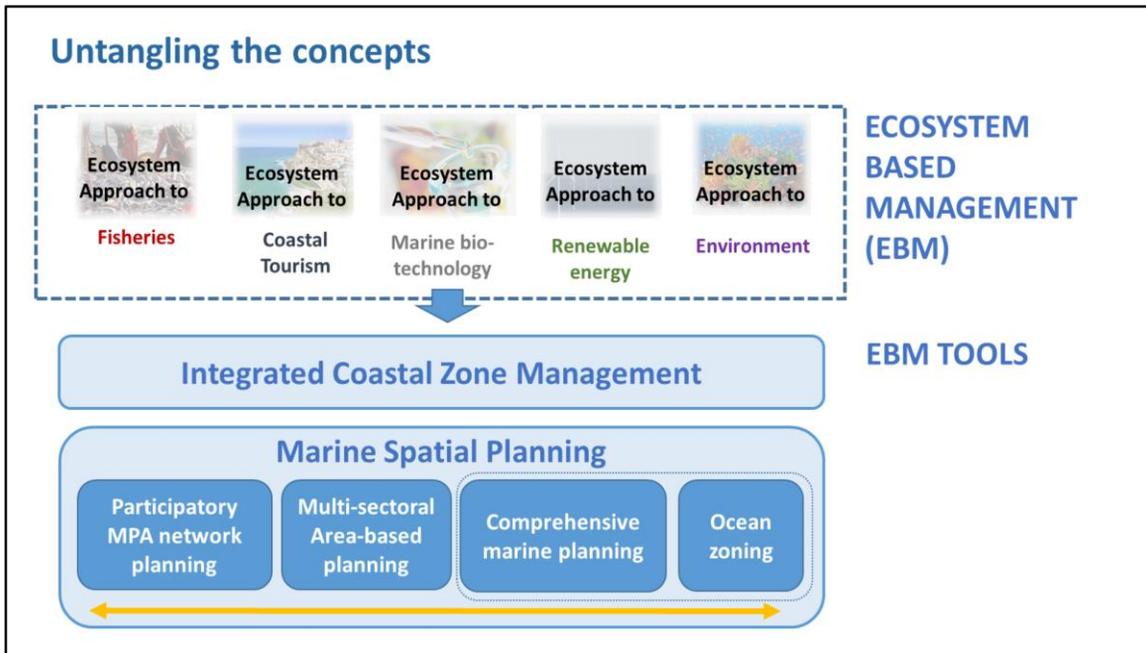




Exploring MSP perspectives

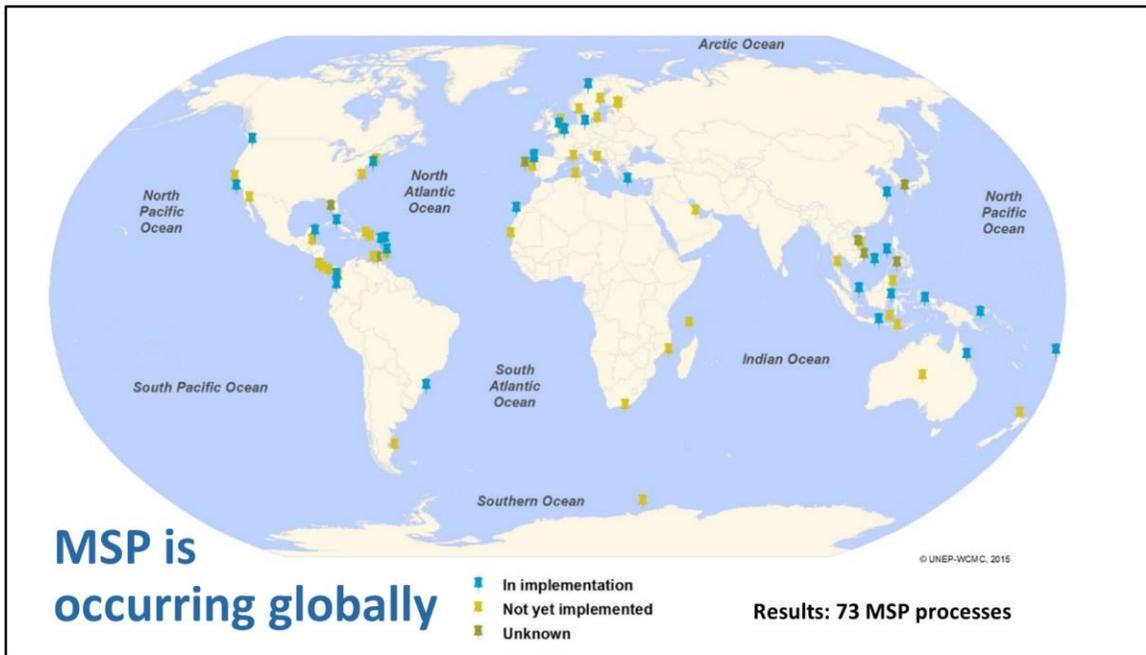
Hannah Thomas, Marine Programme, UNEP-WCMC

This presentation looks at MSP experiences from around the world



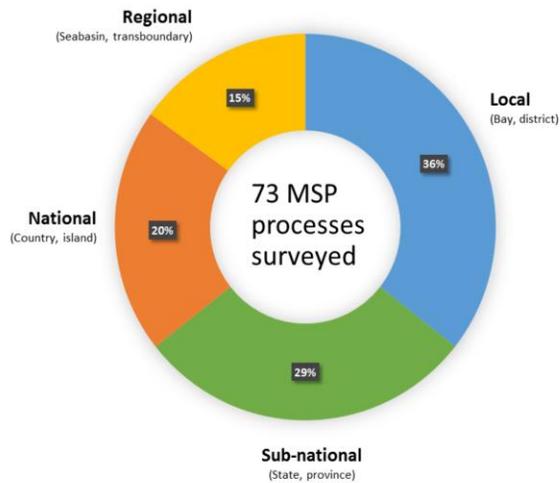
- Marine Spatial Planning is one of several similar concepts and terminologies that can be confusing
- While sectors have been applying an ecosystem approach to their management practices – e.g. the ecosystem approach to fisheries – EBM is an approach that is integrated and cross-sectoral
- EBM is really more of an approach, with principles, rather than a concrete tool that can be implemented directly. In this sense, it is important to see that there are a range of tools that can deliver EBM, such as Integrated Coastal Zone Management and Marine Spatial Planning. These two tools are not dramatically different, but MSP tends to be more spatially orientated than ICZM, and includes the wider ocean, that ICZM does not. However, both should look at the interface between terrestrial-marine ecosystems and the impact of coastal development on the marine environment.

- In the work that UNEP-WCMC has been doing, we have taken a broad interpretation of the term MSP, and define it as a multi-sectoral decision making framework that delivers social, economic and environmental benefits.
- By this definition, we can include: participatory MPA network development, where other sectors have been consulted and included on the location of MPAs; multi-sectoral area-based planning, where two or more sectors have collaborated to address conflicts (e.g. fishing and mining activities, or fishing and wind-farm developments); comprehensive marine planning, where all activities within a particular geographical space are planned in an integrated way. The process of comprehensive marine planning may produce a spatial map of zones where activities can or cannot occur, and this approach is called 'ocean zoning'. However, marine planning does not necessarily deliver ocean zoning, as there are some MSP processes that simply align and integrate policies, some of which may be spatial, but others may not.
- All these types of MSP fall somewhere along an MSP spectrum that includes just a few sectors and low integration (i.e. just cooperation or exchange) at one end and full integration across all sectors at the other end.



This map is a graphic from the MSP in Practice study, which created a global database of MSP processes from around the world. A total of 73 processes were included, and these are mapped here, demonstrating that MSP is taking place around the world.

At multiple scales



The scale of the processes also showed that the majority are taking place at local scale, with progressively fewer processes at larger spatial scales.

What we can learn from such MSP experiences?



- Challenges
- Enabling factors
- Cross-border cooperation lessons:
 - Within national jurisdictions
 - In ABNJ

This presentation will give a flavour of some of the challenges and enabling factors in MSP, from our UNEP-WCMC work for UN Environment. However, we need to be thinking about cross-border MSP, and so it includes a number of lessons from a recent study done for the EC on cross-border cooperation in MSP, including in ABNJ.

Some common MSP challenges

Process design

Agreeing a shared vision

Stakeholder involvement and transparency

Governance arrangements

Gaining government support

Providing strong leadership

Compliance and enforcement

Developing appropriate management and regulation systems

Establishing strong monitoring and evaluation systems

The work we did asked MSP practitioners to state their MSP challenges, and we analysed what the common challenges were across the range of processes.

There are several challenges – funding, technical capacity etc, which are not covered here, but to give you an example of the most important challenges:

Challenges to do with **process design**:

- **Agreeing a shared vision** is very important to achieve support across the different sectors involved in the process, but this is a difficult process because all sectors have their own goals, which may be in conflict with other sectoral goals. Agreeing a shared vision can therefore result in very high level or ambiguous goals, which may have support but could make it very difficult to measure progress and outcome delivery.
- **Stakeholder involvement** is really key, in order to develop supported outcomes and compliance down the line. The earlier stakeholders can be included in the process, the more they can feel ownership of the process and can then understand quickly how to best input their sectoral information and perspectives. However, this is obviously time-consuming and expensive, which can then be a challenge for plan makers.

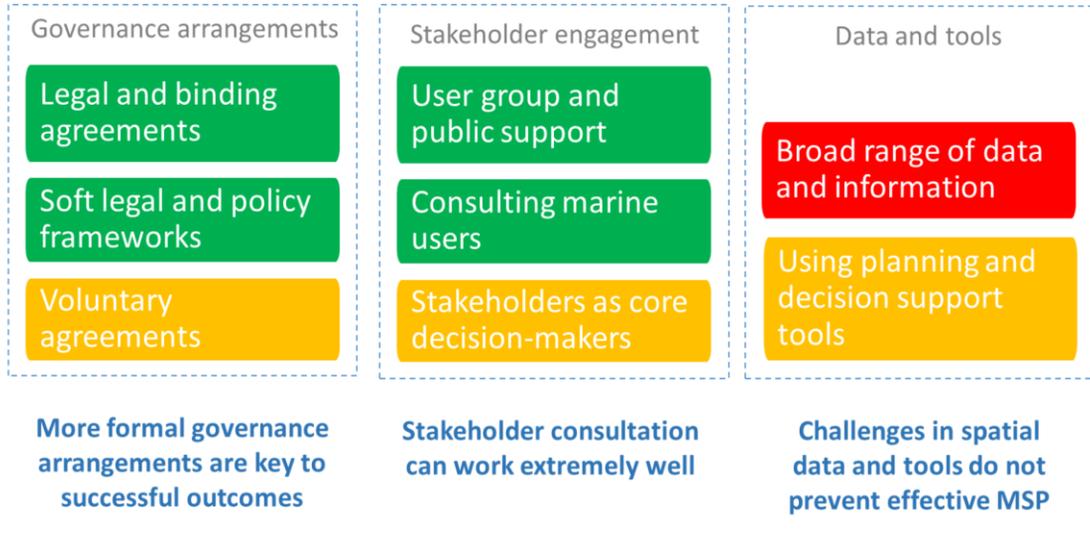
Challenges to do with **governance arrangements**:

- **Enabling full government support** was one of the most challenging aspects for some processes, where governments themselves are not pushing for MSP.
- **Providing strong leadership** can be challenging where there may be strong resistance to the leadership coming from a particular sector or Ministry. For example, because many MSP processes have emerged from MPA network development, they are often led by the Ministry of Environment, or championed by environmental sectoral organisations. This can lose the support of industry, where it is felt this will result in potential restrictions rather than opportunities.

Challenges to do with **compliance and enforcement**:

- **Developing appropriate management and regulation systems** is important in creating a sense of equality, fairness and transparency. Where regulations are seen as overly complicated, or unequally affecting sectors, this can create compliance challenges.
- **Strong monitoring and evaluation** is often considered to be an administrative process, which may be burdensome, and therefore overlooked. However, M&E is a crucial aspect for understanding progress and being able to adaptively manage a process, so striking the balance between having an M&E system that was fit for purpose but not too administratively complicated seemed to be a challenge for many processes.

Some enabling factors for MSP success



Because most MSP processes are too young to have reached their full implementation stage, or to demonstrate long-term ecological or social outcomes, we identified short-term, mid-term and long-term indicators of MSP progress, so that we could see which early activities in MSP were more likely to result in mid-term progress being achieved. We could then establish which of the elements were enabling factors for success. This slide shows some examples of the enabling factors that we identified.

Governance agreements:

We looked at whether the presence of particular governance arrangements made a difference, specifically **legal and binding agreements**; **soft legal and policy frameworks**, or **voluntary agreements**. While they all contributed to mid-term indicators for success, the stronger, more formal governance arrangements were more likely to achieve mid-term and long-term progress than the weaker agreements.

Stakeholder engagement techniques:

We looked at if user group and public support, consultation and core-decision by stakeholders had the greatest likelihood of leading to successful progress. We found that core-decision making was likely to support progress, but user group and public

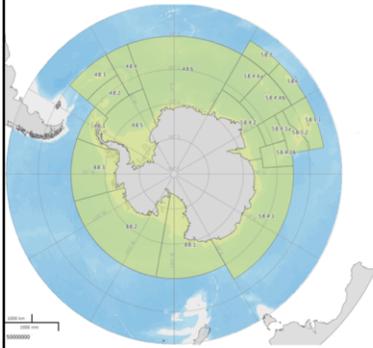
support, as well as consultation was more likely to, suggesting that the stakeholder engagement technique depends upon the context in which you are operating

Data and tools:

Using planning and decision support tools was likely to result in greater mid-term and long-term progress, we found that having a broad range of data and information was not linked to such success. This does not mean that data is not necessary, but does suggest that challenges in spatial data and tools do not prevent effective MSP

- The **Socio-economic context influences the MSP drivers** - Rhode Island's socio-economic situation was very stable, and therefore the state was able to consider its aspirations for blue growth, in terms of developing wind farms to meet renewable energy targets. Prior to CCAMLR, fisheries was the only economic interest in the Southern Ocean, but because the Southern Ocean lies in ABNJ the countries involved in the Antarctic Treaty were collectively worried about the environmental impacts of growing overfishing, which led to the creation of CCAMLR to manage such interests sustainably through conserving living resources. The CTI has six countries, all of whom have very different socio-economic situations. The huge diversity in such socio-economic contexts resulted in an urgent need to protect the regions coral reefs which in turn sustain its livelihoods. Xiamen's rapid population growth led to an explosion in marine activities and then a conflict between many sectors. Marine Functional Zoning was then adopted as the way to resolve such sectoral conflicts in a crowded marine space.
- **Cross border cooperation is essential or achieving ecosystem based management** – at regional scales, it is impossible for any one authority to be able to manage all activities that impact the ecosystem, and cross-border cooperation between the necessary authorities is absolutely essential to be able to deliver comprehensive MSP.
- Other aspects that are very important for successful cross-border MSP are: **a coordinating body** that is mandated to take decisions and ensure that all members/parties are going in the same direction and all achieving their mutually agreed goals; that there is **a clear legal framework** that provides the structure for each member/party to transpose their own national activities appropriately; having **strong M&E frameworks** can build trust between members/parties to support engagement and progress monitoring.

Cross-border spatial planning: ABNJ



Lessons learned from CCAMLR:

- Strong, context-specific decision-making rules for collective governance
- Incentive mechanisms for consistent management measures
- Combine traditionally sectoral approaches in a single mandate for a balanced approach



The CCAMLR cross-border case study was the only one in ABNJ, and shows us that we need to - and can – consider MSP in an ABNJ context.

Some of the lessons learned here were:

- having **clear context-specific decision making rules** for collective governance are very important. CCAMLR makes decisions by consensus, which can be slow and frustrating, particularly since any one country can veto decisions. However, almost all parties interviewed in the study considered this an essential part of making collectively supported decisions that then had buy-in and compliance down the line
- Because compliance is very difficult in ABNJ, CCAMLR provided **incentive mechanisms** in the form of working groups that identified management measures collectively and shared information on infringements, such that collective pressure was placed on non-compliant members to come into line.
- CCAMLR is unusual in the sense that it has a double **mandate** for fisheries and for conservation. Since some members do not therefore have fishing interests, these conservation interests balance fishing interests, making sure that management measures are sustainable in the long-term.

Conclusions

- MSP is a multi-sectoral decision making framework delivering ecological, environmental and socio-economic objectives
- Different forms of MSP are occurring around the world at various scales
- Most countries will have some experience of MSP and can share lessons learned
- We need to encourage greater cross-border cooperation to achieve ecosystem-based management, including in ABNJ

Guidance materials



https://wcmc.io/crossbordermatters_lessons_recommendations



Marine Spatial Planning in Practice

Evidence-based analysis and practical guidance on the challenges and enabling factors for successful Marine Spatial Planning



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This presentation has referenced results from the reports above. If any more information required, please get in touch directly: Hannah.Thomas@unep-wcmc.org