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Report of the Workshop on Co-existence and Synergies in Marine Spatial Planning (WKCSMP)

4–6 April 2018

Edinburgh, Scotland, UK

ICES
International Council for the Exploration of the Sea

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Executive summary

The Workshop on Co-existence and Synergies in Marine Spatial Planning (WKCSMP), organised by the ICES Working Group Marine Planning and Coastal Zone Management (WGMPCZM), supported by the Horizon2020 Project MUSES and Marine Scotland, was held on 4–6 April 2018 in Edinburgh, Scotland. The aim of the workshop was to explore, discuss and promote coexistence and synergies in marine spatial planning. The workshop was chaired by Kira Gee of the Centre for Materials and Coastal Research at the Helmholtz-Zentrum Geestacht (www.hzg.de) and Eirik Mikkelsen of the Norwegian Institute for Food, Fisheries and Aquaculture Research (www.nofima.no), and followed on from a 2016 workshop on conflicts in MSP (WKCCMSP). The workshop drew 31 participants from 11 countries, covering public authorities, businesses, NGOs and research.

The aims of the workshop were to improve the understanding of coexistence and synergies in marine use, to highlight the benefits of coexistence and synergies based on case studies, and to provide advice on how they can be advanced in the MSP process.

Through a mixture of presentations, group work and plenary discussions different types of multi-use were highlighted (section 4.1). Various driving forces and contexts, actors involved, and limitations for achieving coexistence and synergies in marine use were discussed (sections 4.2 and 4.3). Options for the MSP process to promote coexistence and synergy were explored and summarised (section 4.4). The discussions saw MSP both as a planning process and a final plan, and accounted for MSP being only one element of marine management.

The main outcome of the workshop was to identify the specific opportunities and limitations for MSP in promoting coexistence and synergy. Unresolved questions remain with respect to the transferability and scalability of solutions, how coexistence can be different from synergy, whether synergy is always achievable, and how coexistence and synergy are linked to conflict management in MSP.

A CRR will now be prepared to summarise the lessons learned based on the combined results of the two workshops: the Workshop on Conflicts and Coexistence in Marine Spatial Planning (WKCCMSP) and the Workshop on Co-existence and Synergies in Marine Spatial Planning (WKCSMP).

1 Introduction

The ICES Working Group on Marine Planning and Coastal Zone Management (WGMP-CZM) has set itself the task of exploring conflicts and synergies in marine spatial planning (MSP), with the aim of identifying information needs for analysing different types of conflict and synergy and developing suitable instruments for reducing conflicts and promoting synergies in MSP:

(http://www.ices.dk/community/groups/Pages/WGMPCZM.aspx).

A resolution to arrange a Workshop on Co-existence and Synergies in Marine Spatial Planning (WKCSMP2018) was adopted by ICES in 2017 (see Annex 3). The workshop was arranged jointly with the MUSES project and Marine Scotland.

The Multi-Use in European Seas (MUSES) project (2016–2018) is a Horizon 2020 funded project led by Marine Scotland. Its aim is to explore opportunities for Multi-Use in European Seas across five EU sea basins (Baltic Sea, North Sea, Mediterranean Sea, Black Sea and Eastern Atlantic), highlighting opportunities for innovation and Blue Growth in the context of multiple use of the sea and practical solutions on how to overcome existing barriers (https://muses-project.eu/).

Marine Scotland (MS) is the Directorate of Scottish Government (SG) responsible for the integrated management of Scotland's seas. MS's mission is to manage Scotland's seas for prosperity and environmental sustainability. This contributes to the SG's overall purpose of sustainable economic growth and achievement of a shared vision of clean, healthy, safe, productive, biologically diverse marine and coastal environments, managed to meet the long-term needs of people and nature (www.gov.scot/marinescotland)

2 Background

Promoting coexistence and synergistic sea uses is a key issue in marine spatial planning. Synergies can refer to mutually beneficial uses of the same sea space or marine resources, but equally to shared infrastructure, technology or human resources. Coexistence and synergies thus link to issues such as spatial efficiency (supporting more sustainable use of marine space) but also process efficiency to promote blue growth. Despite the obvious importance of synergy in marine use, different types of synergy and the conditions required for achieving them are still insufficiently understood and communicated in MSP.

This workshop built on a complementary workshop on conflicts and coexistence in MSP that took that place in Germany in 2016. At the previous workshop, coexistence was defined as an overarching term, in that interactions between users may be negative, neutral or positive with regard to MSP outcomes, depending on whether they result in mutual benefits (the case of synergies), a simple side-by-side that does not compromise any of the parties (benign coexistence) or disadvantages (the case of conflicts); (Figure 1).

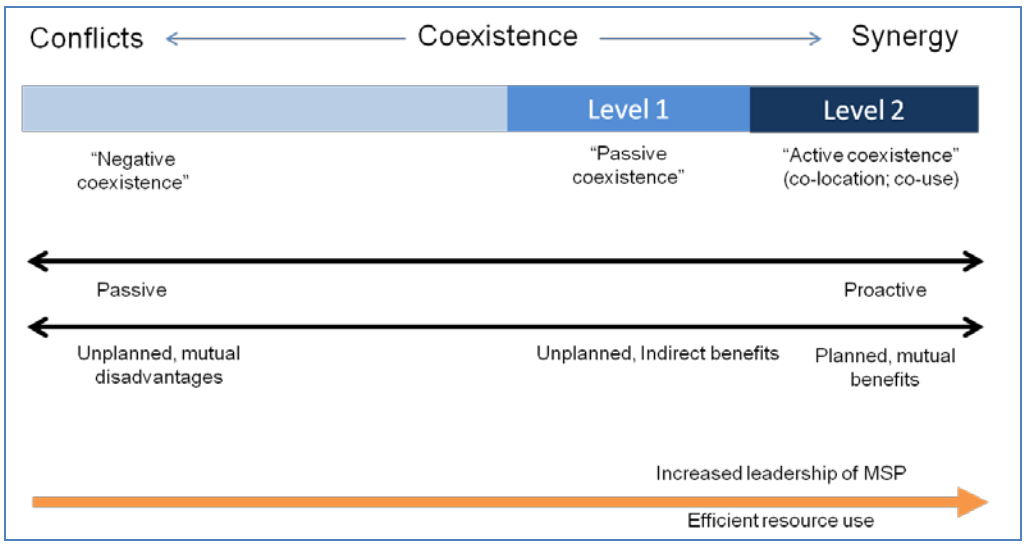

Figure 1. Conflicts and synergy as expressions of coexistence.

Seeking to gain insights into the effective management of multiple human uses of marine and coastal environments, the specific aims of the workshop were:

1) To improve ways of understanding and classifying coexistence and synergies in marine use (working towards a typology of coexistence and synergies);

2) To provide ideas on how coexistence and synergies can be actively promoted in the MSP process.

Specifically, the workshop aimed to explore factors distinguishing various types of coexistence and synergy in marine use, key requirements for achieving coexistence and synergies, and particularly ways to promote it through MSP.

3 WKCSMP programme

The workshop drew 31 participants from all over Europe, covering the research community, public authorities, businesses, and NGOs.

Through a mixture of presentations, group work and plenary discussions the themes of the workshop were explored in four subsequent sessions.

The opening of the workshop included general introductions to the ICES Working group on Marine spatial planning and coastal zone management (WGMPCZM), the MUSES project, and Marine Scotland. It also contained an introduction to coexistence and synergies (or more broadly multi-use) and the challenges they pose to MSP. It also reflected on the 2016 workshop on conflicts in MSP, and reiterated the objectives and organisation of the workshop.

The first session was devoted to exploring general types of coexistence and synergies of marine use, drivers and benefits of multi-use, and the role of the respective planning, socio-economic and policy context. It included two presentations on cases from the Adriatic Sea, and a plenary discussion.

The second session took an MSP perspective on coexistence and synergies. It included two presentations, one on MSP and ocean energy, and one on multiuse of offshore wind and commercial fisheries in Scotland. This was followed by group work on the MSP process and its role in achieving coexistence and synergies at different stages of the process.

The third session considered how to facilitate coexistence and synergies, considering in particular barriers to achieving coexistence and synergy. It began with a presentation on the MUSES project and its work towards a MUSES Action Plan, which sets out the various actions that can be taken at different levels (including policy, administration, legislation etc.) to promote multi-use in European Seas. This was followed by presentations on the core elements of effective marine government, links between policy and licenses (drawing on examples from aquaculture and offshore wind in Norway and Scotland), multi-use zoning for conflict management in MSP, experiences from the Baltic Sea and Kattegat-Skagerrak on working with conflicts, coexistence and synergies in cross-border MSP, and on MSP as a framework for empowering stakeholders. It also included several plenary sessions.

The fourth session tried to sort and make sense of all the information and points from the presentations and discussions.

The workshop ended with a discussion on the structure and practical items for reporting and developing a paper from the workshop, a short evaluation exercise, and final conclusions.

4 Main findings

The workshop brought up a large number of relevant and interesting points for the three main themes of the workshop:

- Types of coexistence and synergy
- Important factors of the MSP process to achieve coexistence and synergies
- Actively promoting coexistence and synergies in MSP.

The processing of all the information is still ongoing and will be developed in detail in a forthcoming CRR. Some important outcomes are summarised below.

4.1 Types of coexistence and synergy

The workshop identified a range of different types of coexistence and synergy. A useful distinction is that between different types of *uses*, and C&S involving different types of *users*. The workshop noted possibilities for coexistence and synergy are less determined by "sectors" and "uses" but the daily practices of the respective users; these practices need to be understood more precisely in order to promote coexistence and synergies (e.g. different types of fishing gear, construction, maintenance and safety requirements of wind farms etc.).

Coexistene and synergy may be sought between two established uses, or a new and established use. Another distinction is between "soft" and "hard" uses, where the former is more mobile and fleeting, often requiring less investment (e.g. marine recreation and tourism), and the latter refers to long-term installation of major infrastructure (such as offshore wind farms or oil and gas platforms). This then also links to the planning and

investment horizon for different uses. Further distinctions on uses link to the abiotic and biotic resources they rely on, and whether one use relies on the "byproducts" of another or whether there is shared investment and therefore cost share.

Established users seeking to collaborate may rely on rules and regulations already in place, which is not usually the case for new users. Lastly, a distinction can also be made between growing, steady or declining sectors, each of which may be associated with different policies and sectoral driving forces. This can matter for the power users' have both towards each other, the authorities and other stakeholders.

4.2 Drivers of coexistence and synergy

The workshop identified a large number of possible drivers for coexistence and synergies, encompassing both internal (emanating from within the sectors) and external drivers (originating in society). Economic drivers are clearly important, referring back to the differentiation between growing, stable or declining sectors and e.g. the need to diversify and achieve cost efficiency by means of synergistic use. Other types of drivers include environmental drivers (e.g. the desire or need to ease environmental pressures), societal drivers (e.g. normative precepts such as the sparing and sustainable use of marine resources, or responsible consumption), regulatory drivers (e.g. incentives to promote new technologies, a regulatory environment (such as licensing) that favours co-use), technological drivers (e.g. innovation enabling new forms of coexistence), or institutional drivers (e.g. the need for sectors to rely on collaboration in order to be profitable).

The workshop noted a difference between drivers for coexistence (understood as the absence of conflict and the neutral sharing of marine space) and synergy. A key driver for synergy between sectors is the expected efficiency gains and mutual benefits, so that the effect (net benefits) arising from the combination of uses is greater than the sum of their individual effects.

The workshop also noted that drivers can only have an effect in the absence of barriers, and that the push for coexistence and synergy needs to be underpinned by real progress to stimulate further investment. Another issues is how to ensure fairness and justice in coexistence and synergy, ensuring for example that smaller sectors are not losing out against the larger, more powerful sectors and interests.

4.3 Barriers to achieving coexistence and synergy

A large number of potential barriers for achieving coexistence and synergies in marine use were identified. Many of these are not inherently related to MSP, but generally limit possibilities for pursuing coexistence and synergies in MSP. An important barrier can be the way governments are structured and operate, e.g. with respect to collaboration between different departments. Other barriers are legislative and licensing-related, or failure to provide suitable (governmental) incentives. On the part of industry, new sectors often lack the necessary knowledge of the system; even in favourable environments they also need to actively push for synergy. Last not least, barriers may also be economic in that synergies may simply not pay; in this case, non-economic added value may need to be clarified, communicated and incentivised.

4.4 What MSP can do to promote C&S

Despite these limitations, there are a number of opportunities for promoting coexistence and synergies in MSP. Marine spatial planning encompasses both a planning process and a final plan; often there is zoning and provisions on use and non-use. During the planning process, MSP can serve to bring together different actors, allowing them to explore opportunities for coexistence and synergies. The different stages of the MSP process includes various possibilities.

When the legislative basis is developed, an obligation to consider coexistence and synergies could be included. Also during the preparation stage, a vision for coexistence and synergy could be created, alongside the mapping and inclusion of all relevant stakeholders as participants in MSP, including new actors for marine use. Knowlegde gathering and thorough analyses of opportunities for coexistene and synergies can also be an important element of MSP.

In the actual planning phase, the MSP manager can help facilitate conflict resolution, deal brokering and realisation of synergies. The final plan can include zones where multi-use is possible, to help pursuit and realise coexistence and synergies. MSP could also showcase the benefits of successful coexistence and synergy, especially benefits that go beyond economic benefits.

The monitoring of marine use within a marine plan area can be set up to detect and minimise negative interactions between uses as early as possible, and thus also help facilitate multi-use. Lastly, the evaluation and revision of marine plans can also be specifically designed to consider coexistence and synergies.

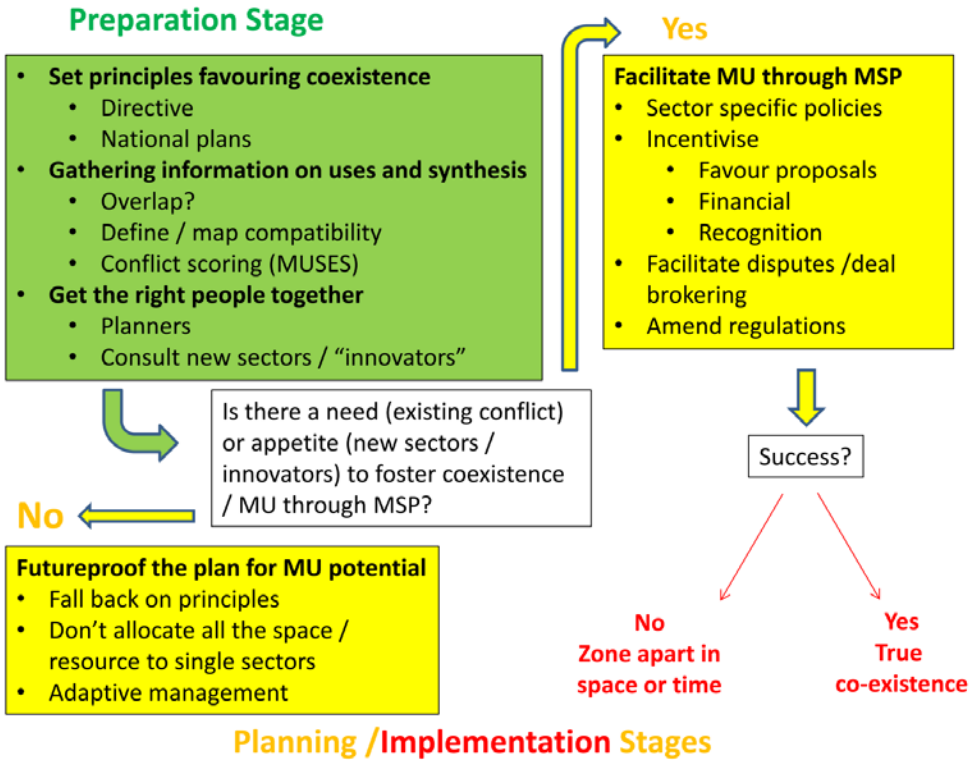

Figure 2. A decision tree to summarise what MSP can do to facilitate C&S.

5 Follow-up of the workshop

All presentations have been made available on http://www.goo.gl/i1Nqrh

The workshop will be followed up with a CRR (ICES Collaborative Research Report) drawing on results both from this workshop and the one on conflicts in 2016. The possibility of writing a scientific paper based on the workshops is currently under consideration.

Furthermore, the workshop and its results have been reported back to the 2018 annual meeting of the WGMPCZM; there is follow-up by the working group as part of the three-year work plan.

Annex 1: List of participants

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Annex 2: Agenda

Wednesday, 4th April 2018

09.00 Welcome to the workshop and to Edinburgh (Matt Gubbins/Marine Scotland)

Introduction of the organising partners (MUSES/Marine Scotland/ICES WG)

Brief introduction of participants

09.30 An introduction to coexistence and synergy, the challenges they pose to MSP and the previous work of the WGMPCZM (Eirik Mikkelsen, Kira Gee)

10.00 Purpose and practical organization of workshop (Eirik Mikkelsen/Kira Gee)

10.30 Session 1: Coexistence and synergies in different settings and MSP processes

Presentation of case studies (15 min each)

- Coastal tourism coexistence in Adriatic Sea (Andrea Barbanti)
- Coastal tourism as multi-use driver in the Adriatic (Emiliano Ramieri)

Plenary discussion focusing on types of coexistence and synergies, benefits of multi-use, and the role of context

13.00 Lunch

14.00 Session 2: An MSP perspective on coexistence and synergies

Presentation of 4 case studies (15 min each)

- MSP and ocean energy (Rebecca Kavanagh)
- Offshore wind and commercial fisheries in Scotland (Andronikos Kafas)

Group work on the MSP process and its role in achieving coexistence and synergies (with coffee break)

17.00 Plenary discussion

17.30 End of the day

19.30 Joint dinner (Participants' own expense)

Thursday, 5th April 2018

9.00 Recap of Day 1 (Eirik Mikkelsen/Kira Gee)

9.15 Session 3: How to facilitate coexistence and synergies

Presentation: Towards Multi-Use in European Seas and the MUSES Action Plan (Ivana Lukic)

9.45 Brief plenary discussion

10.15 Presentations (15 min each)

- From strategic planning to licences for aquaculture and offshore wind in Norway and Scotland (Anne-Michelle Slater)
- MSP through good government and governance (Dickon Howell)

Plenary discussion

12.30 Lunch

14.00 Session 3 continued: How to facilitate coexistence and synergies

Presentations (15 min each)

- The importance of multi-use zoning for conflict management in the framework of marine spatial planning (Zacharoula Kyriazi)
- Synergy/conflict analyses and resolving in the Baltic (Andrea Morf/Alberto Giacometti)
- MSP as a framework for empowering stakeholders (Jahn Petter Johnsen)

Group work

16.15 Plenary discussion and summary of Day 2

17.30 End of the day

Friday, 6th April 2018

9.00 Session 4: Tying it all together

Interactive sessions on:

- Types of coexistence and synergies.
- Important factors of the MSP process to achieve coexistence and synergies.
- Actively promoting coexistence and synergies in MSP.

12.00 Summary of the workshop, evaluation and next steps

13.00 Lunch and depart

Annex 3: WKCSMP resolution

A **Workshop on Co-existence and Synergies in Marine Spatial Planning (WKCSMP)**, chaired by Kira Gee, Germany, and Eirik Mikkelsen, Norway, will meet in Edinburgh, Scotland, 4–6 April 2018 to:

a) Improve on ways to understand and classify coexistence and synergies in marine use;

b) Analyse and evaluate the benefits of coexistence and synergies based on case studies from member countries,

c) Provide advice on how coexistence and synergies can be advanced in MSP processes.

Background

Promoting coexistence and synergistic sea uses is a key issue in marine spatial planning. Synergies can refer to mutually beneficial uses of the same sea space or marine resources, but equally to shared infrastructure, technology or human resources. Coexistence and synergies thus link to issues such as spatial efficiency (supporting more sustainable use of marine space) but also process efficiency to promote blue growth. Despite the obvious importance of synergy in marine use, different types of synergy and the conditions required for achieving them are still insufficiently understood and communicated in MSP. This is recognised in ToR f of WGMPCZM which aims to develop approaches for evaluating the benefits of coexistence and synergy in MSP.

This workshop, co-organised by WGMPCZM, the Horizon2020 Project MUSES (Multi-Use in European Seas) and Marine Scotland, will explore, discuss and promote coexistence and synergies in marine spatial planning. It builds on a complementary workshop that took that place in Germany in 2016 (WKCCMSP 2016) and which mostly focused on conflicts. WMCSMP will provide a complementary perspective, leading to an overall picture of conflicts and coexistence in MSP.

WKCSMP specifically aims to identify key requirements for achieving / promoting coexistence/synergy in MSP, based on which a typology of coexistence and synergy in MSP will be drawn up. The workshop also seeks to identify ways of promoting coexistence and synergies in MSP. Using illustrative cases of synergies and examples of promoting them, the aim is to work towards a toolkit for MSP practitioners and decision-makers for use in MSP. WKCSMP will thus also contribute to other significant ToRs in WGMPCZM.

WKCSMP will report by 1 July 2018 (via SSGEPI) for the attention of SCICOM.

Supporting information

Priority	WKCSMP is a direct outcome of the work in WGMPCZM, linking with WKCCMSP2016. The WK will further the scientific and practical knowledge base for MSP and directly support work in WGMPCZM.
Scientific justification	Promoting coexistence and synergistic sea uses is a key issue in MSP. Synergies can refer to mutually beneficial uses of the same sea space or marine resources, but equally to shared infrastructure, technology or shared

	human resources, for example. Coexistence and synergies thus link to issues such as spatial efficiency (supporting more sustainable use of marine space) but also process efficiency to promote blue growth. Understanding different types of coexistence and synergy, and the conditions required for achieving coexistence and synergy, is thus an essential part of Quality Assurance in MSP (see WKQAMSP2012). A typology of synergies is a first step towards designing ways of actively promoting synergies as part of MSP, or the conditions required for doing so. This workshop will build on the workshop "Conflicts and Coexistence in MSP" (WKCCMSP), expanding this approach towards a more specific consideration of synergies. Marine Scotland is hosting this workshop as part of its mandate to provide insights into effects and effective management of multiple human uses of marine coastal environments.
Resource requirements	None from ICES except secretariat support. Meeting facilities supplied by Marine Scotland. Particpants cover own travel and accomodation costs.
Participants	We expect 10–15 participants (a mix of practitioners and scientists with the relevant theoretical and methodological background) to be invited on base of their specific expertise in scientific, socio-cultural, and policy contexts in marin and coastal areas.
Secretariat facilities	Help with setting up and managing the sharepoint site and registration.
Financial	No financial implications for ICES.
Linkages to advisory committees	Development of the science base for MSP in ICES is direcly relevant to ACOM and several ACOM EGs and initiatives, as it is for SCICOM EGs and ICES activities related to SDG 14.
Linkages to other committees or groups	WKCSMSP is directly relevant to WGMPCZM .
Linkages to other organizations	H2020 MUSES project. OSPAR, HELCOM, VASAB, EU, UNESCO/IOC and national agencies with MSP and coastal management responsibility.