



THEME: Spatial Planning and Governance

CASE STUDY Vistula Lagoon (Poland/Russia)

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Spatial planning in Poland

Spatial plans of sea areas (without coastal land) are drafted by Director of Maritime Office in Gdansk (i.e., maritime administration).

On coastal land (with no extension into the sea area) responsibility for spatial planning is divided among the self-governmental authorities of municipality and voivodship (province).

Spatial plans on municipality level are drafted by Mayor of the Municipality and accepted by the Municipality Council. There are two types of them:

1. "study of conditions and directions of spatial management of municipality, which covers the whole area of municipality and is indicative,
2. "local land use plan", which cover only a selected area within the municipality and is an act of local law (Cieślak, Zaucha, 2009).

Marshal of the Voivodship drafts Spatial Management Plan that is accepted by the Voivodship Assembly. This is an indicative plan. The plans prepared by municipalities have to be in agreement with this plan.

At the national level a strategic, however not binding document is a Concept of Spatial Development of the Country which is elaborated and approved by the government and presented to the Parliament. Main conclusions from this document should be taken into account, while drafting plans at voivodship and municipal levels (Cieślak, Zaucha, 2009).

Governance in Poland

The legal concepts of governance in Polish coastal areas follow the hierarchical order, where EU legal instruments (WFD, Habitat Directive, Natura 2000 instrument, etc.) are incorporated into the national legislation and then transmitted for implementation by national, regional (provincial) and local authorities. Perhaps the strongest point of the Polish coastal administration system is the function of Maritime Offices in Gdynia, Słupsk and Szczecin; for Vistula Lagoon the Maritime Office in Gdynia is the Office in charge. Maritime Offices enjoy special jurisdiction in the so called technical and protection belts. In brief, the former encompasses the area from the shoreline to the foot of the landward dune slope. The latter is an adjacent area, some 1000 m wide. Maritime Offices enjoy full jurisdiction in the technical belt, that is whatever is planned there must have their approval and all details must be consulted with them. In the protection belt all decisions on investments, land uses, etc. must be consulted with them and their requirements incorporated. This legal framework is intended to ensure some basic order in coastal areas. Moreover, Maritime Offices are obliged to prepare spatial management plans for water bodies belonging to Polish territorial waters and exclusive economic zone;

the first pilot plan has been completed for the western part of the Gulf of Gdańsk; others will follow the methodology developed there, which is based on division of large basins into smaller sub-basins, for which primary, secondary, accepted and banned sea uses are defined.

Currently, the most important piece of legislation is the Coastal Protection Act of Parliament of 2003, which stipulates maintenance of 2000 shoreline configuration by 2023. It is executed by Maritime Offices. Also, the Offices set out recommendations for spatial development in areas endangered by sea level rise; in brief local authorities in their local spatial management plans must mark the areas below 2.2- 2.5 m above the current sea level as vulnerable to sea level rise and thus some investments there are limited (e.g. schools, hospitals).

River catchments are administered by the Regional Water Management Boards. They are responsible for the implementation comprehensive water management (maintenance of navigation, flood control, implementation of WFD, rehabilitation of degraded sub-catchments, early spring ice flow control) in each basin. The success of integrated spatial management requires good cooperation between the Water Management Boards and Maritime Offices, in estuaries, where their areas of competence may intersect.

The third important actor regarding the governance of the Vistula Lagoon is the Provincial Inspectorate of Environmental Protection, which is in charge of the monitoring of environmental parameters. Regarding water bodies they provide information on water quality.

Governance in Russia

Marine waters are under jurisdiction of State Government, the "Scheme of Territorial Planning of the Kaliningrad Oblast" (Scheme ..., 2008), which is currently still under discussion, contains only basic information about water areas and does not reflect the real state of uses or planning of waters.

Implementation of activity in a sea space is also controlled by different rules and acts and many organizations, but maritime spatial planning does not appear in any of regulated documents (Zotov and Poletkina, 2009). Also there is no common organization, which coordinates all activities in marine space (<http://www.morskayakollegiya.ru>).

Lagoon area is related to inner marine waters. Russian legislative acts determine the above mentioned types of marine waters, but they do not govern directly the usage of marine waters. Even one of the main documents of Russia in maritime activity – the "Maritime Doctrine till 2020", which defines national marine policy, gives little attention to problems of marine economic activity (Maritime Doctrine..., 2001, Mikhailichenko, 2008). There are no special maritime offices for protection of the lagoon area in the Kaliningrad Oblast. In the protection of coastal area all decisions on investments, land uses, etc. must be consulted with authorities and their requirements incorporated.

The Kaliningrad Oblast is a one of the pilot regions in Russia where marine spatial planning was started to be developed – some research and stakeholder organizations from the Oblast participated in the East-West Window Project (2007-2008). The analysis of the current use of water areas of the Russian parts of the Vistula and Curonian Lagoons and the South-East Baltic within the Kaliningrad Oblast and potential conflicts was realized by Laboratory for Coastal Systems Study of the Atlantic Branch of the P.P. Shirshov's Institute of Oceanology of Russian Academy of Sciences.

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