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Planning marine coastal waters and the adjacent land areas at the local level

Guidelines



Guidelines for Planning Marine Coastal Waters and the Adjacent Land Areas at the Local Level

SUMMARY

August 2019

"Guidelines for Planning Marine Coastal Waters and the Adjacent Land Areas at the Local Level" are being developed as part of the EASME/EMFF/2016/1.2.1.6 – Maritime Spatial Planning (PanBalticScope) project. The PanBalticScope project aims to achieve coherent marine spatial planning in the Baltic Sea Region and promote trans-boundary cooperation.

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Rationale for the guidelines and their application

In order to promote sustainable use of the maritime space according to the various interests of use, to ensure coexistence of these interests and to encourage maritime spatial planning, a Directive of the European Parliament and European Council establishing a framework for maritime spatial planning (2014/89/EU) was adopted on July 23, 2014.¹ The Directive lays down the obligation for Member States to develop maritime spatial plans taking into account maritime and terrestrial interaction. In view of maritime and coastal planning issues becoming topical at international level and in accordance with the Spatial Planning Law, the following long-term planning documents have been developed at national level: “National Long-term Thematic Plan for Public Infrastructure Development in the Baltic Sea Coastal Area” (Cabinet Order No. 692 of 17 of November 2016)² (hereinafter – Coastal Plan), and “Maritime Spatial Plan for the Marine Inland Waters, Territorial Sea and Exclusive Economic Zone Waters of the Republic of Latvia” (Cabinet Order No. 232 of 21 of May 2019)³ (hereinafter – Marine Plan 2030).

These documents deal with planning issues that mainly affect the coastal and territorial sea of Latvia as a whole, while the solutions proposed in the Coastal Plan and the Marine Plan 2030 are not detailed enough to be in all cases transferred to the local level of planning; these documents provide that local municipalities should identify and improve the functional links between the marine areas in their possession and the coastal land areas.

Another significant aspect that justifies the development of the *Guidelines for Planning Coastal Waters and the Adjacent Land Areas* is the tenure rights in the coastal zone as defined by the Land Management Law:

- Ministry of Environmental Protection and Regional Development (hereinafter - MEPRD) – possessor of inland public waters, which are located in strict nature reserves, national parks and nature reserves and are not in the ownership of private individuals or in the possession of another, and the land part of the marine coast which are located in nature reserves, nature reserve zones of national parks and are not in the ownership of private individuals or in the possession of another ministry.
- Local municipality – the possessor of the marine coastal waters adjacent to its administrative territory, as well as the land part of the marine coast and inland public waters of its administrative territory which are not in possession of MEPRD or other ministry and are not in the ownership of private individuals.

The possibilities for local governments to plan the development of territories in their possession and within their administrative borders and the possibilities to use the relevant territories derive from the regulatory enactments, which specify the rights and obligations of

¹ https://eur-lex.europa.eu/legal-content/LV/TXT/?uri=uriserv:OJ.L_.2014.257.01.0135.01.LAV

² <http://polsis.mk.gov.lv/documents/5763>

³ <https://www.vestnesis.lv/op/2019/102.11>

the local municipalities regarding spatial planning and development. Special requirements shall apply to any activities at sea, including coastal waters in the possession of the municipality. Recognizing the current state of regulation, as well as the possibilities for municipalities to plan and favour the use of the marine coastal area, a more comprehensive assessment of the legal aspects of the field and of the proposals for amendments is available in the full document of the Guidelines.

Within the framework of the PanBalticScope project MEPRD has carried out and commissioned a number of activities:

- **a survey of Latvian coastal municipalities** (June 2018), which summarizes the opinions of the municipalities on current and planned uses of marine coastal waters and their own capacity to elaborate planning documents at the local level;
- **Pilot project – Thematic Draft Plan for Salacgriva Municipality Marine Coastal Waters and the Adjacent Land Area** (December 2018 – July 2019).

Based on the findings and conclusions of the survey and the pilot project, Guidelines for Planning Coastal Waters and the Adjacent Land Areas at the Local Level has been prepared.

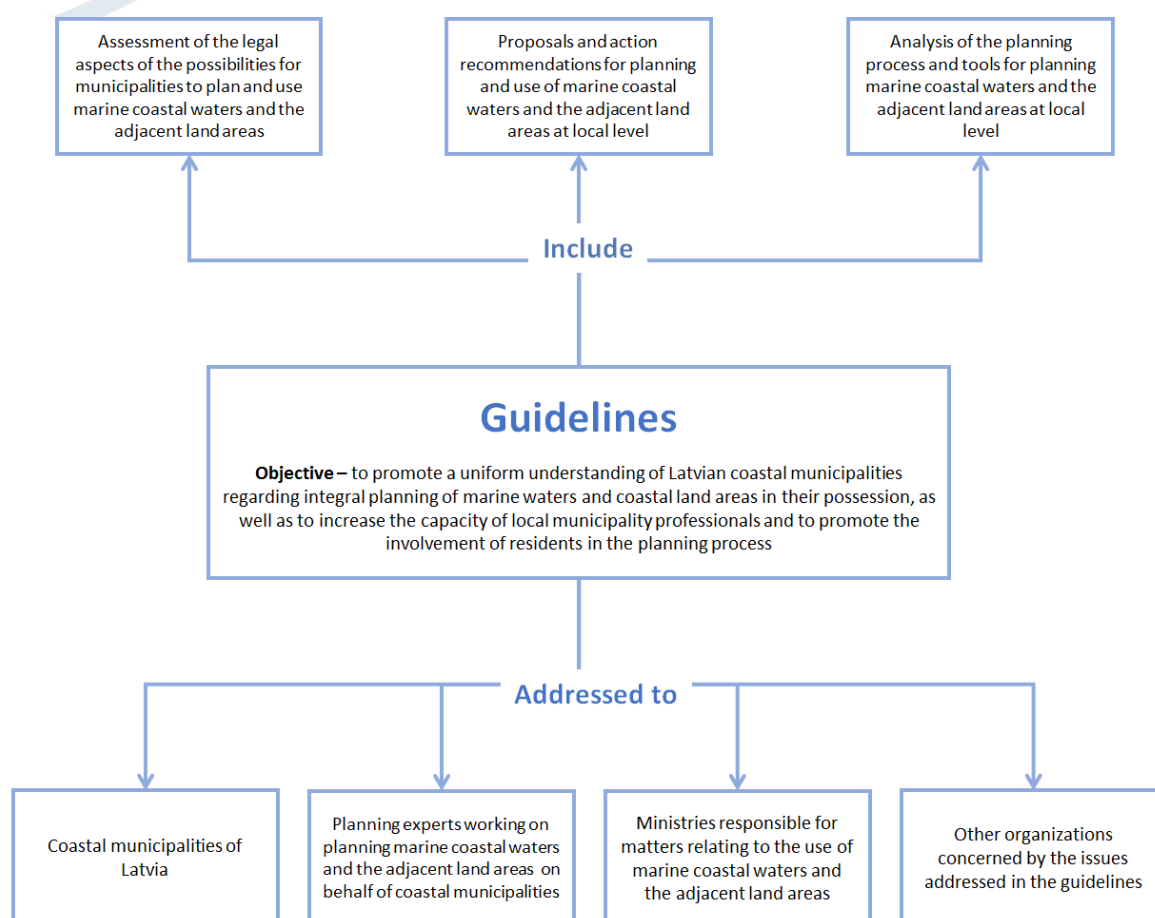


Fig. 1. Content and addressees of the Guidelines

Potential application of the Guidelines

Municipalities that have identified a need and interest in marine and coastal planning can use these Guidelines to elaborate:

- planning or management documents for the development of marine coastal waters and the adjacent land areas,
- strategic goals and spatial development perspectives within sustainable development strategies of the municipality,
- zoning of the spatial plan and spatial solutions for the coastal area and the adjacent territories,
- municipal development programmes and their investment plans and action strategies.

Proposals may also be taken into account in the development process of other planning documents at national, regional or local level, including nature protection plans or management plans for specially protected natural areas, as well as in working out tourism development plans, regional thematic plans and other documents.

A concise summary of the **marine and coastal planning process**, the **planning and administrative tools** to be applied, as well as the **thematic aspects of planning and various uses of marine and coastal areas** is presented below. The full document and annexes of the Guidelines can be consulted for further details on the aspects covered by the summary.

Marine and coastal planning process

Planning approach within the integrated planning of marine coastal waters and the adjacent land areas is based on the understanding of local conditions and the linkage between environmental (natural resources and nature protection, marine and terrestrial biodiversity, marine and terrestrial natural processes), socio-economic (infrastructure, business activities, mobility) and socio-cultural aspects (habits, traditions, events). At the same time, in order to achieve a functional link between sea and land, it is necessary to ensure that the various expectations and needs are aligned. Planning at local level requires not only the involvement of different organizations in the planning process, but also the participation of the local population.

The integrated planning process of marine coastal waters and the adjacent land areas should identify:

1. **The scope of the theme** to be planned (e.g. development of coastal areas as a whole, active recreation at sea, coastal zoning, development of yacht tourism in the marine coastal waters, etc.) and **the thematic aspects**, such as a combination of various conditions in different areas that constitute the local context.
2. **The scale and borders of the territory** (e.g. the marine and coastal area within the city, a separate beach, the entire coastal area of the municipality).
3. A resident and stakeholder **engagement plan**.
4. **Planning tasks and objectives** for planning the selected theme or territory, i.e., realizing whether it is necessary to conduct a site study, to plan development or to organize events in the area subject to planning.
5. The most appropriate **planning instrument**.

Scale and demarcation of the area to be planned

Marine area boundaries are advisable to be designated according to the municipally possessed area of the sea as defined in the Land Management Law – an area of 2 km width from the coastline. In turn, when designating the boundaries of the terrestrial area to be planned, it is worth taking into account the interests of the municipality for the development of the specific territory, as well as the following considerations:

Environmental factor. It is necessary to evaluate the location of nature reserves and Specially Protected Nature Territories (hereinafter – SPNTs) in the vicinity of the coastline, their area, functional connection with the coastal area, the possible development and restrictions of the territories. The risks of coastal erosion and their potential impact on the coastal infrastructure should be assessed.

Barrier factor. Borders or barriers in the environment that divide a territory into two or more mutually separated parts. Such borders or barriers may be natural (rivers) or man-made (infrastructure line-form objects – roads, highways, railway tracks; square objects – fenced areas such as port or business areas).

Linking objects' factor. Linking points/sites in the vicinity of the coastal area, including attractions, tourist routes, service facilities, etc., which make up the coastal infrastructure network, are essential to the coastal visitor and their inter-connection with the sea and the coast should be strengthened.

Business and resource factor. Enterprises located close to the coastal area and operation of which require resources provided by the sea and the coast, such as port areas, port companies, etc.

Accessibility factor. The existing and the desirable sea and coastal accessibility for different population groups (tourists, holidaymakers, people with reduced mobility, operational transport, etc.) should be evaluated and decided about the necessity to strengthen or limit it; assessment whether and by what means the coast is accessible.

Priority development sites according to the Coastal Plan. The area to be planned should include coastal areas, the development of which is prioritized by the *Proposals for the Development of Priority Complex Development Areas*⁴ elaborated within the framework of the Coastal Plan.

Framework for planning documents. The framework of the existing spatial development planning documents and the anticipatory developments therein and action strategies relating to coastal or adjacent areas should be taken into account.

Such considerations and their mapping within the municipality make it possible to identify the area to be planned as a priority, even if it is a vast territory or a beach.

Engagement of residents and stakeholders

[A stakeholder engagement plan](#) is needed to identify the institutions, organizations or individuals that influence or are likely to influence the planning process. In drawing up a stakeholder engagement plan, it is desirable to identify stakeholders, analyze their interdependence, impact on the area to be planned and their interest in the themes addressed

⁴ *Proposals for the Development of Priority Complex Development Areas:*
http://www.varam.gov.lv/lat/darbibas_veidi/tap/lv/?doc=22027

by the plan, as well as to identify methods⁵ for engaging stakeholders in spatial planning. Steps of Engagement Plan development are provided in *Figure 2*.

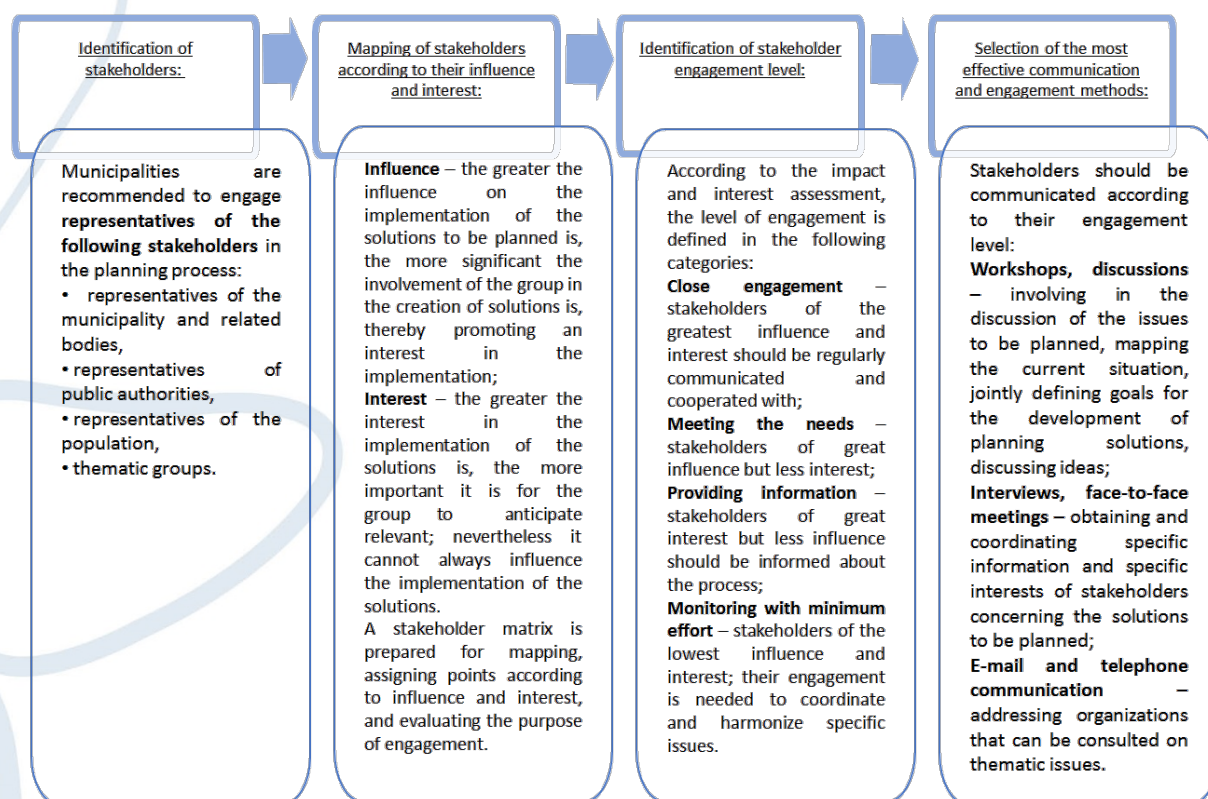


Fig. 2. Steps of Engagement Plan development

Figure 3 provides recommendations and examples for a range of stakeholders to be involved in maritime and coastal planning, divided into several groups. It is advisable to involve these organizations, authorities and representatives of the population in the process or to inform them about the planning process.

⁵For more detailed examples of engagement methods see *Annex 3* (recommendations for the application of the method, indicative procedure, process descriptions, other information that can be useful for municipality representatives in the stakeholder engagement process).

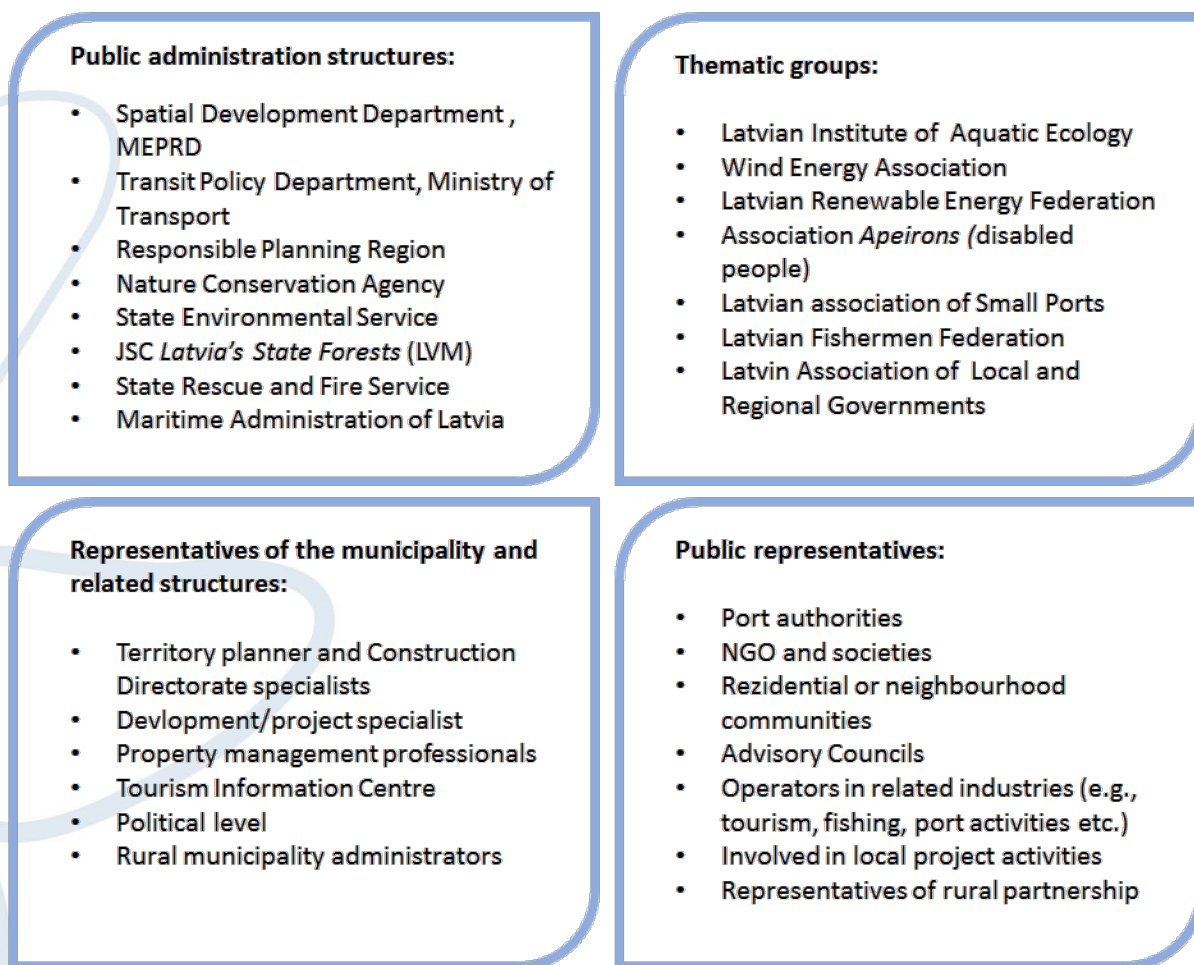


Fig. 3. Summary of stakeholders to be involved in maritime and coastal planning

In order to understand the role of stakeholders in the planning process, municipalities are recommended to assess the influence of stakeholders and their interest in implementing planning solutions. It is suggested that this assessment is used as a basis for determining the engagement level and methods.

Examples of engagement methods:

Workshops, discussions

The main tasks of face-to-face meetings are: to involve stakeholders and residents in the discussion on the issues to be planned, to map the current situation, to jointly define goals for the development of planning solutions, to discuss ideas.

Interviews, face-to-face meetings

These activities aim to obtain and reconcile specific information and specific interests of stakeholders with regard to the solutions to be planned.

E-mail and/or telephone communication on specific issues

These activities aim to address, when necessary, organizations which may be consulted on thematic issues.

Planning and administrative instruments that can be used to plan and design (including regulation) the development and use of marine coastal waters and the adjacent land areas, as well as examples of the possibilities and limitations of these instruments are provided further.

Sustainable Development Strategy

For example, in the Jurmala City Development Strategy 2010-2030, the coastal area is planned from a spatial development perspective, which in turn is used as a basis for the Jurmala Spatial Plan 2010-2022 solutions; one of the essential activities under the strategy priority "Diverse Business" involves extending the range of services in the coastal area, which is considered to be both a natural and a cultural resource as well as a potential for business diversification. The following activities are included:

- *Improvement of sports infrastructure on Jurmala beaches.*
- *Creation of beach centers.*
- *Resort facilities in the immediate vicinity of the beach.*
- *Development of hydro-technical constructions in the Gulf of Riga.*



⁶For full document see: https://www.jurmala.lv/docs/i10/x/i100825_Strategija_2010-2030.pdf

Spatial plan

Spatial plan is a long-term planning document that defines the permitted and planned use of the administrative territory of the municipality, requirements for the use of the territory and construction of buildings, respectively, in the context of planning maritime coastal waters and the adjacent land areas, spatial plan can be used as an instrument to determine the uses of the area within the administrative territory of the municipality, i.e., the terrestrial territories and internal waters within the borders of the local municipality. Marine coastal waters, in turn, are not part of the municipal administrative territory but are in the possession of the municipality, thus it is not possible to use spatial plan as an instrument for zoning the marine coastal waters.

At the same time, in accordance with the provisions of *Annex 1* to Cabinet Regulation No. 240 “General Regulations for the Planning, Use and Building of the Territory”, the municipality spatial plan may specify zoning and regulations for the use of the territory and building in the coastal areas, by determining whether they are planned as nature and greenery areas, agricultural or forest areas, industrial building sites, transport infrastructure sites, etc.

Figure 5 includes a fragment of the Salacgriva local municipality Spatial Plan 2030 (Revision 2)⁷ depicting the city of Salacgriva, within which, there is a nature and greenery area (green) designated in the coastal area, outside the port territory (industrial building area, purple).⁸

With this sub-area, the municipality has determined the development prospects of the coastal area, maintaining its public function. The Spatial plan also addresses the development of transport infrastructure along the coast, including possible access points to the sea (exits, parking areas, etc.).

⁷For full document see: https://geolatvija.lv/geo/tapis#document_14401

⁸For full document see: http://www.salacgriva.lv/files/news/47776/tian_020519.pdf

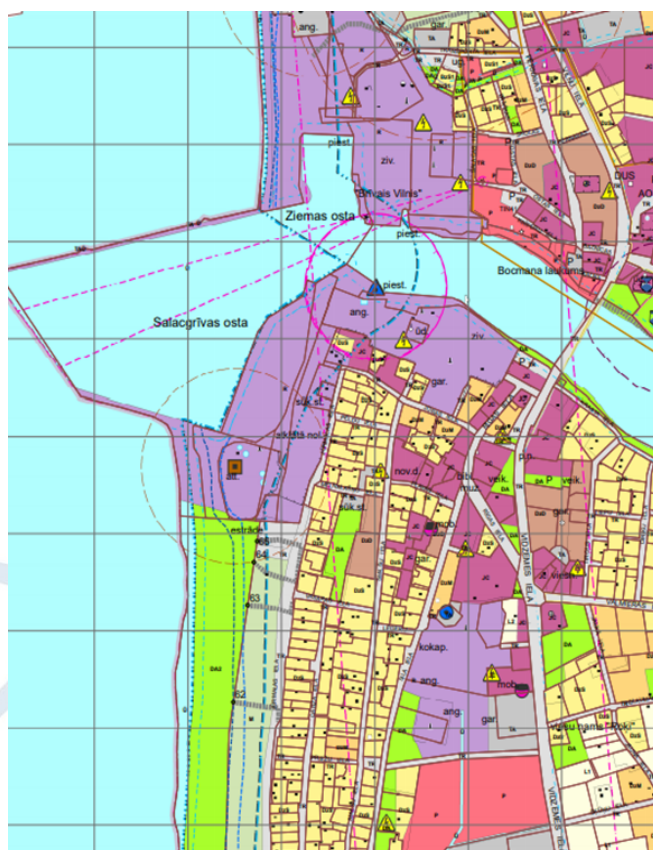


Fig. 5. Example of Salacgriva local municipality Spatial Planning 2030 in Salacgriva Town⁹

Development Program

Given that the Development Programme (hereinafter - the DP) is a medium-term spatial development planning document, which lays down priorities and a set of activities to achieve the goals of the municipality, the planning aspect of the marine coastal area should also be included through specific action plans. The DP can analyze and include objectives, priorities, actions and projects related to the development of both population and businesses, as well as tourism and natural and other values in the municipal area, and thus the municipality can address the development of marine and coastal resources within its competence through the DP, for example by providing support for the development of inshore fishing or development of tourism and recreation activities in the coastal area.

TABULA 6: PRIORITĀTES IP1_4 UZDEVUMI UN SASNIEGUMA RĀDĪTĀJI					
Uzdevumi (U1.4)	Sasniedzamie rezultāti	Rādītāji	Bāzes vērtība 2014.	2018.	2021.
U1.4.1: Peldvietu iekārtošana		Peldvietu skaits	0	2	3
U1.4.2: Drošības uz ūdeņiem nodrošināšana		Zilā karoga pludmales (skaits)	0	1	2

Fig. 6. Tasks and indices to be achieved of the strategic part of the Carnikava local municipality Development Program 2015-2021¹⁰

⁹ Spatial Plan 2030 (Revision 2): http://www.salacgriva.lv/lat/salacgrivas_novads/teritorija/?text_id=47776

¹⁰For full document see:

http://carnikava.lv/images/Izvelnes/Attistiba/Strategija/Attistibas_programma_gatava/II_sejums.pdf

Thematic plan

The thematic plan, according to the planning level, addresses specific issues related to the development of individual sectors or the topic, thereby in the context of these Guidelines thematic plan is seen as an opportunity to address a specific planning situation – integrated planning of marine coastal waters and the adjacent land area at local municipality level.

The content of the thematic plan is freely chosen and determined by the municipality, but both the textual part (analysis, solutions) and the graphical part should be elaborated.

As an example of the municipality's possibilities to develop thematic plan for coastal areas, a thematic draft plan for Salacgrīva marine coastal waters and the adjacent land areas of Salacgrīva municipality was developed within the MEPRD project "EASME/EMFF/2016/1.2.1.6 – Maritime Spatial Plan ("PanBalticScope").

The Thematic Draft Plan contains: an overview of project development approach, an overview of the territory to be planned, a summary of the analysis of the current situation in the territory to be planned, proposals for development solutions and action strategies, proposals for the prospective use of the territory (graphical part).

Figure 7 shows a graphical representation of the prospective use proposals included in the thematic plan.

In this example, thematic plan is used as an instrument to work out both proposals for the zoning of marine coastal waters and coastal development proposals that ensure mutually integrated development.

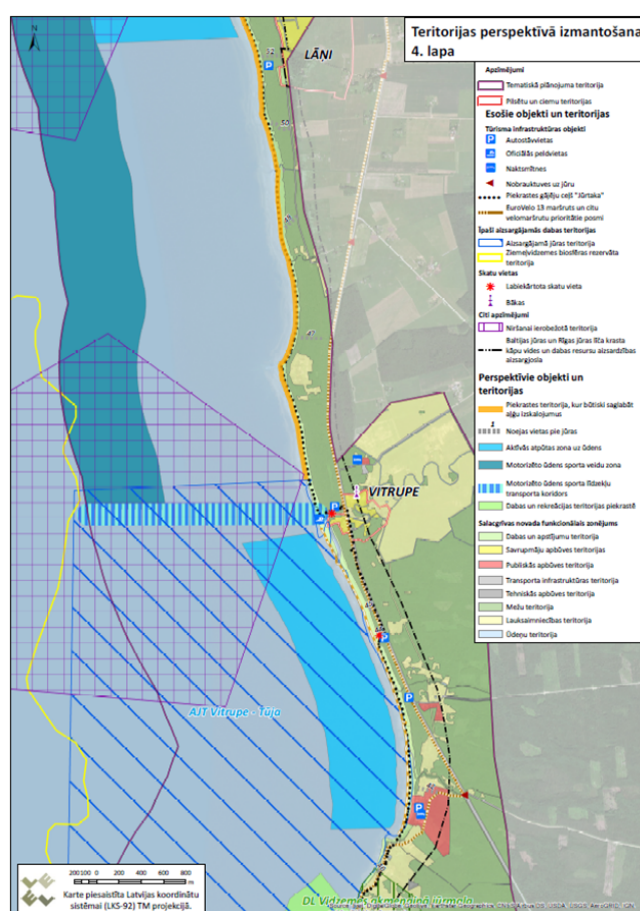


Fig. 7. An example from the graphical part of the Thematic Draft Plan for Salacgrīva municipality

The example in **Figure 7** shows the area of Vitrupe village in Salacgriva municipality, in the vicinity of which a zone is designated at sea for active water sports, while in a further north direction distance from the coast a motorway zone is set. Opportunities to engage in such types of active sports in these areas are also determined by the coastal infrastructure on the coast, such as parking lots, exits to the sea, beach amenities, etc. It is also important to explore the possibilities for emergency transport to access the coast to provide rescue capabilities in the vicinity of the motorized water transport area.

It should be noted that thematic plan can also serve as a feasibility study for the selection of other, more detailed plan or administrative instruments, including the development of binding rules.

Local plan

Local plan (hereinafter – LP) deals with particular situations of a planning task in a part of a populated area or a part of a rural area; at the same time it is used as an instrument for detailing or amending the spatial plan. The LP can be used for planning the terrestrial part of the coastal area within the municipal administrative territory, and it is not used for planning the marine coastal waters. The LP is approved by the municipality council by issuing binding rules, so this document is binding on anyone who wishes to take any action with the territory covered by the document. It is essential that the LP can be developed at the level of detailed plan.

For example, there is a LP developed for a territory in Jurmala between Eglu Street, Madonas Street, the railway and the beach (Jurmala City Council Resolution No. 244 of 11/06/2015), which includes a vision of modern and high-quality public outdoor space development possibilities by integrating private interests with the public interest. One of the objectives of the LP development was to provide rules for the deployment and operation of temporary use structures, seasonal objects, advertisements and beach service objects, to specify their function of use so that they are architecturally incorporated into the landscape of Jurmala historical centre¹¹, which is laid down accordingly by the rules for the use and building up the territory.¹² **Figure 8** shows a fragment of the LP zoning.

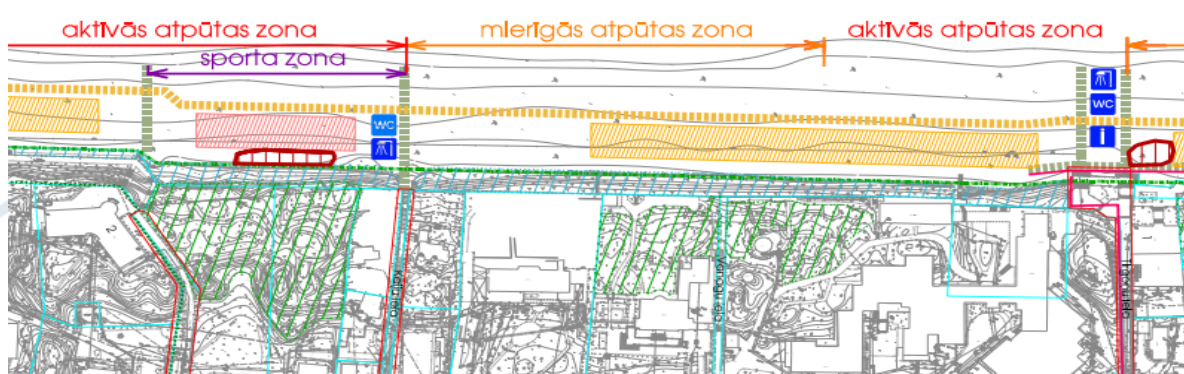


Fig. 8. A beach zoning fragment from the LP for the territory of Jurmala between Eglu street, Madonas street, the railway and the beach¹³

¹¹ Local Plan Explanation:

http://www.metrums.lv/data/files/teritoriju_attistibas_planosana/Jurmala/Galiga_redakcija/Paskaidrojuma_raksts_26022015.pdf

¹²For full document see: http://www.ipd.gov.lv/docs/j15/x/j15s026_TIAN.pdf

¹³For full document see: http://www.ipd.gov.lv/docs/j15/x/j15s026_GD_3.pdf

Detailed plan

The detailed plan (hereinafter – DP) makes it possible to detail a part of the municipal territory and it is elaborated in order to determine the requirements for the use of specific land units/parcels and building parameters, as well as to specify the boundaries and restrictions of land units/parcels. The DP can be used for planning the terrestrial part of the coastal area within the municipal administrative territory, and it is not used for planning the marine coastal waters. The DP is approved by the municipality council by issuing binding rules, so this document is binding on anyone who wishes to take any action with the territory covered by the document. The DS is approved by the county council by issuing binding regulations, so this document is binding on anyone who wishes to take action on the area covered by the document.

Using the DP as an instrument, the municipality can detail the permitted use of territories and/or lay down specific detailed building regulations, such as specific building regulations for a particular territory within the municipality or even for a city neighborhood, by determining the materials to be used, paints, building principles, the required level of facilities and amenities so that they form the identity of the area. It is essential that the DL can also be combined with the construction design process.

For example, the Jurmala City Council has developed DP for a part of the land parcel in Jurmala with the cadastre number 1300 008 0101, which is a beach section between Piestatnes street and Madonas street (**Jurmala City Council Resolution No. 195¹⁴ of 24/04/2019**). One of its graphical materials depicts the erosion risk zone; the planned greenery zone, the nature-friendly dune development area, and the highlighted beach service area (see **Figure 9**).

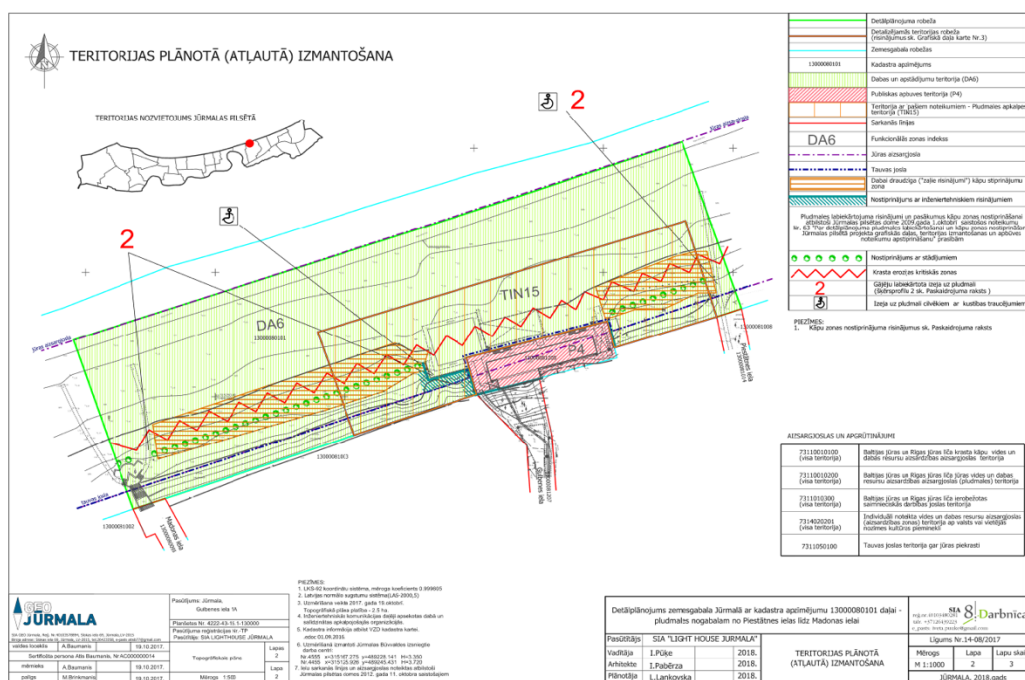


Fig. 9.att. Detailed planning for a part of the land parcel in Jurmala - a beach section between Piestatnes street and Madonas street¹⁵

¹⁴The full document available at: <https://www.jurmala.lv/docs/k18/l/k180195.htm>

¹⁵ <https://www.jurmala.lv/docs/k18/l/k180195.htm>

Other instruments

Village or community plans

There is no binding regulatory framework for the development of village or community plans, while an educational material with a compendium of good community development planning practice is in the process of development¹⁶. In spatial development planning, this instrument relates to development planning at local or community level, emphasizing the need for communication planning approaches and resident engagement.

Binding regulations

Municipalities can address issues concerning the use of coastal areas and marine waters by developing and issuing binding regulations governing activities in marine coastal waters and adjacent land areas. Municipalities have the possibility to issue binding regulations on building up the municipal territory, on protection and maintenance of waters in public use, on the improvement of municipal territory, on statutory issues, as well as provisions that are necessary to ensure the implementation of the municipal autonomous functions and voluntary initiatives, such as those regulating marine coastal waters; municipalities may designate specially marked areas where water motorcycles, kiteboards and other water vehicles are allowed. Municipalities are already taking the possibilities to deal with the planning and use of marine coastal waters and the adjacent land areas by issuing binding regulations.

For example, such approach has been chosen by Carnikava municipality, which initially developed the "Management Plan for Public Waters and Marine Coastal Area of Carnikava Municipality 2017-2026"; and on the basis of proposals for the use of the area included in its solutions, Binding Regulations No. SN/2018/2 "On the Procedure for the Use of Public Waters and their Coasts in the Administrative Territory of Carnikava Municipality"¹⁷ were developed and approved (Carnikava Municipality Council Resolution of 24/01/2018). An example of the approved Binding Regulations is shown in Figure 10, which visualizes the zoning of bathing areas, defining an active recreation area, children's area, etc.

¹⁶ Development of the Guidelines is carried out within the "Coast4us" Project of the Itnerreg Central Baltic programme. For more information about the Project and its activities see:

http://www.varam.gov.lv/lat/darbibas_veidi/reg_att/projekti/coast4us/

¹⁷ <https://likumi.lv/ta/id/305262-par-kartibu-kada-izmantojami-carnikavas-novada-administrativaja-teritorija-esosie-publikie-udeni-un-to-krasti>

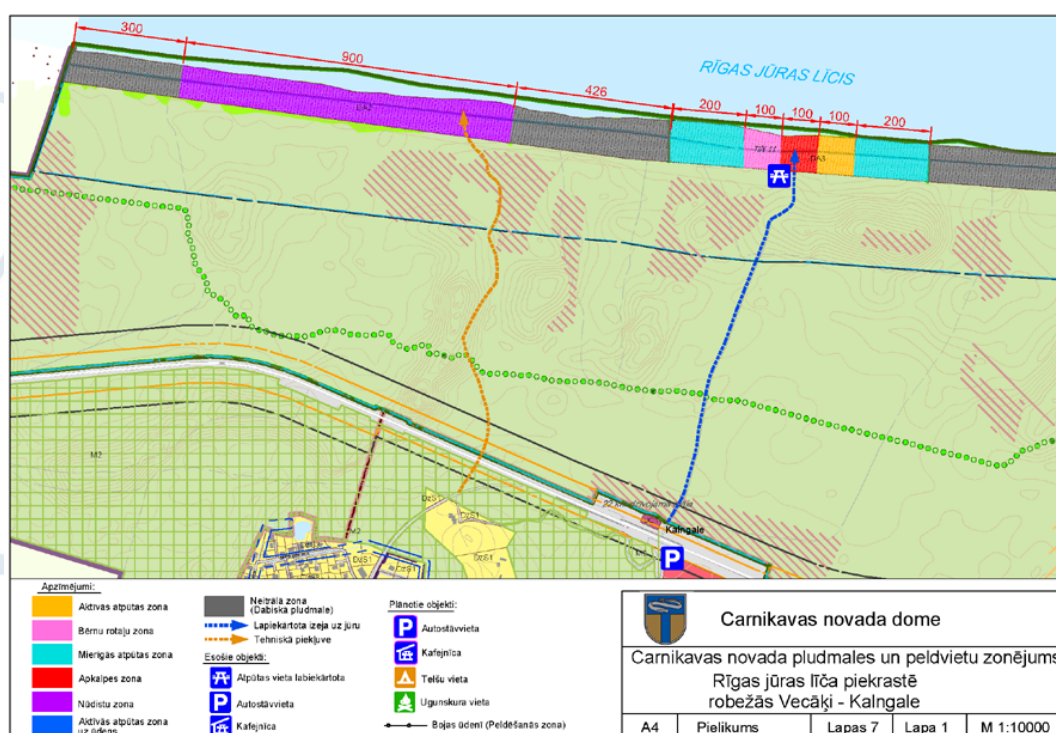


Fig. 10. Zoning of Carnikava municipality beach and bathing areas on the coast of the Gulf of Riga

Similar action has been taken by Pāvilosta Municipality, where Pāvilosta City beach zoning was adopted, which defines areas for active recreational sports (water motorcycles, surfers, kiteboarders) and a swimming/bathing zone¹⁸.

Advantages and limitations of the most significant spatial development planning instruments when used for planning coastal waters and the adjacent land areas are summarized below.

Table 1: Benefits and limitations of spatial development planning instruments

Advantages	Limitations
Sustainable Development Strategy	
<ul style="list-style-type: none"> ✓ SDS defines the strategic objective, vision, long-term priorities of the entire municipality – accordingly, it is possible to set priorities that support the vision of the development of the coastal area. ✓ Defines the spatial development perspective and guidelines for the development of particular zones or areas, such as: <ul style="list-style-type: none"> • Designates the center of a populated area • Designates green areas (e.g. forests, parks) • Identifies coastlines • Defines development areas for prospective resorts (if relevant) • Designates coastal development areas 	<ul style="list-style-type: none"> ✓ Non-binding document for residents, territory owners, developers. ✓ Solutions are developed for the municipal administrative territory only. ✓ The process does not imply a change in strategy – a new SDS has to be developed to significantly change the strategic settings.

¹⁸For more detailed information see:

http://www.pavilosta.lv/images/2014.janvaris/JULIJS/03.07.pludmales_un_peldvietas_noteikumi_konsolidti_26.06_03.07.pdf

Advantages		Limitations	
<ul style="list-style-type: none">• <i>Determines the organization of the transport movement to be developed, including the movement towards the coastal area, etc.</i>			
Spatial plan			
<ul style="list-style-type: none">✓ Binding on anyone wishing to operate the property in the municipality.✓ Comprehensive information has been collected (main communications, use of territories, protection zones, territories subject to more detailed planning, SRNTs, etc.).✓ Defines the permitted use of areas, thus providing a clear and understandable vision of the spatial development in the coastal area, such as:<ul style="list-style-type: none">• <i>where to plan exits or drives to the sea,</i>• <i>where to plan parking lots,</i>• <i>where to design the beach development for public access</i>• <i>where to maintain natural areas (e.g. forests),</i>• <i>where to plan port territories, etc.</i>		<ul style="list-style-type: none">✓ Solutions are developed for the municipal administrative territory only.✓ Administratively time consuming process, therefore the solutions contained in the document cannot be flexibly changed.	
Development Program			
<ul style="list-style-type: none">✓ DP defines medium-term priorities, subordinated to the long-term priorities of the SDS; accordingly, priorities supporting the vision for the development of the coastal area can be identified.✓ The "Action Strategy Plan" section of the DP identifies actions and tasks to be undertaken by the municipality or its authorities in order to achieve specific priorities, such as:<ul style="list-style-type: none">• <i>improvement of the sea accessibility,</i>• <i>deployment of drinking water intakes,</i>• <i>to develop a beach arrangement plan, etc.</i>✓ The "Investment plan" section of the DP defines the planned investments and projects to raise funds, such as the construction of marina in the port area, etc.✓ For the activities included in the "Action Strategy and Investment Plan", the municipality sets clearly defined and measurable performance indicators (e.g. a definite number of Blue Flag beaches, etc.).✓ The municipality links its annual budget planning with the actions and investments foreseen in the DP, ensuring strategic and planned development accordingly.✓ The DP and action strategies and tasks it defines can serve as an initiative for residents, NGOs, developers, entrepreneurs to achieve the common goals in the development of the territory.		<ul style="list-style-type: none">✓ The action strategies, tasks and investments included in the document are not mandatory for the municipality and depend on the resources available; therefore the real development depends on the possibilities.✓ Non-binding document for residents, territory owners, developers.✓ DP does not provide spatial solutions.	
Thematic plan			
<ul style="list-style-type: none">✓ Can be developed as a feasibility study document.✓ Possibility to deal with issues of separate sectors or themes.✓ Can serve as a basis for the development of binding rules.✓ Within the framework of the planning it is possible to anticipate the solutions to be included in the municipal development strategy, in the programme and in the spatial plan.✓ Possibility to deal with issues related to the territory outside the administrative borders of the municipality.		<ul style="list-style-type: none">✓ Although the thematic planning is approved by the Council, its solutions are not necessarily strengthened by binding regulations issued by the Council; therefore the solutions are exclusively permissive for the owners of the territories.	

Advantages	Limitations
Local plan	
<ul style="list-style-type: none"> ✓ Binding on anyone wishing to operate a property within the territory. ✓ Possible to cover a larger area than by the DP, e.g. a wider coastal area. ✓ Possibility to set more detailed use and building-up regulations for the territory than those provided for in the spatial plan. A suitable level, for example, for creation a neighborhood identity or for covering the entire coastline. ✓ If necessary, possibility to plan at the detailed level of Detail planning. ✓ Can be used as a tool for changing the spatial plan. 	<ul style="list-style-type: none"> ✓ Solutions are developed for the municipal administrative territory only. ✓ Administratively time consuming process, therefore the solutions contained in the document cannot be flexibly changed.
Detail plan	
<ul style="list-style-type: none"> ✓ Binding on anyone wishing to operate a property within the territory. ✓ Possibility to specify the building conditions of the territory, forming the identity of the territory. ✓ Plans the territory at a detailed level, providing for communication, facilities, building-up solutions, etc. For example, an appropriate level for the development of certain beach zonings. 	<ul style="list-style-type: none"> ✓ Solutions are developed for the municipal administrative territory only. ✓ Administratively time consuming process, therefore the solutions contained in the document cannot be flexibly changed.

Table 2. Advantages and limitations of other instruments

Advantages	Limitations
Village or community plan	
<ul style="list-style-type: none"> ✓ Not linked to the official planning procedure, therefore its territory, content and development can be interpreted according to the community needs. ✓ Coastal villages of coastal municipalities are suitable for the development of village plans. ✓ The plan is based on updating local challenges and creating solutions. Challenges can also be linked to the marine coastal area. ✓ The development plan is made up by people living and / or working in the municipality, it is a self-made document, while the municipality has a supporting, guiding and / or coordinating role. ✓ Development planning actors are also development makers, from which commitments to act and action strategies are expected. ✓ The plan includes community-based solutions and ideas, but they can also be transferred to municipal development planning documents. 	<ul style="list-style-type: none"> ✓ Village or community plan solutions are strengthened by a community vote or Council resolution, therefore its solutions are exclusively permissive for the municipality and plan implementers, and consequently, implementation of the plan is not guaranteed.
Binding regulations	
<ul style="list-style-type: none"> ✓ Binding on every user of the territory, regulating not only zoning but also the possible (permitted) and unauthorized activities. ✓ Can be developed for different territories (entire municipality, one beach, etc.). 	<ul style="list-style-type: none"> ✓ Development possibilities of binding rules are thematically determined by regulatory enactments.

Advantages	Limitations
<ul style="list-style-type: none"> ✓ Can include regulations on various topics and possible activities on the beach, including recreation and sports on water and on the coast, seasonal coastal constructions, use of shipping objects. ✓ Administrative responsibility for the violation of the rules can be established. 	

It can be concluded that municipalities already have at their disposal various instruments (spatial plans, thematic plans, local plans, detail plans) for coastal land part planning, as well as instruments that can be used to deal with permitted uses of marine coastal waters and permitted action strategies (thematic plans, binding regulations) following the entry into force of the regulatory amendments described in the full Guidelines document. At the same time, the possibilities and limitations of each instrument should be considered.

Thematic aspects of planning and uses of sea and coastal areas and recommended considerations for municipalities

This section reviews a number of thematic aspects or areas of planning that affect territories of coastal municipalities and need special consideration in the planning process of marine coastal waters and adjacent land areas. Based on the pilot project studies of the situation in Salacgriva municipality, such aspects as [marine and coastal natural conditions](#), [development of port activities](#) and [development of coastal tourism](#) have been further evaluated in more detail. At the same time, it should be noted that the territory to be planned and the thematic scope may vary from municipality to municipality and from situation to situation, so the range of circumstances (current situation) and thematic aspects to be considered include, but are not limited to those enlisted above. For example, the following aspects can be included:

- Climate change and coastal erosion
- Mobility and accessibility on land and at sea
- Cultural and natural heritage
- Business activities in the coastal territory
- Output of environmentally friendly energy
- Other at the discretion of the municipality.

When commencing coastal area planning, municipalities should:

1. Evaluate the most appropriate planning and administrative instruments for the intentions of the municipality regarding marine coastal area planning.
2. Before planning the uses of coastal waters, the most common uses of coastal land areas (e.g. forests, different types of building up, SPNTs, etc.) within the territory to be planned and the possible linking factors to the permitted uses in marine coastal waters should be considered.
3. Zoning of marine coastal waters should be based on the current habits and needs of coastal users in the area to be planned, as well as on the potential for future use of marine coastal waters within the 2 km zone.

The main thematic aspects of coastal and maritime planning, defining the issues to be addressed and presenting recommendations to municipalities for the plan development are described below. Each sub-chapter concludes with a set of conditions for the identification of uses at sea and the adjacent land areas and the circumstances are mentioned that are to be taken into account in order to avoid conflict between the different uses of sea and coast. Finally, an insight into the most appropriate planning and administrative instruments for identification of the uses of the sea and coast is provided.

Marine and coastal natural conditions

Marine coastal area is characterized by a high degree of variability and sensitivity to various external factors. Development planning of the coastal area, balancing between marine and coastal nature conservation for future generations, has become a challenge for any coastal municipality. It should also be borne in mind that the choice of people to live in on the coast is determined by the services provided by its ecosystems (place for recreation, food, raw materials, clean water, air, etc.) and the quality of the living environment.

Taking into account natural conditions as one of the key factors contributing to the coastal environment, the following questions need to be addressed when initiating the planning process of marine coastal waters and the adjacent land areas at local level:

-
1. *What are the natural conditions in the area to be planned, for example – are there specially protected nature territories in the area, etc.?*
 2. *Is the area affected by erosion problems and to what extent?*
 3. *How can the link between spatial planning and prospective development and nature conservation be promoted?*
 4. *How to align the nature protection requirements at local level with the local population's expectations regarding the development of their residence and the development of tourism and recreational infrastructure, taking into account the coastal resources and potential of this municipality?*
-

There are factors affecting the conservation and protection of marine and coastal nature or which should be taken into account when planning it:

- Anthropogenic pressure (including eutrophication, wastewater pollution, waste, impact on habitats, etc.) may pose risks to the long-term existence of SPNTs, as well as impact on the quality of the living environment of local population.
- Biodiversity decrease is caused by water pollution and eutrophication. Demersal algae habitats in the marine coastal area are the most abundant biodiversity in the marine ecosystem, forming spawning and feeding grounds for fish, while further sea territories house plankton groups (phytoplankton and zooplankton) and bottom-of-sea animals.¹⁹ As a result of eutrophication, the structure of species in the Baltic Sea is changing.

¹⁹ According to the Biological-Diversity.info, available at: <http://biodiv.daba.gov.lv/cooperation/jura>

- [The Baltic Sea and the coastal area provide many valuable services](#), including transport, energy, food and mineral resources, tourism and recreation facilities and cultural heritage. Coastal and marine values are cultural and natural heritage, resources, various opportunities, many of which have been identified in the territory of Latvia, but the whole set of values provided by the coast and sea would be more effectively evaluated by identifying supply, regulatory and cultural ecosystem services.
- [Marine and coastal landscape](#) is formed of a joint natural and cultural heritage of the coastal area, the beach, the coast and steep coast, streams and estuaries of larger rivers, coastal overgrowth (meadows, forests, dunes), as well as objects of human presence in coastal development processes – lighthouses, jetties/moles, ports, cities, villages and farmsteads. New trends in the development of coastal villages are introduced by the influx of holidaymakers, the construction of new cottage houses and guesthouses, which often differ significantly from the traditional building principles and cultural and historical characteristics of the coast²⁰. Traditional coastal landscapes are disappearing not only as a result of building and urbanization, but also as a result of coastal erosion, storms and other natural processes.
- [Coastal erosion](#) is one of the problems of coastal areas and one of the most important aspects to be taken into account when planning the development of coastal areas and the priorities for their use. Coastal erosion is facilitated by anthropogenic disturbance in the coastal system, earlier anti-erosion structures, as well as by changes in natural conditions.²¹

Based on the state of nature conservation described above, a number of areas within the competence of municipalities are identified:

- Link between spatial planning and prospective development and nature protection.
- Inter-institutional cooperation for nature conservation.
- Ecosystem services in the coastal area.

Link between spatial planning and prospective development and nature conservation

In general, the requirements for nature protection are determined by regulatory enactments; however the municipality has the possibility to determine additional conditions within the framework of the spatial plan, as well as to designate territories with special conditions. Given that priorities and opportunities for infrastructure development in the municipality can change over the years, it is possible to introduce integration between nature conservation plans of SPNTs and the municipal spatial plan as a planning principle in the municipality.

Recommendations to municipalities for ensuring spatial planning and nature protection linkage:

²⁰ Coastal Construction Guidelines.- The Latvian Country Tourism Association "Lauku ceļotājs, 2011. Available at: https://www.celotajs.lv/cont/prof/proj/PolProp/Dokumenti/Apbruves_vadlinijas_eng_web.pdf

²¹Lapinskis J., Grīne I. "Vadlīnijas jūras krasta erozijas seku mazināšanai. Ieteikumi piekrastes pašvaldībām un zemes īpašniekiem", LU. (Guidelines for mitigating the effects of sea coast erosion. Recommendations to coastal municipalities and landowners.) Available at: <http://www.varam.gov.lv/lat/publ/met/?doc=18713>

1. *Actively follow **up** the development of individual protection regulations or management plans for SPNTs, ensuring participation of municipal employees in working groups*
2. *To take into account the “Guidelines for Integration of Nature Conservation Plans in Spatial Plan”, “Concept for Integration of Specially Protected Nature Territories in Municipal Spatial Planning Documents” and “Guidelines for Improving and Linking Nature Conservation Planning Process to Municipal Spatial Planning”.*
3. *To ensure the integration of nature protection plans for SPNTs into the Municipal Spatial Plan, ensuring the coherence of the planned infrastructure, as well as presentation of appropriate requirements in the use and building-up regulations of the spatial planning.*
4. *The spatial planning should include a representation of the most valuable areas, viewpoints and landscape roads, with specific building and use regulations in their vicinity, as well as an assessment of the impact of the planned development on nature and landscape.*

Inter-institutional cooperation for nature conservation

The institutions (local government warders, DDA and State Environmental Service inspectors) responsible for monitoring nature protection lack the capacity, are unable to ensure constant or very regular presence in the areas being monitored. Although public information on the SPNTs is available to everyone, there is often a lack of awareness amongst the public about its importance and role in the public interest. Given that there are a number of organizations and institutions that are co-responsible for educating people in nature conservation matters, cooperation between these institutions and their management should be addressed.

Recommendations to municipalities on promoting inter-institutional cooperation for nature conservation:

1. *Evaluate the possibility of setting up municipal working groups or consultative councils for the development of inter-institutional cooperation on the protection of coastal natural environment at local level.*

Ecosystem services in the coastal areas

The proximity of the sea and the unique coastal nature provide benefits for the development of the area. The evaluation approach of ecosystem services (cultural services, logistic services and regulatory services) is a modern instrument that helps to find sustainable solutions for spatial development, taking into account the opportunities of natural capital and nature protection requirements. Evaluation of ecosystem services would provide an opportunity to understand the contribution of the natural environment to coastal population and the local economy and to use this information in making decisions on the management, use and development of certain areas or properties, balancing nature protection with social and economic aspects.

Recommendations to municipalities on evaluation of coastal ecosystem services:

1. *Evaluate the services provided by ecosystems in coastal areas, particularly in coastal development areas (included in the Coastal Spatial Planning²²), as well as in the vicinity of urbanized sites*
2. *Involve residents of the municipality or other populated area in the identification of ecosystem services (in particular in the identification of cultural services as the local people have better knowledge about the cultural ecosystem services in the neighborhood).*
3. *Prepare and conduct educational campaigns on ecosystem services in the research area, thereby promoting public awareness.*
4. *Use the assessment of ecosystem services as a tool for making decisions relating to the development and use of the area, or to other planned or unplanned changes in the area that may have an impact on the diversity of ecosystem services.*
5. *Use the assessment of ecosystem services as a basis for the development and promotion of new ecosystem services in the municipality.*

Conditions for the identification of uses at sea and in the adjacent land areas

When designating areas for natural and recreational purposes, the following conditions relating to other uses of the sea and coastal areas should be taken into account:

- Areas are primarily designated in close proximity to SPNTs and PMTs with respect to the specific conditions of the areas and, accordingly, avoiding determination of other uses of the sea and coastal area.
- Such areas should be well connected to facilitated exits to the sea or to natural and cultural sites near the coastal area. Enable the visitors' movement across facilitated areas, thereby reducing the impact of anthropogenic pressures on species and habitats.
- Identify landscape in the areas and promote their improvement or preservation.

Development of port activities

In order to improve and ensure the competitiveness of ports, it is necessary to ensure the availability of high-quality port services at competitive prices. Development and maintenance of suitable infrastructure is an important direction in port development, work must also be done on the analysis of the structure of the cargo to be handled and on improving the quality and efficiency of the services and freight, and on the diversification of services and goods and on the development of new forms of economic activity in the coastal waters of the port and the integration of the port into the urban environment.

In view of the presence of ports as a key factor in coastal area activity, when planning of marine coastal waters and adjacent land areas at local level, it is necessary to search for answers to the following questions:

1. *How can ports be successfully integrated into coastal areas, including public access to jetties/moles?*
2. *How to plan coastal areas, taking into account the ports and their development plans (including at sea and in the port aquatorium)?*
3. *How to boost the competitiveness of ports with spatial planning instruments?*

²² Available at: <http://polsis.mk.gov.lv/documents/5763>

4. *How to plan new areas for small ports or quays?*
5. *How to promote the development of new economic forms in port areas?*
6. *What impact does the port have on the living standard of people in the municipality?*

Several directions of cooperation between municipalities and ports are defined:

- Port aquatorium and infrastructure
- Yacht service
- Potential of using alternative energies in ports
- Creating new jobs in ports – industrial development
- Port as an integrated part of a populated area

Port aquatorium and infrastructure

Primarily in marine coastal waters, the routes reserved for shipping to/from the port should be defined in accordance with the Maritime Plan 2030 and the restrictions imposed on the development of other uses of the sea in these areas.

It is important to understand whether the port will have the appropriate technical equipment when changing or increasing its cargo structure. This can be determined by understanding whether the port has an appropriate depth of the shipping channel that will serve future fleet trends; where the ground depository is planned; the technical condition of the quays, etc.

Accordingly, it is possible for municipalities, in cooperation with the port, to plan activities in the thematic planning and other municipal planning documents that would allow the port to be adjusted in accordance with to long-term development plans.

Recommendations to municipalities on port aquatorium and infrastructure issues:

1. *Development plans for each port should be strengthened in the port development programme, which shall be approved by the Latvian Ports, Transit and Logistics Council.*
2. *Port development plans must be approved by municipal resolution.*
3. *The activities foreseen in the port development plans shall be subject to Environmental Impact Assessment and coordinated with the Cabinet of Ministers by issuing a Cabinet order on port reconstruction works, if any.*

Yacht service

The yacht service mainly contributes to the overall economic activity of the municipalities and other populated areas, provides revenue for accommodations, food service providers, etc., but does not provide significant revenue for the port authority. In order to attract yachts in ports in the future, a number of improvements are required and additional services should be offered:

- Sanitary unit for yacht crews (WC, showers, etc.)
- Refueling of yachts. – If it is not possible to build a stationary refueling station, it can be solved by a mobile on-site refueling facility

- Yacht wastewater collection – purification of sanitary water and accumulation of sewage water. Placement of an alternative reservoir may be planned
- Yacht wintering – additional sheds can be built to house the yachts lifted out of water
- Providing yacht repair – a hangar-type repair shop can be constructed

Recommendations to municipalities on the development of yacht service:

1. *Assess the possibilities of developing marina/yacht services in ports, taking into account the potential for development in this sector.*
2. *Include action strategies for the development of yacht service in municipal development planning documents and evaluate the possibilities to attract project co-financing.*

Potential for the use of alternative energy in ports

Some ports have the potential to use various forms of alternative energy available in coastal areas (wind, solar, wave energy, offshore heat pumps).

Wind energy

The Marine Planning 2030 identifies potential locations for offshore wind parks. These areas should be assessed for impact on the principles of the basic functioning of the port and safe distance from the shipping lanes. Wind generators may also be located in or around port areas in order to provide ports with alternative energy, but it should be borne in mind that power supply may be volatile. A feasibility study and an EIA process are required to evaluate the installation of such a wind farm or wind turbines. Not only can the power generated by wind turbines provide port functions, but it can be delivered to the common grid and provide electricity to the municipality or the entrepreneurs.

Solar energy

Solar energy can be used to support individual port activities. By installing solar panels and solar collectors, the port and municipality can gain independence from fluctuating energy prices and become more environmentally friendly by replacing fossil fuels with solar panels, thereby reducing CO₂ emissions. The municipality may support the installation of such solar panels not only in the port area but throughout the municipality.

Wave energy

The amount of energy obtained depends on the characteristics of the waves, i.e., their height and frequency of storms. Such a power plant should be located where the prevailing winds are openly accessed. In the case of Latvia, these are the southwest winds. Adequate wind intensity is found on the west coast of Kurzeme, which makes Kurzeme coastal ports more suitable for the use of wave energy. It should be noted that wave energy is not constant and there must be another source of energy in case there are no waves at sea.

Offshore heat pump as an alternative to gas, coal and woodchips

The municipality may use an offshore heat pump to heat households and ports in its administrative territory. This heat can be obtained from the coastal area of Riga city.

Recommendations to municipalities on the development of potential for the use of alternative energies:

- 1. Consider port bunkering of ships with LNG and arranging powerful electrical connections of sufficient capacity able to charge vessels in the short term.*
- 2. Depending on the port and municipality possibilities, evaluate alternative energy options.*

Creating new jobs in the port – industrial development

Free territories of ports are a good place to develop new forms of production in the port, depending on the directions of economic development of the country. Latvia often exports bulk cargoes to other European countries, where they are packed up or supplemented with additional additives and they are re-exported to Latvia. It is possible to carry out this process here in Latvia, using the local workforce and the potential of ports. An example of this is peat, which is packed up in Denmark and sent back to Latvia in bags. It is similar with timber, woodchips and granules.

Recommendations to municipalities on creating new jobs in the port:

- 1. In cooperation with the Port Authority, evaluate the potential of the port and the possibilities for recycling available resources.*
- 2. Assess the possibilities of producing oversized goods in port areas that can be transported by sea without burdening motorways if there is space available in the port for loading-unloading.*

Port as an integrated part of a populated area

It is important to assess the impact of port operations on the daily lives of people, especially those living in the vicinity of the ports, and find a co-existence solution that in the future would be most beneficial for all parties involved. More actively and more widely, it is necessary to explain to the public both the nature of the port as a whole and the decisions related to the development of the port and to ensure that people are involved in the decision-making process.

At the same time, it is possible to promote the development of ports as an integrated part of the city by defining accessible and inaccessible areas, creating thematic facilities, etc. Taking into account the need of ensuring the economic functioning of ports and the interest of residents and guests in accessing the sea, one of the ways of promoting openness and improvement of ports is to develop a detailed plan and / or architectural design competition in cooperation with the Port Authority, with a view to integration of the port in the urban environment. Within the framework of the detail planning or architectural design competition, it is also possible to address the linkage of jetties/moles to the urban environment, the necessary infrastructure of facilities in the territory adjacent to the port, as well as creation and incorporation of other business premises (wood-processing space, small and medium-size business rooms, trading area, etc.) in the area and in close proximity to it.

Recommendations to municipalities about developing linkage between port areas and populated areas:

1. *The development of modern port areas that reduce the physical barrier between the center of a populated area and the sea, and facilitate access of people to the moles, would contribute to the integration of port areas into the urban environment.*
2. *To evaluate the possibilities for the municipality in cooperation with the port authority to develop a detail plan and / or architectural design competition aiming to integrate the port into urban environment.*
3. *Encourage ports, in cooperation with municipalities, to take measures to reduce or limit port emissions through the installation of odor-collection and control equipment, the installation of noise walls or enclosing walls, or the construction of hangars for transshipment of loose materials to minimize dust emissions.*
4. *It is recommended to provide for a protection zone (green area) around the port area and residential or mixed buildings in the spatial plan, thereby reducing air, noise and visual pollution caused by port activities.*

Conditions for the determination of uses at sea and the adjacent land area

Port territories and port aquatorium (including external roadstead) are typical forms of coastal use characteristic for coastal municipalities which also significantly influences the use of the sea in the sea area close to the port. When designing plans for marine coastal waters and adjacent coastal areas, it is essential to take into account the port area as well as the port's external roadstead.

It is desirable for municipalities, in cooperation with ports, to plan activities that will allow the port to be aligned with long-term development plans (e.g. maritime or land-based development).

The following conditions, related to other uses of the sea and the coast, shall be taken into account when setting up marinas/yacht berths:

- From the perspective of nature protection and fish resources, the process of dredging and soil displacement may pose a risk to the aquatic ecosystem;
- Hydro-technical structures may pose risks of coastal erosion, so it is important to consider the impact on coastal erosion processes and potential development of the coastline when anticipating their construction (in the case of new quays);
- When setting up marinas/yacht berths, it is essential to ensure good terrestrial connectivity to motorways;
- From the tourism and recreation perspective, it is public access sites, tourism services, active recreation areas can be developed in the territories of marinas/yacht berths;
- In view of the development of related infrastructure on the coast, active recreation areas on the water should also be developed in the vicinity of the marinas/yacht berths, removing them from the coastline and providing a corridor for motorized water sport vehicles in the sea.

Development of coastal tourism

The coastal cultural and natural heritage constitutes the identity and competitiveness of its populated areas and regions. In addition, there are excellent kite-boarding and surfing places, peaceful relaxation opportunities, well-equipped bathing areas and unique cultural, tourist and nature attractions in the territories of Latvian coastal municipalities.

A long-distance hiking route “Jūrtaka”²³, which forms part of the European long-distance hiking route network E9, was created along the Latvian coast in 2018; the cycling route EiroVelo13, which also runs along the coast, is being actively developed and improved. The coast is also a great place for various cultural events. At the same time, these opportunities also pose challenges for coastal authorities, since the supply of various activities and the demand from residents and visitors make it necessary to reduce the burden of tourism on the coastal environment, to develop coastal infrastructure and provide visitors with the necessary services.

Given these circumstances in the offer of tourism and recreation, the following issues need to be addressed in this sector:

1. *How can maritime coastal planning promote the active tourism and recreational business?*
2. *How to deal with the development of recreational buildings in the area being planned?*
3. *Where to plan recreational and water sports areas, taking into account the needs of water sports, existing habits and prospects for the use of marine coastal waters?*
4. *How can maritime and coastal planning be linked to different cultural activities?*

One of the factors hindering the development of the tourism sector is the lack of accessible infrastructure, including access to the sea, access to operational transport, and also the provision of trails, signs, etc. The most important infrastructure development issues are addressed in the Coastal Spatial Plan²⁴, which can accordingly serve as a support tool for projects initiated by municipalities. This document also contains information on the assessment of the human safety and rescue situation on the coast²⁵, which should be taken into account when planning the areas to be developed sites and providing measures to improve human safety and operational access to the beach / coast.

Based on the present situation in the field of tourism development, several directions to be solved within the competence of municipalities have been identified:

- Coastal accessibility and facilities/amenities.
- Coastal and offshore construction.
- Seasonality of tourism activities.

Coastal accessibility and facilities/amenities

Coastal accessibility solutions and development proposals are included in the Coastal Spatial Plan, but municipalities still have the opportunity to address accessibility issues such as beach

²³ Within the Estonia - Latvia Cross- Border Cooperation Programme project "Hiking route along the Baltic Sea coast in Latvia and Estonia". Information about „Jūrtaka” and the Project is available at: <http://coastalhiking.eu/lv>

²⁴ <http://polsis.mk.gov.lv/documents/5763>

²⁵ See section 3.1.3. of the Coastal Spatial Plan: “Cilvēku drošības un glābšanas nodrošināšana attīstāmajās vietās” (Ensuring people safety and rescue areas to be developed) and Annex 3 “Piekraustes attīstāmo vietu sasniedzamības un piekļuves novērtējums no operatīvo dienestu perspektīvas” (Assessment of the reach and access of coastal sites from the perspective of the operational services)

access, alienation of parcels or the imposition of an easement (property encumbrance in favor of the public access to the coast) to create these exits to the sea.

If tourist movements are planned in the coastal zone, setting up camps, camping sites, etc., they must be provided with a fitted fire place, garbage tanks, toilets; it is advisable to create driveways and parking places, as well as the places for rest should be indicated by information marks.

Coastal accessibility is also ensured from the sea, providing boats of various sizes with access to ports or berths; therefore it is necessary to plan terrestrial movement linkage with ports and berths.

Recommendations to municipalities on the development of coastal accessibility and facilities/amenities:

- 1. Find solutions for planning accessibility of coastal areas in various ways, such as walking, cycling, driving, going by public transport, as well as maritime transport (boats, yachts, etc.); plan accessibility solutions at the level of thematic planning, sustainable development strategies and development programme, as well as at the level of spatial planning.*
- 2. Promote recreational functions, with particular emphasis on the development of the hiking trail "Jūrtaka" and the EuroVelo13 cycling route and the development of infrastructure. In addition, provide walking trails of varying lengths near the coast, facilitating the attraction of one-day travelers.*
- 3. Promote the development of beach facilities by exploring the necessary solutions for different beaches (e.g. those focused on coastal recreation, water sports, event and festival infrastructure support, etc.).*
- 4. Develop improvement of beach facilities and informative sign placement solutions with a common design concept, in line with the characteristics of the populated area.*

Coastal and offshore construction

According to the requirements of the regulatory enactments, offshore construction (both in coastal waters and beyond the 2 km zone) shall comply with special procedures which differ from the terrestrial construction process. Any activity in the sea, including exploration of natural resources and exploration of the area in the sea, to be carried out prior to construction work, shall not be allowed at present without a permit or license issued by a competent authority of Latvia. Municipalities do not have the possibility to determine or harmonize license areas for buildings necessary for the development of recreation and tourism in the sea (even if located near the coast and in municipal possession). In order to obtain licenses, anyone wishing to use the sea for the construction and operation of structures shall submit an application to the responsible ministry, and the matter shall be examined by the Cabinet. Such procedures are complicated and time-consuming, and thus do not encourage the willingness and ability of municipalities or developers to carry out this process.

At the same time, the possibility of developing sites at sea would be a way of developing niche tourism, attracting visitors, and creating new jobs. In order to implement such a project, it is possible for the municipality to organize an international architectural contest. Subsequently, the municipality can use the initiatives and visions of the competition to attract investors to developing areas.

It should be noted that any construction in coastal waters must be proportionate so that it does not adversely affect environmental aspects (including biodiversity and coastal erosion); therefore the complex construction approval process is in most cases justified in order to avoid too intensive coastal development.

Recommendations to municipalities for planning coastal and offshore construction:

- 1. Identify prospective offshore locations for possible offshore construction. Carry out a feasibility study on the appropriateness of these sites for construction and its environmental impact. Prepare an offer to investors for the creation of “magnet objects” in the sea or on the coast.*
- 2. Organize an international design or idea competition for the creation of “magnet objects” (tourism objects, attraction objects) in coastal areas or in the sea.*

Seasonality of tourism activities

Beach tourism is topical during the summer season, but the range of activities available is relatively homogeneous and underdeveloped. During the off-season (autumn, winter, spring) the number of visitors decreases due to the lack of activities (e.g. events, attractions, etc.) for the leisure time on the coast.

Municipalities compile the tourism offer on their tourism home pages, as well as use regional or national level tourism marketing tools to promote their offer, which includes both cultural and recreational activities, as well as offers to visit various events and cultural institutions.

Recommendations for municipalities to mitigate the seasonal impact of tourism activities:

- 1. Work on popularization of tourism offers to local and foreign audiences.*
- 2. Promote the development of tourism-related business ideas in the municipality by supporting prospective entrepreneurs with training, business grants or other instruments.*
- 3. Enhance diversification of tourism supply by reducing the seasonal aspect in the coastal area, for example, by supporting activities (sporting events, festivals, etc.) during the autumn / winter season.*

Conditions for the determination of uses at sea and the adjacent land area

When designing **beach areas**, municipalities are advised to provide for higher detail in these areas, addressing the needs of beach visitors by using the beach for recreation. The terrestrial area of the beach should preferably include: active recreation (volleyball, beach games), peaceful relaxation (quiet area), toilet and shower facilities, shading possibilities (taking into account the heat waves caused by climate change, it is essential to ensure shelters on the beach), etc. zones.

Taking into account the population structure of the area and the access points to the coast, it is possible to organize the development of separate beach complexes (provision of amenities - changing rooms, toilets, waste bins, children's play facilities, beach objects, etc.).

When establishing beach areas, the following conditions, which are related to other uses of the sea and the coast, must be taken into account:

- Beach areas are associated with an increase in visitors to the area, requiring active access to the sea, access to parking areas and appropriate beach infrastructure (e.g. shade elements, drinking water supply, beach showers, etc.).

- Different types of beach visitors tend to seek different activities in the beach area, including peaceful or active recreation, so it is desirable to differentiate beaches that can be used for active recreation, including active water recreation, reducing the potential conflict possibilities between beach visitors.

- Anthropogenic pressure may increase in beach areas, so it is essential to design beach zones in areas with the lowest possible pressure on environment, SPNTs and MPAs among them.

- The improvement of the beach area facilities changes the coastal landscape, so the importance of maintaining the landscape in the coastal area should be taken into account.

Water Recreation Area - A designated facilitated part of marine coastal water area where water and wind sports equipment such as wakeboarding, kite-boarding and other related activities are permitted. Motorized water sports equipment is not allowed in these areas.

In accordance with the methodology²⁶ for the functional linking of sea and land uses, the following considerations should be taken into account when planning coastal recreational areas on the water:

- An unorganized flow of beach visitors can create conflict situations between different groups of beach users, requiring the designation of separate zones for non-motorized and motorized water sports.

- Water sports areas need to be planned in context with access to the beach (roads, parking lots).

- Water sports activities can create conflicts with inshore fishing, so activities should be planned separately from areas important for inshore fishing.

- Disorganized tourism flows may pose a threat to coastal SPAs, so appropriate areas adapted to the tourist load and non-adapted areas should be distinguished, with activities mainly concentrated in areas where infrastructure can be provided.

Motorized Water Sports Area - A marked part of the facilitated offshore waterway, which is permitted to enter by watercraft, which is intended for active recreation by water motorcycles, water skiing and other related activities.

In general, the area of motorized water transport is planned similarly to the area of non-motorized water sports, while taking into account that motorized and non-motorized water sports create a conflicting situation and it is not safe for them to be in the same area. At the same time, it has to be taken into account that motor vehicles can travel longer distances in a faster time.

The following conditions, which are related to other uses of the sea and the coast, must be taken into account when planning the area for motorized water sports:

- The zoning of motorized watercraft is not compatible with a nearby bathing area as these vessels are loud and cause discomfort as well as safety / life hazards for coastal holidaymakers and therefore must be demarcated from the rest.

- Motor vehicle activity potentially creates a conflict situation between inshore fishermen or anglers and users of motorized recreational equipment.

- To reduce the discomfort of coastal visitors, motorized vehicle use areas are being moved away from the near-the-shore waters to a more remote area at sea, thus requiring a certain route to this area.

- The coast should be connected where it is possible to provide suitable load-bearing areas with the possibility of bringing motorized vehicles to the coast.

²⁶ .

http://www.varam.gov.lv/in_site/tools/download.php?file=files/text/Darb_jomas/TAP/juras_plan//1401090813_Metodika_par_juras_un_sauszemes_izmantosanas_veidu_funkcionalo_sasaisti.pdf

Municipalities are advised to provide appropriate coastal safety measures and mitigate security risks, for example by displaying safety information boards and beach access barriers (where applicable in the area), including water recreation areas and motorized water sports areas. Where possible, provide rescue stations or rescue boats, such as marinas, etc. and planning solutions to improve people's safety and access to the beach / seaside by emergency services.

Offshore Constructions - territory where you can potentially create a tourist attraction - a magnet object built in marine waters. It should be noted that in order to attract investment for the construction of magnet objects, it is desirable for the municipality to initiate an offshore exploration process detailing the conditions and potential impact of any construction site and to prepare an investment proposal. At the moment, the municipality or the investor has to take into account the relatively long process (estimated to be about 400 days according to the procedure) for the creation of such an object, taking into account the need to obtain license area approval from the Cabinet.

When designing offshore constructions, the following conditions, which are related to other uses of the sea and the coast, must be taken into account:

- Buildings can increase the risk of coastal erosion, so it is important to consider the potential development of the shoreline as well as the potential impact on the nearby PMTs when designing it.
- When building a tourism facility, it is necessary to ensure that the environment is accessible, arranging a good terrestrial connection with pedestrian paths, roads and motorways;
- Offshore structures have an impact on coastal and offshore landscapes, so the aesthetic appeal of the construction to the surrounding environment should be assessed, ensuring that important landscape points are preserved.

Other uses of the sea and coastal area

Recommendations and conditions for planning and implementation of other uses of the sea and coast are not directly related to the thematic aspects analyzed in the preceding sub-sections, but are possible and prospective uses of the sea and coast that can be addressed by municipalities.

Coastal fishing zone

The municipality needs to identify areas where coastal inshore fishing is common. The coastline is diverse, with stony areas limiting access to the sea and steep coasts, specially protected areas, and population density (where people have found an opportunity to develop their property, there is likely to be a boat and access to the sea from of your property) and access to the area (possibility to bring a boat). As a result, the high intensity of inshore fishing is in the vicinity of ports and populated areas. In coastal waters, fishing for personal consumption and commercial fishing take place to a depth of 20 m at sea. In order to be able to carry out the catch, it is necessary to ensure that the fish can be landed.

According to the methodology for the functional linkage²⁷ between marine and land-based uses, the following factors, which are related to other uses of the sea and coastal areas, should be taken into account in the planning of coastal fishing areas:

- Note that fishing is not permitted in port areas and must not take place on shipping lanes,
- In areas where the beach is used actively (holidaymakers), inshore fishing areas should be removed from the shore in order to avoid conflicts and dangerous situations between fishermen or anglers and holidaymakers.

²⁷http://www.varam.gov.lv/in_site/tools/download.php?file=files/text/Darb_jomas/TAP/juras_plan//1401090813_Metodik_a_par_juras_un_sauszemes_izmantosanas_veidu_funkcionalo_sasaisti.pdf

- Given that self-fishing can be associated with natural environmental risks (degradation of coastal and dune ecosystems upon departure), it is essential to provide access infrastructure,
- There is a need to limit inshore fishing in areas where birds are concentrated,
- Inshore fishing can compete with areas that are suitable for lovers of active water sports and suitable for aquaculture, so these areas need to be separated in the sea.

Growing aquacultures

In view of the specific farming conditions and potential impacts of aquaculture and the absence of specific locations for marine aquaculture development in the Maritime Plan 2030. Each development intention and its specific location (including its distance from the shore, the depth) must be viewed individually, depending on the technology used and the requirements for compatibility with other uses of the sea.

In order to establish aquaculture farming areas near the coast, it is necessary to carry out research on the suitability of environmental conditions for the cultivation of various aquaculture species and to develop environmentally friendly technologies suited to Latvian conditions. Given that the environmental impact of algae and shellfish aquaculture is lower than that of fish aquaculture, seaweed and shellfish farming is potentially acceptable.

Establishment of aquaculture (algae and shellfish²⁸) farming sites shall be carried out in accordance with the construction process at sea and its technical solutions shall be evaluated and an EIA shall be performed.

According to the methodology for the functional linking of marine and land-based uses²⁹, potential conflict situations and functional links with other uses of sea water should be taken into account when designing prospective zoning for aquaculture farming in coastal waters:

- Aquaculture production can have a negative impact on underwater habitats and water quality, so a site that does not affect nearby MPAs should be selected,
- Avoid in areas reserved for shipping, port access areas, and port areas. At the same time, the maintenance of aquaculture requires regular sea voyages and establishment of business-related infrastructure ashore,
- Technical solutions for aquaculture can have an impact on the landscape,
- Aquaculture may have a negative impact on fish resources if the quality of spawning grounds of fish is reduced (as a result of nutrient leakage or farm accidents).

Unspecified zoning

In areas where no zoning has been established, all uses of the marine space (fishing, tourism, licensing, etc.) are permitted as long as they do not interfere with other maritime activities / activities and do not harm the environment. At the same time, it should be borne in mind that the commencement of certain uses of the sea is possible through the procedures laid down in regulatory enactments.

²⁸ See, for example, informative materials of Kurzeme planning region: Establishment, maintenance and servicing of a shellfish farm at sea (<https://www.youtube.com/watch?v=TY38CE5FQEY>), Shellfish as a product (processing and use) (<https://www.youtube.com/watch?v=oDSEfeetDQY>), Environmental and socio-economic aspects of shellfish farming (<https://www.youtube.com/watch?v=lzt6ZsHIEpg>)

²⁹

http://www.varam.gov.lv/in_site/tools/download.php?file=files/text/Darb_jomas/TAP/juras_plan//1401090813_Metodika_par_juras_un_sauszemes_izmantosanas_veidu_funkcionalo_sasaisti.pdf

Planning and administrative instruments best suited to the uses of marine and coastal waters

This section summarizes, in tabular form, information on the uses of offshore waters and associated land, their interrelationships, and the tools used by municipalities (as summarized above) to plan them. The information summarized in *Table 3* illustrates the interrelationship between prospective uses of [marine coastal waters](#), their link with adjacent land use and the potential for addressing relevant planning issues with different planning tools (thematic planning, spatial planning, binding rules, etc.) while *Table 4* summarizes the interrelationship between the prospective use of [coastal land area](#) and the relevant planning instruments.

Table 3. Planning of prospective uses [marine coastal waters](#) with different planning instruments

Use of coastal land area	Prospective use in marine coastal waters	Thematic plan	Spatial plan	Binding regulations	Other instruments
Building (cities, villages)	Swimming/bathing places	X	X	X*	Cabinet Regulations
	Water recreation area	X		X*	
	Motorized water sports transport corridor	X		X*	
	Motorized water sports zone	X		X*	
	Yacht berths/marinas	X	X		
	Port aquatorium (incl. ext. roadstead)		X	X	
	Sewage outlet locations		X		
	Offshore structures (magnet objects)	X			
	Areas restricted for diving	X		X*	
	Marine Protected Areas				
Port activities	Port aquatorium (incl. ext. roadstead)		X	X	Cabinet Regulations
	Significant navigation directions	X		X	
	Replenishment of shallow water areas			X	
	Ground sheds			X	
	Areas restricted for diving			X	
	Coastal fishing zones	X			
Tourism and recreation	Swimming/bathing zone	X	X	X*	Cabinet Regulations
	Active recreation on the water	X		X*	
	Motorized water sports transport corridor	X		X*	
	Motorized water sports zone	X		X*	
	Yacht berths/marinas	X	X		
	Marine Protected Areas				
Energy production	Offshore wind parks	X			Maritime Planning
	Offshore pipelines and cables	X			
	Offshore heat pump		X		Maritime Planning
	Offshore cables	X			

Protected natural areas	Marine Protected Areas Swimming/bathing zones Fish restocking and feeding grounds Bird feeding grounds at sea Algae on the beach	X X X X	X	X*	Cabinet Regulations

* Possible after the entry into force of the amendments to the guidelines in the full document

Table 4. Planning of prospective uses of [coastal land area](#) with different planning instruments

Use of coastal land area	Prospective use in coastal land area	Thematic plan	Spatial plan	Binding regulations	Other instrument
Building (cities, towns, villages)	Beach zone	X	X	X	DP, LP Port Regulations, LP
	Yacht berths/marinas		X	X	
	Port areas		X	X	
		X	X		
	Fish unloading sites	X	X		
	Coastal cultural heritage sites	X	X		
	Observation sites	X	X		
	Observation towers	X	X		DP, LP
	Parking lots	X	X		
	Place for rest	X			
	Erosion risk mitigation measures (on the beach)	X	X		LTDS
	Exits to the sea	X	X		
	Coastal walkway	X	X		
	EuroVelo Route 13	X	X		
Port activities	Port territory		X	X	LP, DP
	Fish unloading sites	X	X	X	
	Pedestrian passageways	X	X	X	
	Lighthouses		X	X	
Fishing and processing of fish/seafood	Fishing boat quays, berths, unloading sites	X	X		
Tourism and recreation	Active coastal recreation	X		X	DP, LP DP, LP
	Beach	X	X	X	
	Natural and recreational areas	X	X		
	Coastal cultural heritage sites	X	X		
	Observation sites	X	X		
	Observation towers	X	X		
	Parking lots	X	X		
	Places for rest	X	X		
	Exits to the sea	X	X		
	Coastal walkway	X	X		
	EuroVelo Route 13	X	X		
Energy production and networks	Coastal electricity connections	X	X		Maritime Planning

Use of coastal land area	Prospective use in coastal land area	Thematic plan	Spatial plan	Binding regulations	Other instrument
of electronic communication and power transmission					
Protected natural areas	Natural and coastal recreational areas Exits to the sea Recreational sites Parking lots Places for rest Observation sites Observation towers Natural trails Coastal walkway EuroVelo Route 13 Coastal area where it is essential to preserve algae leachate	X X X X X X X X X X X	X X X X X X X X X X		Cabinet Regulations Individual protection rules

Taking into account the information in the tables on the possible planning and administrative instruments for planning maritime coastal waters and the adjacent land areas, it can be concluded that:

- most of the coastal land planning issues can be addressed in planning documents such as municipal spatial plans, as well as LP, DP;
- using Thematic plan as an instrument, it is possible to cover a relatively wide range of fields and uses in a single planning document;
- at the same time, it should be taken into account that the Thematic Plan is not binding and, using Thematic Plan as the basic instrument for planning maritime coastal waters and the adjacent land areas, it is desirable to ensure its continuity by integrating the results of the Thematic plan (action strategies, spatial solutions) in other municipal planning documents or by working out municipal binding regulations on the basis of the Thematic Plan;
- particular issues are regulated by Maritime Spatial Plan, Coastal Plan, as well as by Cabinet regulations; particular issues concerning SPNTs – by individual protection rules or plans.