CAPACITY4MSP
Strengthening the capacity of MSP stakeholders and decision makers

Interreg
Baltic Sea Region

EUROPEAN UNION
EUROPEAN REGIONAL DEVELOPMENT FUND

Integrated report on stakeholder involvement and engagement in Maritime Spatial Planning

August 2021

EU STRATEGY FOR THE BALTIC SEA REGION
FLAGSHIP

Author:

Kristina Veidemane, Baltic Environmental Forum - Latvia

Suggested Citation:

Veidemane Kristina. 2021. Integrated report on MSP stakeholder involvement and engagement in Maritime Spatial Planning. Capacity4MSP Project Platform Report commissioned by VASAB.

Acknowledgement:

I would like to express thanks to the Capacity4MSP project platform partners, members of HELCOM - VASAB MSP Working Group as well as representatives of the competent authorities for maritime spatial planning in the Baltic Sea for their active participation in workshops and meetings and fruitful contributions to the report.

Contents

1. Introduction

Within the framework of the project platform “Strengthening the Capacity of MSP Stakeholders and Decision Makers: Capacity4MSP”, a practical, interactive collaboration platform for maritime spatial planning (hereinafter – MSP) stakeholders, practitioners, decision makers and policy makers is being developed to support current MSP processes in the countries of the Baltic Sea Region (hereinafter - BSR), implementing the requirements defined in the policy documents at international, incl. the European Union (hereinafter - EU) and the BSR level with regard to the development of maritime spatial plans until 2020/2021.

The Capacity4MSP project platform shall synthesize the results of the projects and processes implemented so far on MSP management issues and to promote the transfer of knowledge and conclusions gained, and to highlight the main priorities of regional cooperation after 2020.

One of the project activities (No 3.3.) is dedicated to analysis of key aspects of stakeholder involvement and engagement into MSP. This activity supports the implementation of the HELCOM-VASAB Guidelines on Transboundary Consultations, Public Participation and Cooperation. The results of the activity are presented in this Report. The Report contains research-based analysis, experiences and practical examples of stakeholder involvement approaches and methods.

Objectives of the elaboration of the Report are as follows:

- To collect and review lessons learned, knowledge, conclusions and results from other MSP projects and national MSP processes affecting stakeholder involvement, awareness raising and engagement into MSP involvement at EU, BSR and national or regional level;
- To identify and map stakeholders according to the defined criteria as well as integrating the approaches and recommendations of the past and ongoing projects;
- To summarize stakeholder involvement and engagement methods;
- To describe peculiarities and gaps in communication identified in the national MSP processes and the improvements needed;
- To propose key conclusions and recommendations for the target group of the Report in the context of stakeholder involvement and engagement within and outside the BSR.

This report is prepared by Baltic Environmental Forum – Latvia during 2020-2021 according to the signed contract with the VASAB Secretariat .

2. Key terms and abbreviations used in the Report

2.1. Key terms and definitions

Stakeholder: a person, group or organization that has interest or concern in a given maritime spatial plan, its preparation or any other MSP relevant process (HELCOM-VASAB, 2016).

The public - shall mean one or more natural or legal persons and, in accordance with national legislation or practice, their associations, organisations or groups (European Parliament, Council of the European Union, 2003).

The public concerned: the public affected or likely to be affected by, or having an interest in, the environmental decision-making; for the purposes of this definition, non-governmental organizations promoting environmental protection and meeting any requirements under national law shall be deemed to have an interest (UNECE,1998; European Parliament, Council of the European Union, 2003).

Public participation - the process by which an organization consults with interested or affected individuals, organizations, and government entities before making a decision. Public participation is two-way communication and collaborative problem solving with the goal of achieving better and more acceptable decisions. Public participation prevents or minimizes disputes by creating a process for resolving issues before they become polarized. Thus, public participation is very broad by engaging general public in addition to the more institutionalized stakeholders. Widespread public participation helps to ensure a wider acceptance for the planning solution (HELCOM-VASAB, 2016).

Public participation as defined by the EU Directive 2003/35/EC on public participation is determined as early and effective opportunity for the public to participate in the preparation and modification or review of the plans or programmes. The focus is on the procedure to be set up and followed by the EU Member States.

Stakeholder engagement and involvement - processes which deals with concerns and issues raised at stakeholder and/or expert level. Unlike public participation these processes do not necessarily involve the general public.

Maritime spatial planning:

- a process by which the relevant EU Member State's authorities analyse and organise human activities in marine areas to achieve ecological, economic and social objectives (European Parliament, Council of the European Union, 2014);
- an instrument for analysing, coordinating and allocating the spatial and temporal distribution of human activities in marine areas to achieve a balance between economic, environmental, social and any other interests in line with internationally and nationally agreed objectives (HELCOM-VASAB, 2010).

Baltic Sea region countries: Denmark, Estonia, Finland, Germany, Latvia, Lithuania, Poland, Russia, Sweden.

Competent authorities (authorities responsible for MSP): the authorities preparing (developing) and/or approving maritime spatial plans.

2.2. Abbreviations and acronyms

Aarhus Convention	Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters
BSR	Baltic Sea Region
DST	Decision Support Tools
EEZ	exclusive economic zone
EIA	Environmental Impact Assessment
EU	European Union
HELCOM	Baltic Marine Environment Protection Commission - Helsinki Commission
IOC	Intergovernmental Oceanographic Commission
MSP	Maritime Spatial Planning
MSP Directive	Directive 2014/89/EU of the European Parliament and of the Council establishing a framework for maritime spatial planning
MSP principles	Baltic Sea Broad-Scale Maritime Spatial Planning Principles
MU	Multi- use
PP Directive	Directive 2003/35/EC of the European Parliament and of the Council of 26 May 2003 providing for public participation in respect of the drawing up of certain plans and programmes relating to the environment and amending with regard to public participation and access to justice Council Directives 85/337/EEC and 96/61/EC
SEA	Strategic Environmental Assessment
SEA Directive	Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment
WG	Working Group
UNECE	United Nations Economic Commission for Europe
UNESCO	United Nations Educational, Scientific and Cultural Organization
VASAB	Vision and Strategies around the Baltic Sea

3. Setting the scene

Public participation and involvement of stakeholders are addressed by a number of international conventions, legislations as well as soft laws such as recommendations or guidelines adopted at global, Pan-European, EU as well as BSR level. This chapter of the Report presents the core policy and legislative documents relevant for the MSP process in the BSR. The overview is presented to describe the degree of the participation of stakeholders and authorities from the perspective of MSP.

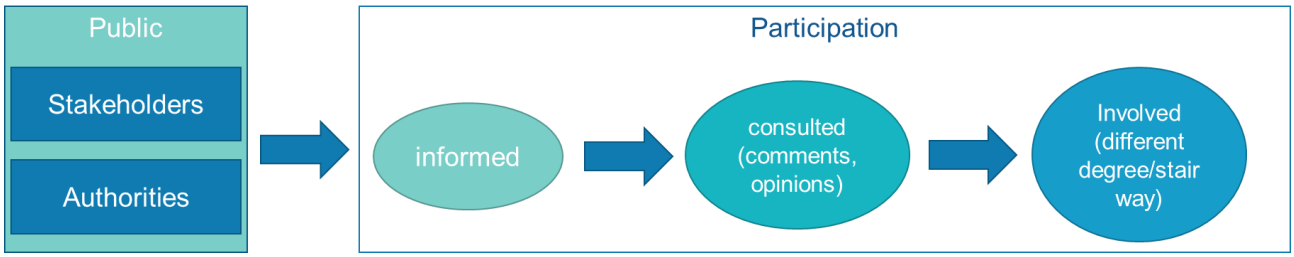

Figure 1. Conceptual scheme on the degree of public participation.

3.1. Baltic Sea Broad-Scale MSP Principles

"Baltic Sea broad-scale maritime spatial planning principles" (hereinafter – MSP principles) were adopted by HELCOM Heads of Delegations meeting on 8-9 December 2010 and by VASAB Committee on Spatial Planning and Development of the Baltic Sea Region on 13 December 2010 (HELCOM-VASAB, 2010). Ten MSP principles were agreed aiming to provide valuable guidance for achieving better coherence in the development of MSP systems in the Baltic Sea Region. Two out of ten MSP principles refer to the public participation. The MSP principles are embedded in the subsequent HELCOM-VASAB guidelines.

5. Participation and Transparency

All relevant authorities and stakeholders in the Baltic Sea Region, including coastal municipalities as well as national and regional bodies, should be involved in maritime spatial planning initiatives at the earliest possible stage and public participation should be secured. Planning processes should be open and transparent and in accordance with international legislation.

7. Transnational coordination and consultation

Maritime spatial planning should be developed in a joint pan-Baltic dialogue with coordination and consultation between the Baltic Sea states, bearing in mind the need to apply international legislation and agreements and, for the HELCOM and VASAB EU member states, the EU *acquis communitaire*. Such dialogue should be conducted in a cross-sectoral context between all coastal countries, interested and competent organizations and stakeholders. Whenever possible maritime spatial plans should be developed and amended with the Baltic Sea Region perspective in mind.

3.2. HELCOM-VASAB Guidelines on Transboundary Consultations, Public Participation and Cooperation

The 12th Meeting of the Joint HELCOM-VASAB MSP Working Group held in Gdansk on 24-25 February 2016 approved the Guidelines on Transboundary Consultations, Public Participation and Co-operation (hereinafter - the Guidelines) (HELCOM-VASAB, 2016)[1]. The Guidelines contain a glossary of key terms and definitions and two sets of recommendations: 1) Recommendations for Transboundary Consultation and Cooperation for a Specific MSP Process and 2) Recommendations for Transboundary Pan-Baltic Cooperation on MSP.

The Guidelines highlight the purpose of stakeholder involvement in transboundary consultation process - to ensure that stakeholder voices are heard, not only from within the country developing the plan but also across the borders and on pan-Baltic scale.

The Guidelines outline stakeholder consultation steps as well as list the steps in organising the stakeholder involvement in the transboundary consultation process.

The Guidelines suggest that stakeholder involvement is organised best at national level, as each country has a different culture and legislation (regulations) on public participation and different settings on how stakeholders are organised. It therefore needs to find its own way of involving stakeholders and general public and engaging them in the MSP process in line with a subsidiarity principle.

If appropriate, the competent authority might also consider engaging well organised stakeholder groups existing at pan-Baltic level, and also consulting existing transboundary expert groups (e.g., established by the HELCOM-VASAB MSP WG) on particular topics in line with the subsidiarity principle.

3.3. EU MSP Directive (2014/89/EU)

Directive 2014/89/EU of the European Parliament and of the Council establishing a framework for maritime spatial planning was adopted on 23 July 2014 (hereinafter – MSP Directive) is binding for EU Member States – its provisions are transposed in national legislation of the member states and shall be implemented accordingly.

The EU MSP Directive contains several provisions including a separate article related to public participation and stakeholder involvement. Public participation is regulated also by other EU legal acts thus MSP Directive refers also them, particularly to the Directive 2003/35/EC (hereinafter – PP Directive).

Recital 21: The management of marine areas is complex and involves different levels of authorities, economic operators and other stakeholders. In order to promote sustainable development in an effective manner, it is essential that stakeholders, authorities and the public be consulted at an appropriate stage in the preparation of maritime spatial plans under this Directive, in accordance with relevant Union legislation. A good example of public consultation provisions can be found in Article 2(2) of Directive 2003/35/EC of the European Parliament and of the Council.

Recital 24: With a view to ensuring that maritime spatial plans are based on reliable data and to avoid additional administrative burdens, it is essential that Member States make use of the best available data and information by encouraging the relevant stakeholders to share information and

[1] The Guidelines were adopted by the 72nd meeting of VASAB CSPD/BSR on 8 June 2016 and approved by HELCOM HOD 50-2016 on 15-16 June 2016.

by making use of existing instruments and tools for data collection, such as those developed in the context of the Marine Knowledge 2020 initiative and Directive 2007/2/EC of the European Parliament and of the Council.

Article 6. Minimum requirements for maritime spatial planning

2. (d) ensure the involvement of stakeholders in accordance with Article 9;

Article 9. Public participation.

1. Member States shall establish means of public participation by informing all interested parties and by consulting the relevant stakeholders and authorities, and the public concerned, at an early stage in the development of maritime spatial plans, in accordance with relevant provisions established in Union legislation.

2. Member States shall also ensure that the relevant stakeholders and authorities, and the public concerned, have access to the plans once they are finalised.

3.4. Aarhus Convention and PP Directive (2003/35/EC)

The United Nations Economic Commission for Europe (hereinafter - UNECE) Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters (adopted on 25 June 1998) (hereinafter - the Aarhus Convention) grants the public rights regarding access to information (first pillar), public participation (second pillar) and access to justice (third pillar), in governmental decision-making processes on environmental matters in the transboundary context at national, regional and other levels.

The Aarhus Convention has been ratified by EU Member States, but not been signed and ratified by Russian Federation.

In EU, provisions and requirements of the Aarhus Convention have been transposed in 2003 by adopting two Directives concerning the first and second pillars of the Aarhus Convention:

- Directive 2003/4/EC of the European Parliament and of the Council of 28 January 2003 on public access to environmental information;
- Directive 2003/35/EC of the European Parliament and of the Council of 26 May 2003 providing for public participation in respect of the drawing up of certain plans and programmes relating to the environment and amending with regard to public participation and access to justice Council Directives 85/337/EEC and 96/61/EC (hereinafter – PP Directive).

Both Directives 2003/4 and 2003/35 contain also provisions on access to justice which is the third pillar of the Aarhus Convention.

With regard to MSP, both directives play an important role. The MSP shall apply of an ecosystem-based approach which means that it contains environmental information that has to be also accessed by public.

The PP Directive 2003/35/EC requires that the public is given early and effective opportunities to participate in the preparation and modification or review of the plans or programmes. The PP Directive outlines minimum requirements whereas detailed

arrangements for public participation shall be determined by the Member States so as to enable the public to prepare and participate effectively.

PP Directive 2003/35/EC, Article 2. "... Member States shall ensure that:

(a) the public is informed, whether by public notices or other appropriate means such as electronic media where available, about any proposals for such plans or programmes or for their modification or review and that relevant information about such proposals is made available to the public including inter alia information about the right to participate in decision-making and about the competent authority to which comments or questions may be submitted;

(b) the public is entitled to express comments and opinions when all options are open before decisions on the plans and programmes are made;

(c) in making those decisions, due account shall be taken of the results of the public participation;

(d) having examined the comments and opinions expressed by the public, the competent authority makes reasonable efforts to inform the public about the decisions taken and the reasons and considerations upon which those decisions are based, including information about the public participation process."

3.5. Espoo Convention and SEA Directive 2001/42/EC

UNECE Convention on Environmental Impact Assessment (hereinafter – EIA) in a Transboundary Context (signed in 1991, entered into force in 1997) called as the Espoo Convention set the obligations of Parties to assess the environmental impact of certain activities at an early stage of planning and lays down the general obligation of Parties to notify and consult each other on all major projects under consideration that are likely to have a significant adverse environmental impact across boundaries.

The UNECE Protocol on Strategic Environmental assessment (hereinafter – SEA) to the aforesaid Espoo Convention (signed in Kyiv, 2003) requires its Parties to evaluate the environmental consequences of their official draft plans and programmes also in the transboundary context. The SEA protocol refers not only to plans or programs which set frames for projects with significant negative effects but also with significant positive effects.

Espoo Convention and its SEA Protocol has been ratified by EU Member States, but has not been ratified by Russian Federation.

In EU, provisions and requirements of the Espoo Convention have been transposed into a Directive. The most recent amended legal act in the field is the Directive 2014/52/EU of the European Parliament and of the Council of 16 April 2014 amending Directive 2011/92/EU on the assessment of the effects of certain public and private projects on the environment.

With regard to the Protocol on SEA, EU has transposed requirements in the Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment (hereinafter - SEA Directive) (European Parliament and Council of European Union, 2001). The MSP Directive (2014/89/EU), recital 23 states: "*Where maritime spatial plans are likely to have significant effects on the environment, they are subject to Directive 2001/42/EC*."

The SEA Directive distinguishes between consultations (Article 6) and transboundary consultations (Article 7). For national consultation, the authorities and the public shall be given an early and effective opportunity within appropriate time frames to express their opinion on the draft plan or programme and the accompanying environmental report before the adoption of the plan or programme or its submission to the legislative procedure. Member States shall identify the public for the consultation, including the public affected or likely to be affected by, or having an interest in, including relevant non-governmental organisations, such as those promoting environmental protection and other organisations concerned.

Transboundary consultations of the authorities and the public in a neighbouring Member States have to be organised if it is likely that there would be significant transboundary effects. The Member State in whose territory the plan or programme is being prepared shall, before its adoption, forward a copy of the draft plan or programme and the relevant environmental report to the other Member State. The SEA Directive requires to make the SEA report available to the authorities and the public. The detailed arrangements for the information and consultation of the authorities and the public shall be determined by the Member States.

The recent experience in the Baltic Sea region shows, that the countries notify each other about MSPs in accordance with the SEA Protocol not only due to identified potential significant impacts but also to ensure transparency of the spatial planning and environmental assessment process and to collect positions and information from other institutions from abroad, especially from neighboring countries. In such case the SEA is a useful tool to involve at the early stage of planning process stakeholders - authorities, NGOs and public within the country but also in transboundary context.

3.6. UNESCO-IOC

UNESCO's Intergovernmental Oceanographic Commission (IOC) promotes international cooperation and coordinates programmes in marine research, services, observation systems, hazard mitigation, and capacity development in order to understand and effectively manage the resources of the ocean and coastal areas.

Starting in 2006, UNESCO- IOC convened the first International Workshop on the use of marine spatial planning as a tool to implement ecosystem-based, sea use management. The workshop led to the preparation and publication of the first international MSP guide 'Marine spatial planning: a step-by-step approach toward ecosystem-based management" (IOC Manual and Guide No.53), published in 2009 (Ehler&Douvere, 2009). One of the key steps (No 4) in the MSP guide is devoted to stakeholder engagement. The guide advises to develop a stakeholder engagement plan that would lead to effective and efficient stakeholder involvement process.

"Guide to evaluating marine spatial plans" was published in 2014 aiming to assist marine planners and managers monitor and evaluate the success of marine plans in achieving real results and outcomes (Ehler, 2014). Monitoring and evaluation are often considered only after a plan has been developed. The guide emphasizes the importance of early integration of monitoring and evaluation in the MSP process, it also highlights importance of the engagement of the stakeholders in evaluation and consulting about the results of monitoring of MSP implementation.

MSP Guides, World applications and MSP Good practices are published at http://msp.ioc-unesco.org/.

3.7. Overview of tasks and requirements

Timing is critical aspect pointed out by all above-described documents. Early public participation when all options are open and effective public participation can take place is highlighted in the MSP as well as in relevant documents supporting the public participation. The table 1 summarises the key issues in planning public including stakeholder participation process in the MSP: who shall participate? How actively the participants of the process should be involved? When they shall be involved?

Table. 1. Key issues in public (incl. stakeholder) participation process.

Document	Who shall participate?	What are key tasks& requirements?	When should the public take part?
HELCOM-VASAB MSP principles	All relevant authorities and stakeholders	Should be involved	At the earliest possible stage
	Public participation	Should be secured; open and transparent	In accordance with international legislation
HELCOM-VASAB Guidelines	Stakeholders and general public	Detailed tasks/steps are outlined for transboundary consultation	To start consultations before the maritime spatial plan is fully drafted
MSP Directive 2014/89/EU	All interested parties	Shall be informed	• At the earliest possible stage • In accordance with relevant provisions established in Union legislation
	Relevant stakeholders and authorities, and the public concerned	Shall be consulted	
Aarhus Convention	• The public • The public which may participate shall be identified by the relevant public authority	Shall make appropriate practical and/or other provisions for the public to participate during the preparation of plans, within a transparent and fair framework, having provided the necessary information to the public	• Early public participation, when all options are open and effective public participation can take place
PP Directive 2003/35/EC	The public Member States shall identify the public entitled to participate	The public is informed about any proposals for plans; is entitled to express comments and opinions when all; options are open before decisions; is informed; about the decisions taken and the	Early and effective opportunities to participate in the preparation and modification or review of the plans

Document	Who shall participate?	What are key tasks& requirements?	When should the public take part?
		reasons and considerations upon which those decisions are based Member States in making decisions, due account shall be taken of the results of the public participation	
Espoo Convention/SEA Protocol	The public concerned, including relevant non-governmental organizations	• To ensure the timely public availability of the draft plan and the environmental report. • The public concerned has the opportunity to express its opinion on the draft plan and the environmental report	Ensure early, timely and effective opportunities for public participation, when all options are open
SEA directive	• Authorities which, by reason of their specific environmental responsibilities, are likely to be concerned by the environmental effects of implementing plans; • Identified "public concerned"	• Requirement to make the SEA report available to the authorities and the public. • Requirement to allow express the opinion on the draft plan and the accompanying environmental report before the adoption of the plan.	Shall be given an early and effective opportunity within appropriate time frames
UNESCO – IOC, MSP guide	Stakeholders Public	Detailed steps and guiding questions, good practices and examples are described to support stakeholder involvement and public consultation.	Stakeholder empowerment will be most successful when efforts start early on and continue throughout all subsequent steps of the MSP process.

4. Overall approach of the study

4.1. Conceptual framework

MSP is a process by which the relevant competent authorities analyse and organise human activities in marine areas to achieve ecological, economic and social objectives (MSP directive, 2014//89/EU). The broad scope of the MSP calls for integrative approach and inclusive planning process to achieve the sustainable development of the maritime and coastal economies and use of marine and coastal resources. A conceptual model of the study addresses the key leading public participation questions *who, when and how* have been involved in the MSP in the BSR countries either as a part of the official process or project-based initiatives.

MSP is developed and implemented in determined spatial boundaries, either at marine sub-basin level (regional level) or national administrative boundaries. Each marine country establishes an own spatial planning framework and also corresponding procedures and mechanisms for stakeholder participation, thus there can be substantial differences who, how and when is involved in the process. This study investigates the **multi-level aspects** of stakeholder involvement in MSP in the countries of the BSR. Multi-level - from local, regional, national, cross-border to transboundary- dimension in MSP has been addressed by almost all EU funded cooperation projects in the last decade, consequently transboundary and cross-border aspects have been prevailing in the implementation of these projects whereas local and uncommon issues might be neglected.

Another perspective for the analysis is **sector integration** that ensures coherence and avoids fragmentation in MSP. However, there have been observations that not all sectors are having equal power and that projected outcomes and processes are shaped by the powerful interests that engage with MSP (Flannery et al., 2016). In this study, the key stakeholders of the BSR are analysed, coverage of the key sectors in national processes, as well as engagement activities in various transboundary projects funded so far.

The MSP process is organised in **different phases** or steps which are outlined depending on the planning praxis and culture in each of the country. For EU Member States the MSP is embedded in legally-binding framework that shall comply with the minimum criteria of the Directive 2014/89/EU. The directive determines that MSP should cover the full cycle of problem and opportunity identification, information collection, planning, decision-making, implementation, revision or updating, and the monitoring of implementation. This study focuses its analysis and assessment on three major phases of MSP process: **development** of plan/s, **implementation** and **monitoring** of implementation of the adopted plans.

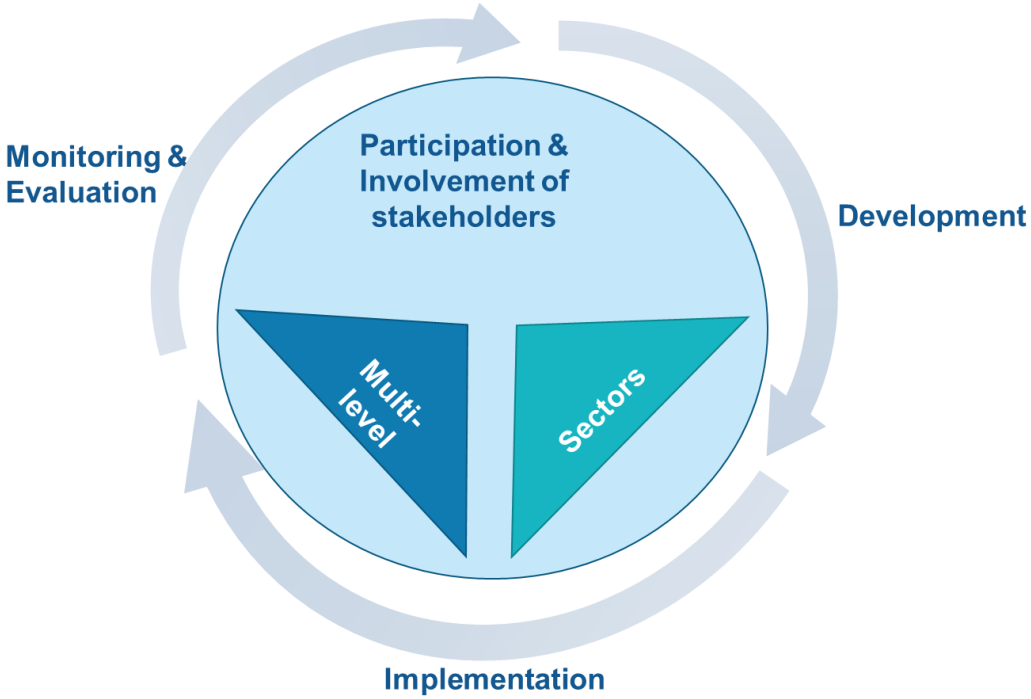

Figure 2. Conceptual framework for stakeholder involvement analysis

Maritime Spatial Plan is one of the tangible outputs from the process that may motivate stakeholders to take part in this process. The established plans might have a strong legal power setting legally binding requirements for future sea uses. On other hand the plans might have strategic character describing visions and ambitions on sustainable development of particular areas. This might influence the willingness to participate.

The stakeholder involvement can be organised with different purposes and needs. This leads to different degree of involvement of stakeholders. Several authors (Arnstein et al., 1969; Morf et al., 2019) and organisations (IOC-UNESCO's Guideline (Ehler & Douvere, 2009), HECOM-VASAB Guidelines, 2016) have developed systematic frameworks for organising public participation and or consultation. This study will focus on three major strategies:

- **information supply** – one-way communication, passive participation of stakeholder, mainly focus on dissemination of information, sending messages to stakeholders with information and access to information about the MSP;
- **consultation** - two-way dialogue - when the planning authority collects feedback, opinion, views of stakeholders' and takes them into account in planning process;
- **active participation and empowerment or deliberation** – established, regular dialogue & coordination of the MSP. This stage is also classified as involvement as there shall be interaction between stakeholders.

4.2. Methodology of work

The assessment work is mainly performed in a form of desk research, literature review and communication and interviews with experts involved in the national or regional MSP processes and projects. An important role has Capacity4MSP project platform meetings and feedback from the Capacity4MSP project platform partner organisations that are taken into account in drafting the report including recommendations.

The final deliverable is the Report as well as a presentation in the dedicated workshop about the stakeholder engagement issues during the next Baltic MSP Forum on 1-2 June 2021. Contributions from this MSP Forum's workshop have been integrated in the formulation of the overall recommendations.

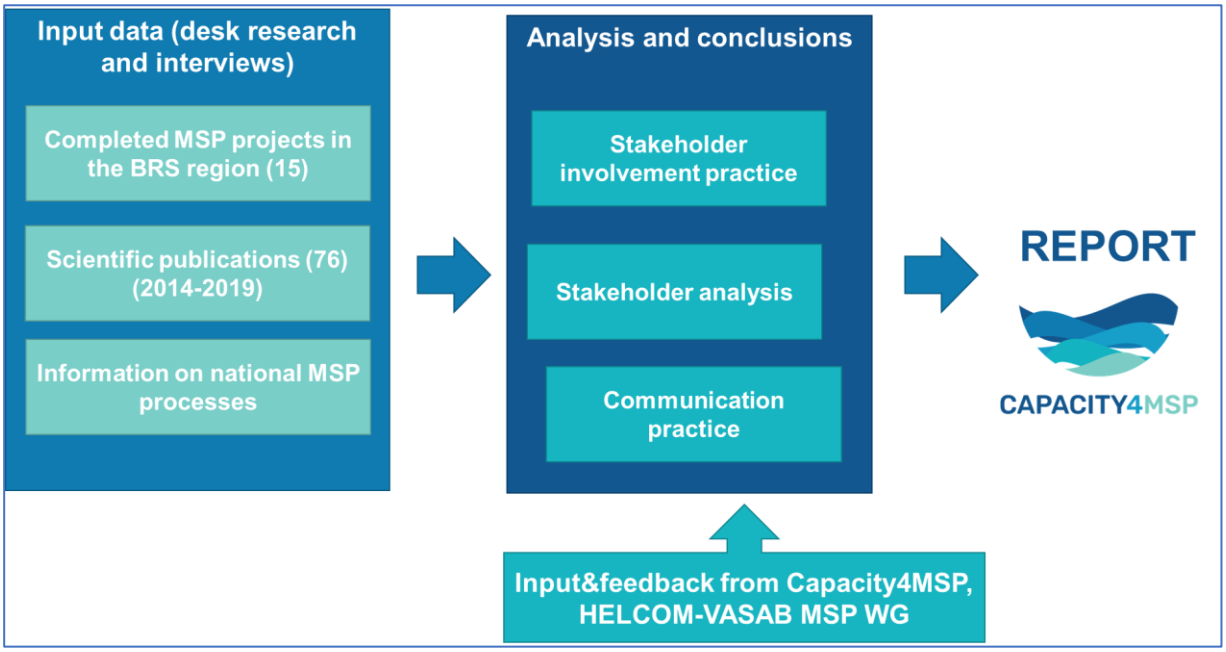

Figure 3. Workflow of the analysis

5. National MSP processes in the Baltic Sea Region

5.1. Competent authorities, planning levels and status

This chapter reflects on the status of the establishment of the MSP in the BSR. Germany and Lithuania are developing their second maritime spatial plans as the first ones were adopted either before the adoption of the MSP Directive 2014/89/EU or right after that but before the transposition deadline.

In 2009, Germany was the first Baltic Sea country that adopted MSP for EEZ aiming to co-ordinate the growing conflict of maritime uses, in particular between developing and space intensive offshore wind farms and marine environmental protection goals as well as traditional maritime uses such as shipping and fisheries[2]. Two Federal States (Lander) of Germany have also adopted their MSP which cover territorial waters of Germany. MSP requirements have been integrated in the Spatial development programme of the Mecklenburg – Vorpommern, adopted in 2005 and updated in 2016. The programme covers both terrestrial area and territorial sea. The State Development Plan for Schleswig-Holstein came into effect in October 2010 as a legally binding plan, covering terrestrial part and territorial sea. An updated version is currently under development and is anticipated in autumn 2021.[3]

1st Lithuanian MSP was developed and adopted in June 2015 as extension of the existing national comprehensive plan valid by 2020[4]. Now the new Comprehensive plan – Lithuanian 2030 - establishes spatial integration policy also including marine areas[5].

Russia has not yet adopted legislation that would require the MSP; however, the experience is accumulated in the research institutions via participation in transboundary projects[6]. In 2020-2021 Russia will develop the Russian MSP Roadmap (as part of Interreg BSR project platform “Capacity4MSP”), supported by the Ministry of Natural Resources and Environment of the Russian Federation.

The information about the status of the MSP process is regularly up-dated at HELCOM BASEMAPS portal as well as in the country fiches published on the VASAB web-site or other official publications. All EU Member States aims that the new plans are adopted by March 2021. Each country has established the time schedule for development of the plan including consultation process with the stakeholders. However, the development of the plans is very active particularly during 2020 and correspondingly the stakeholder engagement activities are intensively carried out at local, regional, national and transboundary level.

---

[2] Spatial Plan for the German Exclusive Economic Zone in the Baltic Sea 2009 – Text section. https://www.bsh.de/EN/TOPICS/Offshore/Maritime_spatial_planning/National_spatial_planning/_Anlagen/Downloads/Raumordnungsplan_Textteil_Ostsee.html?nn=2043950

[3] https://www.schleswig-holstein.de/DE/Landesregierung/Themen/PlanenBauenWohnen/Fortschreibung_LEP/Projekt/projekt_node.html

[4] https://www.e-tar.lt/portal/en/legalAct/acabfe0014e411e58569be21ff080a8c

[5] http://www.bendrasisplanas.lt/2019/12/13/en/

[6] https://www.ermaknw.ru/

Table 2. The MSP planning areas and competent authorities in the Baltic Sea (August, 2021); various public information sources.

Member State	Planning level	Area covered	Competent authority	Status
Denmark	National	All marine waters	The Danish Maritime Authority	Adopted, but public consultation is still on-going till 30.09.2021
Estonia	National	All marine waters	Ministry of Finance	Elaboration
	Regional	Hiiu county's territorial waters	Hiiu County Board	In force (September, 2016)
		Parnu county's territorial waters	Parnu County Board	In force (April, 2017)
Finland	Regional; Northern Bothnian Sea, Quark and Bothnian Bay	All marine waters	Coastal Regional Councils	In force (December, 2020)
	Regional; Archipelago Sea and Southern Bothnian Sea	All marine waters	Coastal Regional Councils	In force (December, 2020)
	Regional; Gulf of Finland	All marine waters	Coastal Regional Councils	In force (December, 2020)
	Regional	Territorial waters	Coastal Regional Councils	Regional land use plans in force, some under development
	Local	Territorial waters	Coastal municipalities	Local general and detailed plans in force, some under development
	Autonomous territory of Aland Islands	Territorial waters	Government of Åland	In force (March, 2021)
Germany	Federal	EEZ	Federal Maritime and Hydrographic Agency	In force (December 2009), new plan under elaboration
	State, Mecklenburg-Vorpommern	Territorial waters and internal waters	Ministry of Energy, Infrastructure and Digitalisation Mecklenburg-Vorpommern	In force (June 2016)

Member State	Planning level	Area covered	Competent authority	Status
	State, Schleswig-Holstein		Ministry of the Interior, Rural Areas and Integration of the State Schleswig-Holstein	In force (October 2010), new plan under elaboration
Latvia	National	All marine waters	Ministry of the Environmental protection and Regional Development	In force (May 2019)
	Local	Coastal waters: 2 km wide zone from coastline seaward	17 Coastal municipalities	Different, some pilot plans developed;
Lithuania	National	All marine waters and terrestrial areas of the country	Ministry of the Environment	In force (June 2015); new plan in adoption
Poland	National	All marine waters	Ministry of Maritime Economy and Inland Navigation; Maritime office in Gdynia; Maritime Office in Słupsk; Maritime Office in Szczecin	In force (22 May 2021)
	Local	Szczeciński Lagoon	Maritime Office in Szczecin	Elaboration
		Kamieński Lagoon		
	Local	Gdansk Bay	Maritime office in Gdynia	Elaboration
	Local	Vistula Lagoon	Maritime office in Gdynia	Preparation
	Local	for port area waters, i.e., Szczecin, Świnoujście, Police, Dziwnów, Trzebież, Łeba, Ustka, Rowy, Kołobrzeg, Darłowo and Dźwirzyno	Maritime Offices	Preparation

Member State	Planning level	Area covered	Competent authority	Status
Sweden	National, Gulf of Bothnia	From 1 nautical mile from the baseline, incl. EEZ	Swedish Agency for Marine and Water Management	In adoption
	National, The Baltic Sea			
	National, Western Waters or Skagerrak/Kattegat			
	Regional plans (only 2 regions; Stockholm and Skåne)	Internal and territorial waters	2 regions	One in development, one in force; however marine issues not fully covered
	Municipal comprehensive plans	Internal and territorial waters	80 Coastal municipalities (of which 65 partly overlap with national plans)	In force; however, the marine issues not always fully covered
Russia	Not defined	Internal waters, territorial sea, EEZ, shelf	Not assigned	In preparation

5.2. Stakeholder involvement practice

Being EU Member State means that the public participation shall be organized according to the MSP Directive (see section 3.3.) or PP Directive (see section 3.4). Minimum requirements on public participation include that the public is informed about a draft planning document and the public is entitled to express comments and opinions when all options are open before decisions on the plans and programmes are made. Thus, steps of the stakeholder engagement with **information supply** and **consulting to receive comments and opinions** shall be carried out based on existing procedures; however, the intensity of these activities can vary. The study looks more closely at **additional efforts and methods** applied by planning authorities **to engage with stakeholders**.

In order to engage with stakeholders some BSR countries have developed specific **stakeholder collaboration, involvement or interaction strategies or plans**. Actually, the documents also cover communication activities that are not only related to stakeholders but to any interested person. Communication aspects (including tools for information supply) are also addressed in chapter 9 of this report.

Information supply is provided not only at the websites of the planning authorities, but dedicated web-sites have been set-up by a number countries to ensure transparency of the process and easier following debates around the MSP (see table 3). The approach is very different. For example, BSH, Germany has set up and maintain active website: https://wp.bsh.de/en/ publishing regular news and newsletters from thus stakeholders are aware on ongoing activities. Some countries' web-pages or web-sites are more static and limited to publishing drafted documents or interim planning results. The information presented in the web-sites are common for all stakeholder groups. Screening the web-sites it seems that all sectors and interest groups have the same equal access to information used in the MSP process; no specific information products for particular stakeholder groups are created.

Table 3. Links to the web-sites or web-pages dedicated to the development of MSP

Country	Address
Denmark	https://havplan.dk/en/page/info
Estonia	https://mereala.hendrikson.ee/en.html (during the development phase) https://www.rahandusministeerium.ee/et/planeeringud (official site of the authority)
Germany, EEZ	https://wp.bsh.de/en/
Finland	https://www.merialuesuunnittelu.fi/en/ https://meriskenaariot.info/merialuesuunnitelma/en/merialuesuunnitelma-english/
Latvia	https://www.varam.gov.lv/en/maritime-spatial-planning (official site after adoption)

	https://www.varam.gov.lv/lv/juras-telpiska-planosana (official site after adoption)
Lithuania	http://www.bendrasisplanas.lt/
Poland	https://polishmsp.eu/ (a site for transboundary consultations) https://www.umgdy.gov.pl/?cat=274 (information about the plan)
Russia	https://www.ermaknw.ru/projects (information about the pilot MSP projects)
Sweden	https://www.havochvatten.se/planering-forvaltning-och-samverkan/havsplanering.html https://www.havochvatten.se/en/eu-and-international/marine-spatial-planning.html ***Note: the address will change soon***

Consultation meetings are among the most common used method in all countries. The meetings are arranged either to cover certain regions of the country to be closer to the working living places of stakeholders (e.g., Estonia, Finland, Latvia, Sweden) and/or organizing thematic consultation meetings (e.g., Germany EEZ, Latvia, Finland). These meetings ensure the mutual dialogues on the sectoral and local interests. Organization of public hearing events are common practice in the BSR; however due to COVID-19 the consultation meetings are taking place on-line. On other hand the broadcasting attracted additional interested persons in the topic who would not be able to participate otherwise. In the implementation phase wider consultation is arranged when site specific activities are negotiated through licensing. In addition to national plan, Poland is developing local plans where consultation meetings with relevant local stakeholders are arranged as well. Stakeholders or public can be consulted also on middle-term or post- evaluation reports. Such requirement is set in the Latvian planning system.

Stakeholders are also invited to provide written inputs, sharing data and knowledge. Such contributions have been particularly relevant for sectors where information is insufficient (e.g., coastal fishery, underwater heritage). Estonia launched and contracted several specific studies and assessments to collect and analyze thematic data, particularly on environmental and landscape aspects. Data were provided by researchers of universities as well by NGOs (Ornithologist Society) that holds certain important data. Finland and Åland Islands collaborated with fisheries stakeholders in the Pan Baltic Scope project to gather local-level knowledge and validate official national-level data on fisheries.

Advisory Committee or regular work group that represent the key stakeholders and support the planners in the process is one of the effective instruments used for stakeholder integration in planning process. Such regular interdisciplinary MSP working group was established in Latvia to accompany and advice the development of the plan and it is expected to have regular meetings of the group also during the implementation of the plan. In Finland everyone can register for MSP coordination network thus to receive information about national and regional events according to expressed interests as well as information about other participation opportunities and the newsletter. In Sweden, the Swedish Agency

for Marine and Water Management was working together with the county administrative boards while consulting coastal municipalities, NGOs and the public. The organization of the planning process was set up in the Swedish MSP RoadMap[7]. A cross-sectoral reference group representing managerial level of the relevant national authorities, municipalities and county boards was established. The task for reference group was to plan the process and to ensure holistic perspective. Cooperation at desk officer level was also set up in different groupings.

Participatory scenario building has been carried out in several countries. The activity has been supported by implementing EU funded projects, e.g., Pan Baltic Scope, Baltic LINes. The results directly contributed to the development of the plans in Finland, Åland, Latvia. The projects also supported the development of various tools and engaging stakeholders in the impact assessment of alternatives or cumulative assessments.

GIS platforms or web maps with different functionality is a common practice for the recently developed and published plans. It is expected that digital versions of the plans could be adopted and become legally binding in some of the countries in the BSR. The Baltic Sea MSP GIS platform – called BASEMAPS has been also established to support stakeholder involvement in the transboundary context. This web service is maintained by HELCOM - https://basemaps.helcom.fi/.

Table 3. Links to the GIS versions of the MSP

Country	Link
Estonia	https://mereala.hendrikson.ee/kaardirakendus-en.html
Finland	https://meriskenaariot.info/merialuesuunnitelma/en/suunnitelma-johdanto-eng/
Poland	https://sipam.gov.pl/geoportal?m=g856
Sweden	https://www.havochvatten.se/planering-forvaltning-och-samverkan/havsplanering/havsplaner/forslag-till-havsplaner/karta-att-utforska.html# ***Note: the address will change soon***

The above-mentioned activities and methods describe the process for the development of plans. At the end of 2020 Sweden has launched the evaluation task of the development of MSP process by involving stakeholders in filling out a survey about needs or improvement in MSP development process. The evaluation task will be implemented by Institute of Marine Environment and Nordregio.

The systematic stakeholder involvement **in implementation of the plan** is established through supervisory or advisory groups (e.g., in Latvia) or through detailed planning of specific areas or coastal governance. Finland foresees continuous implementation as part of regional development and land use planning and via link with natural resource plans and other maritime management plans.

[7] https://www.havochvatten.se/download/18.6e7da7f9157b7c5f41478b3/1477991596993/fardplan-havsplaneringen-161010.pdf

Licensing activities of new major developments or sea uses also foresee public participation and stakeholder involvement as required by the legislation on environmental impact assessment for EU Member States; however, the involvement process is rather limited mainly to commenting and expressing opinion on intended activity.

The **monitoring** of the plan is very much linked to the setting up data and information exchange between authorities to have regular up-date on the status of environment and sea uses. So far, the proposed monitoring and evaluation schemes for recently developed MSPs are organized based on indicators approach. For example, Latvia has foreseen to have an interim evaluation of the implementation of the plan based on indicators and inviting stakeholders to provide comments on the mid-term reports. Finland has developed monitoring and evaluation model for MSP[8] that also foresees engagement of stakeholders in collection, analysis, reporting of relevant data as well as in using the indicators. The developed model is rather conceptual and can be used as template and inspiration for setting own approach. A separate table has been created to link the MSP goals, targets and indicators of monitoring. Yet, the model does not specify who will ensure the engagement the stakeholders according to the defined model.

[8] https://www.merialuesuunnittelu.fi/wp-content/uploads/2020/10/ME_report_2020.pdf

Table 3. Overview on methods in engaging with stakeholders during the development of the plan on national/sub-national level

Country	Information supply		Consultation				Active participation		
	Newsletter/ Leaflets	Web-site[9]	Public hearing	Questionnaire/ Interviews	Seminars, workshops, forums	Written input, comments	Working groups/Advisory committees	Scenario development / modeling	Impact assessment
Denmark		X	x		x		x		
Estonia		X	x	x	x	x		x	
Finland	x	X	x	x	x	x	x	x	
Åland, FI			x		x	x		x	x
Germany, EEZ	x	x	x		x	x	x		x
Latvia		x	x		x	x	x	x	x
Lithuania		x	x			x	x		
Poland			x		x	x	x		
Sweden	x	X (partly)	x	x	x	x	x	x	

[9] If a special website or portal for MSP has been set up.

6. Lessons learned from the MSP projects

A number of transboundary and transnational projects have been implemented in the last decade in the BSR aiming at supporting MSP process, developing and testing approaches, methods and tools that helps to improve MSP or fosters particular maritime sector in relation to MSP.

The projects are funded by various EU programmes:

- **Interreg**[10]- aims to support cooperation across borders by jointly tackling common challenges and find shared solutions in fields such as health, environment, research, education, transport, sustainable energy and more. Interreg has three types of programmes: cross-border (between 2 countries or sub-regions), transnational (between several countries or larger regions) and interregional (Pan European level).
- **Horizon2020**[11] - the EU Framework Programme for Research and Innovation. The goal is to ensure Europe produces world-class science, removes barriers to innovation and makes it easier for the public and private sectors to work together in delivering innovation.
- **BONUS**[12] - Science for a better future of the Baltic Sea region that aims at supporting research and the joint Baltic Sea research and development programme for years 2010-2017.
- **European Maritime and Fishery Fund**[13] - amongst others contributes to enhancing the development and implementation of the EU Integrated Maritime Policy. Amongst others, the fund supports the development of cross-sectoral initiatives that are mutually beneficial to different maritime sectors and/or sectoral policies, taking into account and building upon existing tools and initiatives, such as maritime spatial planning and integrated coastal zone management processes.

This chapter reviews MSP related projects supported by above mentioned EU funding programmes, synthesize lessons learned and conclusions with regard to stakeholder involvement. Some of the projects have presented recommendations for better stakeholder involvement which are also highlighted in analyses below. The chapter also presents common practices and unique examples in stakeholder involvement and engagement into MSP within and beyond the BSR.

The information presented in this chapter is obtained from web-pages, web-sites of the respective projects or their deliverables and publications.

There are also several projects which are still ongoing – Blue Platform, GRASS, Knowledge Flows in MSP, Land-Sea-Act, SeaPlanSpace, UNITED. Their outcomes, recommendations are not reflected in the report.

A number of projects have supported development of blue economy, particularly new uses in the Baltic Sea region, e.g., SUBMARINER, InnoAquaTech, Baltic Blue Growth. These projects are primary focusing on their sectorial needs, and not necessary dealing with MSP. Nevertheless, the participants of the blue economy projects are among the

[10] www.interreg.eu
[11] https://ec.europa.eu/programmes/horizon2020/en
[12] https://www.bonusportal.org/
[13] https://ec.europa.eu/fisheries/cfp/emff_en

stakeholders of the MSP process and thus their experience in stakeholder involvement is also valuable.

As the projects support the informal process of the stakeholder involvement various methods and tools are applied to ensure effective process and desired outcomes. The table below present the overview of the applied methods and tools in engaging with stakeholders.

Table 4. Overview of the recent MSP related projects.

Project	Interview, survey, focus groups	Meetings, workshops, regular forums/work groups	Study visits	Visions, scenarios	Manual/ handbook	Maps and GIS tools	Decision Support Tools
AquaBest	X	x			x		
Baltic Blue Growth	X	x					x
Baltic InteGrid		x		x			
BalticLINes		x		x		x	x
Baltic SCOPE		x			x	x	
BalticRIM		x	x		x	x	x
BaltSeaPlan	X	x		x	x	x	x
BONUS BaltSpace	X	x				x	x
BONUS BASMATI		x			x	x	x
Coast4us		x		x	x	x	
InnoAquaTech		x	x				x
MUSES	X	x					
Pan Baltic Scope	X	x		x	x	x	x
PartiSEApate	X	x			x		
Plan Bothnia		x		x		x	
Plan4Blue	X	x		x		x	x
Submariner	X	x					

The projects have been also implementing various **dissemination activities** that inform about the project activities (leaflets, newsletters, flyers), organizing final conferences, producing publications in form of brochures or videos. All projects have either own web-pages or they are a part of organisation's websites. The overall about the projects is also published on EU MSP platform; https://www.msp-platform.eu/ .

Few above listed projects have produced **recommendations or roadmaps** that include also the aspects of stakeholder involvement in development of maritime spatial plans. The following key recommendations for MSP competent authorities have been presented towards the end of the implementation of cooperation projects:

Consultations and integration with sectorial stakeholders:

- Carry out proper stakeholder mapping and analysis in order to know the stakeholders, their needs, interests and relationships.
- If stakeholders participate in the planning process, they are more likely to accept that decisions will be made on a sustainable basis in the long term. Therefore, stakeholder integration process shall be facilitated at early stage of planning.
- Stakeholder integration can encourage synergies and co-existence with other uses.
- It is important to continue and expand efforts to involve wider range of stakeholders.
- Organize a lot of informal meetings with coffee and cake, because informal meetings are crucial in building understanding, trust and solutions.
- Develop processes supporting meaningful engagement of a broad range of stakeholders, redressing uneven power relations, while constructively integrating conflicting views.
- Authorities designing and moderating MSP processes need to have the capacity, time and resources to provide access, legitimacy and transparency for various groups and remain attentive to complexity and changes in the stakeholder landscape.
- Create local and regional networks to foster interaction between key stakeholders and to increase cooperation and multiuse of the resources.

Knowledge sharing

- Stakeholder discussions are vital to outlining the scope and complexity of issues involved in decision making.
- Building consensus among stakeholders will both accelerate the process through knowledge sharing and render any solution identified more acceptable.
- Engaging sectorial representatives and interest groups (e.g., divers, fishermen, coastal tourism experts) in data collection and sharing supports evidence and knowledge base for MSP.
- Data generated throughout the process should be shared with stakeholders to promote possible opportunities for multi-use development.

Transparency of planning process

- Transparent planning can minimise conflicts with various stakeholders, therefore it is important to provide continuous access to and build a base for comprehensive and reliable data and information, knowledge and expertise.
- Transparent process communicated in advance also mean that stakeholders will be aware of what are expected from them and can plan their participation and contribution.

- Authorities should also explore non-statutory forums and methods beyond formal MSP procedures. In developing such informal participation, it is important to take steps to maintain sufficient transparency.

Awareness raising and capacity building

- Raising awareness of the benefits of new sea uses facilitates its acceptance by other sectors and the public at large.
- Use available visualisation methods to make certain information (e.g., underwater cultural heritage) more tangible, accessible and attractive.
- The MSP shall support different capacity building needs such as know-how, training, finance, logistics to be addressed to ensure the success of the process.
- Promoting good practices and disseminating information about the multiple benefits through existing regional and sea basin forums and networks is necessary to facilitate its replication and encourage investment in sea uses, particularly new blue economies.

Cooperation on transboundary level

- Countries should utilize the existing platforms for collaboration and create new ones.
- Establish the HELCOM-VASAB MSP Working Group as a regular and continuing forum for networking and sharing knowledge and experience, to ensure close cooperation of planning authorities.
- Recommendations to establish a technical Pan Baltic Offshore energy and grid stakeholder group.
- Find appropriate forms to contact and mobilize commercial stakeholders and NGOs in transboundary MSP.
- Use links and cooperation opportunities with regional and global initiatives such as UN Decade of Ocean Science.
- Countries should create a mechanism or process for sharing with their neighbours what they have learned from implementation and review phases of the plans.
- Countries can also jointly investigate the possibility to collaborate in implementation of the plans, especially regarding sectors that operate across borders.
- It is important to utilize both formal and informal forms of collaboration. Informal meetings between planners – and importantly with stakeholders from different sectors – allow exchange of ideas and detailed discussions on planning practices and topics. Informal collaboration provides an environment for mutual learning.

Established transboundary Baltic Sea regional cooperation network is one of the key outputs of the project to ensure continuity of cooperation. The **SUBMARINER Network**[14] has been established to promote innovative approaches to the sustainable use of marine resources and offers a cooperation platform to related actors and initiatives in the Baltic Sea Region. The **Baltic Offshore Grid Forum**[15] has been established to explore and discuss the benefits of offshore wind energy development in the Baltic Sea with all relevant stakeholders and to pursue the objective of an integrated offshore electricity grid for a clean, sustainable and reliable energy market. However, it seems that the network has not been publicly active since the end of the project.

[14] https://www.submariner-network.eu/
[15] https://bogf.eu/

Several projects have been developing specific handbooks on stakeholder involvement. PartiSEApate project produced **Handbook on multi-level consultations in MSP** (Matczak et al., 2014). The Handbook aims at those who initiate consultations and it primarily focuses their advice on stakeholders (not on public). Guideline presents step by step guide based on key milestones in the planning process. Consultation tasks and activities are related to the stakeholders at different levels.

BONUS BASMATI produced a **Handbook: Process, Methods and Tools for Stakeholder Involvement in MSP** to provide good practices and insights on stakeholder involvement in marine spatial planning from the Baltic Sea Region (Giacometti et al., 2020). The handbook is targeted to practitioners with some practical answers to the questions related to stakeholder involvement in MSP in a systematical manner. It presents a range of methods and tools for working with stakeholders.

Towards monitoring and evaluation

Baltic SCOPE project was the first one that initiated the work on frameworks on monitoring and evaluation of the MSP and delivered a methodological guidance (Varjopuro et al., 2017) with regard to transboundary aspects. The guidance also describes role of stakeholders in evaluation, pointing out challenges. e.g., a lack of motivation of the stakeholders to take part in transboundary process as such. The Report recommends that collecting information, evidence and feedback from stakeholders for the evaluation should be organised as part of stakeholder's engagement in the transboundary MSP process itself.

Pan Baltic Scope project continued the work on monitoring and evaluation topic, but with regard to national processes. MSP in Poland and Latvia was selected as case studies, implemented in close cooperation with planning authorities. With regard to stakeholder engagement, it has been recommended to organise systematic expert and stakeholder assessment processes that can help reduce uncertainties about the outcomes of MSP and how it influences maritime sectors, the marine environment and society. A practical solution for this would be to form national MSP monitoring and evaluation networks, based on the existing, national working groups that support the preparation of MSP plans.

7. Conclusions from recent scientific publications on stakeholder involvement and engagement into MSP

This chapter presents the main conclusions from recent scientific publications on stakeholder involvement and engagement into MSP. The scientific publications cover the period since 2014 – a year when EU MSP Directive was adopted. The review was conducted using the search functions and outcomes in the SCOPUS data base. The search was focused on the three components of the publications: article title, keywords and abstract of the publications and then additional keywords among pre-selected publications. The search was implemented in August, September 2020.

Peer-reviewed publications in English language were found using the following sets of keywords and their combinations:

1) Maritime spatial planning AND stakeholders – 79 publications

   Key word 'stakeholder' - 25 publications

   Key word 'Baltic Sea' - 9 publications

2) Maritime spatial planning AND stakeholders – 79 publications

   Key word 'Baltic Sea' - 36 publications

3) Marine spatial planning AND stakeholders – 306 publications

   Key word 'stakeholder' - 124 publications

   Key word 'Baltic Sea' - 32 publications

4) Marine spatial planning AND stakeholders – 306 publications

   Key word 'Baltic Sea' - 73 publications

For further analyses the papers selected with keywords "stakeholder' and 'Baltic Sea' were selected for further investigation. Generated lists of publications were compared and a consolidated list produced that contains **76 publications** that mentions marine or maritime spatial planning, stakeholder and the Baltic Sea. Abstracts of these papers were read to assess if the publication address the stakeholder involvement and engagement aspects. If the concept of the abstract reviewed relevant aspects of this study, the full article was reviewed, and key findings integrated in the analysis of this chapter.

7.1. Stakeholder knowledge about sea uses

Incorporation of the stakeholders' knowledge in developing MSP is one of the issues addressed by papers exploring stakeholder involvement in marine or maritime spatial planning. Primarily reason to collect stakeholders' knowledge is justified by the need to cover data gaps on such as traditional ecological knowledge, mapping of used areas, etc. (Quesada-Silva et al., 2019; Calado et al., 2019).

Spatial data and local knowledge about fishing activities, including coastal or small-scale fishery, has been recognized as challenge in MSP in the Baltic Sea region. In Poland, similarly to other countries, for vessels of less than 12 m in length, such accurate information about catch locations is not available. Therefore, the researchers carried out a study to collect data to determine the fishing grounds that are important for coastal fisheries at an appropriate spatial resolution (Psuty et al., 2020). The data were obtained in the form of individual face to face interviews using a standard questionnaire and paper maps. One of the outcomes of the study was maritime area important for Polish small scale fishery vessels.

In the preparation of Polish plan, a dedicated survey (the semi-structured interviews) was carried out at the very beginning of the second stage of MSP (prior to the MSP consultation process) with fishers and discussions have been implemented and obtained data analyzed and assessed by researchers (Piwowarczhyk et al., 2019). The survey covered three issues with regard to knowledge: What kind of knowledge and data are collected and used in MSP? Have you observed any conflicts between different types of knowledge? How were these conflicts handled? How was data scarcity and data uncertainty communicated and handled? The key findings from the interviews reviled the mistrust between fishers and scientists due to scientific assessments related to nature conservation aspects, restrictions on fishing activities and gears.

Methods: semi-structured interviews, standardized interviews and participatory mapping

7.2. Perceptions and attitudes

Stakeholders' perceptions most frequently have been used to obtain qualitative data about environmental or socio-economic impacts when no other data was available or to understand stakeholders' opinions about certain aspects of MSP. The surveys carried out in Poland described in relation to knowledge also included questions related to perceptions and attitudes with regard to challenges inhibiting the active involvement of the fishing sector in MSP. Another study was performed on to investigate the differences between the attitudes of Polish fishermen towards MSP as compared to the attitudes of other MSP stakeholders (Ciołek et al., 2018).

In the Baltic Sea region surveys have been carried out in relation to the new sea uses. A study has been implemented to address the question whether arguments and criteria can be found that may contribute to a greater support and positive image of local aquaculture enterprise in Kiel Bay&Fjord. A widespread regional survey showed less public reservation towards aqua-cultural business in Kiel Fjord than initially expected (Ahrendt et al., 2018).

A study on the ecosystem approach to management in Sweden's marine spatial planning was carried out to explore if MSP may complement existing environmental governance systems and promote closure of gaps. The paper concludes that most improvement is needed in coordination and integration of different policies and measures, without which significant closure of "*goal-state*" gaps is difficult to accomplish (Karlsson, 2019).

Method: interviews, surveys, content analyses of the documents and received feedback during the consultations.

7.3. Decision support tools and participatory modelling

Policy development and spatial planning are supported with various tools, including GIS-based tools and their applications. They support discussions on conflicting issues trade-offs and thus to develop most optimum solutions and make decisions based on multiple criteria, parameters, values, etc.

Gee et al., 2019 have published a review paper comparing five tools and approaches relevant for MSP. The selected tools are also analysed with regard to potential contribution to stakeholder integration (see table 5).

Table 5. The tools and their relevance for integration of the stakeholder knowledge and views:

Tool name	Characteristics of the Tool
Culturally Significant Areas (CSAs)	• broadly participative tool, rely on the input of stakeholders to generate primary outputs • broadening the range of stakeholders
Integrated Indicator System for monitoring the spatial, economic and environmental effects of MSP solutions (IIS)	• can be applied in a participatory or non-participatory setting
The tools Marxan and Marxan with Zones (MAR)	• expert-led approaches or as participative exercises • number of stakeholders that can realistically be involved at any one time is probably small
Open Standards for the Practice of Conservation (OS)	• broadly participative tool, rely on the input of stakeholders to generate primary outputs • can also be used without a participatory process
Spatial Economic Benefit Analysis (SEBA)	• expert-led approaches or as participative exercises • useful for the integration of the private sector

Janßen et al., 2019 has published a review of seven well-known Decision Support Tools[16] (DSTs) by asking 59 MSP practitioners from at least 25 countries worldwide about their experience with these tools. The results revealed that, while respondents were mostly positive about the use of DSTs in MSP processes, DSTs are still mainly used in the academic realm and have not yet found their way into everyday MSP practice. There is a broad range of reasons for not using DSTs, including the complexity of these tools, the resources required to operate them, low stakeholder confidence in DST outcomes, and the lack of additional value in using DSTs.

Review about the DST carried out by *Pınarbaşı et al., 2017* reveals that a majority (57%) of the identified DSTs were used for gathering data, defining current situation and

[16] Atlantis, Cumulative Impacts Assessment Tool, InVEST, MarineMap, Marxan/MarZones, NatureServe Vista, and Zonation

identification of issues, constraints, and future conditions. Moreover, 16% of the tools were used for the development of alternative management actions

Multi-criteria analysis based on stakeholder involvement can be used to analyse the whole range of human activities and interests found in the marine coastal areas. The method can help by facilitating debate between sectors so as that they can (mutually) understand their competitors thought processes and why they have certain preferences for any given location. The method was applied in a case study located Finland where stakeholders from fisheries, aquaculture, energy (hydroelectric), and tourism were involved (Ramos et al, 2015).

A Bayesian approach for involving stakeholders into the decision-making process was applied and a continuous Bayesian Belief Network (BBN) model developed to incorporate stakeholders' values to support decision making as part of a MSP project at the easternmost arm of the Baltic Sea, the Gulf of Finland. The area is moderately to severely altered by multiple human activities and planning future development unavoidably leads to trade-offs. Considering the perceptions of stakeholders, BBN model helps to identifying and understanding formally optimal environmental decisions, from among the wide range of priorities and values (Laurila-Pant et al., 2019).

The AquaSpace tool is one of the first open-source GIS-based planning tools that allows for a spatially explicit and integrated assessment of indicators reflecting the economic, environmental, inter-sectorial and socio-cultural risks and opportunities for potential aquaculture systems. Its technical concept and implemented functionality was led by a bottom-up approach reflecting stakeholder needs. Given that tool settings and datasets can be freely changed, the tool has proven to be flexible. The tool was showcased based on the example of the German Bight of the North Sea, but also tested in other European areas (Gimpel at al., 2018).

Simulation game or serious game is another type of communication and learning tool for planning and decision-making.

“MSP Challenge” created as simulation game has evolved in computer-based and board-based formats (sometimes used in combination) targeted at both professional and general public audiences. Since its launch in 2018, the MSP Challenge simulation platform has been used for seven transboundary stakeholder sessions in ecology, shipping and energy in the Baltic, North Sea and Clyde areas. MSP Challenge board game is another format that allows stakeholders to be involved in discussing planning options and sharing information, evidence and stories from their own experiences, players jointly develop an ecosystem based marine/maritime spatial plan, while at the same time dealing with the language and communication challenges MSP poses (Abspoel et al., 2019).

Keijser et al., 2018 assessed the “efficacy of the boarded game MSP Challenge” based on post-game surveys. The results show that the board game, overall, has been a very efficient and effective way of familiarising a great diversity of stakeholders with MSP and to create meaningful interaction and learning among stakeholders in formal planning processes. However, the case studies also show that contextual factors—the level of familiarity with MSP and participants’ perception to sustainability—influences the efficacy of the game (Keijser et al., 2018).

7.4. Cross-border cooperation

Requirements for cross-border spatial planning technologies in the European context have been analysed within the INTECRE project (Frank et al., 2017). Stakeholder involvement is addressed as one of the challenging issues. As recognised by authors, the cross-border cooperation is influenced by limited or lack of funding for cooperation activities and willingness of stakeholders to participate in the process.

Hassler et al., 2018 analysed cross-border cooperation in the case studies identified by the BONUS BALTSPACE project. The key findings on bilateral coordination between adjacent countries is that the process is complicated especially in cases where there are substantial institutional incompatibilities. To manage transnational institutional incompatibilities, permanent bilateral forums on such governance components could be established.

Saunders et al., 2019 based on BONUS BALTSPACE project work have analyzed dimensions of integration in various MSP case studies. The cross-border integration is one such dimensions examining coherency (or compatibility) of MSP policies/sectors/uses over administrative border. The successful examples of cross-border integration highlight the importance of combining both informal and formal approaches to build networks of relations that can then function actively in MSP processes. The authors admit that effective cross-border integration is easier to achieve within countries than between countries. Arguably this is because (a) it tends to be easier to coordinate the more similar the settings are, and (b) governments have much more leverage in managing domestic issues than international organisations have in managing transnational issues.

Another dimension analyzed by *Saunders et al., 2019* is stakeholder integration that relates to both inclusion in the formation of national MSPs, as well as how stakeholders are engaged with during different MSP policy phases, i.e., implementation, evaluation and review. The analysed cases underlined the importance of developing systematic strategies for stakeholder participation involving different platforms and means of interaction. Some important stakeholders may be more difficult and complex to engage than others (e.g. fishers). Effective integration in these situations may require the development of tailored approaches that consider the particularities of different groups, including why it is important that stakeholder participate, how their aspirations will be considered in planning and what can be expected from the participation.

Janßen et al., 2018 has highlighted that exchange of data and information (knowledge integration) is essential for successful cross-border integration in MSP. The data needs to fit the scale and objectives of integration. There is a need to collect data from national but also other levels, especially if territorial seas are included, such as in marine straits and coastal zones.

7.5. Transboundary cooperation

Stakeholder integration in transboundary process has been analyzed and presented in a number of publications based on research in BONUS BASMATI, BONUS BALTSPACE, Pan Baltic Scope projects.

Moodie et al., 2019 analysed challenges and enablers identified by Pan Baltic Scope project. Stakeholder integration is one of the assessed dimensions that concerns the inclusion and active involvement of stakeholders in transboundary MSP processes,

particularly which stakeholders are involved, what they need, their levels of involvement and influence. The paper highlights the success of the Pan Baltic Scope approach and applied formal and informal collaboration methods. In the same time, one of the findings is that integrating stakeholders in transboundary MSP activities remains a serious challenge outside of the project setting, especially if they do not see an incentive to participate. Indeed, further research is required on how to integrate stakeholders in transboundary activities on a regular basis, particularly what role there is for politicians and citizens in highly complex and technical planning processes.

Morf et al., 2019 particularly address the challenges and enablers for stakeholder integration in transboundary marine spatial planning in the Baltic Sea by synthesizing outcomes from two transboundary projects - BaltSpace and Baltic SCOPE. Authors conclude that with the exceptions of countries with well-established marine planning at some level (Germany, Sweden) and Latvia as ambitious pioneer, stakeholder involvement in MSP has often been either top-down or ad-hoc and project- driven or sector-based – even more so across borders. The legal codification of stakeholder integration ranges from a minimum requirement (consultation once) to more intensive participation both in terms of who is regarded as a stakeholder and how to include them. Authority stakeholders from different sectors and levels are relatively well integrated in MSP both “de jure” and “de facto”. For non-authority stakeholders, participation is firstly driven by instrumental purposes, although open process features can be observed. Many marine stakeholders are new to MSP and highly diverse in their activity patterns, ambitions and needs and may already have established sector forums (e.g. IMO for shipping, HELCOM for environmental issues), which further increases complexity in a transnational setting. Especially for transboundary stakeholder integration, responsibilities remain unclear in all countries investigated.

Morf et al., 2019 also present recommendations for strengthening MSP governance model developed by Schultz-Zehden & Gee, 2016; Zaucha, 2014. It is pointed out that stakeholder involvement and tracking progress could be more prominent on the agenda of the biannual HELCOM-VASAB working group meetings. Moreover, it would be beneficial to integrate subnational stakeholders into MSP also in cross-border settings (multi-level governance) and training in various forms should continue, including a stronger focus on stakeholder integration within MSP curricula and continued teaching in the frame of transnational collaboration projects.

Hassler et al., 2018 investigated transnational policy coordination and regional coherence aspects in the Baltic Sea region in the frame of BONUS BALTSPACE project. The paper has assessed the role of HELCOM-VASAB Working Group in collective action between binding EU Directives and national planning policies. HELCOM-VASAB WG provides a forum for discussion between administrators from different countries and sectors, and thereby contributes to knowledge-sharing, identification of problem-areas, and facilitation of the construction of frameworks for their solution. As found out by the authors partial agreements among a rather diverse group of administrators in the HELCOM-VASAB MSP WG do not necessarily greatly influence regional coherence. If experiences and converging points identified are not carried back home to domestic policy-makers and key administrators, it is not likely that the WG will be very effective in making effective use of the tightened policy spaces established by the EU planning Directive and other international policy instruments based on collective action decision-making. Therefore, implementation deficits may continue to abound.

Imbalances in interaction for transboundary marine spatial planning has been also analysed by *Janßen et al., 2018*. This paper examines current practices and procedures of

transboundary MSP interactions in the Baltic Sea Region to date. It brings together results from MSP process observations and interviews with marine planners in two recent research projects (Baltic SCOPE and BONUS BALTSPACE). Authors conclude that formal transboundary consultations often seem to be limited to topics of the environment and health, and to the stakeholders responsible in these realms. It has been also recognized by the interviewed planners that informal projects provide very good input to formal MSP collaboration.

8. Stakeholder analysis

One of the key prerequisites for efficient and successful MSP process is involvement of relevant stakeholders. If MSP is embedded in the existing national or regional development planning framework and established public participation procedures, the planning authorities can perform just official minimum public participation procedure on informing and consulting with public. Luckily, this is not the case for MSP as the process is rather new for most of the countries and unexplored in terms of content and expected outcomes. Consequently, a majority of planning authorities has been taking all efforts to build up proper stakeholder involvement process to ensure bottom-up approach in MSP. This includes identification and mapping of the stakeholders as well as involving stakeholders in planning process from the beginning.

This study looks at the following aspects of the stakeholder analyses: stakeholder identification and mapping activities; stakeholder classification and last but not least stakeholder participation. The information for stakeholder analysis is obtained from the completed project reports and publications.

8.1. Stakeholder identification and mapping

There are several approaches on how to identify and map stakeholders. The easy start is to create a list or a table that will cover two major clusters of stakeholders: 1) sectors; 2) institutional set up. For institutional set-up it is important to follow multi-level approach – from national to local or vice-versa to have all administrative and development planning levels in the country. Depending on countries situations some stakeholder groups might not be present, e.g., sea mining industry or oil extraction industry. Therefore, the sectors can be classified also as traditional and new or potentials. Some sectors are well-organized in associations and societies thus having bodies that can represent them in meetings, whereas some businesses, mainly local (e.g., camping sites, guest houses, fishermen), do not have such organizations, therefore will be engaging as individuals.

The table below presents a template of the initial stakeholder mapping that could be/are involved in MSP. In practice such table or list is created as an xls data base that allows to sort and identify stakeholders according to needed features, e.g., to find and select all stakeholders representing underwater cultural heritage or to select all stakeholders from particular administrative or planning level or location. This helps for arranging stakeholder meetings or events or sending targeted information. It also helps to record about the activity rate – to document the attendance at the event or other communications. The table or list is a “living document” that is regularly updated and supplemented with new names and contacts.

It is very obvious that the names and institutions and their interests are not well-known at the beginning of the MSP process. Initially planning authority knows the colleagues at the governmental bodies and within the own institutional system. For example, Ministry of Environment knows environmental and nature conservation stakeholders, whereas Ministry of Economy/Energy knows their stakeholders; Ministry of Transport/Communication knows their stakeholders. Thus, it is very important to ask also colleagues to share the contacts and promote information about the possibility to take part in the MSP process.

A call for expression of interest to join the working group or cooperation network can be one of the methods to expand the involved stakeholder group. Finland has published an on-line call and invitation to register any interested party to join the MSP cooperation network.

After the creation of the list or table next challenging task is to have right contacts and names of the people working at identified institutions. The institutional hierarchy and administrative procedure on nomination of representatives to take part in the MSP process might take some time. Moreover, people tend to change the jobs and positions thus the contacts might become invalid. Therefore, the regular communication with the key stakeholders not only during the elaboration of MSP, but also in implementation phase is essential to avoid the interruption in cooperation.

Engagement/interaction/collaboration plans developed by planning authorities have been already mentioned in the section 5 of the report. These documents already list key stakeholders with whom the planning authorities will involve. The identified types of stakeholders reflect the information presented in the table 6.

Many MSP related projects carry out stakeholder mapping for their needs. The contacts and networks established by the projects can be further exploited in national process if the consent has been received from the corresponding institution or person.

Table 6. A possible template for identification of the stakeholders according to sectors and institutions

Sector	**Stakeholder Type**									**Acting level**			
	Government/Politicians (Decision makers)	Agencies/ Boards (sectorial or horizontal)	NGO (civil society groups)	Professional associations	Science community/Research institutes	Largest companies /enterprises of maritime business	Interested parties (individuals), e.g., fishermen or camping sites, tourism managers	Planning authorities (MSP and land-use)	International organisation	Local	Regional	National	International
Fishery (coastal and deep sea)													
Energy (incl. grid)													
Aquaculture													
Shipping													
Harbor &Logistics													
Tourism &Recreation													
Defense													
Telecommunication													
Mining& dredging													
Oil& gas													
Health													
Environment													
Cultural heritage													
Education													
Civil defense (coastal protection)													

8.2. Stakeholder classification

Depending on the size of the country, the list of the stakeholders (sectors, institutions, scale, names and contacts) might be exhaustive. Therefore, it is recommendable to classify the stakeholders according to various criteria. One way of classifying the stakeholders is according to their influence (power) in development and adoption of the MSP or in implementation of MSP. This aspect is important for the planning authorities to reconciliate the interests and to achieve adoption of the plan in given time frame (Quesada-Silva et al., 2019; Flannery et al., 2018). Another approach is to classify according to the effects/impacts of the plan on particular stakeholder group (Quesada-Silva et al., 2019; Ehler and Douvere, 2009). Such classification allows to focus stakeholder involvement activities, including information supply and consultation activities.

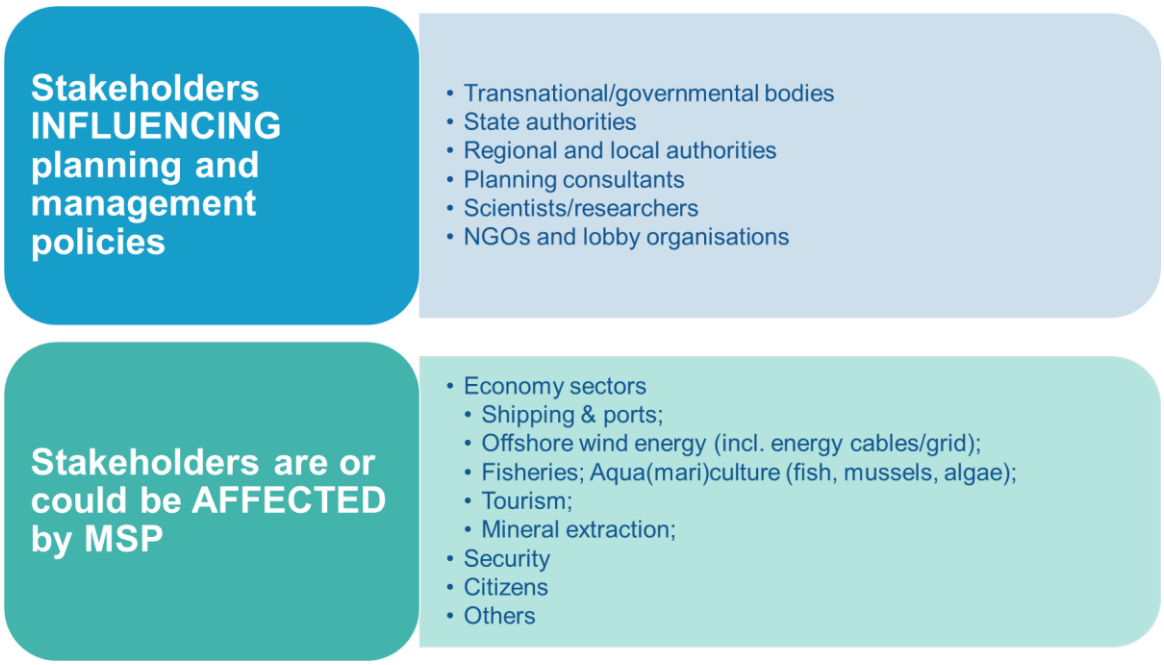

Figure 4. Initial stakeholder classification approach

The classification exercise largely depends on how well planners already know the stakeholders, their interests and powers from earlier planning or decision-making processes. For example, nature conservation and environmental interests have been strong arguments in influencing MSP design in Estonia by including multiple studies and assessment on specific environmental aspects. This was also stipulated by example of Supreme Court case process of Hiiu regional MSP where deficiencies in strategic environmental impact assessment including determining the impacts of the planned offshore wind energy development activities on Natura areas and protected species lead to the decision to revoked the portion of the Hiiu MSP concerning the areas for the production of wind energy, leaving other portions of it in force. Consequently, the planning authority and involved consultants are communicating and engaging with the relevant environmental

organisations to consider nature, environmental and societal (landscape/seascape) interests in development of national MSP as far as possible[17].

In Latvia, shipping& harbour sector has been most powerful player in the development and land-use planning[18], therefore, additional efforts in stakeholder involvement were allocated to deal with awareness raising and communication with this stakeholder group in the frame of MSP, supported by BalticLINES project[19]. The Latvian case study of the BalticLINES project elaborated even own stakeholder classification scheme based on the following criteria: power, link to a transnational perspective, willingness to participate, claim for territory, interest in transnational issues.

In Poland, attention has been on fishery sector including coastal fishery – their interests and perceptions have been studied by researchers' teams (Piwowarczyk et al. 2019). One of findings was that, compared to other European countries, Polish fishermen have high level of mistrust towards planning authorities and towards other actors involved in MSP (Piwowarczyk et al. 2019). This lack of trust stems from previous negative experiences regarding the management of the environment, Natura 2000 areas (Piwowarczyk & Wróbel, 2016). Small scale fishery views MSP as a mechanism to facilitate the introduction and expansion of offshore wind energy in Poland's marine space (Tafon, 2019). These findings did influence the MSP process in Poland, wherein MSP outreach was offered to the targeted groups of fishermen in the form of trust-building measures (Ciołek et al., 2018).

Different situation is with a role and power of local and regional municipalities in developing national MSP. Swedish Agency for Marine and Water management has been developing MSP very closely with county administration boards as required by the regulations (Miljödepartementet. 2015). The county administrative boards also support the Agency with, among other things, coordination of the municipalities' participation[20].

In Finland, the approach of close cooperation and engagement of regional and local stakeholders is due to the situation when the planning mandate is at a regional level. Regional councils draft and approve maritime spatial plans in Finland, and therefore, the councils have utilized their established stakeholder networks at a regional and local level. This practice is extremely essential in a situation when local-level politicians in regional boards are the ones that approve the plans. In addition to regional stakeholders, also national level stakeholders and authorities were involved in the planning process.[21] In contrary, 1st Lithuanian MSP process can be characterised as centralised, unidirectional and occurring late in the process. According to Lithuanian law, there are no formal requirements to involve regional and local authorities in the planning process, apart from the public hearings, thus the coastal authorities have had a minor role in development of the first Lithuanian MSP (Hassler et al, 2017).

[17] From communication with stakeholders.
[18] From communication with stakeholders
[19] https://vasab.org/wp-content/uploads/2018/06/Stakeholder_Involvement_Latvian_Case.pdf
[20] https://www.havochvatten.se/planering-forvaltning-och-samverkan/havsplanering/delta-och-paverka/roller-och-ansvar-i-havsplaneringen.html
[21] Maritime Spatial Planning Interaction Plan. 27/09/2018. https://www.merialuesuunnittelu.fi/wp-content/uploads/2020/10/vuorovaikutussuunnitelma-27.9..2018_EN.pdf

8.3. Involved stakeholders in the MSP projects

The transboundary and cross-border projects have addressed and involved different stakeholders at different scale and intensity. The Interreg[22] Programme primarily supports projects that supporting cooperation across borders to tackle common challenges through project funding. The projects are implemented in partnership between at least two countries for cross-border cooperation programmes or larger number of countries for transnational or interregional programmes. However, each programme has different eligibility criteria for participation which determine the stakeholder involvement in the projects.

For example, Interreg Europe[23] programme supports cooperation between regional and local governments across Europe to develop and deliver better policy, thus their supported is targeted to public authorities and managing authorities/intermediate bodies - in charge of the Investment for Growth and Jobs programmes or European Territorial Cooperation. There is no approved project dedicated to maritime spatial planning funded by this programme. Interreg Baltic Sea Region[24] supports wide range of stakeholders - public authorities from local, regional and national levels, research and training institutions, sectoral agencies and associations, NGOs and enterprises can take part in projects and receive funds. Moreover, the MSP is seen as tool for sustainable and resource-efficient blue growth in the BSR (the specific objective 2.4 of the Programme 2014 -2020). Consequently, several projects have been cooperating on issue related to MSP.

The first project in the BSR that particularly addressed the stakeholder groups at the Baltic Sea level was PartiSEApate (2012-2014) which was before the adoption of the MSP Directive 2014/89/EU. The project focused on the following sectors: shipping / port development; offshore wind energy; cultural heritage / tourism; mariculture / new uses of marine resources; research / environmental protection and Climate change. The emphasis was on transboundary consultation to establish a dialogue between national stakeholders and to set up cooperation network at the BSR level.

[22] www.interreg.eu
[23] https://www.interregeurope.eu/
[24] https://www.interreg-baltic.eu/about-the-programme/project-partners.html

Table 7. Overview on sectors and projects implemented in BSR

Sector	Project Acronym	Participating countries								
		DE	DK	EE	FI	LV	LT	PL	RU	SE
Fishery (coastal and deep sea)	Baltic SCOPE, BONUS BaltSpace, Land-Sea-Act, Plan Bothnia, Pan Baltic Scope	x	x	x	x	x	x	x		x
Energy (incl. grid)	Baltic InteGrid, BalticLINes, Baltic SCOPE, Land-sea-act, MUSES, UNITED, PartiSEApate	x	x	x	x	x	x	x		x
Aquaculture	AquaBest; Baltic Blue Growth; GRASS, InnoAquaTech, MUSES; Submariner, UNITED, PartiSEApate	x	x	x	x	x	x	x		x
Shipping & Harbor &Logistics	Baltic SCOPE, BalticLINes PartiSEApate	x	x	x	x	x	x	x	*	x
Tourism &Recreation	BalticRIM in relation to underwater cultural heritage), Muses (multi-use aspects), Baltic Blue Growth multi-use aspects), Land-Sea-Act (costal tourism), SustainBaltic[25]	x	X	x	x	x	x	x		x
Environment	Baltic SCOPE, Pan Baltic Scope, PartiSEApate, BONUS BASMATI, BONUS BaltSpace	x	x	x	x	x	x	x		X
Cultural (underwater) heritage	Baltacar; BalticRIM, PartiSEApate	x	x	x	x	x	x	x	x	x
Education	Knowledge Flows in MSP; SeaPlanSpace	x	x		x		x	x		x

[25] https://sites.utu.fi/sustainbaltic/

Sector	Project Acronym	Participating countries								
		DE	DK	EE	FI	LV	LT	PL	RU	SE
Civil defense (coastal protection)	PartiSEApate (from climate change perspective)	x				x	x	x		x
Planning& Governance	Baltic SCOPE, Blue Platform, BONUS BaltSpace, BONUS BASMATI, Coast4us, Land-Sea-Act, MUSES, Pan Baltic Scope, Plan Bothnia, Plan4Blue									
Defense	-									
Telecommunication	-									
Mining& dredging	-									
Oil& gas	-									
Health	-									

* Russia was contracted for activities in Baltic LINes project.

The thematic projects have been implemented for almost all sectors identified in the table 7. The focus has been diverse - from data and knowledge collection, to determining own interests or to support development of new, blue economies. The table 7 presents the list of the MSP projects or almost completed projects that involved particular sectors to different degree. There are several projects that had a holistic view on the planning project and supported stakeholder involvement – this reflects the ambitious of the MSP for integration of all sectors and stakeholder groups. However, there are also sectors which have not been particularly cooperating on the BSR level.

The table 9 shows that only few projects have been implemented for engaging with fishery sector. In the Pan Baltic Scope project, a dedicated study about motivating engagement of fisheries stakeholders was implemented in the Åland Islands and in the Satakunta region of Finland. The study also explored about trust of local-level fishing stakeholders towards planners and institutions to make the right decision for them and involved local stakeholder in information and knowledge collection.[26] As pointed out by Piwowarczyk et al., 2019 in the frame of the BONUS BALTSPACE project, the (small-scale) fishers may be the least powerful group in the MSP, the most vulnerable to external pressures as well as fishery sector does not see the MSP as the key policy instrument compared to EU Common Fishery Policy. Moreover, there is established ICES Working Group for Marine Planning and Coastal Zone Management that discusses current developments around marine spatial planning (MSP) and coastal zone management (CZM) in the ICES area.[27]

Another sector which has not been involved strongly is tourism and recreation, unless cruises that are linked to maritime transport (shipping). Tourism and recreational issues have been addressed in light of developing new sea uses – how to ensure synergies and avoid conflicts. The Land-Sea-Act project particularly address coastal tourism in light of MSP and coastal governance. The passive role of tourism sector in MSP could be explained by the diversity of tourism activities from mass tourism to niche tourism. Another reason is that the tourism is mostly developing locally and regionally whereas the MSP takes place on larger, national scale. However, tourism organisations are active in the BSR as there are cooperation platform via Baltic Sea Tourism Center (https://bstc.eu/partnerships/about-the-bstc) and annual BSR tourism forums as well as they are implementing sector specific projects.

The biodiversity, nature conservation and holistic approach to environment have not been priority of the Baltic Sea Region programme 2014-2020 which focused their priorities on Blue Growth and clean waters (eutrophication, hazardous substances), but did not financed projects that focus on ecosystem-based approach or carrying capacity issues. Some support was provided by European Maritime and Fishery Fund (Baltic SCOPE and Pan Baltic Scope) and research projects that works with stakeholders for developing tools and methods for MSP (BONUS BASMATI; BONUS BALTSCPACE).

Although almost all projects are having certain training component to raise awareness or skills of the stakeholders, a lack of capacity to participate in MSP planning and to take part in implementation has led to development of educational and capacity building programmes to support sustainability of planning activities. Two recent projects (Knowledge

[26] https://aland.maps.arcgis.com/apps/Cascade/index.html?appid=e0f5913e7ab1415983db739abf0cdaad

[27] https://www.ices.dk/community/groups/Pages/WGMPCZM.aspx

Flows in MSP; SeaPlanSpace) have been launched to develop competences of planning outside the universities or higher educational system.

All EU Member States of the Baltic Sea countries have participated at least in one project per sector (table 7). Due to conditions and requirements of EU funding schemes Russia has been involved only in few of projects. Now the country takes part into several Interreg Baltic Sea Region projects that particularly address MSP and stakeholder involvement – BalticRIM, Capacity4MSP and GRASS.

Interreg Baltic Sea Region 2014-2020 has published the list of beneficiaries. The statistics reveal that 6 transboundary projects involve 76 participants or 51 individual organisation (some are participating in several projects) that represent different institutions in the BSR. These projects are led by partners from three countries - Germany, Sweden and Latvia. Reviewing the list of the partners, the finding is that researchers are contributing most to the Programme activities that is followed by national institutions. Companies and NGOs has least participating organisation due financial and administrative conditions of the programme. During the Capacity4 MSP' projects Planners Forum organised on 17.03.2021, participants pointed out that companies and trade organisations could be involved more actively in future. Another important group would be regional and local authorities.

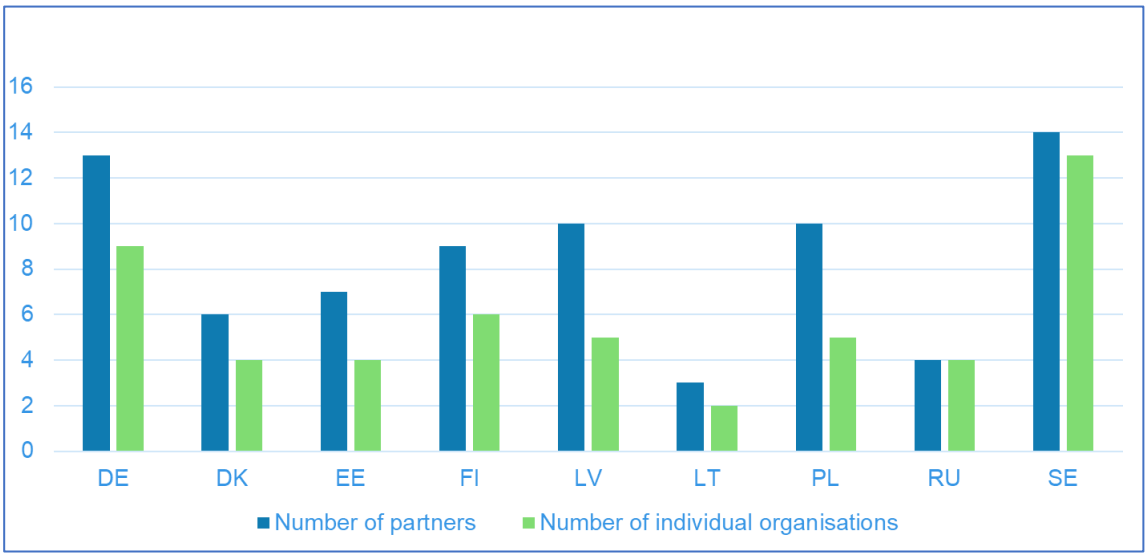

Figure 5. Participation per country in MSP related project in Interreg BSR 2014-2020 (data source: https://projects.interreg-baltic.eu/).

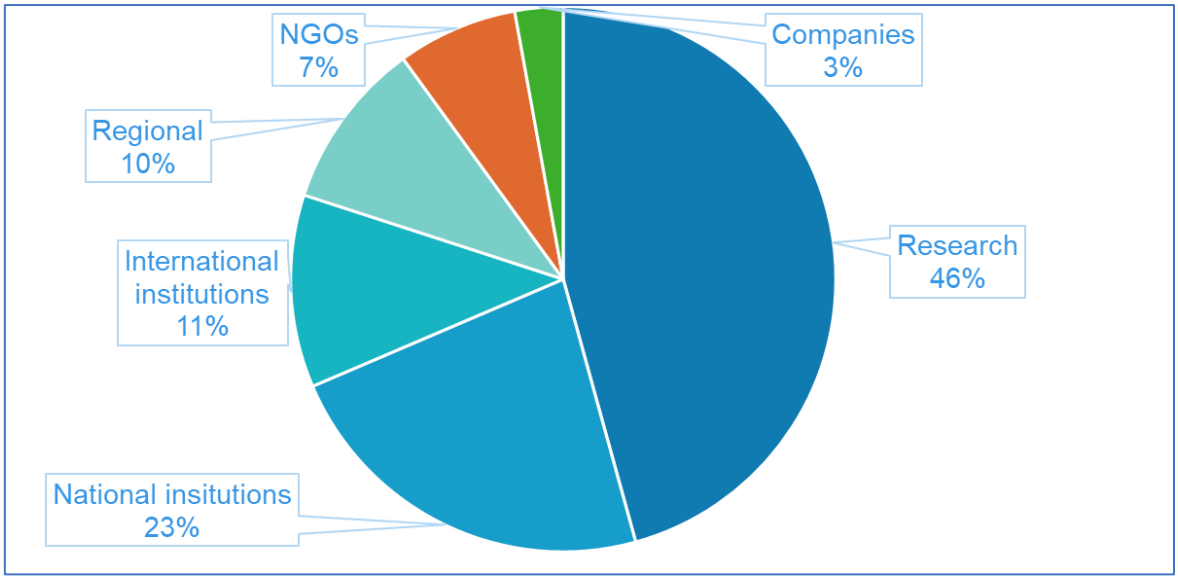

Figure 6. Partnership per type of stakeholder in MSP related project in Interreg BSR 2014-2020 (data source: https://projects.interreg-baltic.eu/).

9. Communication with stakeholders

This chapter reflects on communication strategies and practices during MSP process, in particularly addressing the stakeholders' needs and interests for communication. The communication with stakeholders is governed by the MSP competent authority/-ies (Figure 5). The communication approach can be mainly built on one-way communication flow which is limited to supply of information to relevant target groups as whole or to selected groups of stakeholders or providing specific information to the relevant group of stakeholders. Another communication approach is the two-way communication flow that includes consultation and dialogue.

During two-way communication process the authorities provide information as well as collect feedback, opinions, additional data and knowledge support to improve the outcomes of the MSP. The existing legal acts and guidelines on public participation require that relevant authority/-ies hold consultation on draft MSP thus to provide an opportunity to receive information as well to express the opinion. In most of the BSR countries, the consultation process includes/ed at least the following minimum requirements: a drafted document is displayed for comments and a public hearing meeting/s is organized.

The two-way communication flow in the MSP process in the BSR countries goes beyond the minimum requirements of public consultation. Diverse interactions are carried out with a group or groups of stakeholders as well as with single stakeholder representatives. The consultations are organized not only when a draft planning document has been prepared, but already in early MSP development phase. Intensity of the communication depends a lot from the resources and capacity of the MSP competent authority. Having less resources and a lack of professional engagement of communication experts can result that some stakeholders receive only common information and are not adequately addressed or less actively engaged, unless the group is self-organized and strong.

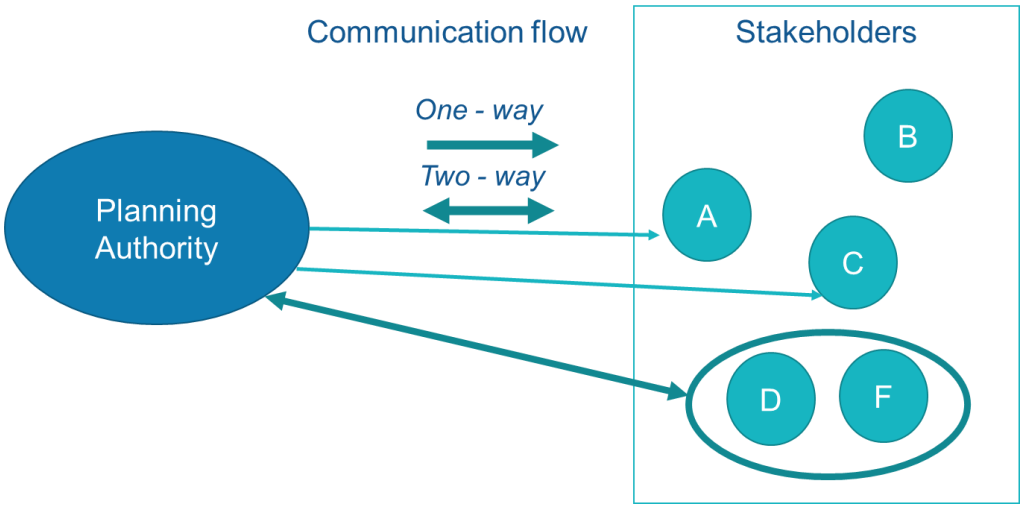

Figure 5. Communication approaches in the MSP.

9.1. Communication practices and identified challenges and gaps

Communication along the MSP process is an essential activity to ensure openness and transparency. The communication strategies or also called as interaction plans have been prepared and implemented to support the MSP development in several countries in the BSR countries. Yet, these strategies/plans do not include communication needs for implementation and monitoring & evaluation phases.

The approach in organizing communication activities can differ from case to case, from country to country. A planning authority performs the communication activities either by mobilizing **internal** resources (e.g., available or newly contracted communication manager of the ministry or agency) or **outsourcing** the task to a public relation company or company in charge of developing MSP (Figure 6).

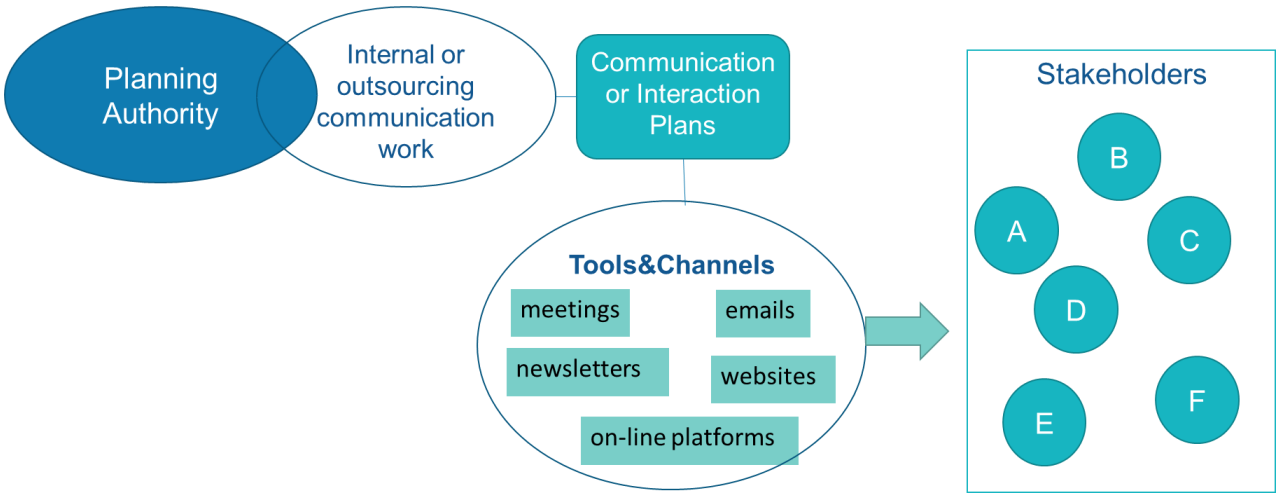

Figure 6. Communication activities in MSP process

With regard to the organisational of communication activities the BSR countries have different approaches (see table 8). Few countries have developed public special communication strategies and plans (e.g., Sweden[28]) whereas other have developed public stakeholder interaction/involvement plans, e.g., Finland[29], Latvia (Veidemane, 2017). Some countries have developed internal communication or interaction plans (e.g., Finland, Estonia) that supported the planner's team in organising communication activities. The importance of sequent and targeted communication efforts has been highlighted in an interactive communication guide recently published by the European Commission's Directorate General for Maritime Affairs and Fisheries and EASME.[30] In this guide the Finnish example on interaction plan is presented as an excellent case study of communication throughout the MSP process.

[28] http://www.havochvatten.se/planering-forvaltning-och-samverkan/havsplanering/om-havsplanering/dokumentation-och-rapporter-om-havsplanering/kommunikationsstrategi-for-planeringsfasen-inom-havsplanering.html

[29] Maritime Spatial Planning Interaction Plan. 27/09/2018. https://www.merialuesuunnittelu.fi/wp-content/uploads/2020/10/vuorovaikutussuunnitelma-27.9..2018_EN.pdf

[30] https://ec.europa.eu/easme/en/news/communicating-msp-inspiring-era-cooperation-between-institutions

The recent approach is that all EU planning authorities build their communication activities on internal human resources (public relation (PR) specialist/s and planners) of ministry or agency (Denmark, Estonia, Germany, Sweden). Few countries also have involved external (subcontracted/outsources) company/experts to support communications on MSP. In Finland, the contracted coordinator of the MSP was responsible of the MSP communication. The coordinator worked with a group of professional PR-persons from the regional councils (9 persons) responsible for drafting and approving the MSP plans and a PR from the Ministry of Environment.

Opportunity to have external support in communication is largely depending on availability of additional funding which is granted either by state budget or projects. This has been strongly recognised by planners and experts participating in the Planners Forum.

Russia is currently organizing communications with support of external experts. Sweden has also appointed a public relation/communication manager for MSP, which is not the same as planner. This is not common practice in the BSR.

Table 8. Overview on communication approach during the development of the MSP (filled in based on survey results, March 2021)

	DK	DE	M-V, DE	EE	FI	LV	LT	PL	RU	SE
Communication or Interaction Plans for MSP development	x		x	x	x	x			-	x
Communication resources: I - Internal/ O - Outsourcing	I	I	O&I	I	I	O&I	I	O&I	O	I
Appointed public relation/communication manager for MSP, which is not the same as planner					x					x

Multiple channels and tools have been applied to implement the communication/interaction plans or just to perform communication activities (see table 9).

*Table 9. Overview on communication channels and tools during the development of the MSP (based on survey results, March 2021) *As there is no formal MSP process in Russia, the current communication activities cannot be attributed to official information channels.*

	DK	DE	M-V, DE	EE	FI	LV	LT	PL	RU*	SE
Special web-site for MSP				x	x	x	x			
Page at the authorities web-site	x	x	x	x	x	x		x		x
Social media (Facebook – Twitter)				x	x	x	x			
Newsletters					x					x
Blogs		x								
Animations (cartoons)				x	x	x				
Videos					x					x
GIS platform				x	x					
Press announcements					x	x		x		x
E-mails to all identified stakeholders								x		x
Kick-off or opening meeting	x			x	x	x	x	x		x
Closing/final event				x		x	x	x		
National conferences/seminars				x	x	x		x	x	x
Thematic/sector meetings		x		x	x	x	x	x	x	x
International events					x	x	x	x	x	x
Public hearing on draft MSP		x	x	x	x	x	x	x		

	DK	DE	M-V, DE	EE	FI	LV	LT	PL	RU*	SE
Network meetings/Forums those who are interested (signed-up) in regular communication	x			x	x		x	x	x	x
Maps for drawing on them					x			x		
Newspaper articles			x	x	x			x	x	x
Brochures	x							x	x	x
Leaflets		x	x		x	x	x	x		x
Posters	x			x	x	x				x
Articles in maritime sectors' magazines and journals					x					
Stickers										
Pens, pencils						x		x		
Begs										x
Badges										x
Memory stick										
Notebooks								x		
Organisers								x		

Evaluation of the communication is carried out to reveal a progress in achieving the communication objectives of the particular planning phase. At the preparatory planning phase (beginning of the development of MSP), it is important to describe clearly the communication objectives for the three planning phases separately (development, implementation and monitoring) as well as for the whole planning process. In practice, the authorities in the BSR countries are focused on the development phase whereas the next

phases have been set aside. The main communication objectives for the development phase can be synthesised as follows:

- Raise awareness and attention to MSP (as the process is new for majority of the BSR countries) thus to mobilise stakeholders and interest groups;
- Receive input/feedback from stakeholders that increase the quality of the planning process and the outcome; to ensure collective ownership of the outcome;
- Disseminate the outcomes of MSP that to increase visibility, recognition, share experiences, ensure access to the gained knowledge and data.

The success in achieving the communication objectives can be measured by metrics or indicators. Commonly the success is evaluated quantitatively against measurable output indicators, e.g., number of events organised, people reached or audiences covered. The types of indicators are defined already when elaboration communication strategies or interaction plans. However, indicator approach has not yet been widely used in the MSP process. For example, Latvian MSP Public participation strategy expected that regional consultation meetings in three Latvian coastal regions will be organised three times during the development of the MSP, additionally to national scale events.

Finnish interaction plan[31] established by a Maritime spatial planning cooperation group asked any interested person or organisation to register to the MSP coordination network where a number of register participants is ~400 persons. The interaction plan outlines key events (kick off events in regions), national events, workshops. Here, the exact number of events is not provided, events rather to be arranged depending on necessity. The actual participation success, measured in a number of events, people reached, coverage of target group, has been summarized in reports at regional and national level.

In social surveys one can obtain qualitative information on people's perception about the compelling& attractiveness of the MSP or event evaluate if the communication has change understanding about MSP. Currently, public authorities have collected information only about communication activities as such and in some case on outreach whereas the qualitative information how the activities have been perceived have not been studied yet.

Another approach to evaluate the communication is to assess the effect of activities and what is a result of communication, e.g., the enthusiasm of the stakeholders for the topic, the quality/usefulness of the feedback or dialogue; a number who considered their voice was heard. These aspects have not been analysed by the BSR planning authorities yet. Sweden is planning to have such a study in 2021. Most probably a study on stakeholder involvement and communication will be carried out in Poland after the adoption of the national plan.

Some of the countries see that the communication on MSP shall be continued also after the adoption of the plan whereas for other countries situation is not fully determined. It has been pointed out by the representatives of the planning authorities that stronger and targeted communication on local level is important during the next MSP – implementation-phase. Meetings, workshops and other communication tools are feasible to be also used in future process. Cooperation projects have been identified as important support mechanism also in the implementation phase. Guidance, tools and training are also preferred as assistance to the countries. Some people would like to have elaborated templates for communication materials.

[31] https://www.merialuesuunnittelu.fi/wp-content/uploads/2020/10/vuorovaikutussuunnitelma-27.9..2018_EN.pdf

9.2. Key messages on how to improve communication in the BSR and beyond

- Resources including funding for communication need to be planned and allocated adequately. Engagement of professional communication manager is significant advantage for successful achieving of communication and outreach objectives. Having communicators and public relation experts for support of the MSP will release planners from taking active role in communication activities and focus more on direct planning tasks.
- A well-established communication strategy/plan helps to arrange communication activities timely and systematic manner; There is strong intervention between communication (dialogue) and stakeholder involvement process, this needs to be interlinked when developing a communication strategy. As MSP is interactive process communication plan shall be also flexible to be able to adjust emerging situations.
- The dissemination of the MSP outcomes could improve understanding of the plan and implications for their sector, to each stakeholder group, daily life of communities. This needs to be clearer communicated. Dissemination activities get stronger attention if real-life projects and investments are presented and assessed.
- The communication strategies/interaction plans should also include measurable indicators to evaluate the success in achieving communication objectives. The assessing the quality and effectiveness of the communication activities requires also an ex-post survey.
- Different thematic workshops with stakeholders are considered to be one of the most efficient communication tools; however, organized discussion shall be open with various alternatives and options, shall be organized at different locations to ensure wider participation. Engagement of local and regional stakeholders could be strengthened. It would be also to broadcast some of the events via social channels, if wider participation is needed.
- Personal/ individual communications are also important to achieve consensus on critical and divergent issues.

10. Recommendations for stakeholder involvement and engagement

Stakeholder involvement process

- Experience shows that **early stakeholder involvement** brings multiple benefits to the MSP. Through formal and informal methods, the continuation of the participatory process should be ensured during all stages of MSP. Planners as well as all stakeholders shall acknowledge that building trust is an incremental process and takes time and efforts from all parties; consequently, resources for the collaboration shall be allocated.
- **Different tools or models** supporting communication with stakeholders should be created for specific purposes and also for different phases in MSP, e.g., joint emailing list, thematic working groups, mapping database, thematic games or interactive exercises. However, the survey reviewed that **thematic workshops/events** with stakeholders are evaluated as most efficient tools so far.
- The tools can be attractive integrating also playing characteristics, however, they shall empower the stakeholders involved. The methods and tools shall consider the cultural and political differences. The planners or communication managers shall be skilled to select the most appropriate tools in local context, to avoid irritation and discontentment.
- Engagement of **local and regional stakeholders** could be strengthened in next round of the development of MSP or during the revision phase. Discussion shall be organized openly, with various alternatives, at different locations to ensure wider participation; more broadcasting of events via social channels when large scale participation needed.
- The **incentives** should be mobilized to ensure that all relevant and significant (powerful) stakeholders sit at one table. Stakeholder mapping and analysis shall consider the “power of influence” of adoption of the plan beyond the inclusion of all interest in planning process. Politicians are one of the main stakeholders; thereby, the communication with them should be regular to ensure that MSP is on the political agenda.
- **HELCOM- VASAB MSP WG** could also serve as one of the platforms also to reflect on stakeholder involvement issues strategically. This activity could be supported by transnational projects or other platforms (e.g., Planners Forum) which could support organisation of thematic or ad-hoc groups and discussion related to stakeholder involvement in MSP.

Communication process

- Communication and dialogue with wide range of stakeholders should be planned **strategically and systematically** to achieve true inclusiveness in the planning process. A Communication and interaction plan developed at the beginning of the process could support and guide planners as well as to **provide transparency and information** on sequence of the planning and its outcome.
- The communication and interaction plans should also include **measurable indicators** to evaluate the success in achieving communication objectives. The

assessing the quality and effectiveness of the communication activities requires an ex-post survey or a study.

- **Dialogue and experience** exchange among communication professionals as well as between planners and communication professionals could be supported during the MSP development as well as implementation process. All MSP practitioners should acquire core communication skills to promote the effective dialogue with stakeholders. Such cooperation and capacity building activities could be supported by transnational projects.

The **dissemination of the MSP outcomes** could improve understanding of the plan and implications for their sector, to each stakeholder group, daily life of communities. The outcomes and future actions or steps in implementation need to be clearer communicated.

- Bringing national and sub-national level MSP **outcomes to the local level** and discussing implications and benefits from implementation is one of the key steps for MSP authorities. This would increase involvement of civil society, local actors from different maritime sectors.
- Resources for the communication and stakeholder involvement needs to be planned and allocated adequately; involvement of communication professionals can improve communication practices in the planning process.

11. References

Abspoel, L., Mayer, I., Keijser, X., Warmelink, H., Fairgrieve, R., Ripken, M., ... & Kidd, S. (2019). Communicating maritime spatial planning: the MSP challenge approach. Marine Policy, 103486. https://doi.org/10.1016/j.marpol.2019.02.057

Ahrendt, K., Sterr, H., Krost, P., Windhorst, W., & Schultz, M. (2018). Potential, constrains and solutions for marine aquaculture in Kiel Bay & Fjord. Journal of Coastal Conservation, 22(1), 115-130. https://doi.org/10.1007/s11852-017-0509-5

Arnstein, S. R. (1969). A ladder of citizen participation. Journal of the American Institute of planners, 35(4), 216-224.

Calado, H., Papaioannou, E. A., Caña-Varona, M., Onyango, V., Zaucha, J., Przedrzymirska, J., ... & Vergílio, M. (2019). Multi-uses in the Eastern Atlantic: Building bridges in maritime space. Ocean & Coastal Management, 174, 131-143. https://doi.org/10.1016/j.ocecoaman.2019.03.004

Ciołek, D., Matczak, M., Piwowarczyk, J., Rakowski, M., Szefler, K., & Zaucha, J. (2018). The perspective of Polish fishermen on maritime spatial planning. Ocean & Coastal Management, 166, 113-124. https://doi.org/10.1016/j.ocecoaman.2018.07.001

Ehler, C. (2014) A Guide to Evaluating Marine Spatial Plans, Paris: UNESCO. IOC Manuals and Guides, 70; ICAM Dossier 8.

Ehler, C. and Douvere F. (2009) Marine Spatial Planning: a step-by-step approach toward ecosystem-based management. Intergovernmental Oceanographic Commission and Man and the Biosphere Programme. IOC Manual and Guides No. 53, ICAM Dossier No. 6. Paris: UNESCO. (English).

European Parliament, Council of the European Union. (2003). Directive 2003/35/EC of the European Parliament and of the Council of 26 May 2003 providing for public participation in respect of the drawing up of certain plans and programmes relating to the environment and amending with regard to public participation and access to justice Council Directives 85/337/EEC and 96/61/EC (OJ L 156, 25.6.2003, p. 17)

European Parliament, Council of the European Union. (2001). Directive 2001/42/EC of the European Parliament and of the Council of 27 June 2001 on the assessment of the effects of certain plans and programmes on the environment (OJ L 197, 21.7.2001, p. 30).

European Parliament, Council of the European Union (2007). Directive 2007/2/EC of the European Parliament and of the Council of 14 March 2007 establishing an Infrastructure for Spatial Information in the European Community (INSPIRE) (OJ L 108, 25.4.2007, p. 1).

European Parliament, Council of the European Union. (2014). Directive 2014/89/EU of the European Parliament and of the Council of 23 July 2014 establishing a framework for maritime spatial planning. OJ L 257, 28.8.2014, p. 135–145

Flannery, W., Ellis, G., Ellis, G., Flannery, W., Nursey-Bray, M., van Tatenhove, J. P., ... & Jentoft, S. (2016). Exploring the winners and losers of marine environmental governance/Marine spatial planning: Cui bono?/“More than fishy business”: epistemology, integration and conflict in marine spatial planning/Marine spatial planning: power and scaping/Surely not all planning is evil?/Marine spatial planning: a Canadian perspective/Maritime spatial planning–“ad utilitatem omnium”/Marine spatial planning:“it is better to be on the train than being hit by it”/Reflections from the perspective of recreational anglers .... Planning Theory & Practice, 17(1), 121-151.

Flannery, W., Healy, N., & Luna, M. (2018). Exclusion and non-participation in marine spatial planning. Marine Policy, 88, 32-40. https://doi.org/10.1016/j.marpol.2017.11.001

Frank, S., Spyra, M., & Fürst, C. (2017). Requirements for cross-border spatial planning technologies in the European context. Change and Adaptation in Socio-Ecological Systems, 3(1), 39-46. https://doi.org/10.1515/cass-2017-0004

Gee, K., Blazauskas, N., Dahl, K., Göke, C., Hassler, B., Kannen, A., ... & Zaucha, J. (2019). Can tools contribute to integration in MSP? A comparative review of selected tools and approaches. Ocean & Coastal Management, 179, 104834. https://doi.org/10.1016/j.ocecoaman.2019.104834

Giacometti, A., Morf, A., Gee, K., Kull, M., Luhtala, H., Eliasen, S. Q., Cedergren, E. (2020). Handbook: Process, Methods and Tools for Stakeholder Involvement in MSP. BONUS BASMATI Deliverable 2.3. February 2020, www.bonusbasmati.eu

Gimpel, A., Stelzenmüller, V., Töpsch, S., Galparsoro, I., Gubbins, M., Miller, D., ... & Watret, R. (2018). A GIS-based tool for an integrated assessment of spatial planning trade-offs with aquaculture. Science of the Total Environment, 627, 1644-1655. https://doi.org/10.1016/j.scitotenv.2018.01.133

Hassler, B., Gee, K., Gilek, M., Luttmann, A., Morf, A., Saunders, F., ... & Zaucha, J. (2018). Collective action and agency in Baltic Sea marine spatial planning: Transnational policy coordination in the promotion of regional coherence. Marine Policy, 92, 138-147. https://doi.org/10.1016/j.marpol.2018.03.002

Hassler et al. (2017). BONUS BALTSPACE D2:2: Ambitions and Realities in Baltic Sea Marine Spatial Planning and the Ecosystem Approach: Policy and Sector Coordination in Promotion of Regional Integration. Huddinge: Södertörn University.

HELCOM-VASAB. (2010). Baltic Sea Broad-Scale Maritime Spatial Planning Principles. https://vasab.org/wp-content/uploads/2018/06/HELCOM-VASAB_BROAD-SCALE_MSP_PRINCIPLES-1.pdf

HELCOM-VASAB. (2016). Guidelines on transboundary consultations, public participation and co-operation. http://vasab.org/wp-content/uploads/2018/06/Guidelines_transboundary_consulations_public_participation_24-25Feb2016-1.pdf

Janßen, H., Göke, C., & Luttmann, A. (2019). Knowledge integration in Marine Spatial Planning: A practitioners' view on decision support tools with special focus on Marxan. Ocean & Coastal Management, 168, 130-138. https://doi.org/10.1016/j.ocecoaman.2018.11.006

Janßen, H., Varjopuro, R., Luttmann, A., Morf, A., & Nieminen, H. (2018). Imbalances in interaction for transboundary marine spatial planning: Insights from the Baltic Sea Region. Ocean & Coastal Management, 161, 201-210. https://doi.org/10.1016/j.ocecoaman.2018.05.008

Karlsson, M. (2019). Closing marine governance gaps? Sweden's marine spatial planning, the ecosystem approach to management and stakeholders' views. Ocean & Coastal Management, 179, 104833. https://doi.org/10.1016/j.ocecoaman.2019.104833

Keijser, X., Ripken, M., Mayer, I., Warmelink, H., Abspoel, L., Fairgrieve, R., & Paris, C. (2018). Stakeholder engagement in maritime spatial planning: The efficacy of a serious game approach. Water, 10(6), 724. https://doi.org/10.3390/w10060724

Laurila-Pant, M., Mäntyniemi, S., Venesjärvi, R., & Lehikoinen, A. (2019). Incorporating stakeholders' values into environmental decision support: A Bayesian Belief Network approach. Science of the Total Environment, 697, 134026. https://doi.org/10.1016/j.scitotenv.2019.134026

Matczak M., Przedrzymirska J., Zaucha J., Schultz---Zehden A. (2014). Handbook on multi-level consultations in MSP. Report of PartiSEApate project.

Miljödepartementet. 2015. Havsplaneringsförordning (2015:400). https://www.riksdagen.se/sv/dokument-lagar/dokument/svensk-forfattningssamling/havsplaneringsforordning-2015400_sfs-2015-400

Moodie, J. R., Kull, M., Morf, A., Schrøder, L., & Giacometti, A. (2019). Challenges and enablers for transboundary integration in MSP: Practical experiences from the Baltic Scope project. Ocean and Coastal Management, 177, 1-21. https://doi.org/10.1016/j.ocecoaman.2019.04.002

Morf, A., Kull, M., Piwowarczyk, J., & Gee, K. (2019). Towards a ladder of marine/maritime spatial planning participation. In Maritime Spatial Planning (pp. 219-243). Palgrave Macmillan, Cham. https://doi.org/10.1007/978-3-319-98696-8_10

Morf, A., Moodie, J., Gee, K., Giacometti, A., Kull, M., Piwowarczyk, J., ... & Strand, H. (2019). Towards sustainability of marine governance: Challenges and enablers for stakeholder integration in transboundary marine spatial planning in the Baltic Sea. *Ocean & Coastal Management*, *177*, 200-212. https://doi.org/10.1016/j.ocecoaman.2019.04.009

Pınarbaşı, K., Galparsoro, I., Borja, Á., Stelzenmüller, V., Ehler, C. N., & Gimpel, A. (2017). Decision support tools in marine spatial planning: present applications, gaps and future perspectives. Marine Policy, 83, 83-91. https://doi.org/10.1016/j.marpol.2017.05.031

Piwowarczyk, J., Gee, K., Gilek, M., Hassler, B., Luttmann, A., Maack, L., ... & Zaucha, J. (2019). Insights into integration challenges in the Baltic Sea Region marine spatial planning: Implications for the HELCOM-VASAB principles. Ocean & Coastal Management, 175. https://doi.org/10.1016/j.ocecoaman.2019.03.023

Piwowarczyk, J., Matczak, M., Rakowski, M., & Zaucha, J. (2019). Challenges for integration of the Polish fishing sector into marine spatial planning (MSP): do fishers and planners tell the same story?. Ocean & Coastal Management, 181, 104917. https://doi.org/10.1016/j.ocecoaman.2019.104917

Piwowarczyk, J., & Wróbel, B. (2016). Determinants of legitimate governance of marine Natura 2000 sites in a post-transition European Union country: A case study of Puck Bay, Poland. Marine Policy, 71, 310-317. https://doi.org/10.1016/j.marpol.2016.01.019

Psuty, I., Kulikowski, T., & Szymanek, L. (2020). Integrating small-scale fisheries into Polish maritime spatial planning. Marine Policy, 120, 104116. https://doi.org/10.1016/j.marpol.2020.104116

Quesada-Silva, M., Iglesias-Campos, A., Turra, A., & Suárez-de Vivero, J. L. (2019). Stakeholder Participation Assessment Framework (SPAF): A theory-based strategy to plan and evaluate marine spatial planning participatory processes. Marine Policy, 108, 103619. https://doi.org/10.1016/j.marpol.2019.103619

Ramos, J., Soma, K., Bergh, Ø., Schulze, T., Gimpel, A., Stelzenmüller, V., ... & Gault, J. (2015). Multiple interests across European coastal waters: the importance of a common language. ICES Journal of Marine Science, 72(2), 720-731. https://doi.org/10.1093/icesjms/fsu095

Saunders, F., Gilek, M., Day, J., Hassler, B., McCann, J., & Smythe, T. (2019). Examining the role of integration in marine spatial planning: Towards an analytical framework to understand challenges in diverse settings. Ocean & Coastal Management, 169, 1-9. https://doi.org/10.1016/j.ocecoaman.2018.11.011

Schultz-Zehden, A., & Kira, G. (2016). Towards a multi-level governance framework for MSP in the Baltic. Bull. Maritime Inst. Gdansk 31 (1), 34–44.

Tafon, R. V. (2019). Small-scale fishers as allies or opponents? Unlocking looming tensions and potential exclusions in Poland's marine spatial planning. Journal of Environmental Policy & Planning, 21(6), 637-648. https://doi.org/10.1080/1523908X.2019.1661235

The United Nations Economic Commission for Europe (UNECE). 1998. Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters, (the Aarhus Convention). https://unece.org/environment-policy/public-participation/aarhus-convention/text

Varjopuro R. (2017). Evaluation and Monitoring of transboundary aspects of Maritime Spatial Planning. A Methodological Guidance. Baltic Scope Project report.http://www.balticscope.eu/content/uploads/2015/07/BalticScope_EvaluationMonitoring_WWW.pdf

Veidemane, et al.:(2017). Development of a maritime spatial plan: the Latvian recipe. http://www.balticscope.eu/events/final-reports/

Zaucha, J., 2014. Sea basin maritime spatial planning: a case study of the Baltic Sea region and Poland. Mar. Policy 50, 34–45.