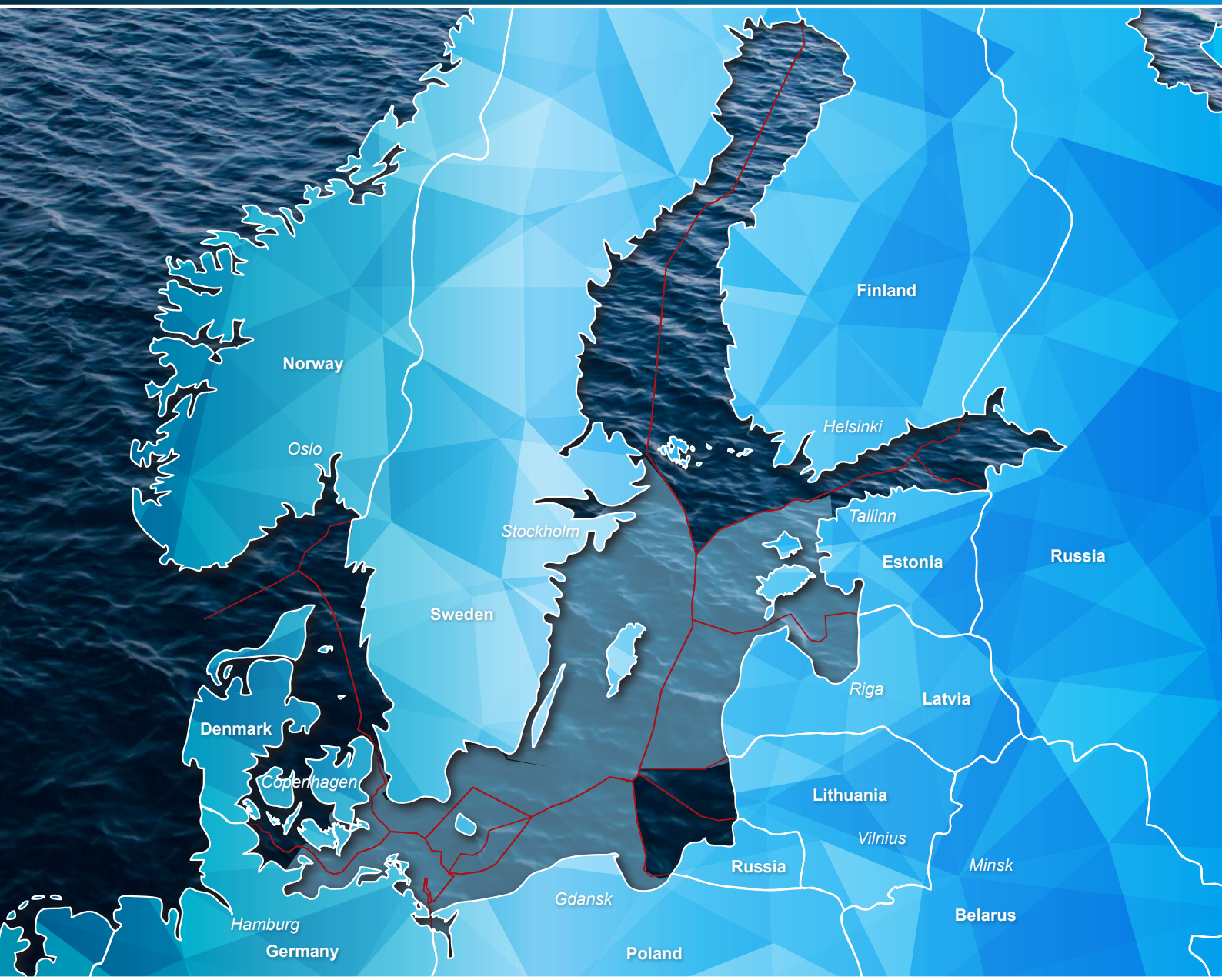
Baltic SCOPE

Towards coherence and cross-border solutions in Baltic Maritime Spatial Plans

EUROPEAN UNION
European Maritime and Fisheries Fund

Lessons Learned: Obstacles and Enablers When Tackling the Challenges of Cross-Border Maritime Spatial Planning

Experiences from Baltic SCOPE



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Kull, M., Moodie, J., Giacometti, A. and Morf, A. (2017). Lessons Learned: Obstacles and Enablers When Tackling the Challenges of Cross-Border Maritime Spatial Planning - Experiences from Baltic SCOPE. Stockholm, Espoo and Gothenburg - Baltic SCOPE. Report available online at www.balticscope.eu.

Acknowledgements

We would like to thank DG MARE for co-funding the Baltic SCOPE collaboration. Many thanks to all involved authorities, agencies and experts from Estonia, Latvia and Sweden for their valuable input during our work. Furthermore, we would like to express our gratitude to all partner organisations engaged in the Baltic SCOPE collaboration, both for their hard work and for the provided co-funding. Due to this joint effort and fruitful collaboration, a major step has been made towards coherent Maritime Spatial Planning across the Baltic Sea. The close collaboration and the partnership created are expected to continue at a firm pace.

LESSONS LEARNED: OBSTACLES AND ENABLERS WHEN TACKLING THE CHALLENGES OF CROSS-BORDER MARITIME SPATIAL PLANNING

EXPERIENCES FROM BALTIC SCOPE

MARCH 2017

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PREFACE

Welcome to the lessons learned report from the Baltic SCOPE Project!

The Baltic SCOPE Project was designed to increase collaboration and coordination between national authorities and other key stakeholders to develop common approaches to solve transboundary MSP issues and enhance the alignment of national maritime spatial plans in the Baltic Sea Region. This report outlines the main lessons learned from Baltic SCOPE, identifying what worked well and what was less successful in the transnational MSP approaches adopted during the project. The report highlights the main obstacles and enablers in the development of effective transnational MSP processes in four key dimensions: coordination and collaboration among partner organisations, stakeholder mobilization and engagement, cross-sectoral synergies and integration, and marine specificities and jurisdictional boundaries.

The analysis is primarily based on participant observation conducted by Nordregio's research team, who observed the interaction of planners and the activities they conducted during the course of the project. The participatory observation approach was supplemented by a Lessons Learned survey and a focus group interview with planners participating in the project, to gauge their perceptions on the strengths and weaknesses of the approaches adopted. The Nordregio team was also involved as facilitators and editors of the final case reports,[1] which provided further empirical material. This report is primarily aimed at policymakers, planners and other key stakeholders in the MSP process; it describes the main and most important lessons learned from the project and provides recommendations and concrete ideas about tools and approaches, which can be used in the development of future transnational MSP collaboration efforts, both in the Baltic Sea Region and beyond.

1 The final case reports *Towards Coherent Cross-Border Maritime Spatial Planning in the Central Baltic Sea Case Study Report from the Baltic SCOPE Project* and *Coherent Cross-border Maritime Spatial Planning for the Southwest Baltic Sea - Results from Baltic SCOPE* are available at www.balticscope.eu.

INTRODUCTION AND METHODOLOGY

INTRODUCTION

The Baltic SCOPE project was developed in response to the EU Directive on Maritime Spatial Planning[2] (MSP) that outlines the need for greater cross-border integration and coordination of MSP activities within European sea basins. Baltic SCOPE was designed to increase collaboration between responsible national MSP authorities and other key stakeholders to find solutions to transboundary MSP issues and increase the alignment of national maritime spatial plans across the Baltic Sea Region.

The Baltic SCOPE Project operated in two case study areas, namely the Southwest Baltic (SWB), and the Central Baltic (CB) cases. The SWB case covers the territorial waters and Exclusive Economic Zones (EEZ) comprised of Germany, Denmark, Sweden and Poland;[3] whereas the CB case covers marine areas shared by Estonia, Latvia and Sweden. The motivation and overall goals of the work to be undertaken within each case study was clearly expressed in the grant agreement of the Baltic SCOPE project (Table 1)[4].

Table 1: Goals of the Baltic SCOPE Project

Baltic SCOPE Goals
Identification of specific hot topics / issues and based on information from each participating case country
Refining and developing solutions in more specific thematic working groups
Identification of solutions / necessary future steps brought to a general planners' level
Filtering solutions back to national processes
Developing more generic recommendations that can be brought to other MSP cases, pan-Baltic and European level

The Baltic SCOPE project consisted of four key phases: a preparation phase, an identification phase, a solutions phase and a conclusion phase. The focus and outputs of each phase are outlined in figure 1 below. A number of learning steps could be identified within the four phases. These steps transcend across the different phases and figure 1 indicates where specific aspects of learning occurred (see figure 1).

2 See European Parliament and the Council of the European Union (2014). See also https://ec.europa.eu/maritimeaffairs/policy/maritime_spatial_planning_en.

3 In one exceptional case, the SWB case also looked upon internal waters, particularly the Stettiner Haff / Szczecin Lagoon, located between Poland and Germany and including an important strategic access route to the harbour in Szczecin.

4 For more information, please view Baltic SCOPE application available from the authors of this report.

PREPARATION

- Meetings: Kick-off and partner meetings at project level, 4 Planners meetings per case, Thematic Meeting (CBC)
- Exchanging about national planning systems and development stages / Update country fiches > learning / deepening knowledge on differences
- Start of Data Exchange
- Defined four key sectors (Energy, Environment, Fisheries, Shipping)
- National topical consultations
- Looking into Transboundary focus-areas
- Established Taskforce addressing EBA
- Report on lessons from land-based cross-border planning
- Assessment Reports documenting progress & learning in each case & indicating hot spots, hot topics and common objectives for cross-border cooperation

IDENTIFICATION

- Meetings: Thematic Meeting (CBC), planners meetings to work on the topical and geographical issues identified, feedback and discussion of results and approaches at Partner Meetings
- Daft and Finalization of Topic Papers - Energy, Environment, Fisheries, Shipping
- Conflict / synergies table (CBC)
- Identification of transboundary focus-areas (SWB)
- Topical maps for CBC area: shipping, environment, fishing, energy
- Cross-sector interaction maps and overall map (CBC)
- Identifying topics of cross-border and cross-sectoral relevance / sectoral conflicts and synergies (national and cross-border)
- Transboundary stakeholder conference (SWB)
- Assessment Reports documenting progress and learning in each case

SOLUTIONS

- Meetings: Bi- & tri-lateral meetings and bilateral dialogue (SWB) to dig deeper into the specific interests, problems and opportunities of smaller transboundary focus-areas, planners meetings to work on the topical a nd geographical issues identified, feedback and discussion of results and approaches at Partner Meetings
- Developing questionnaire to discuss with stakeholders: synergies & conflicts of cross-border and cross-sectoral relevance
- Transboundary stakeholder conference (CBC)
- Identifying conflicts of interests / possible solution for specific areas in the Southwest Baltic area
- Compilation of sector observations and recommendations by topic experts (CBC)
- Overall conflict / synergies table (CBC)
- Developing case recommendations and distilling project level recommendations
- Developing EBA paper and checklists
- Discussing focus and developing structure of very case specific final case reports

CONCLUSION

- Meetings: Planners' and Partner meetings to finalise work on all outputs (data exchange, construction of common maps, interest matrices, discussion and synthesis for case reports, selecting and refining project recommendations)
- Outreach: sharing results and collecting input at ICES Annual Science Conference, Baltic MSP & EUSBSR Forums
- Finalising outputs: Lessons Learned Report, Final Case Reports, Report on EBA checklist, shipping data report (HELCOM), monitoring & evaluation report, guidance paper for shipping safety zones and policy recommendations

Figure 1: The 4 Phases of the Baltic SCOPE Project: Events, Outputs and Learning

Although project planners shared the same overall goals, and followed the same working stages, each case study area developed approaches and tools for dealing with transboundary MSP issues appropriate to their contextual circumstances (Figure 2). In the absence of clear transboundary conflicts between countries and a relatively strong sector division of management, the CB case adopted a thematic, stepwise, topical and process-based approach. This involved assessing the latest developments in four focus sectors and a mapping exercise to develop a transnational knowledge base for MSP. The involvement of national (mainly institutional) stakeholders with a sector and a cross sector perspective, deepened the knowledge base and assisted the formulation of planning evidence, the identification of potential transboundary conflicts and synergies across sectors and the development of solutions where possible. The SWB case took a geographic approach, that involved zooming in on focus-areas and identifying conflict issues and concrete solutions where sectoral developments potentially affect neighbouring countries.[5]

Figure 2: Two complementary case approaches – SWB and CB Case

This report reflects upon the processes of learning that occurred within the Baltic SCOPE Project, outlining what worked and what was less successful in the approaches to transnational collaboration in MSP adopted during the project. The report outlines the main lessons learned from across both case study areas. It takes a cross-case approach, as the challenges and enablers to transboundary MSP experienced in both case study areas are very similar. However, the report does highlight interesting distinctions between the two cases where they did occur. Finally, the report reflects on

5 A more detailed overview of the approaches adopted can be found in the individual case study reports from both the CB and SWB areas. An evaluation including an identification of obstacles and enablers in relation to the case approaches is done in chapter 4 below.

emerging trends and patterns of transboundary MSP processes and tries to provide generalizable conclusions and best practice recommendations that can improve the effectiveness of future transnational MSP processes both within the Baltic Sea region and beyond. The following section outlines the methodological approach adopted for the development of this report.

METHODOLOGICAL APPROACH

Overall approach and aims

Nordregio was given the task of examining and analysing the main lessons learned from the Baltic SCOPE through an observation of stakeholder interaction and cross-border interaction throughout the project. According to the project description, Nordregio was to:

- Identify similarities and differences between cases, individuals and sectors (individual, organisational, group, case and project learning) in order to provide an assessment of differentiated learning across various levels.
- Provide room for ownership of interpretation on behalf of the planners and experts participating in the project through observation and recurrent interaction.
- Generate well-founded recommendations stemming from people engaged in MSP processes compared to a single step data collection process.

For internal learning and verification purposes, interim results were presented on several occasions during the second half of the project to provide possibilities for questions and comments from participating planners. Five main methods were used to collect the empirical material for this task:

1. Participant Observation to reflect on all types of project activities
2. Lessons Learned Survey to reflect on project participants own observations
3. Focus Group Interview with the planners to reflect on observations and survey
4. Interactive Workshop and Panel Discussion at the 7th Strategy Forum for the European Union Strategy for the Baltic Sea Region (EUSBSR) in Stockholm and the 2nd MSP Forum in Riga to verify and reflect beyond the project
5. Processing and Editing of Final Case Reports to reflect within the planners' groups.[6]

The different methods are described in more detail below. For an overview of the methodology and feedback loops for learning (see figure 3).

6 Whilst processing and editing of reports is not a scientific method for data collection as such, we include this point here since the work with these reports gave us opportunities to learn more important lessons of how partners collaborated in the project, how they made decisions and came to conclusions.

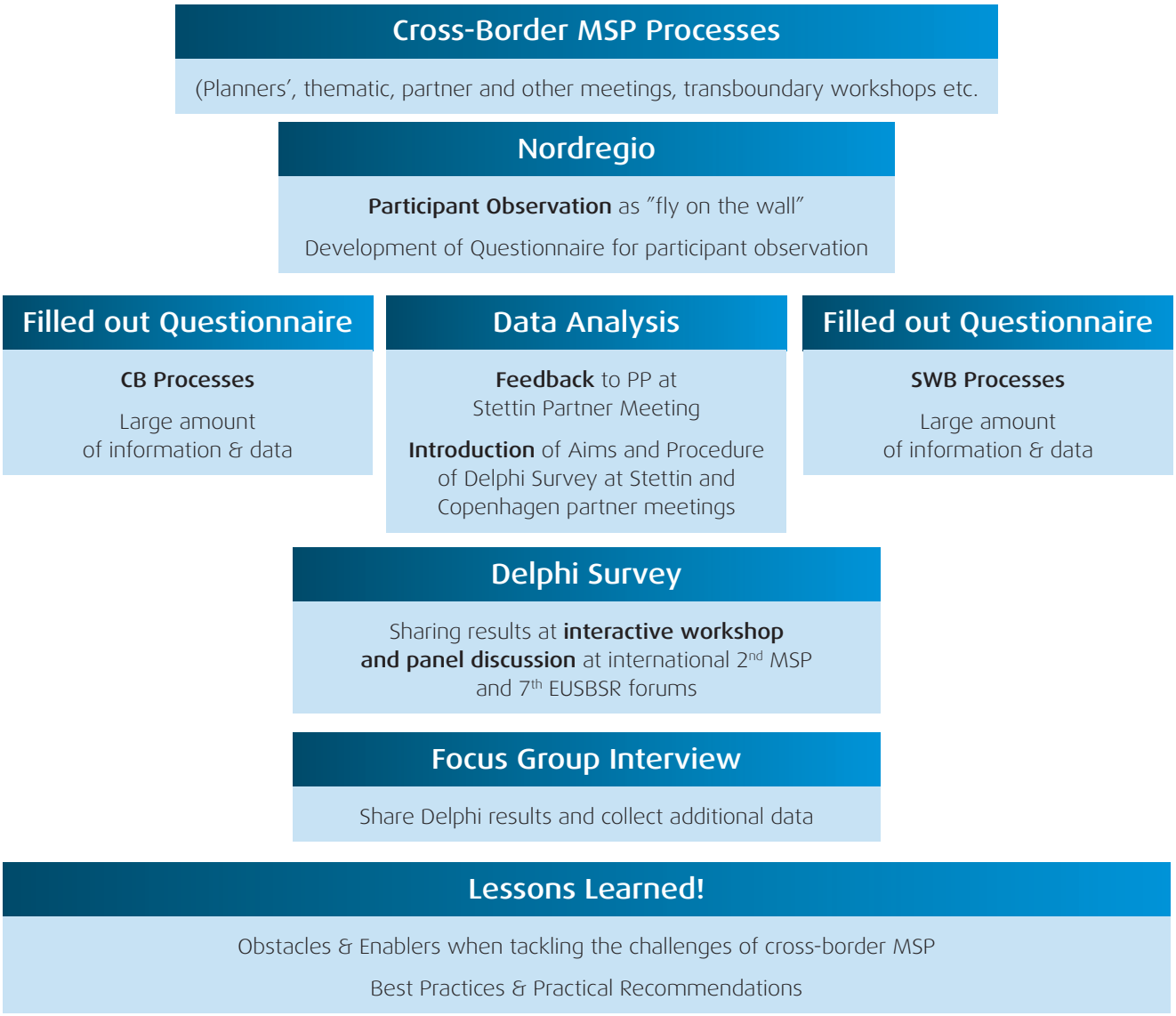


Figure 3: Different methods used and feedback loops for Lessons Learning in Baltic SCOPE

To structure data collection and analysis, a theoretical framework from land-based planning was used to formulate the conceptual base. To provide relevant insights on lessons learned that were relevant for practitioners, this was complemented by a focus on obstacles and enablers for transboundary MSP.

Theoretical Base of the Lessons Learned: Territorial Governance

The collection of data has been structured around questions based on the conceptual framework of territorial governance (Schmitt & van Well 2016). This concept was developed and successfully applied in previous EU projects, such as the ESPON TANGO project. Territorial governance is a bottom-up approach that is opposed to top-down and 'one-size-fits-all' solutions and strives to support evidence-based policymaking in governance practices at different levels and in different contexts. It is a holistic approach to support spatial planning work and is used as an instrument for practitioners, policymakers and decision-makers. The concept focuses on patterns of co-operation and collaboration between governmental and non-governmental actors (Lidström 2007; Gualini 2008; Davoudi et al 2008). Researchers have used territorial governance to examine how territorial specificities and place-based knowledge is identified, understood and integrated into policymaking processes (Schmitt & Van Well 2016). The European Commission sees territorial governance as an essential component in the implementation of an effective European Cohesion Policy (European Commission 2007).

The concept of territorial governance has five overarching dimensions which have provided an analytical framework for structuring observations and data collection during the project (see figure 4).

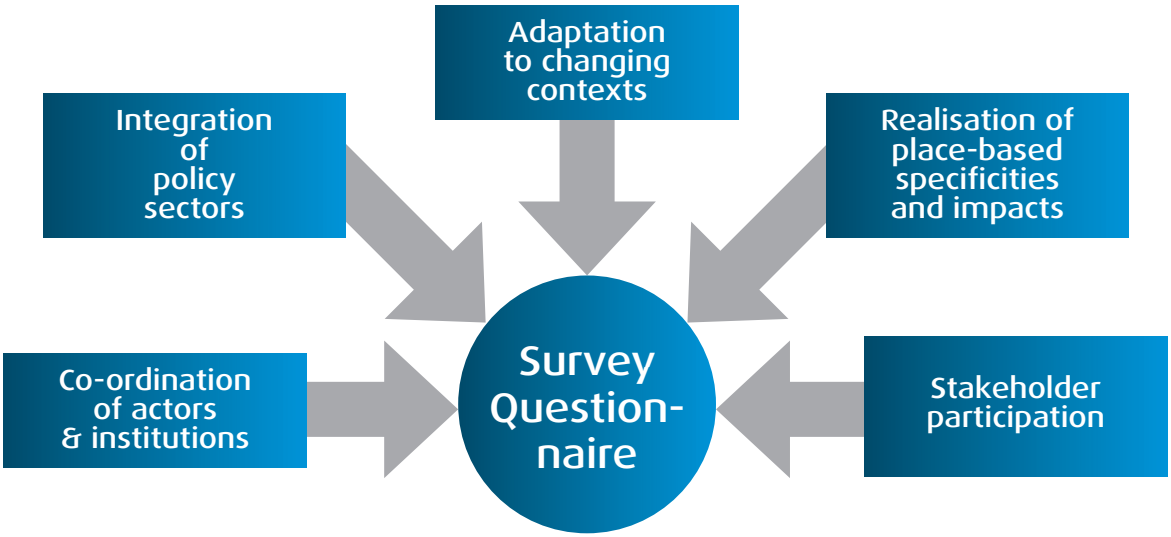


Figure 4: Five Dimensions of Territorial Governance as Inspiration for Data Collection in Baltic SCOPE

The present analysis of lessons learned within the Baltic SCOPE project is built around these five dimensions, but in a more condensed form. Compared to the original, the dimensions were customised for the Baltic SCOPE project to make them more accessible for the project participants and the readers of this report, and to better align the analysis with the topics and issues emerging from the project itself.[7] As the project was only running for two years, adaptation to changing contexts was not as relevant as learning within the project. The four Baltic SCOPE specific dimensions examined are outlined in info box 1, with adaptation as part of the learning process in each of the four remaining dimensions. These dimensions guided the selection of methods and sources and provided the analytical lens to structure the results in this report (see info box 1).

INFO BOX 1: FOUR KEY DIMENSIONS OF ANALYSIS

Coordination and Collaboration: analyses how project partners coordinated activities and collaborated during the project. It also concerns the management and coordination of MSP at different levels of governance, particularly the national level, including individual and institutional learning during the project.

Maritime Specificities and Jurisdictional Boundaries: examines how project partners addressed differences in planning systems, institutional and governance infrastructure and regulatory systems.

Cross-sectoral Integration and Synergies: analyses how project partners deal with identifying conflicts/synergies, harmonising data and solving problems across four key MSP sectors: energy, environment, fisheries and shipping.

Stakeholder Participation and Engagement focuses on how project partners interact with stakeholders (particularly institutional actors) at international and national events and to what extent stakeholders are integrated into the transboundary MSP processes.

7 Hence, the case specific dimensions this report zooms in on are 1) Coordination and Collaboration, 2) Maritime Specificities and Jurisdictional Boundaries, 3) Cross-sectoral Integration and Synergies, 4) Stakeholder Participation and Engagement.

Practical Focus of Lessons Learned: Obstacles and Enablers for Transboundary MSP

The methods and sources used allowed for each dimension to identify a number of obstacles and enablers to cross-border MSP based on the process and outcomes of Baltic SCOPE. Obstacles are defined as a process or act inhibiting the emergence and development of trans-boundary MSP.[8] Enablers are defined as a process or act that facilitates the emergence and development of trans-boundary MSP.[9] Enablers here could be both tools and methods developed and used in the project and direct outcomes and results from the project that facilitated cross-border MSP. MSP is an on-going continuous process, which does not begin nor end with the Baltic SCOPE; therefore, the tools and results from the project can act as enablers for future MSP processes. For example, the creation of stronger links between national authorities is one result from the project that will make future cross-border MSP discussions easier.

It is important to note that in everyday MSP practice these four analytical dimensions are not mutually exclusive, but are closely connected and even overlapping. Baltic SCOPE work and transboundary collaboration of planners and experts was a practical exercise and experience, so the obstacles and enablers identified often combine two or even more dimensions. For example, the differences in national planning systems (Maritime Specificities and Jurisdictional Boundaries) have repercussions on work to integrate different sectors (Cross-sectoral Integration and Synergies), to engage stakeholders, who often are connected with specific sectors (Stakeholder Participation and Engagement) and affect the patterns of transboundary collaboration of partners (Coordination and Collaboration).

METHODS OF DATA COLLECTION

Participant Observation

The primary data for this report comes from the participant observation conducted by the Nordregio research team.[10] Throughout the project and during the different phases of the collaboration, Nordregio observed the interaction of planners and their activities with data collection taking place at all types of meetings, including planners', thematic and partner meetings.[11] The aim of participant observation was to document and analyse interaction and coordination, the methods and tools adopted and applied, networking and institutionalisation activities[12].

Lessons Learned Survey

The rich body of data gathered through participant observation was supplemented by an online Lessons Learned Survey sent to all project participants to gauge their perceptions on the strengths and weaknesses of the approaches adopted during the project and what they have learned. As a complement to the researchers' observations, the survey was to give voice to the planners and experts as the main "learners" within the project. This enabled the research team to triangulate participant observation data gathered by cross-analysing it with the perceptions of "the observed ones". The Lessons Learned survey process and its phases are visualised in figure 5.

8 According to the Oxford English dictionary obstacle is "a thing that blocks one's way or prevents or hinders progress". Note also the reference to the Latin word obstaculum, from obstare = impede; ob= against and stare= stand.

9 Our definition bases on the Cambridge English dictionary defining an enabler as "something or someone that makes it possible for a particular thing to happen or be done". Furthermore, and important for the lessons learned in the Baltic SCOPE, the Cambridge Dictionary reminds us that something can be an enabler but is not necessarily the solution.

10 Part of the observation-documentation role and another concrete output Nordregio was in charge of were four Assessment Reports covering the first two project phases for each case separately.

11 Additionally, bi- and trilateral meetings of the SWB were analysed. Data was collected through questionnaires and attending meetings.

12 To capture the national stakeholder processes, a follow-up questionnaire with focus on transboundary issues was developed and filled in by project partners after their national events.

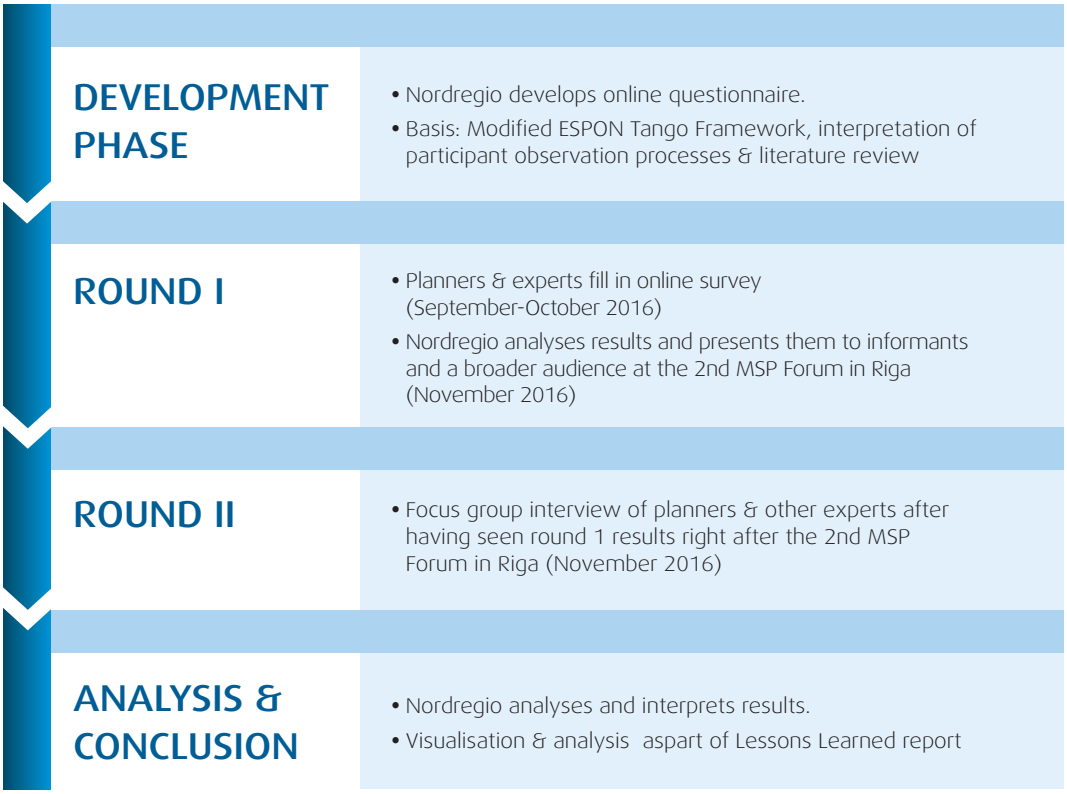


Figure 5: The Lessons Learned Survey Phases in Baltic Scope

26 out of 31 invited experts answered the Lessons Learned survey, so the response rate was very good and more than 80%. The survey was primarily based on multiple-choice questions, but included general text boxes for respondents to expand on their answers.

Outreach and broader verification by interactive workshops and panel discussions

Interactive workshop and panel discussion at the 7th EUSBSR Strategy Forum in Stockholm: "Saving and using the Sea? – Connecting decision makers and actors through Maritime Spatial Planning"

The lessons learned team from Nordregio co-organized a workshop at the 7th EUSBSR Strategy Forum, together with the Swedish Agency for Marine and Water Management (SwAM) and VASAB (Vision and Strategies around the Baltic Sea). The workshop was organised 8 November 2016. The intention was to share results from Baltic SCOPE and collect further input from people outside of the project. The seminar discussed ways of:

1. Increasing political involvement and ownership of MSP;
2. Connecting actors and engaging stakeholders beyond sectors and decision-makers.

Each topic was introduced through background information from VASAB and findings from the Baltic SCOPE project, followed by an interactive panel round featuring a) statements from panellists, [13] b) Interactive discussion between panellists and audience, c) audience invited to add post-it notes on 3 posters prepared to share their ideas and concerns.[14]

13 Panellists were Jakob Granit, Director General of SwAM, Frank Hering, Planning Director, Regional Council of Kymenlaakso, Finland and Amanda Nylund, Student in Marine Sciences, interested and active citizen.

14 The event, moderated by Jacek Zaucha, Chairman of the VASAB CSPD/BSR and facilitated by Michael Kull and Andrea Morf (Nordregio) was attended by more than 70 people from 3rd sector, public administration and the academia.

2nd MSP Forum in Riga: "Obstacles and Enablers in a Transboundary Planning Collaboration"

In collaboration with the Finnish Environment Institute (SYKE) and assisted by a facilitator from SwAM, the Nordregio team also organised a 90 minutes interactive workshop session at the 2nd MSP forum in Riga[15], where the first part focused on lessons learned so far from Baltic SCOPE and the second part on the monitoring and evaluation of MSP. The two research presentations were complemented by reflections from two Baltic SCOPE planners and an external MSP researcher and followed by a facilitated discussion with the audience. The 2nd MSP forum (23-24 November 2016, in Riga, Latvia) was organised by the Baltic SCOPE project in collaboration with VASAB and ICES and attracted more than 250 participants from 32 countries, many of them from institutions responsible for MSP.

Focus Group Interview

The Lessons Learned survey and the interactive outreach beyond the project in Stockholm and Riga were followed by a focus group interview including the case study leaders and project planners (with 1-2 persons per partner country). The interview was organised at the end of the 2nd Baltic MSP Forum (24.11.2016) and took 90 minutes. The central objectives of the interview, shared beforehand with the participants, were to discuss with the key lessons learned from the cross-country and cross-sector collaboration within the project. Starting with the challenges expected at the beginning of the project and the project goals the partners wanted to achieve, the group reflected on the key enablers and successes, but also on the main obstacles and challenges encountered on the way. The participants also discussed what could have been done differently, what to do in the future and what they would recommend to other projects with similar objectives. The interviewers provided examples from the Lessons Learned Survey and participant observation to cross-check the interpretations so far made by Nordregio.

Processing and Editing Final Case and Project Recommendations Reports

During the final phase of the project, learning occurred through the production process of the final project outputs: two final case reports and a project recommendations report, for which Nordregio both functioned as process facilitators and as an editorial resource. Last but not least, both case groups were to deliver a final report. Here, important processing and further learning and synthesis occurred during the last six months of the project. Depending on the case, Nordregio had slightly varying roles.

For the SWB Case Final Report (Giacometti et al. 2017) the Nordregio team wrote large parts using earlier developed documentation and cross checked this with the experts asking for input on certain topics and parts.

For the CB Case Final Report (Urtāne et al. 2017), the planners and sector experts provided the content of the final report, based on sector-based topic papers, a mapping and data analysis exercise, cross-sector conflicts and synergies analyses, and resulting in sector specific observations and recommendations distilled from these complemented and verified through input from stakeholder interaction. The editorial task of Nordregio here was to facilitate the synthesis of all this into a final report document, to help develop a storyline, promote deeper reflection on the methods used and the findings and outcomes and provide support in the actual writing and structuring of the final report document.

15 Presenters: Lessons Learned Michael Kull and Andrea Morf, Monitoring and Evaluation of MSP Riku Varjopuro, Panellists: Jan Schmidtbauer Crona (planner), Anni Konsap (planner), and Wesley Flannery (researcher). The event was attended by more than 70 participants from different countries around the Baltic Sea and beyond, planners and other experts, researchers, and NGO representatives and other marine stakeholders. See: http://www.balticscope.eu/events/presentations/#1472199398944-6c867258-2440.

The Baltic SCOPE Project Recommendations[16] were developed from 3 sets of recommendations; jointly developed recommendations (at the Stettin Partner Meeting in June 2016) and topical input from the two cases. At the combined planners' and project meeting in Copenhagen (September 2016), project partners had to lift their own case- and topic specific recommendations to a more comprehensive level and decide on which were the most important ones. During the partner meeting, general and sectoral recommendations were discussed and pre-selected and after a ranking survey and further fine-tuning compiled in the final report. The recommendations are based firmly on joint experience, the problems and needs explored whilst working together towards coherence and cross-border solutions in Baltic maritime spatial plans. During the final writing phase of the different outputs, the editors have observed quite a bit of additional learning and synthesis, when participants had to negotiate and decide what to include and not include in the reports.

Report Structure

The remainder of the report is structured as follows. The next four chapters examine the lessons learned within each of four main dimensions outlined below: coordination and collaboration; maritime specificities and jurisdictional boundaries; cross sectoral integration and synergies; stakeholder participation and engagement. Each chapter provides a contextual overview of the specific dimension, before examining the main obstacles and enablers for achieving effective MSP in these areas. The concluding chapter draws together the general findings on the main lessons learned from Baltic SCOPE, outlining the main strengths and weakness of the approaches adopted in the project, and providing examples of best practice and recommendations that can be learned and applied in the development of more effective MSP processes in the future.

16 See Report Recommendations on maritime spatial planning across borders available at www.balticscope.eu.

1. COORDINATION AND COLLABORATION

1. COORDINATION AND COLLABORATION

"I think one of the best things of the project was to link with and learn about the people behind MSP-work in the different countries."

- Respondent taking part in the lessons learned survey

"Baltic SCOPE (...) was a great platform to exchange knowledge and to learn from each other. Project = people, and ties between people have been established."

- Respondent taking part in the lessons learned survey

Photo taken at the Göteborg Partner Meeting, 3 March 2016.

CONTEXT AND OVERVIEW

Cross-border MSP over whole marine basins requires new types of spatial thinking, sharing of knowledge and working together on common problems to be identified and solved between institutional actors across national borders. The European Union Directive on MSP emphasises the need for coherent marine planning and aligned plans between independent states (COM 2014). The development and implementation of MSP are, according to the Directive, the responsibility of each member state. Furthermore, the EU Directive has introduced mechanisms to support transboundary collaboration in finding ways to align national MSPs between neighbouring countries. According to the MSP Directive, "Member States bordering marine waters shall cooperate with the aim of ensuring that maritime spatial plans are coherent and coordinated across the marine region concerned. Such cooperation shall take into account, in particular, issues of a transnational nature" (COM 2014). The Directive continues that "cooperation shall be pursued through:

- (a) Existing regional institutional cooperation structures such as Regional Sea Conventions (also relevant for cooperation with third countries); and/or
- (b) Networks or structures of Member States' competent authorities; and/or
- (c) Any other method that meets the requirements, for example in the context of sea-basin strategies" (COM 2014, p. 143).[17]

Where common problems exist between countries, relevant solutions can be identified through close interaction among the international community and the institutionalization of common practices. Cooperation/collaboration facilitates the exchange of knowledge, which can promote learning through a transfer of methods, practices, models, data, expertise, measures, ideas and visions. In addition, those involved in cross-border collaboration activities can learn how to work and think from a transnational perspective, including non-authority stakeholders. According to Hörnström et al. (p.14, 2012), "transnational learning implies that actors learn to work at new scales and in new types of networks in order to better address certain issues of transnational importance better or [...] to address specific local or regional issues better". Collaboration, therefore, strengthens the concept of "transnationality", which is the principle that issues are not limited by predefined borders, but are interconnected across regions and countries.

Baltic SCOPE is one of three international MSP projects financed by DG Mare focusing on enhancing cross-border solutions collaboration and coordination of responsible planning authorities in specific marine basins. Cross-border cooperation/collaboration requires the building of contacts and institutional capacity to regularly communicate across borders (e.g. common administrative and institutional structures). This process takes time and the trust, patience and good will of stakeholders, and cross border projects, such as Baltic SCOPE, serve to facilitate the development, strengthening and institutionalization of existing and future cross-border collaboration activities. The key terms of cross-border, collaboration, cooperation and coordination, used interchangeably throughout this chapter, are defined in info box 2 below.[18]

INFO BOX 2: IMPORTANT DEFINITIONS

Cross-Border/Transboundary MSP refers to MSP activities conducted between nation states and across national/regional territories.

Collaboration/Cooperation refers to stakeholders working together to identify and solve common cross-border MSP issues.

Coordination refers to the organization of activities/frameworks that bring stakeholders together to identify and solve cross-border MSP issues.

17 There are no binding requirements for the individual states to adjust their national MSP to interests expressed by neighbouring countries.

18 These definitions have been adapted from the Oxford English and Cambridge dictionaries.

This chapter examines the important obstacles and challenges to coordination and collaboration in transboundary MSP identified in the work of Baltic SCOPE. The dimension "Coordination and Collaboration of Institutional Actors" has become an overarching (meta) dimension outlining what collaboration activities worked, or were unsuccessful in the project and issues that need to be addressed in future cross-border MSP collaboration. Figure 6 below outlines the main obstacles and enablers to collaboration and coordination of cross border MSP. The main challenges include language barriers, different interpretations of the central features of MSP, differences in timing of MSP in the participating countries, institutional reorganisation, and a lack of permanent structures. The main enablers outlined provide a picture of learning through collaboration within the project with regard to individual, group and institutional learning across different governance levels and institutions. The chapter shows that Baltic SCOPE has contributed to the creation of stronger links between partners to a strengthened pan-Baltic network and joint understanding of the needs and limits of transboundary MSP. The chapter also sheds light on the strengths and weaknesses and adopting a place-based approach in different case study areas was appropriate for aligning national plans.

Figure 6: Overview Main Obstacles and Challenges in relation to Coordination and Collaboration and the Enablers and Results that help moving beyond and resolving them.

MAIN ENABLERS AND RESULTS

- Establishing a framework for deliberation
- Individual Learning
- The Case Study Approach: Working Area- and Problem Specifically
- Institutional and Organisational Learning at National Level
- Increased Coordination and Construction of Stronger Links between National Authorities Across Boundaries

MAIN OBSTACLES & CHALLENGES

- Language Barriers and Different Interpretations
- Different Countries at Different Stages of the MSP Process
- Institutional Reorganisation and Change of Project Partners
- Need for continuity: short projects instead of more permanent collaboration

CHALLENGES AND OBSTACLES

Language Barriers and Different Interpretations

Language barriers and different terminologies from national planning systems proved a challenge within the Baltic SCOPE project. A number of planners regarded national language barriers as a problem, as it was difficult to describe their own national processes in a foreign language (in this case, English). As one planner pointed out "language could sometimes be a barrier". Misinterpretation was often a source of tension at meetings, as one planner noted: "some things got lost in translation, literally. Sometimes things were misunderstood and things went a bit south from there". Language was not so much a problem in terms of direct communication during meetings, but as a planner described, "the need to use a foreign language to describe national processes" was challenging.

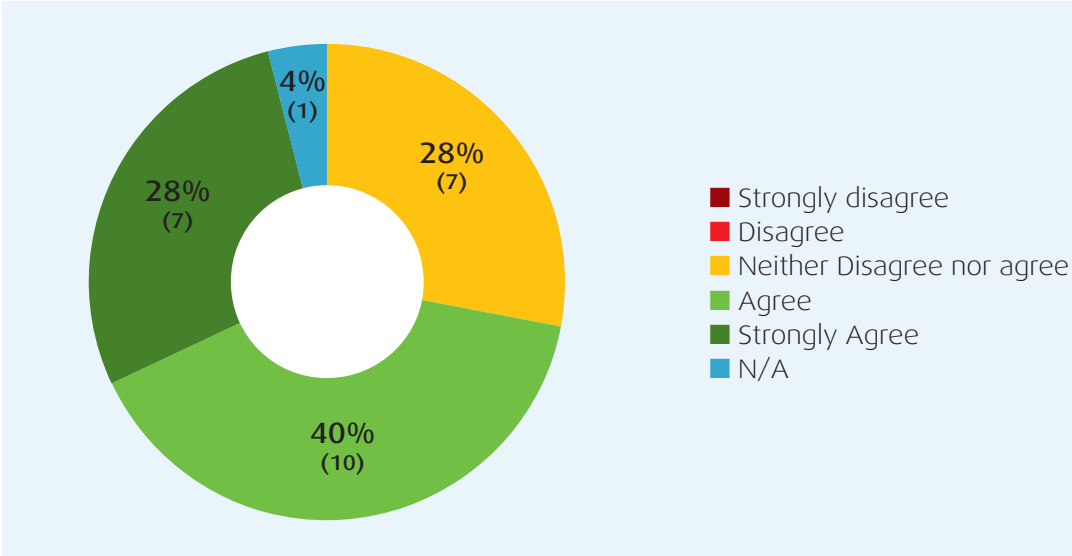
A second obstacle is planning terminology and interpretations and how different terms that may mean different things in different countries, or be translated differently. This creates the potential for confusion and misinterpretation and such differences became obvious during the solutions

phase, when different national interpretations emerged on what constituted a recommendation. Some planners interpreted recommendations as suggestions and guidance tool for planners to know which issues to focus on in future planning processes and to gain necessary support for from a higher political level (i.e. the opinion of the project's experts). Other planners were concerned that the recommendations had stronger political implications and were to be explicitly implemented by policymakers and other stakeholders (which needed to be politically anchored as official statements from participating countries). The latter understanding may have limited the nature and type of recommendations planners formulated in the end, fearing that the recommendations could be interpreted as the official positions of their national governments (this was to some extent addressed by disclaimers at the beginning of the case reports). Moreover, when recommendations touched politically sensitive issues, project participants felt they did not have a mandate to formulate recommendations freely from their perspective as planners, but had to ask for agreement from a higher level (usually the national ministries). Here, a pragmatic stance was taken by one survey respondent who noted that when it comes to politically sensitive issues: "there might be two types of recommendations. Those we could apply from good will immediately and as direct early warnings from the particular national initiator of an activity at the sea to particular neighbouring country or stakeholder groups. Secondly, next steps recommendations." Another respondent was critical about avoiding politically sensitive issues and more sensitive recommendations: "I don't like the idea of rejection of recommendations developed during the project. Too much work and effort we have put into the recommendation to throw them away now".

Different Countries at Different Stages of the MSP Process

As Smith et al. (2011: 297) and others point out, the different stages in the development of national maritime spatial plans makes cross-border collaboration and a coherent transboundary integration of national MSPs a challenge. This also applied to the Baltic SCOPE project with participating countries at different stages of designing MSP systems and implementing plans. Indeed, some countries, including Germany, have already developed national plans, whereas other countries, such as Estonia and Denmark are in the early stages.[19] Project partners were, therefore, asked whether being at different stages of the national MSP process was a challenge for collaboration; for their responses see Figure 7 below. 40% of respondents agreed and 28% strongly agreed that being at different stages of the planning process was a major challenge for cooperation within the project. One planner commented, a "major obstacle is that not all countries are on the same level with national MSP".

Figure 7: Projects partners being at different stages of national MSP processes was a challenge for collaboration?



19 For an illustration and overview on the status of national MSP processes during Baltic SCOPE, see the first chapters of the final reports of the CB and the SWB case.

These differences in timing and experience affect both project collaboration and the mobilisation of important actors. One planner commented on the temporal dimensions of national MSPs: "of course it was a challenge! Some (countries) are highly advanced and some do not know exactly what lies ahead, so different countries are on different levels of knowledge, which sometimes makes discussions difficult". Countries that are more advanced in their national MSP process would have preferred to work with even more concrete planning-related issues and challenges. As one respondent put it, "perhaps an even more "tool oriented" approach would have been good." Moreover, another planner noted that "due to the different stages of MSP developments in case countries, stakeholders were not equally motivated". However, not all respondents viewed the different timing as a problem, but highlighted the potential for countries beginning the process to learn from those that had already designed their national MSP systems and started the implementation process. Some even argued that it "enriched" the project to have experiences from different MSP stages as "less advanced countries can learn from the experience of the more advanced", which raised the possibility of "learning from each other to foresee possible mistakes and maybe avoid them". Obstacles can, therefore, also become enablers, if harnessed well for collaboration (e.g. time and resources).

Institutional Reorganisation and Change of Project Partners

Due to political changes and resulting institutional reorganisation and new responsibilities, some project partners changed and participants had to be substituted during the course of the project, which affected collaboration and coordination. In the case of Estonia, the experts who started in the project also continued after a shift to another responsible ministry. However, an interviewee from Estonia, referring to the change of GIS experts, stressed that it causes problems in transboundary projects "if competence and expertise change and are not announced at times of change: for instance if GIS experts change we face fragmentation of data and scattered data".[20] In the case of Denmark, some experts also had to be replaced and the country is "still suffering from partner shift. This was challenging. Expectations were lowered."[21]

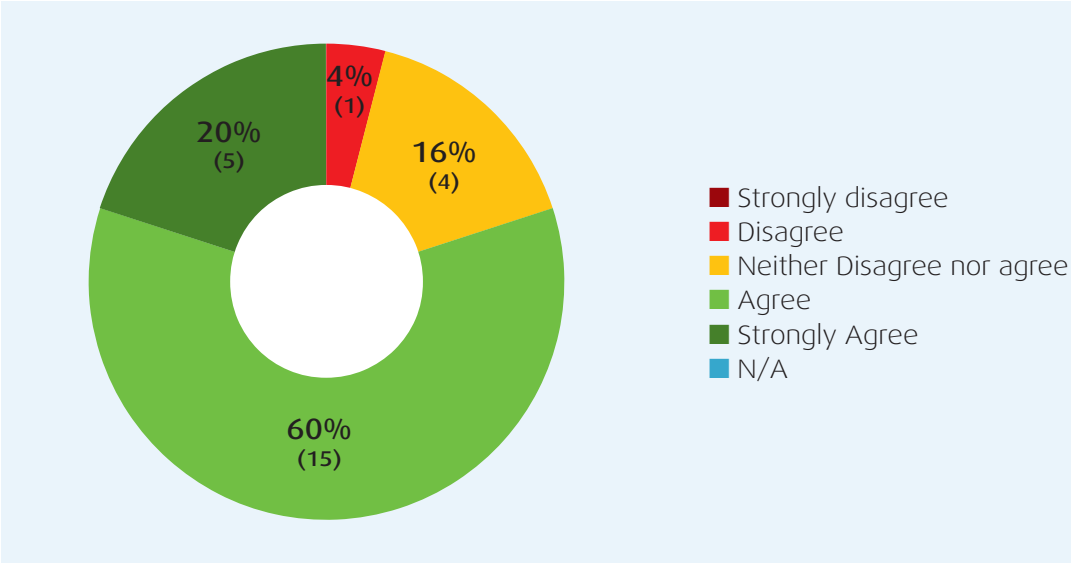
Need for Continuity: Short Projects Instead of More Permanent Collaboration

While the Baltic SCOPE project successfully established a temporary platform for planners to discuss transboundary issues, the planners also think that the duration of the project was still too short to deal with the number of conflict areas identified and that more permanent structures for transboundary collaboration would be required. As figure 8 below shows, 80% of survey respondents agreed that a permanent pan-Baltic institutional infrastructure is needed for the effective coordination of transnational MSP. The relatively short two year duration of the Baltic SCOPE project was regarded as a potential inhibitor in developing a better understanding of different national MSP specificities; as one planner commented: "it takes time to get ones head around understand differences and similarities". This need is supported by another planner, pointing out that "a lot of information needs to be explained, so the process becomes time consuming." Baltic SCOPE is one of only a few platforms supporting 'real' cross-border coordination in MSP, but there should to be some kind of forum actively supporting cross-border collaboration.

20 Focus group interview conducted 25.11.2016 in Riga.

21 The citation stems from the Danish interviewee participating in the focus group interview conducted 25.11.2016 in Riga.

Figure 8: A permanent pan-Baltic Institution is needed for an effective coordination of transnational MSP



One of the conclusions of the transboundary stakeholder conference of the SWB case was that MSP cooperation needs to have the status of a continuous task, not a solo project, and resources should be allocated. This view is also shared by the Planners' Group of the CB case study in the conclusions of their Final Report.[22]

ENABLERS AND RESULTS

Establishing a Framework for Deliberation

The Baltic SCOPE project successfully created a temporary platform and process for bringing together national authorities to openly discuss and deliberate on shared transboundary MSP issues. Planners agreed that meeting regularly in informal meetings was the most important and successful part of the project, as they could share knowledge and information, identify problem areas and develop common solutions. For many planners, arranging informal meetings was the most essential part of the Baltic SCOPE process. They noted that *"physical meetings"* and the *"possibility for face-to-face discussions"* was paramount, as learning *"can only be guaranteed by personal involvement and direct communication, but not by browsing national MSP home pages"*. A number of different types of meetings with different purposes and in varying constellations were arranged during Baltic SCOPE (see info box 3 – for further information see also case study reports). This overall 'framework for deliberation' provided by Baltic SCOPE forms the basis of learning at different levels.

22 See "Report Cross border workshop Southwest Baltic" available from the authors and Urtāne et al. (2017) for the CB case.

INFO BOX 3: BALTIC SCOPE PROCESS DESIGN: TYPES OF MEETINGS AND PURPOSES

Partner meetings

Involving all or most partners, planners from both case study areas, communication (VASAB), administration and research organisations (HELCOM, SYKE and Nordregio).

Planners' meetings

Engaging mostly planners and organised as working-meetings separately for each case-study area in relation to case specific needs with research organisations attending and partially facilitating.

Bi- and tri-lateral meetings (SWB Case)

As a practical approach, these meetings served as venues for sharing data, discussing the overlapping interests in greater detail, conducting mapping exercises and identifying concrete solutions. The meetings were also platforms for bilateral dialogue and involving other ministries/bodies that have an impact on MSP. For more on the method see case study approaches below.

Thematic Working Groups and Thematic Meetings (CB Case)

In expert groups on the four marine use sectors environment, energy, fisheries and shipping in focus for Baltic SCOPE experts shared knowledge and analysed transboundary and cross-sector aspects. Through these meetings and related work with topic papers, the status and trends and needs for each sector in relation to MSP was analysed and relevant planning data assembled in mapping exercises. Thematic work also included the forming of a separate Ecosystem Based Approach Task Force working on implementing an Ecosystem Based Approach in MSP, which eventually became an overall-project task force. In the two Thematic Meetings partially even (expert) sector stakeholders were included.

Transboundary Stakeholders conferences

Organised by each case and in order to involve stakeholders in the focus sectors (most of them from public institutions) to provide input.

2nd Baltic MSP Forum

Organized by VASAB and Baltic SCOPE in cooperation with ICES aiming at bringing together practitioners, policy-makers, researchers and other interested people involved in marine and coastal activities. The MSP Forum attracted approximately 250 people to diverse panel discussions, seminars, workshops, and networking activities. The Baltic SCOPE project exhibited its preliminary results through several interactive workshops and collected feedback on already available results and conclusions.[23]

The reminder of this chapter looks into the initiated learning processes at various levels – regarding coordination and collaboration of participating experts and their institutions. Firstly, individual learning is assessed at the planner's level. Second, we shed light on learning and collaboration in the two different cases, where highly intensive group learning occurred. Finally, partner organisational learning is examined and project level and transnational change processes. Through this multi-level learning, important transboundary links and transformations were fostered, which helped to address obstacles discussed above, including the timing of MSP development and different planning systems.

23 For summary of the Forum results, see www.balticscope.eu

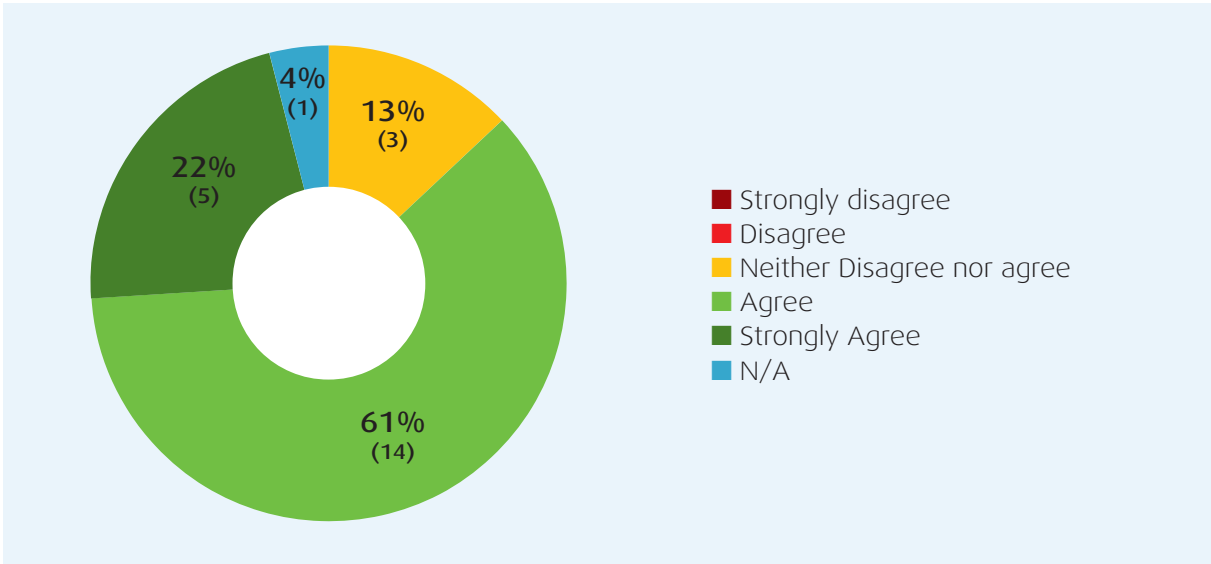
Individual Learning

Looking for **reasons for the successful coordination and collaboration**, one has to highlight the **high degree of participant motivation and willingness to learn** about and from each other. People were open to build strong relationships and to coordinate and collaborate between partners. One planner described Baltic SCOPE as a project with "well motivated partners, specifically the ones with a planning mandate." The common interest in MSP and the commitment towards focused MSP work served as a good starting point. Observing the work of planners in thematic and partner meetings, as well as at transboundary conferences, it was clear that partners were highly motivated and willing to reach a common understanding fuelled by the need for the transnational coordination of plans. One of the reasons for successful coordination was, as formulated by a survey respondent "the desire to know the points of view of neighbouring countries". Another respondent described the learning and collaborative environment as a win-win situation, because "the results could be directly used in the national MSP process; thereby creating a boost injection and an added value."

The survey reveals that 80% of survey respondents agreed and strongly agreed that the Baltic SCOPE project provided planners with new knowledge, tools and methods to deal with transboundary issues in MSP (see figure 9 below).[24] One survey respondent explained the relevance of the learning process in MSP and positive impact of the Baltic SCOPE project: "I think that 'how to deal with transboundary issues in MSP' is (a) learning by doing process. (...) Baltic SCOPE gave us a good lesson. Another colleague added that: "in the absence of the transnational discussion, the national maritime plan would look completely different." Getting to know each other and working together on synergies, removing obstacles and coming to conclusions is of paramount importance. Another respondent underlined this claim by stating that "I know whom to talk to and that might be the most important part".

Interviewees taking part in the focus group interview also stressed a number of key enablers and reasons for successful collaboration and coordination. During the focus group interview, one case leader summarised the development of a more common understanding, with the "need to understand different terminology, (the) need to understand different MSP systems and (the) need to understand different legal systems. Now we understand each other better but we still have different needs." A Polish representative stressed that getting to know colleagues from other countries, the joint identification of topics, but also national meetings with their transboundary reflections all contributed to the "international success" of the project. Several of these statements actually indicate individual learning impacting on organisations and their outputs.

Figure 9: Baltic SCOPE provided planners with new knowledge, tools and methods to deal with transboundary issues in MSP



24 As a reminder and related to this observation is the discussion in chapter I dealing with learning about the differences in project partners' planning systems. Almost 80% of survey respondents stated that through Baltic SCOPE, they have gained a deeper understanding of project partners' national planning systems.

The Case Study Approach: Working Area - and Problem Specifically[25]

An effective way to develop cross-border collaboration on MSP was to establish an area and problem-based case response, rather than using a one-size-fit all approach. Two different case approaches emerged, evolving further throughout the project. This enabled project partners to adapt to the needs and specificities of the area. The choices were driven by the contextual differences of the two geographic areas in focus: geo-biophysical, socio-economic and institutional conditions, including the state of knowledge and identified spatial issues to address and how far MSP had been so far developed in the different countries. During the focus group interview, it was argued that planning issues in the SWB case were more tangible, whilst the CB case process was reflecting more on potentials and future issues.[26] Both project outputs in the form of the final reports and other sources (participant observation, the survey and the focus group interview) indicate that working in two distinct cases and adapting to the specific needs of the area was a productive way to work within the cases. Some focus group participants found the cases difficult to link, and would have liked more linkages, but this was not unanimous. Not unexpectedly, various, partially case-specific obstacles and challenges were identified and experienced by the case study groups. For coherence, we include the discussion of case-specific obstacles and enablers here.[27] Both cases will now be discussed separately below, starting with the SWB case.

25 The Final Reports of the two cases provide in-depth discussion and analysis of processes, methods and recommendations for transboundary MSP (see Giacometti et al. 2017 for the SWB case and Urtāne et al. 2017 for the SWB case). The reports are available at www.balticscope.eu.

26 Planner from Sweden.

27 These reflections have not been included to their full extent in the obstacles sub-chapter since we wanted to prevent the reader from being forced to browse between this and the obstacles section.

INFO BOX 4: BI-LATERAL AND TRILATERAL MEETINGS AS LEARNING ENVIRONMENTS

To make work more focused and efficient, the planners organized work around the focus-areas in Bi- and Tri.-lateral meetings to deal with them separately, only including experts from relevant countries. This helped to determine further problem-solving methods. The focus-areas have different problems and need to be approached differently. Some focus-areas were examined through a more **practical approach**, where planners followed a similar structure:

1. Shared information on national interests, regulations and projects or plans;
2. Shared spatial data on existing/planned uses and environmental/physical aspects;
3. Developed a matrix for pairing overlapping interests, categorized each pair as 'conflict', 'coexistence' or 'competing' depending on the impact on each other. An explanation and potential solutions were included in adjacent columns.
4. In one case, planners put the spatial data, interests and conflicts in a common map.
5. Filled out a standard form developed by Nordregio to document the data exchange, topics and solutions discussed and decisions made.

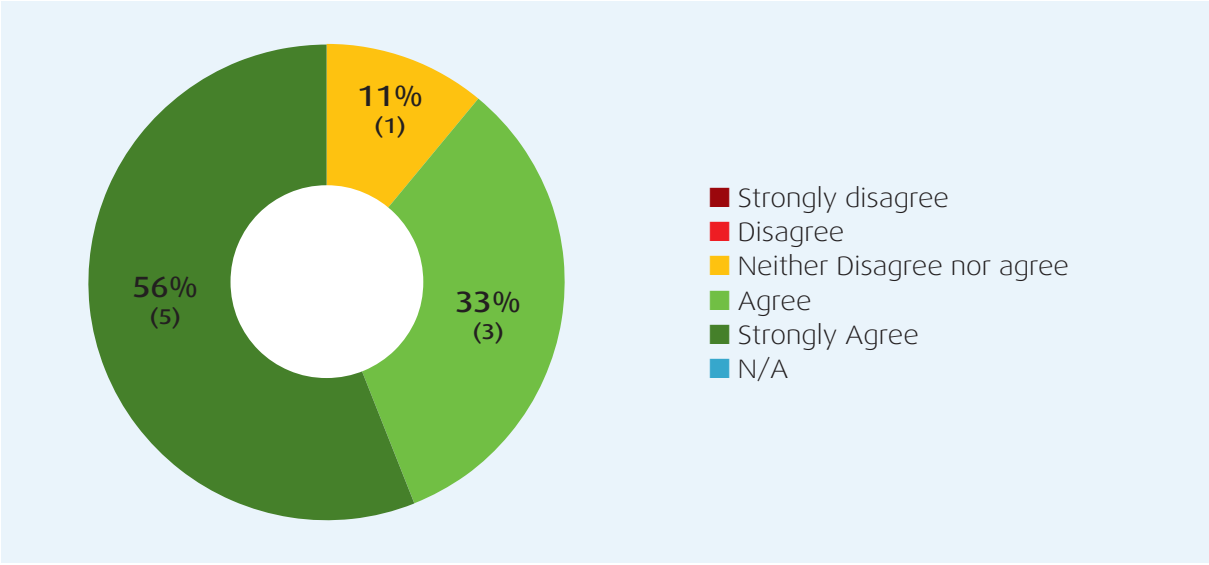
Grey zones: Other focus-areas were approached through **bilateral dialogue**, since the issues discussed were not about the technical aspects of planning, but touched on the interests of other political instances and governance levels. Planners, therefore, mobilized other governmental bodies such issues were seen to affect MSP processes. Focusing on smaller areas allowed for deeper discussions on concrete examples, which facilitated both individual learning and transboundary dialogue (see next point). Context proved to play an important role and flexible methods are needed to tackle different problems, even within the same areas.

The SWB Case:
Geographic Focus with Bi- and Trilateral Meetings

Focusing on geographical sub-cases and working in bi- and trilateral meetings, in addition to other planners' meetings (see info box 4), was deemed successful for problem solving in the SWB case (see figure 10 below).[28] The multi-dimensional learning opportunities available for planners and partner organisations were exemplified by the bi- and trilateral meetings (see info box 4 below).

Almost 90% of survey respondents from the SWB case agree that zooming in on specific areas and sub-areas – including starting to tackle the so-called grey zones[29] – and working in bi- and trilateral meetings was suitable for coming to solutions within the case area. More than half of the respondents strongly agreed on this point (figure 10).

Figure 10: Zooming in on specific areas & subareas and working in bi-/trilateral meetings was suitable for coming to solutions in the SWB Case (Perceptions from SWB)



28 For an in-depth discussion of the work done by the SWB case, its procedural approach and the results and recommendations developed by partners working in the case, please see the final case report. This is available at www.balticscope.eu

29 Grey zones in the project were areas, where the borders between different countries in the EEZ are contested and so far not legally defined to mutual satisfaction (Germany, Denmark, Poland). This provides problems of mandate and coordination of priorities for planners if plans are to be aligned transnationally.

The combination of participant observation and survey responses helped to identify a number of enablers and challenges for the SWB case study and the approach chosen (see figure 11). Some of them are general, whereas others are case specific. The discussion below only focuses on the latter, whilst the general ones are taken up elsewhere.

Figure 11: Challenges and Enablers for the SWB Case Study and Approach

ENABLERS AND RESULTS

Learning differences about national planning systems, legal frameworks and existing/ future marine spatial plans

Exchange of key information and data between the planning authorities in relation to the main interests of the four key sectors

Identifying "national" interests in sub areas;

Increased stakeholder involvement

Identification of sectoral synergies and conflicts

Development of:

- a number of so-called "**planning suggestions**" outlining potential planning solutions
- **common data sources**, such as maps
- **a strategy** to enable and facilitate the use of an **ecosystem-based approach** as the basis for MSP, including three EBA checklists
- key general and sectoral policy and **planning recommendations**

EXPERIENCED CHALLENGES

Different governance structures

Competing interests

Restricted mandates of planners

Politically sensitive issues hinder open debate

Some areas already planned = smaller range of solutions

More time & commitment needed

A practical planning problem in the SWB area was that some areas, such as Kriegers Flak, are already planned to a large degree, so the range of possible solutions is rather limited. Among the disadvantages of this specific approach is that more time and commitment is required if compared to the general planners' meetings. However, the need for more time to delve into case specific issues applies to both cases and is more a problem of time and resources and how far one can come in a 2-year project with limited resources.

Among the advantages of the specific area-focus and work in smaller planner groups is that it provided opportunities to discuss specific and concrete planning and management issues. A German interviewee[30] stressed that "Baltic SCOPE was practical, cross border and provided tangible planning solutions and details. A lot is going on in Southwest Baltic case in this respect, there are topics to talk about, such as similar interests." The planners were able to meet and discuss very concrete topics concerning the selected sub-areas. The so-called "Grey Zones", areas with unresolved border

30 Focus group interview conducted 25.11.2016 in Riga.

issues, were taken care of as well.[31] This process implied a co-identification of common interest and possible solutions, facilitated by planners enhanced understanding of "national" interests in the specific sub-areas. A survey respondent argued that the approach so far successful, but also highlighted remaining uncertainties and work to be done: "perhaps [it is] too early to say that we reached solutions, but the approach was good in deepening the discussion and understanding of problems. Potential solutions were discussed, but the effects remain to be seen."

The CB Case Approach and its Obstacles and Enablers

The planners in the CB case decided to use a more thematic and process-based approach for transboundary coordination and collaboration, as early analysis indicated that there were few geographical hotspot areas with transboundary issues. Central features for interactive learning within the case have been Topic Papers, Thematic Meetings and a transboundary Mapping Exercise (see info box 5). Here, the interaction started at the sector level and became increasingly cross-sector, including stakeholders at all steps (see stakeholder interaction dimension).

INFO BOX 5: THEMATIC AND PROCESS ORIENTED APPROACH

Topic Papers (http://www.balticscope.eu/events/topic-papers/) with a sector perspective (environment, energy, fisheries, shipping) were prepared in both cases and provided a strong knowledge base for both transboundary and cross-sector stakeholder discussions.

1st Thematic Meeting: Discussions in thematic groups between planners and thematic experts (i.e. environment, energy, shipping and fisheries) with the aim to identify all sector interests in MSP. Here, the national priorities of each sector and its role in the MSP process were distilled and incorporated into the topic papers.

2nd Thematic Meeting: Cross-sector analysis and discussions, using the World Café method. Thematic expert groups paired up, with each group meeting all the other groups. During each short meeting every expert group shared the key aspects to be considered for their sector in MSP. This enabled the whole group to get a bigger picture. The next step was to identify possible synergies and existing/potential conflicts between the sectors and discuss potential solutions for the conflicts identified. The participants were primarily project partners and sector experts or consultants appointed by the authorities.

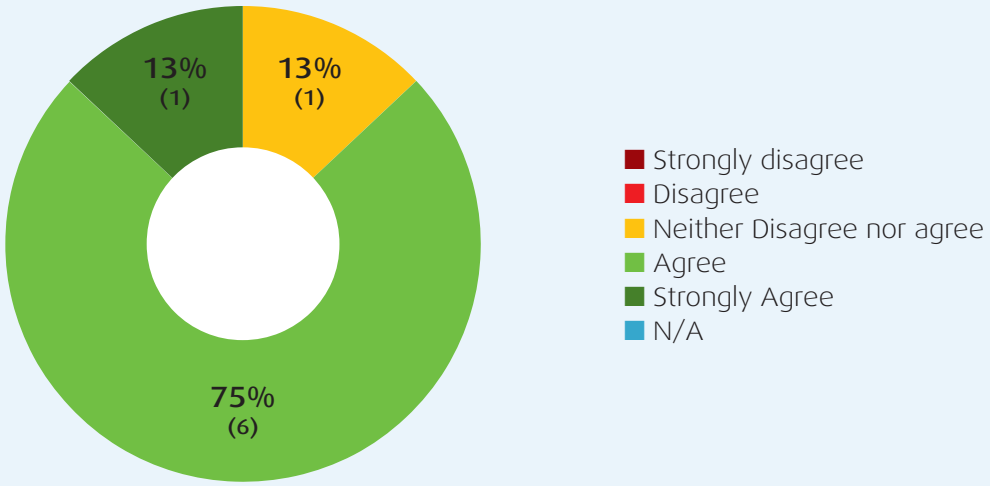
Mapping Exercise: Started with the shipping sector and expanded into other sectors. This work resulted in pioneering (if still incomplete) transboundary maps on the CB and a substantial amount of cross-boundary collaboration and learning on sea uses, data, methods of data collection and assimilation and remaining gaps and insufficiencies

Almost 90% of survey respondents from the CB case[32] perceived the thematic and process-oriented approach chosen as a suitable approach for coming to solutions (see figure 12). Compared to the SWB case, fewer respondents agree strongly. One reason can be the formulation of the question, as the focus of the CB case was on identifying synergies and conflicts and not to come to concrete solutions in already identified problem areas. Nonetheless, satisfaction with the process as such seems high.

31 An interviewee from Poland participating in the focus group interview mentioned that originally one did not want to focus on specific areas with unresolved border issues but this issue was then tackled within the framework of the case.

32 The actual CB Planners' Group consisted of ca. 12 active people, mainly planners, complemented when necessary by further sector experts (who mostly did not participate in the survey).

Figure 12: A thematic, process-oriented, focus was suitable for coming to solutions in the CB Case (perceptions from the CBC)



Data sources including participant observation and survey responses also identify a number of enablers and challenges experienced in relation to the CB case study approach (see figure 13), which are shortly discussed below.

Figure 13: Challenges and enablers for the CB Case Study and Approach

ENABLERS AND RESULTS

No specific:

- geographic **hot spots**
- **topics** that need cross-border **conflict resolution**

Good general **thematic discussions**

Easy to identify & approach stakeholders sector/topic wise

Strong emphasis on stakeholder involvement as key to understanding sectors' needs and demands

EXPERIENCED CHALLENGES

Stakeholders:
without specific issue = difficult to understand what is needed from them; why participate?

Topics/sectors: not all included = conflicts/synergies missing

Stronger geographic focus may have benefited LV & EE

Despite an overall positive evaluation of the case approach, survey respondents pointed at a number of challenges specific for the cases. There was some disagreement on the solutions and geographical focus. Whilst some respondents criticised the lack of a "common core" in terms of solutions and the loss of a "possible geographical focus, which mainly could have benefited Latvia

and Estonia", another respondent argued that the case did not identify "specific geographic hot spots that need spatial solutions nor certain topics that need cross-border conflict resolution."[33] In line with the overall positive evaluation, another respondent points at the main advantage of the topic focus: "easy to identify and approach stakeholders sector/topic wise; Solutions were concrete and topic based. This led to good general thematic discussions." Stakeholders were an important source of information for the analysis of sector needs and cross-sector interaction and problem analysis. However, some were difficult to mobilise; as one respondent put it "If they do not have a specific question or problem at hand, they do not maybe see the need to participate. It was sometimes difficult for the stakeholders to understand what is needed from them."[34] As a consequence, not all potential issues and sectors were included, and some potential conflicts and synergies may not have been identified and addressed.

Working and Learning across Cases

According to both observations, survey and focus group interviews, the cross- case coordination was challenging and it could have been more intensive and continuous to provide more intensive cross-case learning. Some experts were participating in work for both cases, but they were just a few. During the focus group, some participants argued that the two case studies had been too separate and they would have liked to see more coordination across cases and the two approaches. Partner meetings did offer some space for cross-case learning and case leaders participated in the transboundary conference of the other case, but the interaction did not occur as much among planners as they would have liked. Here, the available time and the amount of tasks to be delivered also played an inhibiting role. Both case leaders stressed that when developing the project proposal there was little time to discuss details more specifically and interpretation of tasks was done with project work under way. A quotation from a survey respondent nicely summarises the complex web of time, interaction, expectations and learning:

> "One of the major obstacles on the other hand was that partners tended to do what was best for them and their process. This meant that decisions made at meetings were sometimes overthought back at home etc. Taking into consideration that everyone is in the middle of their MSP processes, this could be expected. However, the fact that we managed to put together such a project in such a short time is a good example of good coordination as itself."

A key lesson learned for future project applications is that to facilitate and provide resources for cross-case interaction.

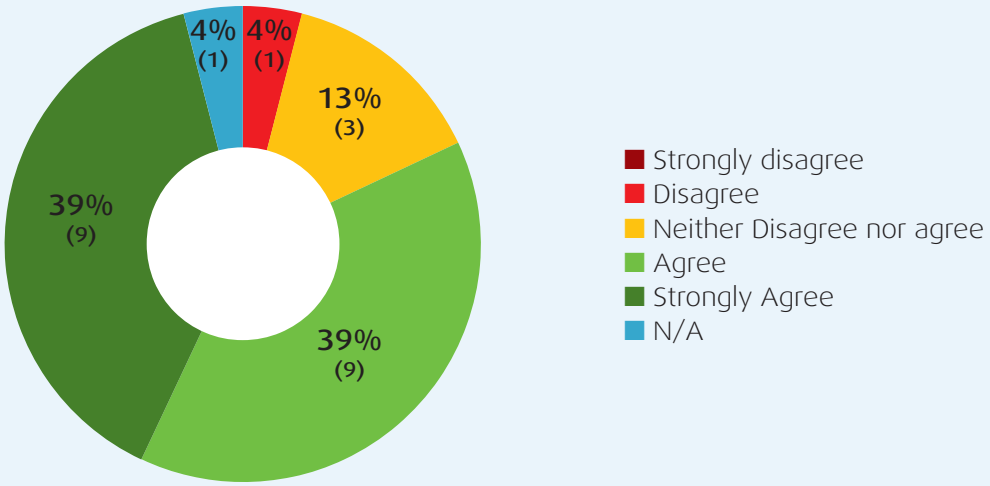
Institutional and Organisational Learning at National Level

Moving from the individual and group to the institutional level, Baltic SCOPE encouraged partner organisations to integrate transboundary perspectives into their national planning processes. Almost 80% of the respondents to the survey agreed with this claim and almost 40% strongly agreed so (see figure 14). While some respondents in the comments section stressed that the need to apply a transboundary perspective had been obvious earlier and that it was already applied prior to the Baltic SCOPE project, still "the subjects on which to cooperate are much clearer. Also, the starting point of other (...) states is much clearer". This understanding of where partner countries are standing and "coming from" makes it much easier "when discussing specific MSP matters".

33 This has become a general, final view in the final case study report (Urtāne et al. 2017, chapter 2 and 6).

34 This was especially the case for Swedish stakeholders for the shipping and fisheries sectors in general at the stakeholder conference in Jurmala, June 2016. See chapter 6 of the final report on the conclusions from the cross-sector mapping and conflicts/synergies table (Urtāne et al. 2017).

Figure 14: Baltic SCOPE encouraged partner organisations to integrate transboundary perspectives into national planning processes



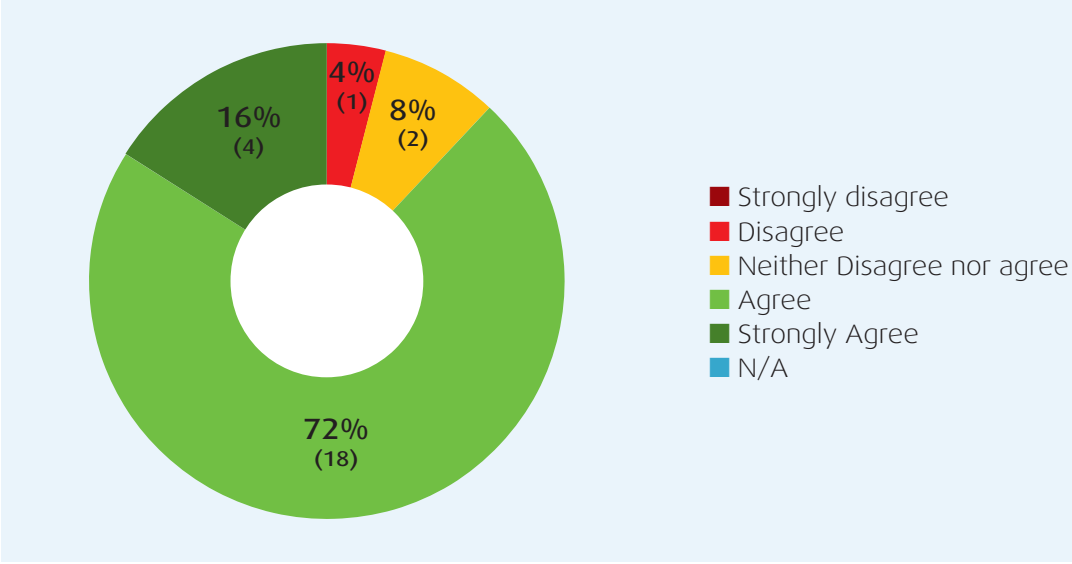
As introduced at the outset, **different types and fora of interaction**, constituting a framework for deliberation (e.g. bi- and trilateral meetings, thematic meetings, planners and partner meetings and transboundary conferences) were available for partner institutions to get to know each other, exchange data and maps, work through new collaborative forms of interaction and on planning evidence. The objective of starting a **process** that ultimately leads to **closer alignment of national maritime spatial plans** was achieved. Methods such as bi- and trilateral meetings in the SWB case, or Thematic Meetings in the CB case, can and should also be tested, used and developed further nationally, where other planners can benefit from the knowledge of SCOPE partners. Adopting and adapting these tools and methods is a way of fostering institutional learning "back home".

Increased sector learning was another important relevant achievement from Baltic SCOPE. As one of the respondents explained, "the discussions gave national sectors a completely new perspective". Stakeholder involvement processes in the Baltic SCOPE project showed that sector experts hesitated to get involved in MSP, mostly because they ignore what MSP is about and do not see its potential benefits for their sector management. Baltic SCOPE enabled sector stakeholders to familiarise themselves to a certain extent with MSP activities. For those who engaged actively, an important step towards learning about transboundary MSP and linking with related networks has been taken.

Increased Coordination and Construction of Stronger Links between National Authorities across Boundaries

Baltic SCOPE contributed to enhancing coordination and building stronger links between national authorities responsible for planning in transboundary MSP. In the survey, partners were asked to indicate the extent to which they agree or disagree with the statement that coordination between partner institutions in the Baltic SCOPE project was successful: almost 90% of the respondents are of the opinion that coordination between partner institutions was a success (see figure 15).

Figure 15: Successful Coordination between partner institutions



Considering the complexity of the project, both in terms of its scope (work at overall project level) and depth (work in cases) meant that the coordination of work and final outputs needed resilience and determination on behalf of the individuals in charge of the process, such as project leaders, case leaders and editors of the outputs. Whilst respondents to the survey stressed good coordination during planners and partner meetings and effective hosting of all meetings, some criticism was voiced against the processing of meeting results. As one respondent put it "it was difficult to follow up and coordinate between meetings." One respondent highlighted positively the role of the project management as coordinators, who "focused on and listened on what the countries needed in their national process".

Among the **concrete results and manifestations of successful coordination and cooperation,** survey respondents in the comments section highlighted a number of different things, ranging from personal learning, via coordination of activities, to outputs and concerns about the planning process at case and at project level:

"We got to know each other and how planning works in the different countries."

"Successful coordination was the productive workshop in Tallinn" (reference to thematic meeting).

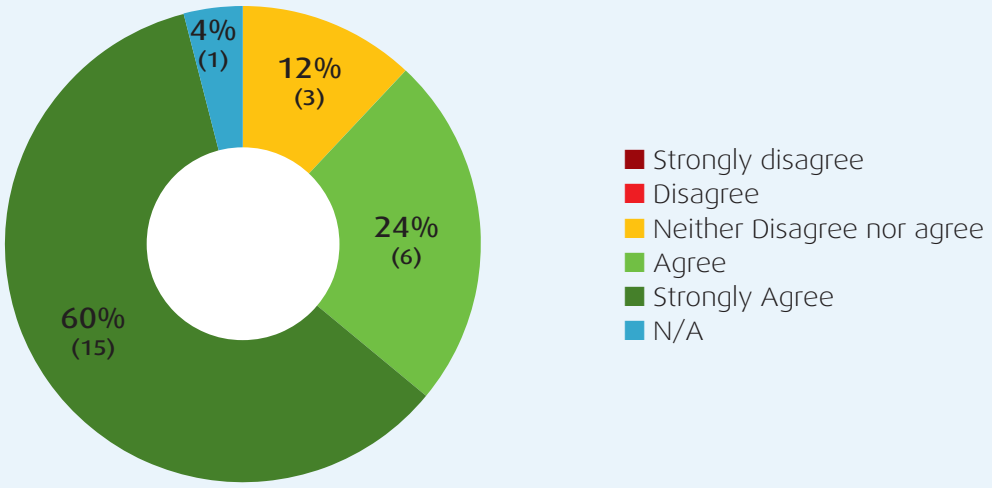
"One of the main results will be a set of recommendations which were discussed with all partners".[35]

"The Ecosystem Approach checklists will be a common good."

Overall, the Baltic SCOPE project can be considered as successful in **creating stronger links between the planning authorities** taking part in the project with 24% of respondents agreeing and 60% strongly agreeing that the project enhanced coordination (see figure 16).

35 The project produced both case-level recommendations, which are part of the final case reports, and project level recommendations. The latter cover four aspects and four sectors. The aspects are transboundary cooperation, processes, planning evidence and platforms. Sector recommendations reflect the energy, environment, fisheries and shipping sectors.

Figure 16: Baltic SCOPE created stronger links between the planning authorities taking part in the project



Among the comments provided by respondents to substantiate their perceptions, important aspects include: communication, informality, learning, knowledge exchange, and work with sectors. The respondents stressed both the regional (pan-Baltic) dimension of collaboration, but also the individual level of getting to know each other. A number of citations illustrate the richness of ingredients contributing to stronger links among planning authorities and beyond:

"The informal network set up by the project is of very high value when it comes to the communication between different national planning authorities."

"The most important benefit was that sector institutions met with each other & discussed interests of other sectors at the sea & MSP as a subject first time!"

"A very good coordinating exercise, which showed that a coordinated approach on a regional scale is possible."

"I think this has been one of the best things about the project. To link and learn about the people behind MSP-Work in the different countries."

Through Baltic SCOPE, a foundation for promoting coherence of national plans and planning has been laid. In the words of one respondent: "Baltic SCOPE was and still it is great platform to exchange knowledge and to learn from each other. The project is people, and ties between people have been established." A number of enablers and results were also discussed in the focus group, substantiating the survey findings further. One case leader stressed that he had "not expected so much openness, but found exceptional cooperation and getting ideas for solving issues".[36] The other case leader emphasised that the project had brought together responsible partners with a mandate of finding solutions to problems. An Estonian partner added that while sometimes the road was bumpy, there was a common will to find solutions. Looking back at what the project has achieved and into future processes, an interviewee from Sweden summarised the key take-away point that "transboundary collaboration is needed, we are a family now. But now we also have to extend our work, such as work on conflicts and other sectors".[37]

36 Focus group interview conducted 25.11.2016 in Riga.

37 Focus group interview conducted 25.11.2016 in Riga.

2. MARITIME SPECIFICITIES AND JURISDICTIONAL BOUNDARIES

2. MARITIME SPECIFICITIES AND JURISDICTIONAL BOUNDARIES

"Understanding different planning systems: This can only be guaranteed by personal involvement and direct communication, but not by browsing national MSP home pages"

– Respondent taking part in the Lessons Learned Survey

CONTEXT AND OVERVIEW

Marine spatial planning is a complex process involving a wide range of stakeholders across multiple levels of governance, over ecologically highly connected, but varying marine basins. A major challenge to effective cross-border MSP collaboration is the heterogeneity of maritime specificities and jurisdictional boundaries and the interconnectedness of marine uses and ecosystems. Diverse and crosscutting governance processes and competing national interests create the potential for conflict and misunderstandings. Overlapping international and European regulatory systems further exacerbate this already complicated situation.

Cross-border planning involves stakeholders embedded in a diverse political, legal and cultural context. As Böhme (2002) notes, spatial planning is deeply embedded in a "country's history, geography, cultural traditions, political orientation, prevailing ideology, state of economic and urban development, constitutional government structure or legal constitutional framework". This perspective is supported by Zaucha (2014: 75) who argues that "different cultural, legal and environmental contexts have led to many definitions and interpretations of MSP." Indeed, different legal and administrative structures create obstacles to cooperation, along with heterogeneous planning systems, norms, regulations, history, cultural values, political landscape, and other unique context-related factors, not least, a sea-basin's unique geo-biophysical characteristics. These contextual and institutional differences need to be taken into account both in planning and implementation. A well-developed understanding of participating countries' unique context and planning systems is essential for successful and durable cross-border collaboration, including a working exchange of relevant data and knowledge.

During the preparatory phase of the Baltic SCOPE project, partners presented an overview of their countries' MSP institutional and governance structures. Partners updated each other on the status of their current national MSP processes and touched upon changes in legal frameworks and public administrative structures, including planning systems. For practical work on analysing marine uses, defining and addressing planning issues, planners shared both scientific data and technical information (reports, statistics, maps and more). Putting things on a map and sharing information was essential for planners to understand neighbouring countries and different user groups' needs and interests (see also chapter 3 on cross-sector integration). As planners familiarised themselves with the different planning systems, information and tools available, they were able to identify important transboundary issues to work on together.

Not surprisingly, this work encountered a number of obstacles, including the multi-level character of institutional systems, with differing distributions of responsibilities and different approaches to MSP, different national priorities, and the timing of national MSP processes (see figure 17 below). However, the Baltic SCOPE project has identified a number of enablers for overcoming these obstacles, such as, the need to share relevant planning data and knowledge on institutional frameworks through the development of common maps, interest matrixes and report writing. Figure 17 highlights both obstacles and enablers identified in relation to the dimension of Maritime Specificities and Jurisdictional Boundaries. Overall, one can say that first steps towards a pan-Baltic approach to MSP have been taken. Not unexpectedly, there were issues that could not be addressed within the project, both due to time, resources, knowledge and institutional reasons. These issues are discussed in the project recommendations.[38] On the following pages

38 The report Recommendations on maritime spatial planning across borders containing general and sectoral recommendations is available online at www.balticscope.eu. We will come back to these issues at the end of this report.

we illustrate and discuss the different obstacles and enablers in more detail. We also refer to the discussions in other chapters, as both obstacles and enablers can be relevant in several of our analytical dimensions.

Figure 17: Overview: Obstacles and Challenges and Enablers and Results from Baltic SCOCPE work in relation to the Maritime Specificities and Jurisdictional Boundaries dimension

MAIN ENABLERS AND RESULTS

- Increased understanding of national MSP specificities through Baltic SCOPE
- The exchange of national level information and data
- The production of common maps
- The Matrix of Interests
- Ecosystem-based approach Task Force and Checklists
- Final case reports and project recommendations
- An overall enabler: The emergence of a pan-Baltic approach to transboundary collaboration in MSP

MAIN OBSTACLES & CHALLENGES

- Planning as a multi-level governance process
- Nested and Overlapping Governance and Regulatory Systems
- Different national priorities and competing interests
- Fragmentation of knowledge and differences in national data collection and regulation of data management
- Timing: MSP at different stages in different countries

CHALLENGES AND OBSTACLES

Planning as a Multi-level Governance Process

All countries participating in the Baltic SCOPE project have their own unique governance structures, regulations and institutional infrastructure responsible for MSP. Its institutionalization is fairly recent and structured in significantly different ways from country to country. The governance structures ruling MSP in the Baltic SCOPE partner countries vary 1) vertically: from the level of responsibility (i.e. national, regional and local levels); and 2) horizontally: in some countries, MSP is the direct responsibility of a ministry, whilst in others MSP is delegated to an agency. Horizontal differences also include which thematic ministry or agency is responsible. In Latvia, for instance, MSP is under the responsibility of the Ministry of Environment and in Estonia under the Ministry of Finance, whereas in the case of Germany, the Federal Maritime and Hydrographic Agency is a German federal authority, within the jurisdiction of the Federal Ministry of Transport and Digital Infrastructure In Sweden it is Swedish Agency for Marine and Water Management (SwAM), responsible for all aquatic environments and fish as a resource under the Ministry of Environment and Energy. The lack of knowledge and understanding of other national MSP governance structures and planning approaches was a key issue raised by project partners – especially at the beginning of the project. As one planner noted, "national planning systems are very different and sometimes it was difficult to understand". Another planner pointed out that the main "obstacles are linked to legal frameworks in each country". Different levels of experience and knowledge in MSP were also highlighted by planners as potential challenges to overcome (see timing challenge discussed below).

Nested and Overlapping Governance and Regulatory Systems

MSP cooperation across national boundaries in the Baltic SCOPE project took place within the context of nested and overlapping governance and regulatory systems at international, European, regional and local levels. The different governance systems are partially nested and overlapping and at the same time, there may be gaps in regulation and responsibilities. The most important governing actors for the different sectors are not necessarily placed at the same level of governance and geographic scale. For instance, environmental regulation is complex and encompasses all levels of governance, whereas energy and fisheries regulation is concentrated to the EU-level, and shipping is primarily guided by global regulations and actors, such as the IMO[39]. One illustrative example of nested institutional levels and measures can be found in the area of Marine Protected Areas (MPAs). The Convention of Biological Diversity (CBD) and its ensuing work provide an overarching framework with visions and goals for establishing MPAs, which needs to be implemented at lower levels. At European Union level, the Birds and Habitat Directive builds partially on the CBD and provides regulation for the member states through the Natura 2000 system to be implemented at national level. At the Baltic Sea level, the HELCOM Baltic –Sea Action Plan outlines the development of an MPA network, which is not binding to implement by members states. These directions are then implemented nationally, regionally and locally. At the same time, there are bottom-up possibilities to establish MPAs, such as MPAs formed by Swedish local governments. MPAs imply nested regulations defined at different levels of governance, which do not have to be in conflict, but rather complement each other. To be effective, MSP has to be aware of all these institutional levels at various geographic scales.

There is also a geographical overlap between sectoral governance systems. Global conventions, EU directives, HELCOM agreements, and national regulations for different sectors impose norms and regulations over the same geographical space. These can either coexist or conflict, depending of the level of impact that they have on each other (see also chapter 3 on cross-sector integration). Designated MPAs, for instance, do not need to impede shipping traffic as such through regulatory conflict. However, depending on technical and other circumstances, maritime traffic can have a detrimental impact on the marine environment, which may need to be addressed either through regulation or separation. Here, MSP comes in as a means for coordination, but this requires a well-developed understanding of the overlaps (e.g. that changes in shipping routes need to be resolved through the higher IMO), whereas specific use regulation MPAs are a national responsibility.

In addition, planning systems can be both nested and overlapping at multiple governance levels for both MSP and spatial planning in general. At the EU level, the MSP Directive sets general guidelines for national MSP, including the requirement to engage in cross-border collaboration. The actual planning process is the responsibility of the national level (most countries), but sometimes the regional level (Finland). Here, the national authorities define the overall framework for MSP and develop visions and strategies according to national interests, legislation and objectives to be considered/included by those with the MSP mandate. Yet, in Sweden, the local governments have a responsibility to plan the territorial waters, which overlaps by 11 NM with the national responsibility for MSP covering the EEZ and outer territorial waters. Lastly, there also might be gaps in regulation and responsibilities, or not yet covered issues in need of regulation (e.g. new technologies and uses or previously not considered impacts). The marine and maritime institutional systems have, during the last years, been evolving rapidly (e.g. the Danish MSP act was adopted during Baltic SCOPE). New regulations can also be expected in the near future and MSP needs to be aware of such changes for all relevant sectors, which can occur across all levels.

Different National Priorities and Competing Interests

Transboundary collaboration in MSP takes place in the context of a common marine space divided into different national jurisdictions, where each sovereign state has its own priorities and interests. These may at times be competing or conflicting with one another. Different national approaches are also a manifestation of differing preferences and distinctive approaches to problem solving. If planners are to collaborate and find solutions to problems in an international (transboundary) setting, this can be challenging. A planner pointed out that “different ongoing priorities” made collaboration more difficult. A number of participating planners noted that national interests

39 For an overview see chapter 4 in the CBC report (Urtāne et al. 2017).

guided the discussions (sometimes turning them rather into debates) when a more pan-Baltic mind-set would have made it easier to find a solution. Competing national interests have at times been a source of tension in projects meetings, particularly between countries whose MSP objectives were driven by diverging economic and environmental priorities.

Fragmentation of Knowledge and Differences in National Data Collection and Regulation of Data Management

The development of sharing of planning evidence has been a central part of the transboundary planning work done in Baltic SCOPE. One of the key findings to emerge from these activities is that there is a lack of reliable national level data and strict regulations regarding information sharing. A number of planner noted that "dispersed knowledge" and "different national input data" created a lack of coherence that made the development of useable shared data problematic. Whereas, one planner specifically highlighted data sharing regulations as an issue, pointing out that "national rules make data exchange often difficult as some of the data sets are not meant for the public". This was a factor that often made it difficult to access information from partner countries. A multi-level structure with different responsibilities at different administrative levels (above) and different timing of the planning process (next) can, of course, increase fragmentation and inhibit data exchange further.

Timing: MSP at Different Stages in Different Countries

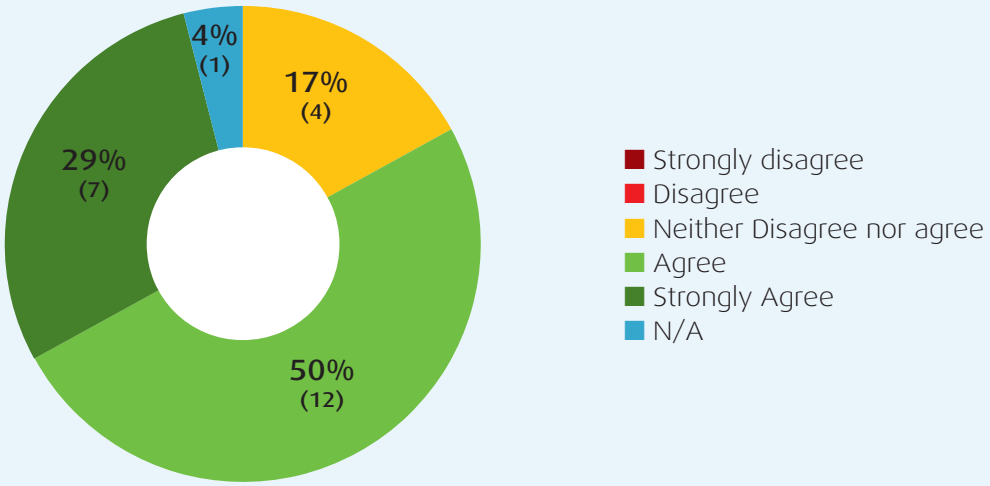
The different timing and stages of national MSP processes was a constant challenge throughout all phases of the project (see CB case report, Urtāne et al. 2017). The complexity of bringing together different countries in a collaborative exercise was highlighted by one planner noting that "different viewpoints in discussions often resulted from different stages in the MSP process. Countries were concerned with different challenges and focusing on certain topics was not easy". This has implications on the availability of data and knowledge and distribution of planning and managerial responsibilities.

ENABLERS AND RESULTS

Increased Understanding of National MSP Specificities through Baltic SCOPE

There is a broad agreement among project partners that their participation in the Baltic SCOPE project was successful in deepening their knowledge and understanding of different national MSP processes, aims and objectives. Figure 18 shows how participants responded to the question whether they had gained a deeper understanding of project partners' national planning systems through participation in Baltic SCOPE: 29% of the respondents strongly agreed and 50% agreed that participation in Baltic SCOPE had increased their knowledge and understanding of different national MSP processes.

Figure 18: Participation in Baltic SCOPE gave partners a deeper understanding of project partners' national MSP systems.

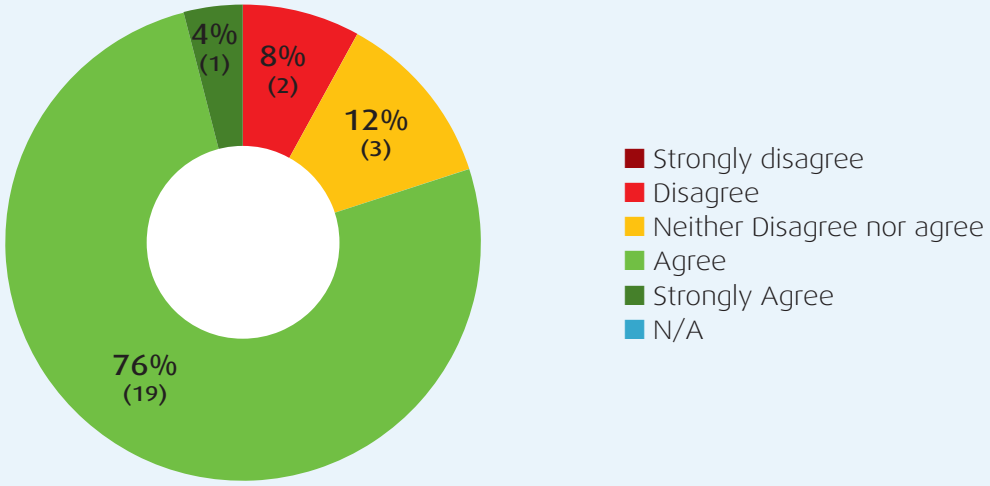


In the comments section, two responding planners observed that "just talking to each other made us understand the differences in approaches, processes and legislation" and that "a deeper understanding about their systems helped us to understand partners' decisions". During the focus group interview, participants felt that[40] differences in national systems still remained a challenge, but that the numerous meetings had contributed to trust-building among partners and enabled partners to deepen their knowledge about the differences in planning systems and practices of all partner countries involved.

The Exchange of National-level Information and Data

The open exchange and sharing of reliable national level data and information is essential for effective transnational MSP collaboration, or as a planner noted, "without the efficient exchange of information, we cannot talk about cross border issues." Overall, the survey respondents were highly satisfied with the level of data sharing, as indicated by figure 19: 80% of the respondents agreed that information exchange worked well in the project.

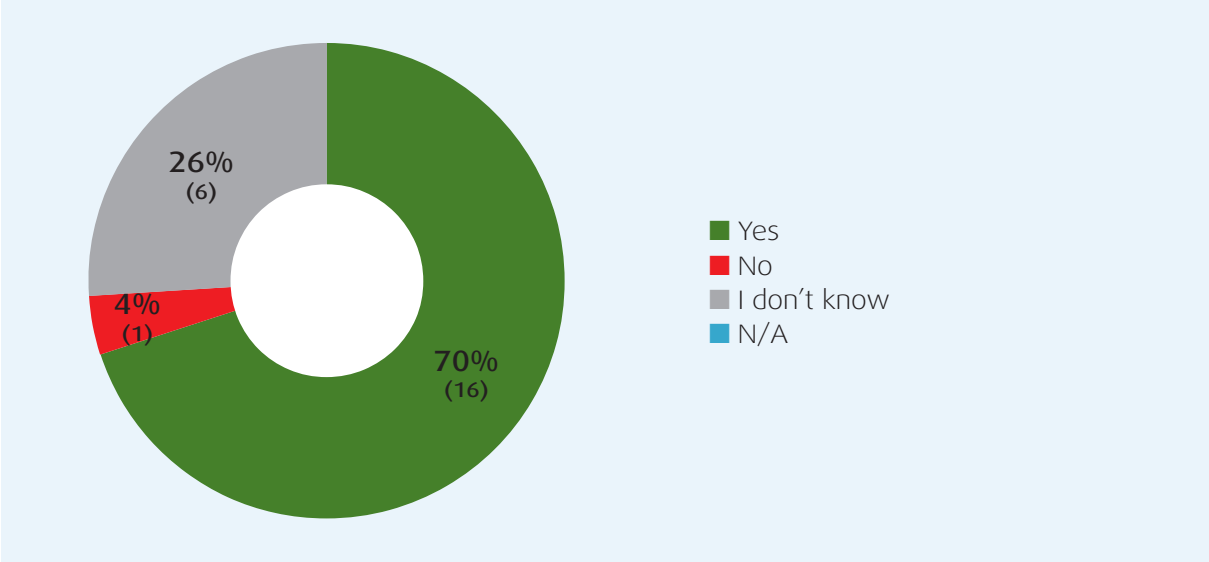
Figure 19: Information exchange worked well in the project



40 For instance a case leader and a planner from a country that had recently started MSP stated that "there are the ones ahead and the ones behind". The second case leader found that the different planning stages were more challenging.

Moreover, with 70% of survey respondents agreeing that data was shared openly, Baltic SCOPE appears to successfully have contributed to increased knowledge and data sharing between participating countries (see figure 20).

Figure 20: Was data openly shared in the project?

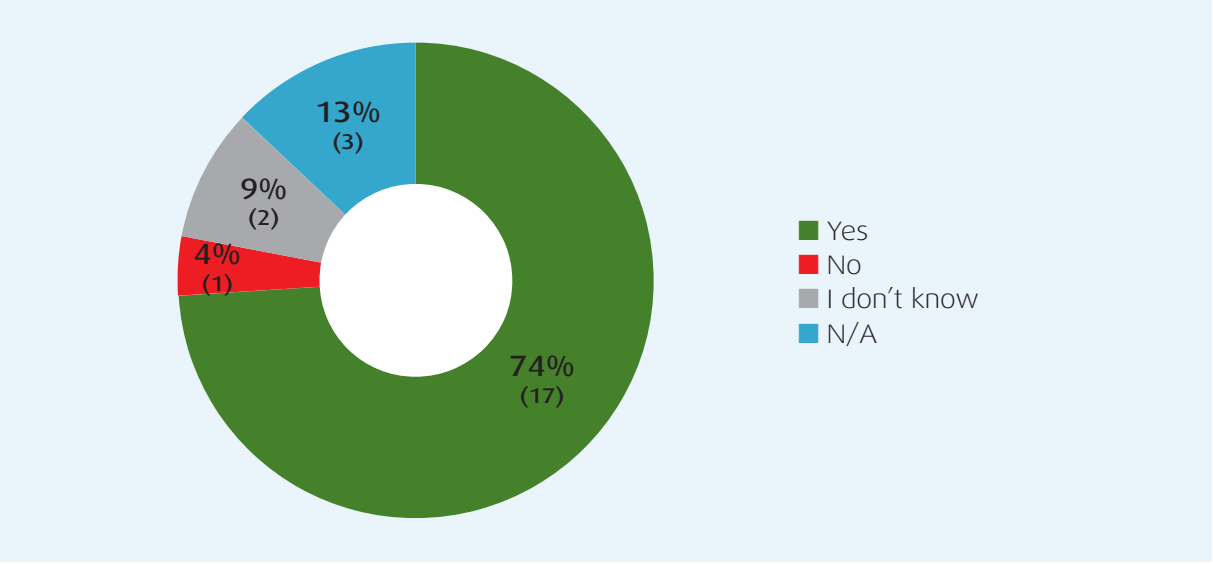


Despite relatively high levels of satisfaction regarding data, the actual exchange of information was obviously not without complications. Eight percent of questionnaire respondents were not satisfied with information exchange in the project (see figure 20 above). A number of planners stated that data exchange was a "time consuming" exercise. However, the greatest concern regarding data was reliability and consistency. One planner sums this up neatly: "a lot of data was not used and it was hard to identify different country data, because the basis of the data had different understandings. Every country understands data differently and it is essential to establish some kind of common knowledge about data to share it and understand it".

The Production of Common Maps

Producing common maps was an important part of the work in the Baltic SCOPE project. These were used for different purposes, both to communicate and to plan: a) in the CB case at the Stakeholder Conference in Jurmala to inform stakeholders and make them aware of other sectors and MSP-related thinking, b) to get an understanding of the existing use situation in a whole marine basin (CB case) or c) over transboundary focus-areas in order to identify and start solving planning problems (SWB case). A majority of project participants agreed fully that the production of common maps was an important enabler, with 73% of respondents agreeing that transnational maps were a supportive tool for planners, as shown in Figure 21 below.

Figure 21: Common maps were supportive for planners as a coordination tool



One planner observed that common maps are very important "especially when you need to look at the Baltic Sea as one area without division into national interest". Another planner noted that common maps are important tools for visualizing transnational conflict areas, but pointed out that the data on which maps are based is often unreliable, or misread, which can distort the quality of the data. For instance, a mapping exercise conducted in the CB case area has led to the first produced maps ever on this area combining different types of data. Some maps were easier to develop, such as shipping, as it was based on a common way of collecting and storing data (AIS-system used in shipping with HELCOM as data hose). Whereas, other maps were more difficult as the data collected in different countries were not consistent, such as in fisheries, or regarding valuable ecosystem features (see Urtāne et al. 2017 chapter 5 for more on maps and methods). Another main finding of the CB case was that more joint maps are required, not least one including zoning from different national maritime spatial plans (output data). A first attempt has been made in a comprehensive map combining information on all four sectors for the CB Sea, however, the map needs to be read with care, especially across national boundaries, as some designations are more "visionary" whereas others actually refer to concrete locations (see chapter 6 in the same report).[41] Similar experiences were also made in the SWB case, where the planners struggled to assemble highly varying signature categories of national planning for wind power in their common maps. Maps have, therefore been important enablers, but there is still a way to go in relation to data availability, the interpretation of national signature systems (which are partially regulated by law) and the harmonisation of data collection.[42]

The Matrix of Interests

The matrix of interests was a new tool designed to help planners highlight different sectoral interests at the national level (see info box 6 below)[43]. The process of developing the matrix began by examining pre-defined transboundary focus-areas within the SWB case area and identifying sectoral interests of all countries involved in those areas. The intention was to bring to light more details about the focus-areas and to identify the areas with real transboundary issues from a MSP perspective. Project partners from each country were required to collectively fill in a matrix where the horizontal axis determined the focus-areas and the vertical axis determined the different national sectoral interests marked in increasing colour intensity when the interests is of higher national priority. During this process, partners also considered it important to include existing international regulations for each area. This exercise was useful in helping to define key areas of transboundary MSP concerns in the Baltic Sea.

41 The map contains both existing uses and sector interests voiced regarding future sea use. It provides an opportunity for stakeholders to learn about spatiality. The map is available in the final case report. Please see Urtāne et al. (2017) chapter 5.

42 Reference to signature categories and signature systems was made during planners' meetings and bilateral meetings.

43 For an in-depth discussion and visualisation, see the final report of the SWB case.

INFO BOX 6: MATRIX OF INTERESTS

The SWB case designed the Matrix of Interests to approach the transboundary and cross-sectoral debate by scrutinizing the national interests in specific focus-areas. These areas were chosen because they made interesting test cases for real collaboration in MSP across borders. The focus-areas chosen are under intensive use by several sectorial activities and/or concentrate strong interests for future development, or environmental preservation. In two cases, focus-areas also face disputes over the sovereignty of maritime space. The exercise using the 'matrix of interests' tool consisted of mapping the present, and potential (planned), national sectoral interests within each of the transboundary focus-areas. The exercise helped to better visualise the priorities of different countries given to specific interests in each focus-area. By identifying opposing interests in each area the exercise helped to identify potential conflicts. The matrix had additional cells for collecting information on existing restrictions and regulations with an impact on MSP for each area. The resulting matrix provided an overview of the scope of interests and different priorities of countries, as well as potential conflicts in the respective areas. At a general level the exercise helped to document how the project partners reached certain decisions.

Ecosystem-based Approach Task Force and Checklists

Developing an ecosystem-based approach (EBA) to MSP is essential for ensuring sustainable sea-use and protecting the environment, as highlighted by the European Commission. Baltic SCOPE has contributed with an attempt to define what constitutes an EBA and developed tools to assist its implementation in MSP processes (see info box 7 below). During the project, partners realised that there were significant differences between countries on how the EBA is interpreted. Consequently, a Taskforce was established to deepen the understanding of the concept and to elaborate on how to promote its application in MSP. The taskforce was initially set up within the CB case, but was later extended to include the SWB case, as partners realized that the topic is of pan-Baltic relevance and not bound to geographically specific areas. As a result, the partners developed a guiding paper, which, besides harmonising the understanding of the EBA, provides a 'checklist toolbox' containing three checklists to be used at different planning stages.

INFO BOX 7: ECOSYSTEM-BASED APPROACH TASK FORCE AND CHECKLISTS

The task force formed within Baltic SCOPE to address the integration of the EBA in project activities used the HELCOM-VASAB ecosystem approach guidelines, thematic workshop results, and SEA-experiences as a basis for discussion. The resulting report containing three different checklists with the aim to ensure that all elements of an EBA are included in MSP processes. The three checklists are to be used at different stages in MSP:

1. The general ecosystem-based approach checklist - from the start of MSP:

The checklist helps to ensure that all key elements of the ecosystem approach (based on the HELCOM/VASAB-guidelines) are included in the MSP-process layout and organization.

2. The planning support checklist – with MSP under way:

The checklist contributes proactively to the implementation of the EBA in concrete planning of the shipping, fisheries and energy sectors (there are, of course, other sectors to consider in MSP, but these sectors have been focus of the analysis in the project).

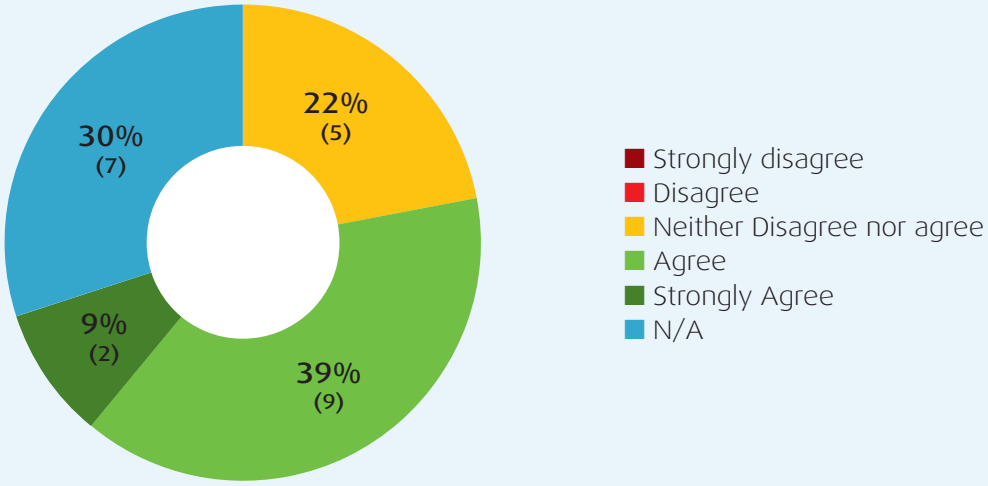
3. The SEA checklist – when analysing a plan's consequences:

The checklist should contribute to a harmonized SEA application in MSP, which promotes the implementation of the EBA and the consideration of both the SEA- and the Marine Strategy Framework directives.

See full paper and checklists: www.balticscope.eu

Working with an ecosystem-based approach has been important for Baltic SCOPE and will continue to be so in future MSP work in the Baltic Sea Region, as it is neither fully understood by all relevant actors, nor easily put into practice. The project has taken the concretisation of an EBA in MSP one important step further: around 48% of survey respondents agreed that Baltic SCOPE has contributed to the development of a useful EBA that could be applied in future MSP processes (see figure 22 below). There is no disagreement here, but quite a few who are neutral. This indicates both ambivalence and further work to do. One planner sees the EBA as central to develop a coherent view on environmental values and protection for the Baltic: *"my understanding of EBA is to put an effort to map ecological values in a way where the sea is viewed as a single ecosystem, not fragments or sections – this is particularly important for sectors when decisions of development will be taken in the future". Another planner was more sceptical regarding actual implementation: "EBA is still quite complex, total understanding of ecosystems is unlikely to be achieved, so there is a need for pragmatism."*

Figure 22: Baltic SCOPE developed a useful Ecosystem Based Approach model to be used in future MSP



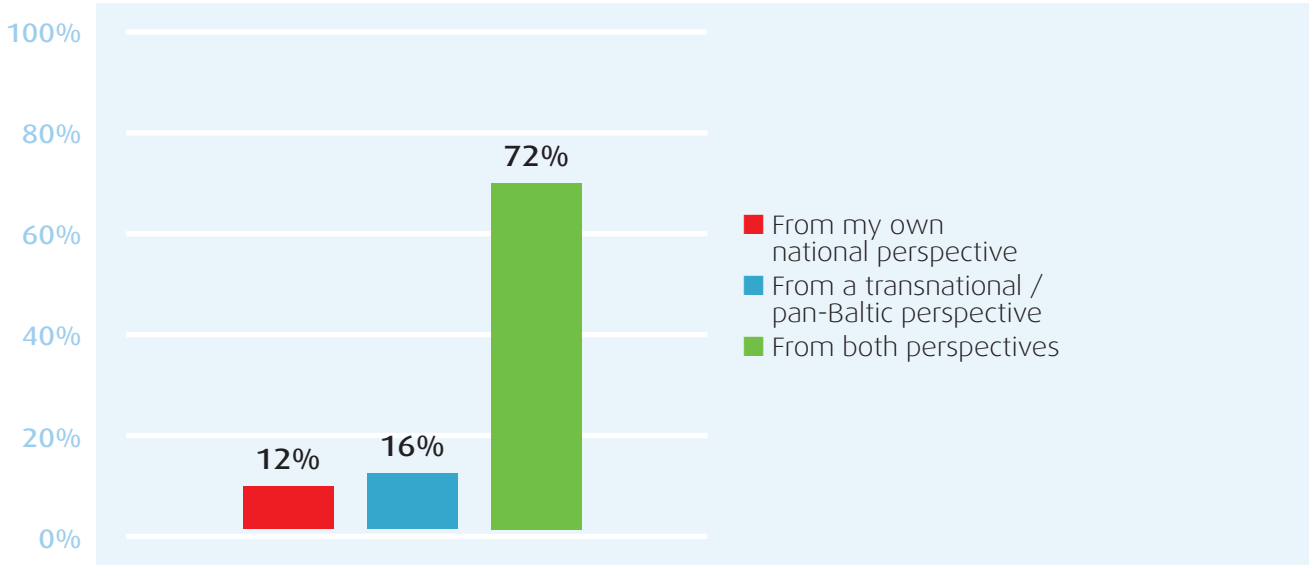
Final Case Reports and Project Recommendations

Through the work in the Baltic SCOPE project culminating, as documented in the final case reports, participating planners and sector experts were enabled to establish a common understanding of developments in important marine use sectors in the Baltic Sea. The reports and the work to structure and finalise them contributed to a better understanding in a number of areas. By developing sector descriptions and a trend analysis, planners became aware of different sectors' different needs and the lack of a future-oriented perspective in most sectors (ibid. chapter 3). The analysis of each country's institutional frameworks for MSP and for sector management and planning culture led to an improved understanding of each other's similarities and differences (see e.g. Baltic SCOPE Assessment Reports and chapter 4 in the CB Final Case Report, Urtāne et al. 2017). By working together on common maps, the understanding of the needs for planning evidence and to address important data and method gaps has deepened. Trying to interpret the maps and communicate their content to project-external readers was a further step of analysis and learning occurred (see Urtāne et al. 2017, chapter 5 and 6 and Giacometti et al. 2017 for the SWB case). Last but not least, the formulation of recommendations for the two cases and the project as a whole led to a refinement of reflections and a prioritisation of what is really important to do next, leading the learning one last step further (see both case reports and project recommendations).

An Overall Enabler: The Emergence of a pan-Baltic Approach to Transboundary Collaboration in MSP

The heterogeneity of national MSP and the differences in national systems and priorities is a given in transboundary MSP and the main reason for it, but this does not make the finding of common solutions and the alignment of plans across borders easy. Through participation in Baltic SCOPE, the project partners have taken steps towards a more pan-Baltic approach and thinking in MSP collaboration. Figure 23 below provides an insight on whether planners approached transboundary collaboration in Baltic SCOPE from a national or transnational perspective.[44]

Figure 23: Planners approach to transboundary collaboration



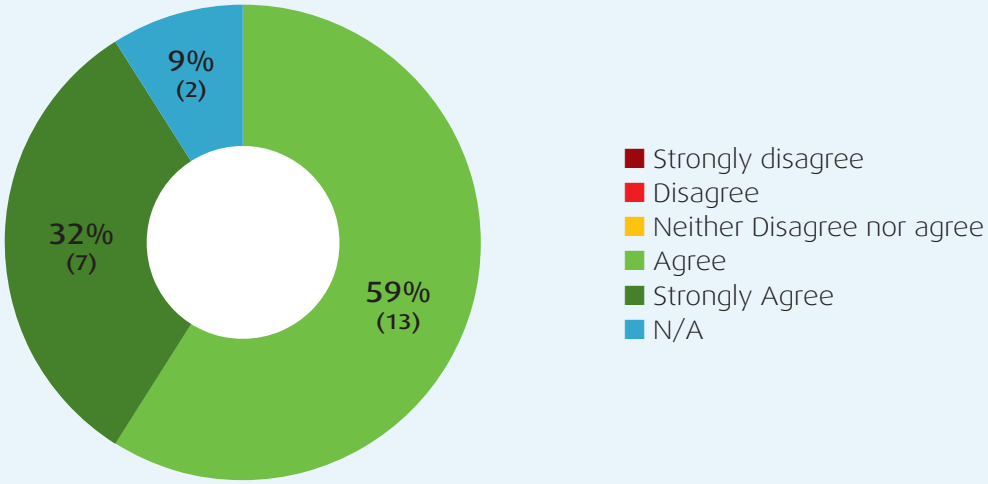
Only 12% of respondents approached transboundary MSP collaboration from a solely national perspective, while the majority, 72%, went into discussions wearing both national and transnational hats and 16% from a purely transnational perspective. This can be interpreted in such a way that while national interests still play a central role in transboundary collaboration in MSP, they are not predominant. Discussing the weight of national perspectives during the focus group interview, one case leader voiced the opinion that *"we should work as planners without any national baggage, only from a planner's point of view."* Especially concerning the work on policy recommendations, *"national perspectives made it very difficult, hence some became fairly general."* The other case leader found it *"difficult to agree on some things at the beginning (of the project) but now we worked ourselves through this, one needs to be suitably open in objectives to allow for the process."* There has been a transboundary process, but strong national positions have to be acknowledged as normal part of the work. One can try to work towards a position beyond them, if time for interaction and collective reflection is permitted. The room for independent action is also determined by the placement of planning responsibility in each country and the degree of autonomy of those participating in negotiations and problem solving in MSP (e.g. steered by the Ministry or acting as an authority with some degree of independence from a super-ordinated ministry).[45]

44 The survey question asked planners to reflect on from which perspective they worked in the project.

45 The role of planning and other experts and their embedding in the larger decision-making system is interesting from a political science and conflict-management perspective. Within Baltic SCOPE, this delicate question was not addressed in-depth. A follow-up study might want to look into the factors affecting how much experts can act independently within MSP-collaboration related negotiation forums, to address cross-country issues and drive them towards solutions. Furthermore, the role of steering from higher (e.g. political) levels in transboundary problem solving is a relevant question to tackle in future projects. Both issues could contribute to a better understanding of the role of planners in the larger system and at the interface of planning and political decision-making (where does expertise stop and politics start?).

The data collected through survey, observations at meetings, the processes of report writing and formulation of recommendations indicate an emerging pan-Baltic perspective among participants. In response to the question whether Baltic SCOPE has strengthened a pan-Baltic approach to MSP, as illustrated in figure 24 below, more than 90% of survey respondents think that Baltic SCOPE has contributed to its strengthening, with more than one third agreeing strongly.

Figure 24: Baltic SCOPE has strengthened a pan-Baltic approach to MSP



The specifications provided by some respondents suggest that engaging in transboundary collaboration through the Baltic SCOPE project did help to foster a pan-Baltic approach to MSP. However, one planner also stressed that this was hard work and planners still need to go a long way towards achieving such an approach. Another planner commented that *"the Baltic SCOPE project broadened my personal awareness of the necessity for such an approach"*. Participants acknowledge that national interests still play an important role in discussions, but the process of identifying common areas of potential conflict and synergies has forced them to think on a broader pan-Baltic scale. Even if it is not always easy to use a Pan-Baltic way of thinking to work around challenges and obstacles, this thinking is important for other integration dimensions discussed in this report. This is not least for including environmental concerns (and an ecosystem perspective) and the different use sectors into MSP and as discussed in the following chapter. The emergence of a pan-Baltic way of thinking is also discussed as an overall enabler at the end of this report.

3. CROSS-SECTORAL INTEGRATION AND SYNERGIES

3. CROSS-SECTORAL INTEGRATION AND SYNERGIES

"Identification of cross-sectoral synergies was perhaps the most innovative element of the project; cross-sectoral discussions were most interesting of all and was appreciated by stakeholders"

– Respondent taking part in the Lessons Learned Survey

CONTEXT AND OVERVIEW

The governance and administration of marine areas is a fragmented process, characterized by well-defined policy sectors and many institutional levels. Unless there has been a cross-sector planning mandate (some examples can even be found at regional or local levels, e.g. Bundesländer in Germany or municipalities in Sweden) or an urgent cross sector issue to be resolved, there has so far been little connection and collaboration across sectors. Each sector has its own interests, agenda and forums for using and managing the sea, which creates the potential for sectoral conflict. However, increasing interest in the potential economic opportunities surrounding marine space (Blue Growth), as well as environmental concerns about a deteriorating marine environment, has created the need for better integration of policy sectors in the management of shared seas. Moreover, emerging and new sea uses challenge the status quo of how marine space is regulated and used, especially with the construction of permanent installations, such as for offshore energy production demanding a more rigorous assessment of cross-sector interactions. Hence, the European Commission notes:

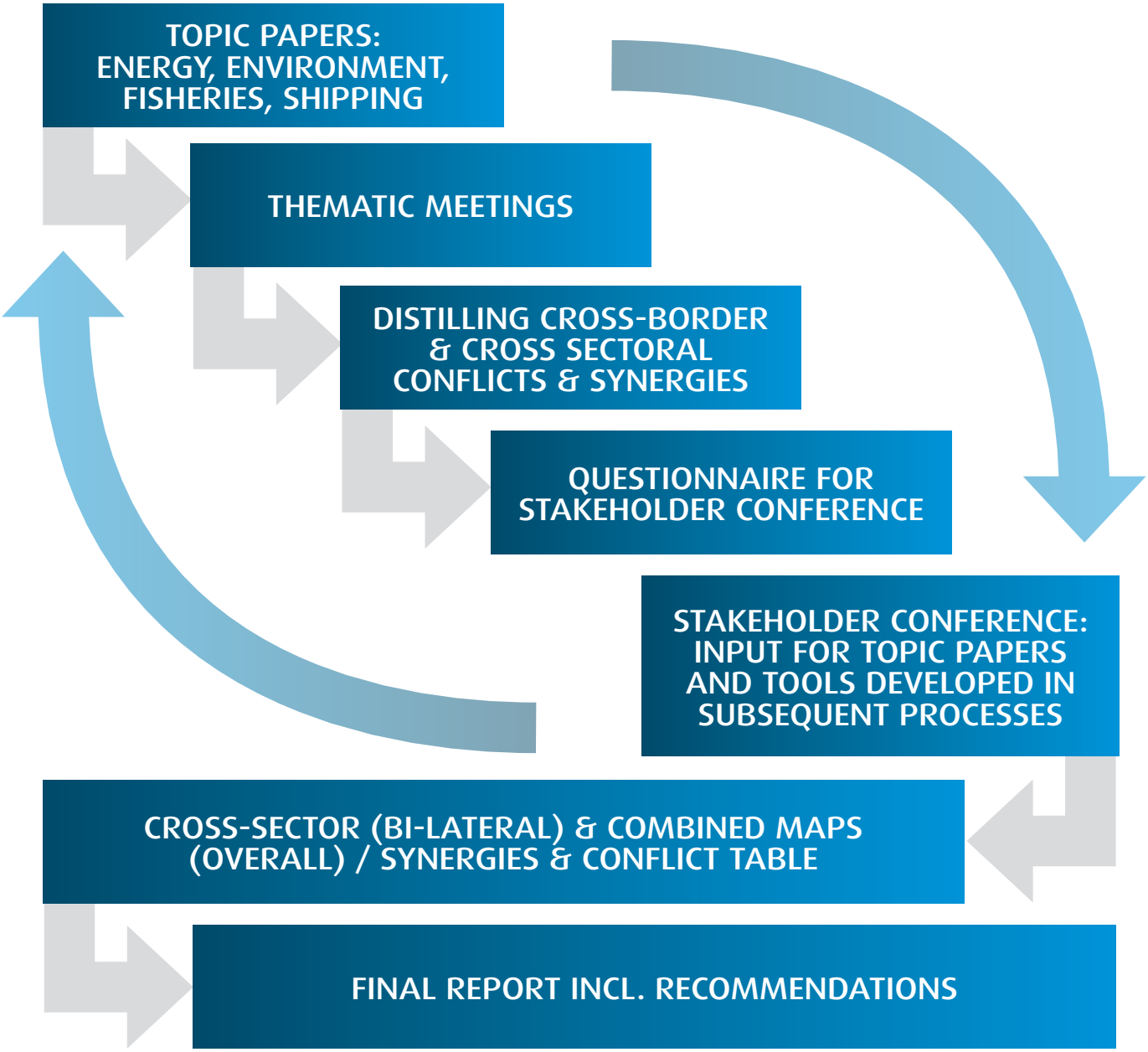
"The marine space has traditionally been managed on a sectoral basis, with little cooperation between administrations and between economic players. This approach is no longer possible. Increasing conflicts are arising between uses and the cumulative impacts of human activities have led to the degradation of the marine environment. Economic activities and environmental pressures also go beyond national borders and require coherent actions across marine regions" (EU Commission, February 2016).

Conflicting interests, fragmented sector administration, and heterogeneous regulations (e.g. different sector directives at EU level) make the integration of policy sectors in MSP planning difficult. It is important to provide platforms and frameworks for different sector interests to meet, exchange knowledge and learn about each other. The Baltic SCOPE project has contributed to this process by bringing together representatives for important marine use sectors (energy, environment, fishing and shipping), to share their knowledge and needs, and discuss and identify areas of potential conflict and synergies. In response to strong sector divisions, case-specific approaches and tools were developed and applied within the project.

Both case studies adopted a multi-step approach to sectoral integration, but the methods differed significantly. The SWB case tackled sector integration by evaluating overlapping interests in specific transboundary focus-areas during bilateral meetings. Instead, the CB case applied a broader and topical multi-step approach for sector integration, as highlighted in figure 25 below[46]. This stepwise approach implied that planners, together with sector experts and external stakeholders, identified sector needs and development trends, and the availability and quality of relevant planning evidence. This information was then synthesised to identify potential cross-sector synergies and conflicts through the development of common maps and interaction tables. This resulted in sector-based topic papers and observations and recommendations for future MSP work and a Final Report integrating all of the knowledge and insights gained during the process.

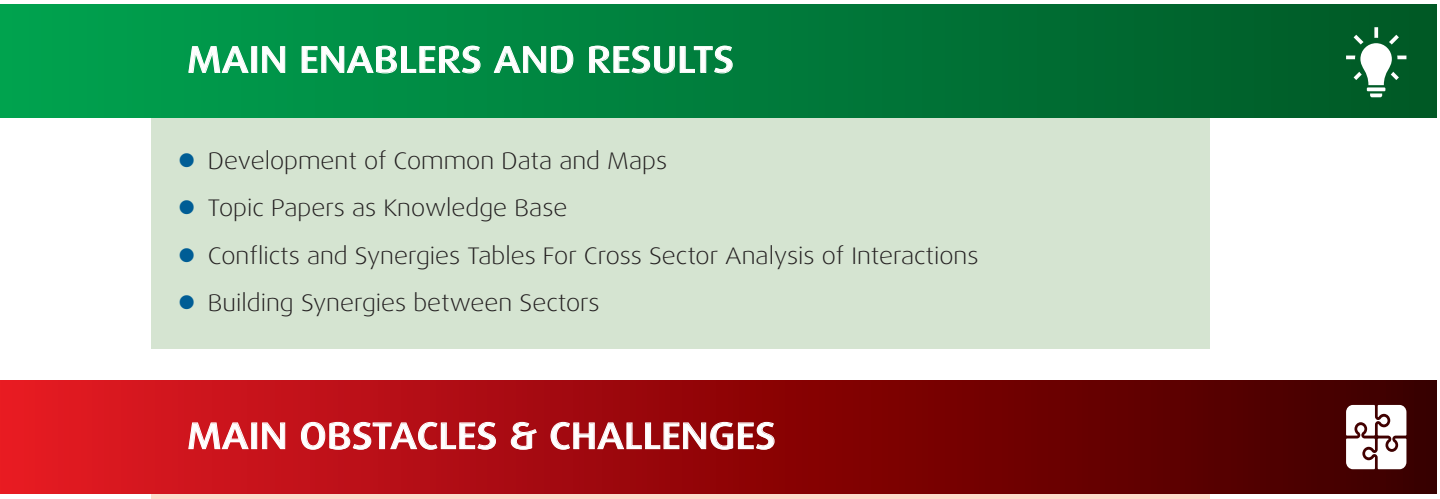
46 In addition to these steps, work in the case profited also from national input (e.g. topic papers, maps, tables and final reports) on the one hand. On the other hand, work in the case also had an impact at project level results, e.g. concerning the policy recommendations developed at project level.

Figure 25: Steps of Working with Cross-Sector Integration in the CB Case



As the institutional and data situation is rather fragmented, working across sectors in the Baltic SCOPE project has not been without its challenges. Problems arose regarding relevant and good quality planning evidence on the sectors, competing interests, varying levels of sector influence and the active participation of all sectors. Figure 26 highlights the main obstacles and challenges identified in relation to cross-sectoral integration and synergies and also the enablers the project found and used to work around them. Important enablers included the development of a common data and information (e.g. maps and topic papers) and a systematic analysis of cross-sector interactions. The involvement of stakeholders with a sector perspective has been important in this process, such as, sector experts from national authorities and some further representatives of marine use interests. A first step is to know about sectors' status, trends and interests and how to integrate them in planning. Based on this, an analysis of cross-sector interactions can be made, resulting in conflicts and synergies as a base to reflect on solutions and planning strategies. This chapter follows that procedural logic by first presenting knowledge related obstacles and enablers and then proceeding to examine the cross-sector integration enablers.

Figure 26: Overview: Obstacles and Challenges and Enablers and Results from Baltic SCOCPE Work in Relation to the Cross-sectoral Integration and Synergies Dimension



CHALLENGES AND OBSTACLES

Availability and Quality of Relevant Planning Evidence on Sectors and Countries

An essential prerequisite for effective planning processes across boundaries is data that can be shared and is comparable in quality and resolutions. As the case-work in the project has shown, the countries and sectors differ in the type of data and the methods used to collect and analyse information. They also differ in their view of what evidence can be used to make planning decisions. Moreover, data collection is fragmented between sectors and across national boundaries. All of this implies a considerable effort to identify, collect and assemble data into maps, particularly across boundaries. As one planner observed *"a lot of data was not used and it was hard to identify different country data, because the basis of the data had different understandings. Every country understands data differently and it is essential to establish some kind of common knowledge about data to share it and understand it"*. Another pointed out that there is *"very inconsistent data available"* that is "*not sufficiently comparable"*.

Partner countries in the CB case concluded that there is a need for more harmonized data and collection methods to highlight sectoral interests and guide transboundary discussions. Maps have been developed at very different scales, but additional joint maps are required with zoning from different national marine spatial plans (output data). In line with this, partners pointed out that geospatial data needs to be publicly accessible and available in the DG Mare MSP Platform. At the same time, planners were also aware that data will always be incomplete, but the planners' job is to make the best possible use and predictions on future developments with the data available. There is also a need for better visualization of existing data for stakeholders to gain a better understanding of the bigger picture and the activities and needs of other sectors. An important conclusion of stakeholder meetings was that new creative ways and tools need to be developed to better visualize the existing data.

Competing Sectoral Interests

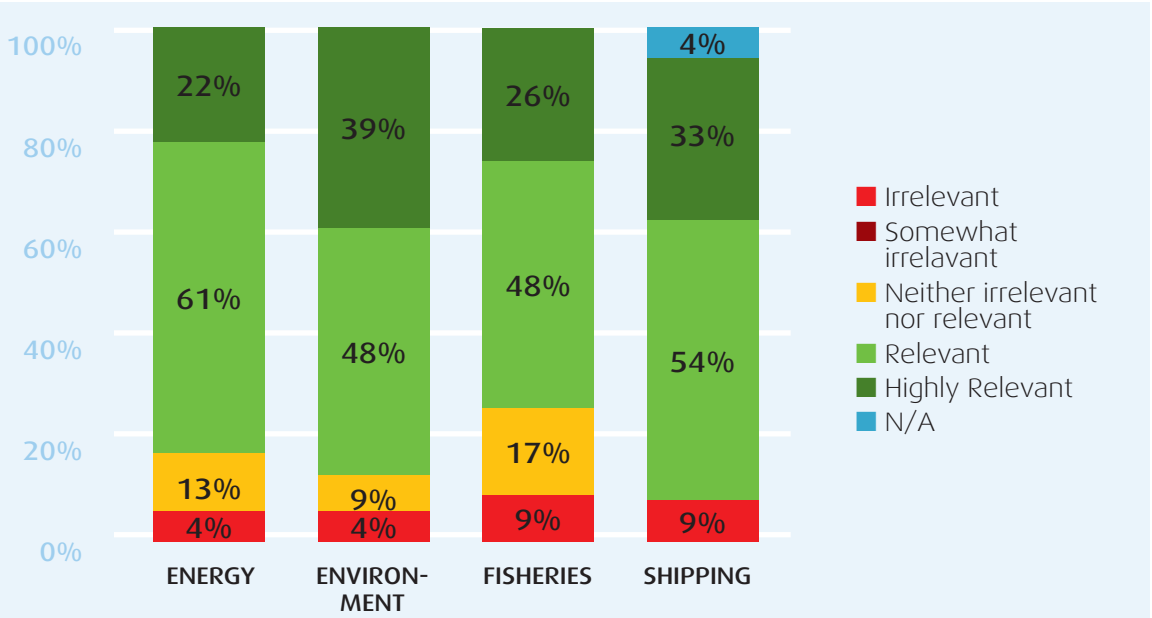
An important reason to conduct MSP is because of mutual impacts and competition between sectors. However, promoting collaboration between sectors with competing interests and different traditions of co-existence is difficult. Sector experts do not always have a holistic view on the different uses of maritime space and can at times ignore the needs and relevance of other sectors; as one planner noted "sectoral experts are not very interested to discuss with other sectors". Another planner observed that competing interests often meant an unwillingness to openly share data and information with other sectors.

Different Levels of Sectoral Relevance and Influence

MSP has the aim and potential to balance sectoral interests, however, there are considerable differences between sectors and their level of influence over the MSP process. This is both related to national and international political priorities and economic drivers, but also to how sector management is institutionalised. International laws and agreements, EU legislation, and national regulations result in a hierarchical structure and relationship between sectors. National governments may counterbalance sectoral hierarchies by defining national priorities, such as clean energy in Sweden. However, individual national governments have limited capacity to influence international regulations and regulatory bodies. This takes a significant amount of time and effort to achieve even minor changes for a specific area or issues, for example, getting the IMO to divert a shipping route. Such differences in the influence of sectors became obvious during the Baltic SCOPE project. Planners raised the issue, during meetings, that certain sectors have more influence than others in MSP. A recurring theme was that the shipping sector has a greater influence over the sea, with other sectors having to develop their plans around well-established and clearly outlined shipping routes.

As the influence of different sectors over decisions is difficult to measure and may vary between countries and regions, the survey gauged project participants' views on which sectors are more relevant in the process and why this is so. Figure 27 below outlines how partners perceive levels of sectoral relevance in the MSP process generated by the Baltic SCOPE project. Thirty-three percent of respondents regarded the shipping sector as highly relevant; however, the environment sector comes ahead of shipping in terms of high relevance (39%), which might reflect a focus on marine environmental problems and the ecosystem-based approach in MSP in the project. Most interestingly, respondents regarded the energy sector (61%) and shipping (54%) as relevant stakeholders, compared to the environment (48%) and fishing sector (48%). The survey results seem to support the comments from project meetings above. However, in the comments section of the survey, respondents also noted that the energy sector is about to become highly relevant and influential for MSP. As one planner noted "the energy sector has perhaps the most long-lasting impact on all other sectors once an activity takes place, therefore, the relevance of the energy sector is always high." Offshore wind energy installations exclude other activities from the same area for extensive periods of time, as they are fixed in a marine space, compared to other more dynamic sectors. However, climate change and energy policy might be an important driver as well.

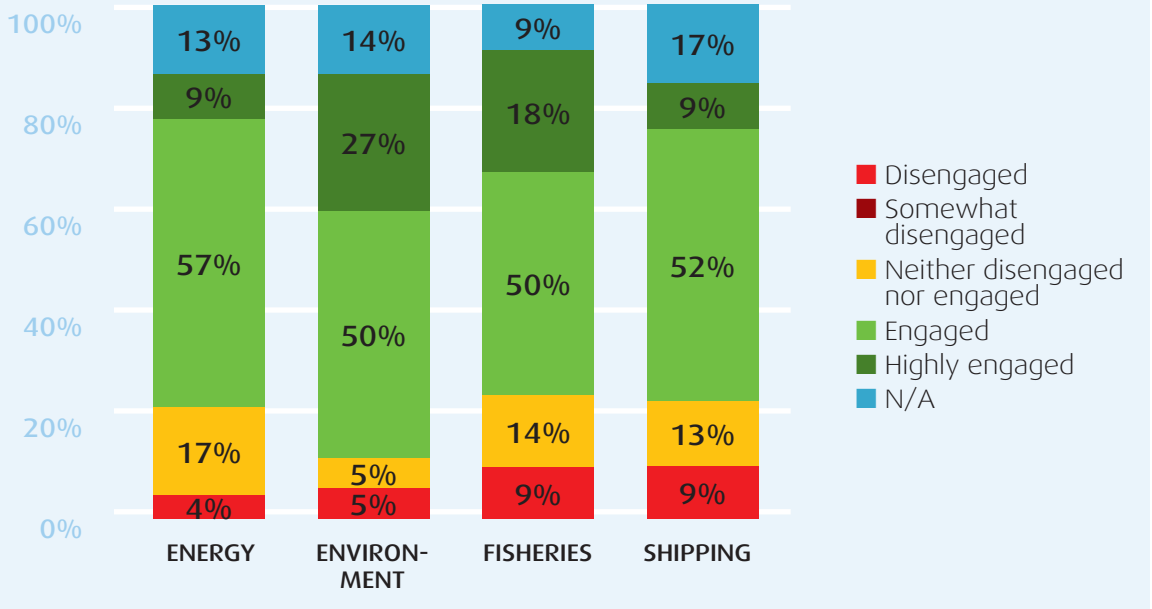
Figure 27: Sectoral relevance in MSP Process generated by the Baltic SCOPE project.



Varying Intensity of Sectoral Engagement[47]

The active involvement of all relevant sectors in project work is important both for the knowledge base and cross-sector analysis (resulting knowledge and analytical gaps), but sectoral engagement varied between sectors and across cases. Whilst survey respondents had a relatively positive perception of the engagement of the four different sectors in the project as such, their answers indicated that mobilisation and intensity of involvement varied. Compared to the environment sector, the shipping, energy and fishing sectors were viewed as less engaged (somewhat disengaged or neither disengaged nor engaged) in the Baltic SCOPE process. Figure 28 below outlines respondent perceptions of the degree of engagement of different sectors within the Baltic SCOPE project.

Figure 28: Degree of Sectoral Engagement in transboundary MSP processes generated by the Baltic SCOPE

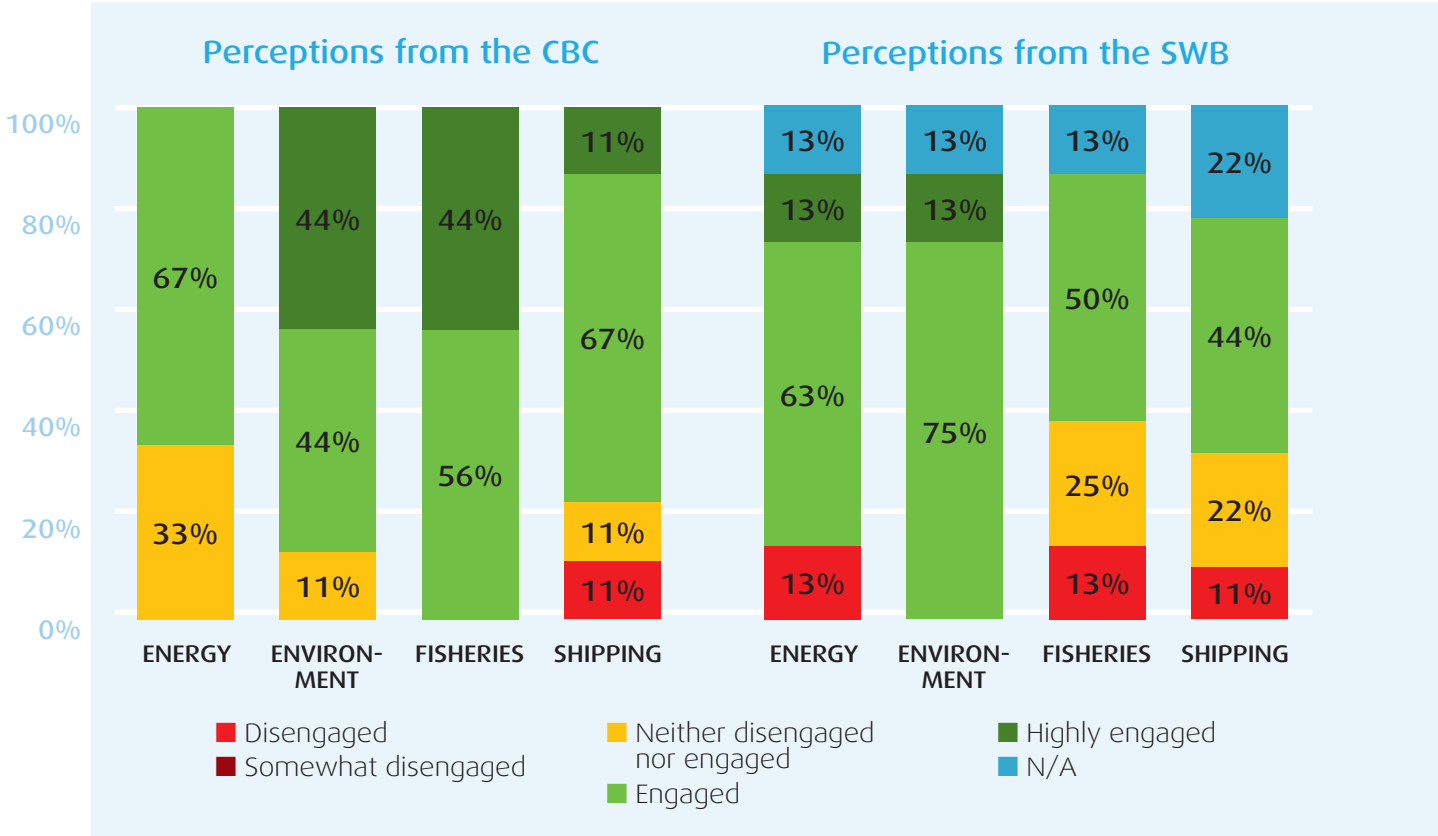


47 Please note here that in chapter 4, we focus more on HOW to include the stakeholders and what has worked well in the Baltic SCOPE project and what has not.

In order to understand the positive, but varying results outlined above, it is important to be aware that different types of fora were used to engage sector experts in the project, ranging from national events organised in partner countries, to transboundary workshops organised by each case study group. The latter faced difficulties to mobilise sector representatives, with some workshops missing key sector experts. National events, in contrast, and depending on partner countries, had more intensive engagement of sector representatives. As a result, the engagement of different sectors varied significantly between transboundary processes within Baltic SCOPE compared to national processes. At the national level, planning authorities were able to involve sectors and other stakeholders in ongoing national processes, whereas in Baltic SCOPE, mobilisation was more difficult.

Overall, the environment sector was regarded as the most active, with 27% of respondents noting that it was highly engaged in the process and another 50% perceiving it as engaged. Higher engagement of the environment sector might reflect their higher motivation to participate due to lower overall-influence in the process. Conversely, the fisheries and shipping industries were regarded as the most disengaged sectors (however, with important differences between cases, see below). A lack of engagement of shipping and fisheries might be a result of well-establish international and European management bodies and regulations in these specific areas. To better understand the nuances and to gain a more place-based picture of sector engagement, it is worthwhile comparing engagement between the SWB and the CB case (see figure 29).

Figure 29: Degree of Sectoral Engagement perceived by the CB and SWB Cases



Over 40% of the respondents from the CB case perceived both the environmental and fisheries sectors as highly engaged (all respondents stated that the fisheries sector was engaged or highly engaged). Most actively engaged according to SWB case respondents was the environment sector. At the other end of the spectrum, more than 10% of respondents from both cases found the shipping sector somewhat disengaged. According to over 10% of the respondents from the SWB case, also energy and fisheries were somewhat disengaged. One explanation for the variations between cases is the different foci and approaches of engaging sectoral stakeholders.[48] The CB case needed the sector perspectives to complement basic knowledge and organised three workshops (two thematic ones and one larger transboundary workshop), whilst only one large transboundary workshop was organised by the SWB case.

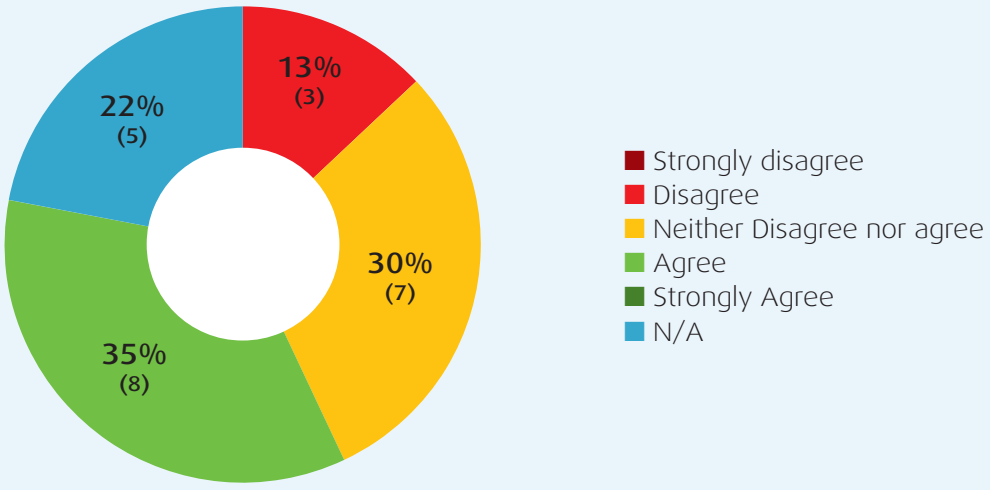
48 For a discussion on the process and methods, see also chapter 4.

In the CB case, environmental and fisheries stakeholders were more actively engaged throughout the whole process than shipping and energy. Most likely, the representatives from the more actively engaged sectors see the benefits and added value of engaging in the project and cross-border MSP. For shipping and fisheries, many spatial aspects are already regulated in different international frameworks, so the need to become engaged in transboundary MSP may not be as obvious and urgent for these sectors. Planners noted that the sectors that collaborated within the project are rather self-sufficient. It is challenging to get sector stakeholders to understand what MSP is and communicate what is needed to include them actively in MSP. The planners also think that the sectors have difficulties to understand the long-term strategic perspective of MSP, because sector planning has much shorter time frames (sector policies usually cover 7-10 years, whereas MSP has to think in terms of decades). The sector representatives (experts, user representatives) might also be concerned that MSP is taking away competences from them and that planning is simplifying their sectors, as marine planners do not necessarily understand their sectors' needs.

Underrepresentation of Certain Sectors

Baltic SCOPE has raised the issue that some specific sectors are underrepresented in MSP activities. According to the survey, 35% of respondents thought certain sectors were underrepresented in the Baltic SCOPE project (see figure 30). Here, both sectors represented in the project, such as energy and fisheries and new sectors (defence, tourism, cultural heritage, the oil industry) were mentioned. This under-representation has affected the outcomes, such as, the analysis of cross-sector interaction in the CB case.

Figure 30: In the Baltic SCOPE project certain groups of stakeholders were underrepresented



The most frequent referenced sector to be underrepresented, according to the survey, was the energy sector, followed by shipping and fisheries. One respondent commented in the survey that this might be because in the Baltic Sea region the shipping sector is *"strong"* and *"more prone to act independently"*. Furthermore, it was observed during meetings that the defence sector needs to be included in MSP discussions. As one planner noted "there were situations frequently when the conclusion was that the defence sector out to be covered and represented". Another planner commented *"the defence sector is important but acts mainly as force major, therefore, [I am] not sure it should be involved in MSP!"* Other important sectors planners observed to be missing from the project were tourism, cultural heritage and the oil industry. Some respondents perceived it as problematic that *"some stakeholders were missed in the transboundary workshops"*. Furthermore, respondents stressed that more sectoral national experts could have been involved since the *"absence of some sectorial representatives affected the outcome (e.g. workshop fisheries in Jurmala)"*.

ENABLERS AND RESULTS

Baltic SCOPE as a project initiated a number of processes that helped building synergies between sectors. This section outlines the processes and tools developed and applied during the Baltic SCOPE project that helped promote cross-sector interaction and the identification of potential synergies.

Development of Common Data and Maps

Assembling a common knowledge base is an essential step in cross-border MSP. This is needed both for situation and trend analysis in different sectors and to identify cross-sector interactions and start discussing planning alternatives. Planners from both case study areas openly shared information and data and worked on compiling and harmonising data into databases, maps and tables. They also identified data gaps and needs for the harmonisation of data collection and method development. Here, HELCOM has contributed enormously in harmonizing shipping data for the whole Baltic Sea Region, including the creation of a digital tool available online and accessible for all.[49] The development of common maps was regarded as particularly useful by planners. One planner noted that common maps were important as "you need to look at the Baltic Sea as one area with division into national interest". Another planner was more cautious, pointing out that "it's good to have visualization, but in the borders some themes in the maps are a bit curved because of different data understandings and the basis of the data". Other found the development of data useful "but exchanging data was quite time consuming". Info box 8 below provides more information on the mapping exercise of the Southern Middle Bank focus-area (inside the SWB case area) conducted during a bilateral meeting between Poland and Sweden.

Info Box 8 Mapping Exercise in the Southern Middle Bank

INFO BOX 8: MAPPING EXERCISE IN THE SOUTHERN MIDDLE BANK

A bilateral meeting between planners of Poland and Sweden was organised with the purpose of discussing in detail the existing issues in the Southern Middle Bank focus-area. During this meeting, planners developed a matrix outlining national interests in the focus-area, and identified overlapping interests. While doing this, planners considered it useful to draw such interests in a common map. This allowed them to better visualize potential areas of conflict and identify possible solutions. This exercise effectively facilitated the cross-sectoral integration of knowledge and sector interests in a cross-border context. A single cross-border area was identified as interesting for offshore wind energy development, shipping (ferry line between Karlskrona and Gdynia), fisheries and an important location frequented by harbour porpoises. Close evaluation of all these overlapping interests resulted in a list of planning suggestions to be taken on board by planners in their national MSP processes. Planners considered, for instance, the option of rerouting the ferry line, or by cutting out part of the area where the ferry lane crosses the area to be licenced for offshore energy development.

49 See HELCOM. (2016).

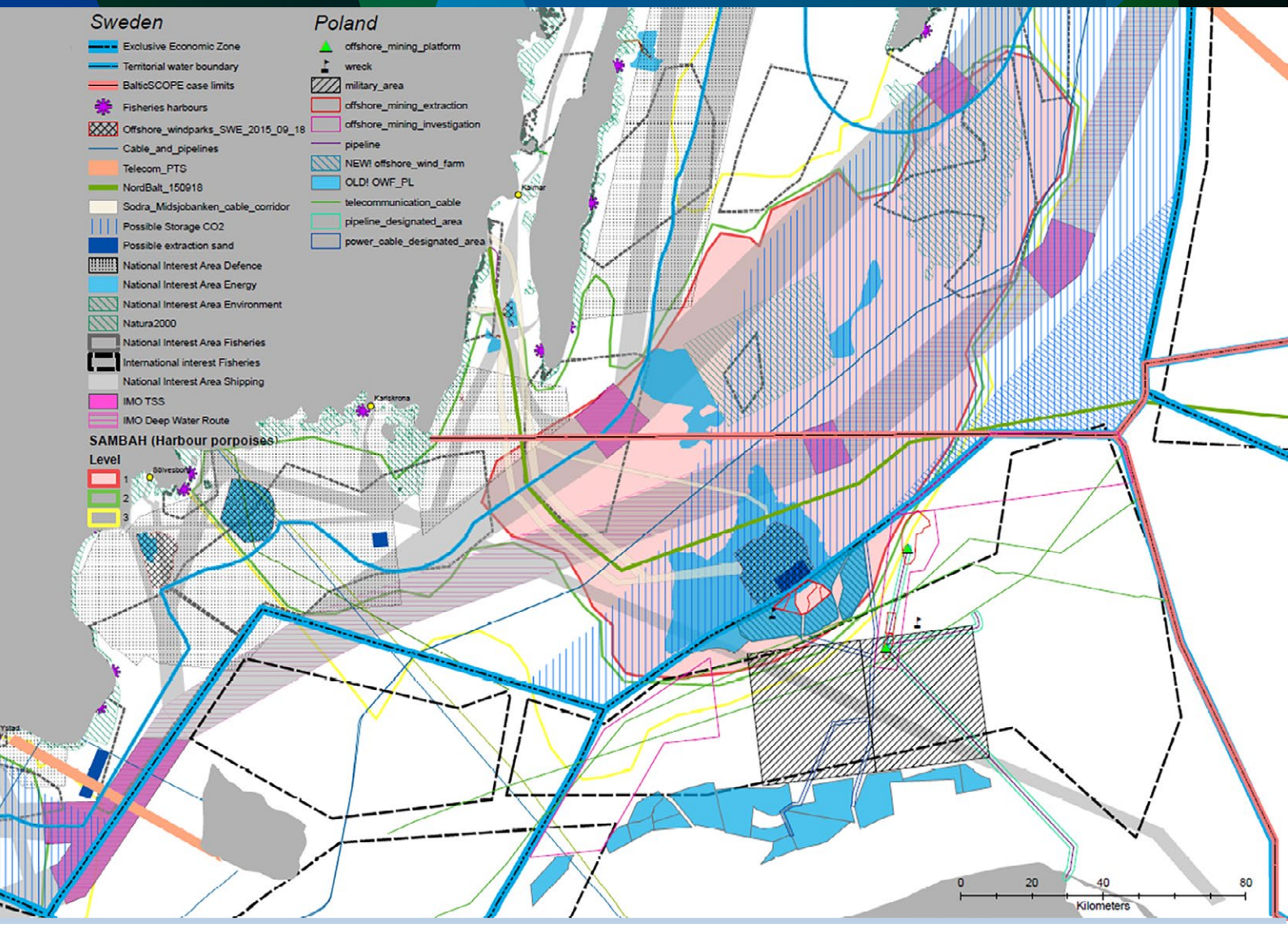


Figure X: A mapping exercise among planners from Sweden and Poland to visualize the countries' interests in the Southern Middle Bank on a common map. The map should be regarded as a 'working map' and does not necessarily show the approved uses.

Topic Papers as Knowledge Base

The process of developing topic papers, a unique part of the Baltic SCOPE project, was also particularly important for planners (see info box 9). Topic papers were designed to provide background information on national sectoral interests and their needs and trends in each participating country. These papers were reviewed and updated several times during the course of the project.

INFO BOX 9: TOPIC PAPERS

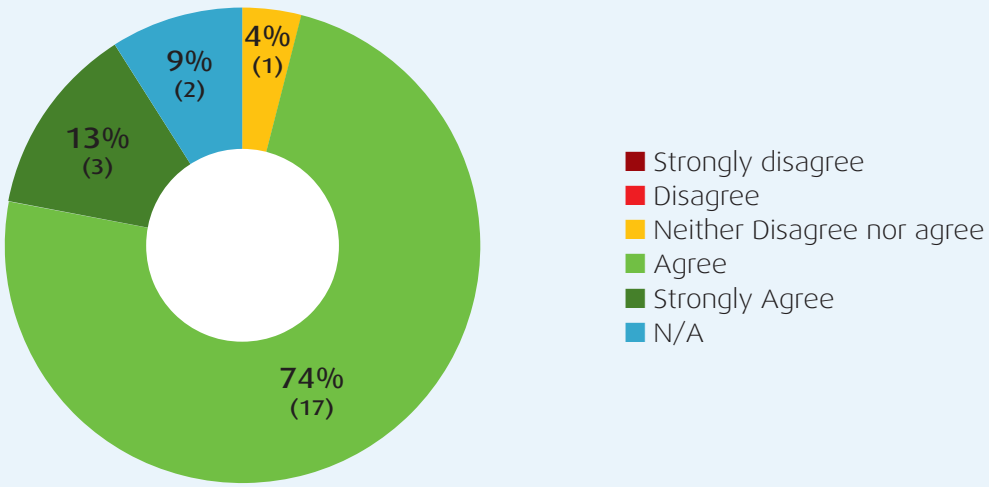
Topic papers were developed in both the SWB and CB cases outlining the most important transboundary issues in four key sectors: energy, environment, fisheries and shipping. Work on the topic papers was divided according to the expertise of respective partners and was designed to:

1. Generate an understanding about the sectoral spatial needs/requirements;
2. Develop knowledge on transboundary issues for the sectors;
3. Map cross-sectoral interrelations, including existing and potential conflicts and synergies between sectors.

Topic papers were shared with stakeholders prior to the 'Stakeholder Conferences' to receive feedback and input on the transboundary issues identified. Topic papers provided a solid basis to guide debate and discussions between stakeholders and to lay the foundations for identifying conflicts and facilitating the development of solutions.

Topic papers were also useful in integrating sector experts from all four sectors into the identification process of synergies and conflicts, and moving towards potential solutions for common uses of the sea. The development of topic papers in the SWB case was particularly important for identifying focus-areas where several issues interesting from a transboundary MSP perspective converged and to work for solutions to cross-border issues. Finally, the topic papers served as a basis for the work on the final reports of both cases. One planner noted *"all partners contributed to the topic papers, which gives a good overview of national interests and the sectoral status quo"*. Another observed that *"repetition, dialogue and concrete examples through workshops and work with topic papers"* and that *"topic papers and open discussions gave a good insight into national MSP processes"*. Figure 31 below indicates that 87% of survey respondents found the preparation of topic papers an effective mechanism to identify transnational planning issues.

Figure 31: Topic Papers were an effective tool for identifying transnational planning issues.



Conflicts and Synergies Tables For Cross Sector Analysis of Interactions

During the course of the Baltic SCOPE project, different types of cross-sector tables were developed with the aim of highlighting sector conflicts and synergies. These tables have been helpful tools in bringing important information together about the sectors and facilitating cross-sector analysis and identifying potential solutions. In both cases, the elaboration of tables took place in two steps. However, the cases also used rather different approaches. The SWB case opted for a geographical approach, whereas the CB case chose a broader topical approach. The two main steps for developing cross-sector tables are shown in table 2.

Table 2: Two Main Steps for Developing Cross-Sector Tables in the Cases

Two Main Steps for Developing Cross-Sector Tables in the Cases	
SOUTHWEST BALTIC CASE	**CENTRAL BALTIC CASE**
Step 1	
The first step within the SWB case was to collect national interests in specific transboundary focus-areas in the so called 'matrix of interests'. The table itself does not provide information regarding conflicts and synergies, but it shows the degree of interest for each topical issue in each of the preselected areas, such as, for instance, pipelines in the Kriegers Flak.	The first step in the CB case was directly to collect in a table the existing and potential conflicts and synergies resulting from discussions with sector stakeholders during the 2nd thematic meeting through the World Café method.
Step 2	
The second step of the SWB case was to develop a new table with overlapping interests for each of the focus areas. In bilateral meetings, planners evaluated all national interests identified in step 1 and confronted them with each other in order to identify the impact on each other. After identifying whether each couple of interests are in 'conflict', 'coexistence' or 'competition', planners were able to discuss potential solutions.	The second step in the CB case study approach was to use the cross-sector analyses and tables compiled in step 1 and further complemented during the Stakeholder Conference to compile an overall synthesis table on identified conflicts and synergies across sectors. Planners evaluated existing and potential conflicts and synergies by zooming into greater detail on the needs and requirements of the sectors, and the implications of sector activities on each other. Planners were able to identify also preliminary solutions.

Due to limited knowledge and challenging stakeholder mobilisation, the tables may not be to 100% balanced and complete. However, they still highlight areas where sectors could potentially conflict or find synergies and collaborate with each other, therefore, an important first step towards cross-sector collaboration and problem solving has been taken. Info box 10 below contains a short description of the contents of tables that were used by both cases for cross-sector analysis.

INFO BOX 10: TABLES USED FOR CROSS-SECTOR ANALYSIS IN THE SWB AND CB CASES

Interests Matrix developed and used in the SWB case

The first table developed and used in the SWB case was not initially designed for conducting cross-sectoral analysis, but merely to gather information about the specific transboundary focus-areas that were deemed interesting. Planners mapped the different interests present in each focus-area and assigned them different priority levels. With this information, planners were able to discuss in further detail the interrelation between sectoral interests in each focus-area.

FOCUS AREA	Middle Bank		Adlergrund			Kriegers Flak		
INTEREST / COUNTRIES participating	PL	SE	SE	DK	DE	SE	DK	DE
Offshore Wind Energy (planned/existing)								
Power Cables (planned / existing)								
Data Cables (planned / existing)								
Pipelines (planned/existing)								
Other physical Infrastructure (Tunnel etc.)								
Ship Traffic / IMO Routes								
Sand and Gravel Extraction (planned/existing)								
Fishery								
Conservation Areas			?			?		
Other Nature Conservation and Managing Interests	??	??						
Defence						?		
Planning Restri ctions/ Regulations existing								
Territorial Sea (TS) / Exclusive Economic Zone (EEZ)	EEZ	EEZ	EEZ	EEZ	EEZ / TS	EEZ / TS	EEZ / TS	EEZ / TS
Notes / remarks	there might beNGO interests with regard to nature conservation {harbour porpoise); IBA		need for more information from DK			nature conservation interests in German EEZ with regard to bird migration (cranes) and reef structures		
Responsibility for (ceoeraphical) information about areas	SE+PL		DE			DE+SE		

Figure x: Matrix of national interests in focus-areas of the SWB case study. Source: Baltic SCOPE Part 1 of 2

FOCUS AREA	Öresund		Odra Bank			Harbour Approach		GreyZone		Fehmarn Belt	
INTEREST / COUNTRIES participating	SE	DK	PL	DK	DE	PL	DE	PL	DK	DK	DE
Offshore Wind Energy (planned/existing)											
Power Cables (planned / existing)											
Data Cables (planned / existing)	?	?									
Pipelines (planned/existing)											
Other physical Infrastructure (Tunnel etc.)	*1	*1								*1	*1
Ship Traffic / IMO Routes											
Sand and Gravel Extraction (planned/ existing)											
Fishery											
Conservation Areas											
Other Nature Conservation and Managing Interests											
Defence											
Planning Restri ctions/ Regulations existing											
Territorial Sea (TS) / Exclusive Economic Zone (EEZ)	TS	TS	EEZ (TS)	EEZ	EEZ			EEZ	EEZ	EEZ / TS	EEZ / TS
Notes / remarks	Öresund Bridge, perspective metro tunnel; municipality plans, fishery closure area		IBA; EU fishery closure area			no definitions in German MSP		indirect interest from SE regarding Fishing and cables		*1: Tunnel	
Responsibility for (ceoeraphical) information about areas	DK+SE		PL (together with Odra Bank)					PL		not to be considered	

strong interest minor interest no interest no information

existing planning restrictions/regulations no restrictions/ regulations known

Figure x: Matrix of national interests in focus-areas of the SWB case study. Source: Baltic SCOPE Part 2 of 2

The cross-sector analysis in the SWB case continued through a table of overlapping interests within the focus-areas. The table outlines national interests in the specific focus-areas, and pairs them to identify the relationship of overlapping interests, including:

- Status
- Description
- Potential solutions

The 'status' of each pair of overlapping interests refers to both a) existing, claimed, or planned; and b) if they are in 'conflict', 'coexistence' or 'competing' depending on the impact they have with each other. The description elaborates on the nature of the relation between interests and how sea uses interfere with each other. Existing regulations and other conditions that add complexity to the multiuse of the same space are also referred to. Finally, the table brings potential solutions to the fore and discussed from a planners' perspective. This includes solutions that can be handled by planners alone and within national planning systems. However, mostly issues that need to involve other stakeholders, from the political spheres, industries and so forth, emerged. For a discussion and visualisation, see Giacometti et al. (2017).

Synergies and Conflicts Paper and Table – CB case

Short Paper and Table distinguishing between Conflicts and Synergies

The information from interactive cross-sector analysis (collected during the 2nd thematic meeting through the World Café method – see chapter 4 below) was assembled in a short paper and table by Nordregio, distinguishing between conflicts and synergies of each pair of sectors and classifying them according to two dimensions: cross-border/cross-sector ⇔ cross-border/single sector and national/cross-sector ⇔ national/single sector. The resulting matrix provided an overview of the scope of interests involved as well as potential conflicts between specific topic areas

Cross sector analysis in the CB case - Central Baltic Conflict and Synergies Table

The CB Conflict and Synergies Table visualises the most important cross-sector synergies and conflicts in a trans-boundary MSP context for the four Baltic SCOPE use sectors and for the CB area. It contains, for each of the four sectors:

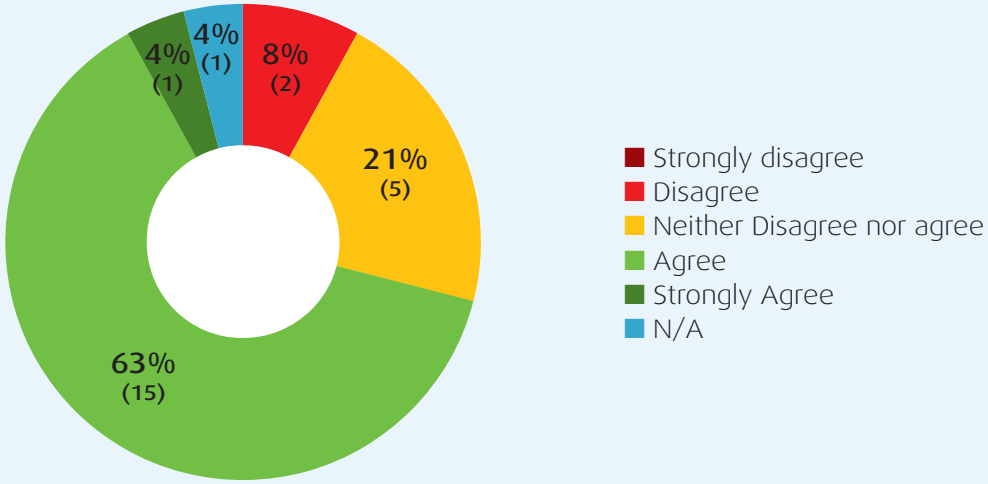
- Description of the scope for MSP and related issues that might be problematic
- Institution in charge
- Possible synergies and solutions vis-à-vis other sectors

The authors of the table (planners and experts of the CB case) see the table as a first step towards how planning criteria and requirements for sectors could be developed. The table highlights potential directions for identifying solutions and the responsible actors to proceed with when working towards finding solutions. If national planning is to address cross-sector and transboundary issues, the table can give directions on where to search for responsible actors and how to reach possible solutions. For a discussion and visualisation, see Urtāne et al. (2017, chapter 6).

Building Synergies between Sectors

MSP has to balance different and potentially competing marine use interests and forge links and mutual understanding between the respective users and sectors throughout the whole marine basin. In this task, Baltic SCOPE has contributed to a development both of stronger links between responsible planners and national sector experts and in the development of methods for facilitating the necessary dialogue and mutual learning between sectors. Both the project survey and later discussions with project partners confirm this. Two thirds of the survey respondents agree (63% agree and 4% strongly), that Baltic SCOPE has promoted synergies across sectors. For one planner, the identification of cross-sector conflicts and synergies "was perhaps the most innovative element of the project". Another planner wrote: "cross-sectoral discussions were most interesting of all and was appreciated by stakeholders". Another planner pointed out that "we created some potential synergies which can be an eye opener for the planners in MSP".

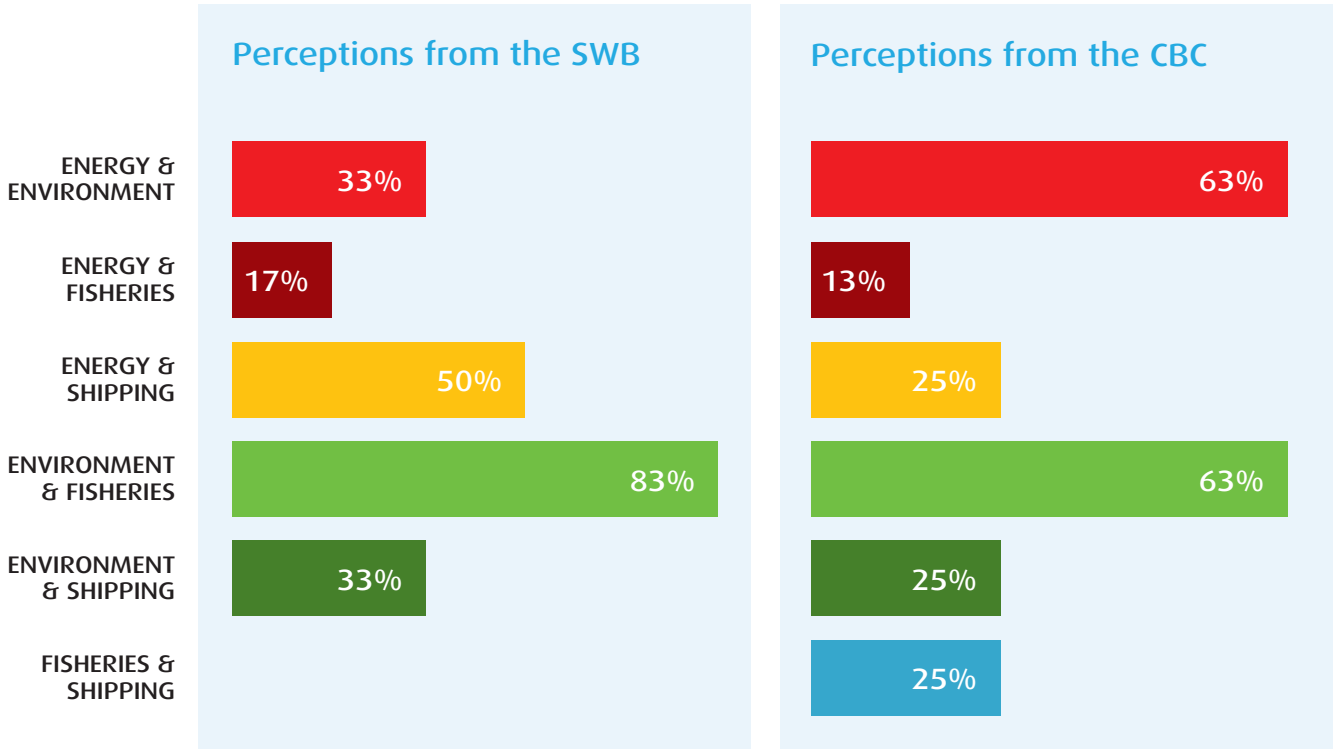
Figure 32: Cross-sectoral synergies were promoted during Baltic SCOPE



However, this positive outlook is not unanimous. Around eight percent of respondents thought that the project failed to create synergies, noting that 'we did not talk much about cross-sectoral synergies'. Other planners asked for a clearer definition and clarification on what precisely a cross-sectoral synergy constitutes, arguing that the potential synergies identified were often unrealistic and would not work in practice. One explanation for these comments is that most of the 'synergies' identified by planners are rather theoretical. It is not the planners' responsibility whether synergies can be made to work in reality. This requires the involvement of the sector industries in research, evaluation and technological development to promote and achieve such synergies. One example of a potential synergy suggested during a project meeting was the possibility to combine offshore wind energy with particular types of fishing and fishing gear, or aquaculture. However, it is not known whether this is feasible technically and as a result, whether it can be set up as a requirement to be taken up by the industries. Other factors are related to sector's institutional, economic and political power, where planners themselves cannot influence sectors to change their activities, such as rerouting shipping lanes.

In general, however, planners across both case study areas agreed that the identification and strengthening of cross-sector synergies was a positive outcome from the project. More than 60% of survey respondents felt that through Baltic SCOPE, synergies between environment and fisheries sectors were strengthened. Thirty-nine percent stated that this was also the case for the energy and environment sectors (39%), closely followed by energy and shipping (33%) and environment and shipping (33%). However, in relation to the two cases, interesting differences emerge (Figure 33).

Figure 33: Synergies that were strengthened between specific sectors through Baltic SCOPE – CB and SWB Case



83% of respondents from the SWB case found that synergies between the environment and fisheries sectors were strengthened through Baltic SCOPE. 50% found that synergies between energy and shipping sectors were strengthened through activities in Baltic SCOPE. Only 25% of their colleagues from the CB case were of the same opinion. According to respondents from this case, synergies were mainly strengthened between energy and environment sectors (63%), as well as between environment and fisheries (63%). The first synergy has to do with the possibility to set up requirements for the placement of wind power infrastructure and additional hard surfaces providing habitats. The other synergy is not unexpected, since both sectors benefit from good functioning ecosystems and improved environmental conditions, even though this may also require restrictions for fisheries.

The weakest strengthening of cross-sectoral synergies according to respondents from the CB case was between energy and fisheries sectors. Yet, it is worth noting that so far no offshore windfarms have been built in the CB area, so it is harder for planners and stakeholders to know, at this stage, what is the extent of the impact of such a development on other sectors. Some of the low results regarding synergies might also be related to a lack of knowledge or input from a specific sector (see differences in sector participation). In the SWB case, no respondent was of the opinion that synergies were strengthened between fisheries and shipping sectors. However, as the fisheries sector uses both ships and ports, the two sectors have a number of common interests that could be strengthened through closer cooperation. Moreover, as the analysis of land-sea connections and coastal issues was not examined extensively in Baltic SCOPE, these synergies were not a focus of attention during the project.

This chapters focus on cross-sector integration, as well as finding and developing synergies between sectors, is closely interlinked with stakeholder involvement, including mobilising sector representatives into the MSP process and encouraging them to meet each other, share knowledge, define problems and discuss solutions. It has been challenging to keep the sectoral integration and stakeholder engagement dimensions apart, as they are so closely interrelated. This chapter has a stronger focus on the cross-sector interaction; whereas, the next chapter will analyse the lessons learned in the Baltic SCOPE project in relation to the process and methods of engaging stakeholders to participate in transboundary MSP.

4. STAKEHOLDER PARTICIPATION AND ENGAGEMENT

4. STAKEHOLDER PARTICIPATION AND ENGAGEMENT

"We are all stakeholders"

Comment from the audience at the 7th EUSBSR Strategy Forum workshop Saving and using the Sea? – Connecting decision makers and actors through Maritime Spatial Planning

"The most important benefit was that sector institutions met with each other and discussed interests of other sectors at the sea and maritime spatial planning as a subject first time!"

– Respondent taking part in the Lessons Learned survey

CONTEXT AND OVERVIEW

MSP across national borders is a complex process and involves multiple stakeholders. A transboundary MSP process has to bring together highly heterogeneous MSP actors with different purposes, needs and possibilities to become engaged and to contribute to process and outcomes. This ranges from institutional actors at diverse levels (experts and political decision-makers), key sectors, research and development actors, non-governmental organisations and diverse societal groups and citizens at large. For the European Commission (2016): "Stakeholders are at the heart of MSP and their expertise and knowledge are crucial to identifying the current and future trends of a specific area and contributing to its development").

When developing stakeholder involvement in MSP, UNESCO and the IOC (e.g. Ehler and Douvere 2009). suggest considering three important questions from the perspective of effectiveness (e.g., leading toward expected results) and efficiency (e.g., producing expected results at the least cost) when organising stakeholder events:

- (a) Who should be involved in the MSP process (who is a stakeholder)?
- (b) When should stakeholders be involved in the MSP process?
- (c) How should stakeholders be involved in the MSP process?

A further important question to ask – and maybe before asking the other three – is (d): Why?

Why involve stakeholders and why do they want to get involved? There can be both normative and instrumental purposes, as illustrated by the above citations. For planners and other decision-makers organising MSP processes, there are, beyond the normative, statutory rights of public participation, usually diverse and more instrumental purposes to include stakeholders: e.g. effectiveness, stakeholder's expert and practical knowledge, promoting acceptance, identifying problems, finding solutions, promoting MSP processes and implementation of plans. Also, those participating (having a stake) will have diverse reasons to get involved, ranging from social needs to individual goals to influence planning processes and plans in a desired direction. There are also reasons not to participate and organisers of participation processes need to be aware of all of this. Many problems with stakeholder involvement relate to unclear questions asked during the preparation phase of stakeholder engagement (especially the why questions). Once the why is clear, it is also easier to define who, when and how. Carefully formed questions facilitate reflection and evaluation on participation during and after the process and if necessary adaptation.

The Baltic SCOPE proposal refers to stakeholder participation and engagement as one of the key elements of the activities conducted within the project. The main goal of the identification phase of the Baltic SCOPE project was the engagement of relevant stakeholders into a cross-border and cross-

sectoral dialogue within the context of MSP in the Baltic Sea Region. The purposes of stakeholder involvement in the project has been pragmatic and instrumental. There was a need to mobilise stakeholders for MSP and anchor the idea of MSP and cross-sector thinking nationally, especially within the projects four main focus sectors. This meant primarily activating and getting input from relevant institutional stakeholders (i.e. experts from national sector authorities) and to complement, where needed, with further knowledgeable people from sectors relevant for the project.

Each partner country organised internal processes of stakeholder involvement in their national MSP, which could be considerably broader in both purpose and stakeholder range. For national stakeholder meetings, project partners invited stakeholders to different events to discuss the transboundary implications of MSP. Each country adopted different stakeholder involvement approaches, but in most cases, only relevant public agencies, authorities and sector experts (including researchers) participated. In some cases, private companies (particularly from the energy sector) and non-governmental organisations also participated.[50] For project dissemination purposes the definition of stakeholders was much broader. It has to be noted that the purposes and the necessary range of stakeholder involvement were not absolutely clear from the outset of the project and partially had to be discussed and developed during the process.

In parallel to national events, thematic meetings/workshops with stakeholders were organized involving relevant authorities, planners and experts from various sectors. The CB case included sector stakeholders in two thematic meetings. The purpose of these events was to exchange information about current national MSP processes in the partner countries, and to identify different approaches, timescales and knowledge levels related to the topics of interest. Stakeholder engagement at transnational level was meant to create a common understanding among project partners and bring this common perception 'home' to national authorities. Ultimately, the aim was to identify synergies among the sectors and concrete ways of handling sensitive and conflictive issues in a transboundary context.

Key activities at transnational level were the two transboundary workshops organised by each case. The SWB case organised a stakeholder conference during 27-28 January 2016 in Malmö, Sweden.[51] The CB case organised a conference during 31 May - 1 June 2016 in Jurmala, Latvia. Project partners identified and invited key national stakeholders with relevant knowledge and expertise to cover the four main themes – environment, energy, shipping and fishing. The conferences were designed to exchange views and share experiences, and most importantly to evaluate with sectoral experts the issues identified in the Topic Papers for each of the sectors. The feedback from stakeholders helped planners to fine-tune the pre-identified cross-sectoral synergies and conflicts. In depth discussions of the synergies and conflicts in a transboundary context were the basis for developing recommendations for future institutional cooperation and possible coherent MSP solutions.[52]

In addition, the 7th EUSBSR Strategy Forum workshop titled, "Saving and using the Sea? – Connecting decision makers and actors through Maritime Spatial Planning" and organised 8 November 2016, focused on stakeholder engagement issues, particularly in relation to the role of politicians, citizens and regional and local levels of governance in MSP. While Baltic SCOPE was primarily focused on the national level and designed to bring planners from national authorities together, extensive efforts have been made to widen the debate and discussion on cross-border MSP issues to a broader stakeholder audience. The following section outlines to main challenges, enablers and results from stakeholder engagement and mobilization activities within the project.

Another broad outreach and discussion event was the 2nd MSP Forum held in Riga 23.-34. November 2016, where preliminary project results were discussed with a range of interested people from academia, administration, politics, NGOs, marine users and industry coming from the Baltic Sea Region and beyond. Here, several plenary sessions and workshops presented results from Baltic SCOPE and discussed them with those present in order to take stakeholder comments into the production process of the final project reports.

50 For an overview of national stakeholder events organised by partners of the SWB and CB cases see below. A more in-depth discussion is provided in the Final Reports of each case (Giacometti et al. (2017) and Urtāne et al. (2017).

51 For objectives, procedures and conclusions, please see below, consult the final case reports or visit the website www.balticscope.eu.

52 Results and recommendations that were jointly developed at these events are available online at http://www.balticscope.eu See also Baltic SCOPE (2017).

Photo: taken at the Stakeholder Conference of the CB Case, Jurmala 31 May – 1 June 2016.

Figure 34 highlights the main obstacles and challenges identified in relation to stakeholder participation and engagement and the enablers the project identified and used to work around them. The obstacles identified are made up by the institutional differences and different planning stages, but also include a lack of understanding of what MSP is, a lack of time and resources on the side of both organisers and stakeholders, combined with a lack of motivation to participate. These are both project specific, but also more general obstacles. Moreover, beyond the perspective of the project, in relation to a broader and more long-term perspective on stakeholder engagement, the lack of political involvement and low levels of regional level and citizen involvement are important future challenges, where method development is still in its infancy for transboundary MSP. The enablers identified include activities developed to encourage stakeholder engagement, the knowledge and experiences from earlier projects, the use and development of effective methods to engage stakeholders and what they actually provided in content (for the actual content see also chapter 3 above).[53] In this chapter, we use material from observations, survey, focus group interview, but also from the stakeholder and outreach events listed above.

Figure 34: Overview: Obstacles and Challenges and Enablers and Results from Baltic SCOCPE work in relation to the Stakeholder Participation and Engagement dimension

MAIN ENABLERS AND RESULTS

- Engagement of National-Level Stakeholders
- Most Relevant Sectors were Involved
- Stakeholder Mobilization Tools
- The Interactive Role of Stakeholders in the Identification of Synergies, Conflicts and Solutions
- Ministerial / official invitation

53 We especially want to lift forward the last section here, where we reflect on the contributions of stakeholders in the project as a whole, and do a comparison between the two very interesting and complementary cases.

MAIN OBSTACLES & CHALLENGES

- Different MSP Governance Systems and Understanding of Stakeholder Engagement
- Lack of Time and Resources (of both planners and participants)
- Different Stages of MSP (affecting stakeholder mobilisation and motivation)
- Stakeholder's Understanding of their Roles in MSP (affecting stakeholder motivation)
- Regional and Local Level Involvement
- Broader Involvement of Political Decision Makers – A Coming Challenge
- Citizen Involvement – A Coming Challenge

CHALLENGES AND OBSTACLES

Different MSP Governance Systems and Understanding of Stakeholder Engagement

Planners participating in the project operate in diverse national governance systems giving different mandates to planners, both in relation to their own role and concerning the involvement of others in the MSP process. The different planning traditions of partner countries influenced the degrees of stakeholder involvement and the mobilisation methods adopted, both as far as national events and transboundary workshops are concerned. Different stakeholders have different levels of knowledge, focus and influence, therefore, the complexity of governance structures across countries needs to be carefully considered when thinking about which stakeholders should be involved in the process and in what frameworks stakeholders should interact. Institutional capacity, facilitation skills, time frames and budgetary resources are important factors here as well. [54] In connection with this, some basic reflections on the objectives of participation might help addressing this challenge in a more informed way. Info box 11 provides an overview over different objectives of participation that might not be uncommon for MSP contexts. The more interactive a process, the more mutual learning can occur.[55] However, this also requires an investment in time and effort and the capacity to manage expectations and potential conflicts.

54 Various figures of stairways and ladders for describing the degree of participation and influence and interactivity can be found in planning, participation and natural resource management literature (Arnstein 1969, Pretty 1995, Berkes). Important is to have the purposes clear to allow saying what degree of interactivity and with whom is appropriate during which phase of the planning process. In principle, the transmission of information on plans is a basic citizen right and the consultative and other types of interactions are building on this – related to the purposes of the process and the room for creativity and interaction allowed by the national legislation.

55 On learning and reflection in action, see for instance Schön (1983).

INFO BOX 11: OBJECTIVES OF PARTICIPATION

General points of departure

- **Pragmatism** = lack of trust among the public for governance institutions; weak legitimacy
- **Normative** perception = make decision-making processes more democratic (pluralism, diversity and dissent)

A collection of more concrete objectives

- Transmission of **information** (unidirectional)
- **Consultation** (bi-directional, but the consulting party frames the issue)
- **Inter-active participation:** based on a partnership in which citizens, stakeholders, experts and/or politicians actively engage in (policy) debate.
- Give **structure & organization** to various forms of dialogue.
- **Facilitating of change:** Participatory approaches used at various stages of policy-making with the greatest potential to facilitate profound change when used at the stage of defining the policy question
- Facilitate mutual **comprehension / mitigating conflicts**
- **Building capacity** among the public
- **Efficiency** > Instead of first making and then fixing, it is most efficient to involve the end-users in the initial design and planning

More interactive, dialogic, pluralistic and participatory methods can:

- Bring together potentially diverging & heterogeneous perceptions of authorities, implementing agencies, sub-national governments, NGOs & citizens
- Help to examine future ways of organizing complex processes such MSP more collectively

Info Box 11: Objectives of participation[56]

Lack of Time and Resources (of both planners and participants)

Project participants perceived the lack of time and resources as problematic when it came to stakeholder engagement and mobilisation. At the project level, as stressed by case leaders in the focus group interview, stakeholder mobilization took place with limited resources. For the stakeholders themselves, a lack of resources (finances and personnel) was affecting their possibility to attend transnational meetings. As one survey respondent put it, keeping stakeholders informed about transboundary issues was "successful nationally, but transnationally it was quite difficult." Other partners taking part in the survey referred to a lack of resources as one reason making it difficult, but also stressed the importance of keeping national stakeholders regularly informed about outcomes and processes from the project.

56 This box is based on but adapted by us from Steyaert and Lisoir (2005). On participation in planning see also Borrini-Feyerabend et al. (2004), Dietz and Stern (2008) and Wates (2000).

Different Stages of MSP (affecting stakeholder mobilisation and motivation)

With the partner countries at different stages in their national MSP process the level of interest of sector stakeholders varied, which led to a situation where "stakeholders were not equally motivated". Denmark, for instance, were at an earlier stage than the other countries and mobilisation just started or was not even under way when the stakeholder related activities and events took place.

Stakeholders' Understanding of MSP and Planning (affecting stakeholder motivation)

Different understandings between MSP stakeholders about what planning entails affected stakeholder engagement and mobilization. Importantly, MSP stakeholders need both a clear understanding of the relevance of MSP, and to have an idea of how their sector is concretely affected by and can affect cross-border MSP. A planner stated during one meeting that: *"planners [are] not simply drawing lines on a map and close activities into boxes (detailed planning), but talking about a different kind of planning (strategic planning)"*. A nice illustration about the **different understanding of what planning can entail** is drawn from the SWB case stakeholder conference, where a fisheries expert from Sweden said that: *"you cannot fence out fish and fisheries to a square! Fish move around and fisheries follow fish."* Such comments suggest that there is little understanding outside the planning sphere about the strategic and visionary purpose of spatial planning, which is more than just drawing lines and separating activities in a sort of zoning plan for the marine space. A thorough discussion is needed to overcome the perception of stakeholders that planners are only engaged in detailed planning ("drawing lines and closed activities into boxes).

Stakeholder's Understanding of their Roles in MSP (affecting stakeholder motivation)

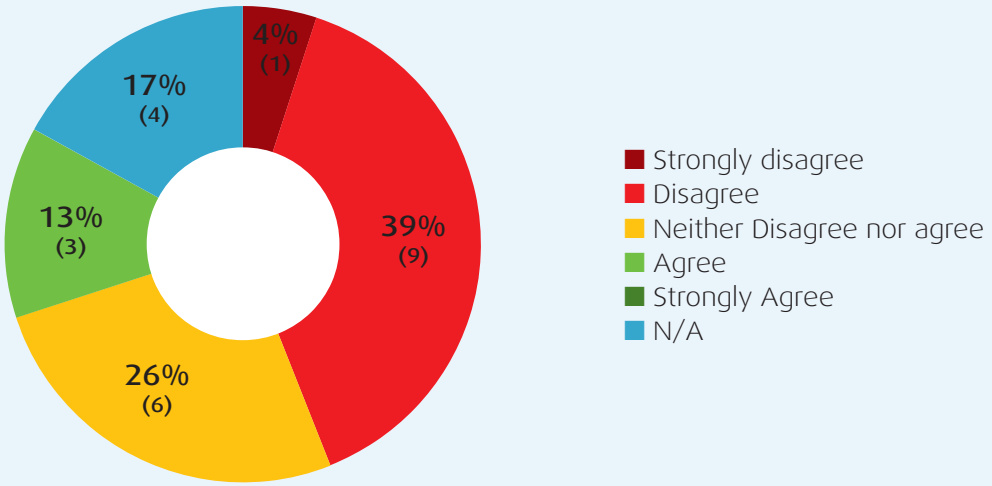
While the transboundary stakeholder conferences organised by both cases were perceived as successful as a whole,[57] some stakeholders did not participate. Project partners found it difficult and harder than expected to mobilise key sectoral experts to participate and it required official invitations by the Ministry for MSP and Baltic SCOPE activities to be prioritised. Moreover, a general perception among partners was that if stakeholders do not see a clear role for themselves in MSP, they do not see the value of their participation. As a result, some working groups at the transboundary stakeholder conferences were without experts from relevant sectoral authorities. Examples are the shipping working group that lacked key experts at the Malmö conference and the absence of a number of Swedish and Estonian experts at the stakeholder workshop in Jurmala.

Regional and Local Level Involvement

The difficulty of involving regional and local stakeholders in cross-border MSP was an issue highlighted during the organisation of stakeholder events. Regional and local level involvement was explored further in the survey and as highlighted in figure 35 below, more than 40% of survey respondents (10) thought that regional and local authorities did not have a sufficient involvement in the project, another 6 were undecided and only 3 respondents found local and regional involvement sufficient.

57 See, for instance, "Report Cross-border workshop Southwest Baltic" available from the authors of the Lessons Learned report and a summary at www.balticscope.eu.

Figure 35: Did regional and local authorities play a sufficient role in the project?



Decision-makers from sub-national levels, with varying degrees, played a role in national processes, but their involvement depended on the level of government that is in charge of MSP, the state / national, regional or municipalities level (for territorial waters).[58] Generally, respondents perceived difficulties with how to involve local actors, which was therefore a topic for panel discussions and exchange with the audience at the 7th EUSBSR Strategy Forum. Info box 12 below is a short summary of the main issues emerging during these discussions.

58 On the national planning systems, see final reports compiled by the two cases.

INFO BOX 12: REGIONAL AND LOCAL AUTHORITIES IN MSP – RESULTS FROM DISCUSSIONS AT THE 7TH EUSBSR STRATEGY FORUM

Multilevel Governance in a Bottom-up Perspective

- Dialogue between national, regional and local level needed.
- Transparent process to focus on qualities to be fostered.

Regional and Local Authorities in Multileveled MSP

- Different roles in different BSR countries
- Regional authorities have a cross-sectoral perspective on development and in many cases a formal responsibility for regional development planning, which make them key actors for a successful MSP.
- Municipalities are responsible for the details, Regions for the big picture (Sweden)

Learning from Projects / Experience and Baltic SCOPE

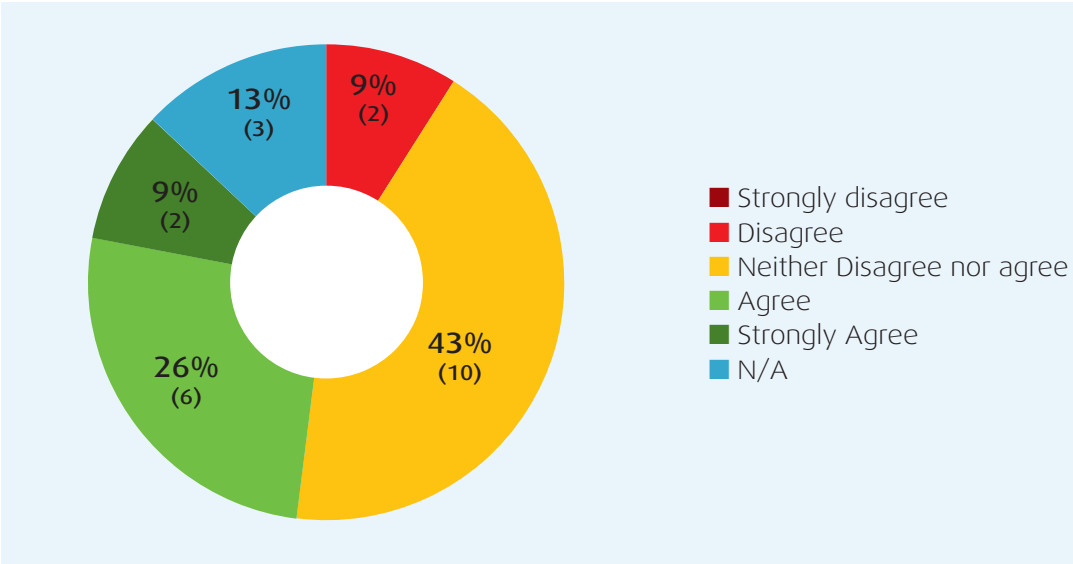
- How can the project results/knowledge be disseminated to the local level – Municipal spatial planning?
- How / what can we learn from Baltic SCOPE on the local level? (Politician from Regional Level)

Discussions raised the point that a more robust bottom-up framework of multilevel governance is needed for MSP. This could be fostered through strengthened dialogue between the different levels and transparent decision-making. A second important issue was the different roles and status of local and regional authorities throughout the BSR.

Broader Involvement of Political Decision Makers – A Coming Challenge

Presently, the involvement of political decision-makers in MSP activities is very low and making them interested in project activities and dissemination has proved extremely difficult. An increased role for politicians is most certainly required, especially in sensitive national conflict areas, where long-term agreements need to be reached across boundaries, and if substantial changes in policy towards sea use are to be achieved. The issue of political involvement was explored within the survey; in particular, whether respondents thought that political actors should have been more actively engaged in the project. Here, the respondents were rather ambivalent (Figure 36). Whilst 35% agreed with this claim, more than 40% neither agreed nor disagreed, while nine percent disagreed.

Figure 36: Political Actors should have been more actively engaged in the project



Comments within the open answers section help to construct a more robust picture on the need for the engagement of political actors and increased political ownership. While political actors were not identified as the main target group for participation in the project, their engagement through national processes depends, again, on the state and development of national MSP processes. As one respondent exemplifies "when the national process is active, political stakeholders are naturally involved in discussions, like in LV". Other respondents took a more long term perspective with a view on future projects. The following citations, illustrate the need for an increased politicisation of MSP:

"Overall, MSP would need more publicity among politics."

"A lot depends on them, so we should try to involve them into the process." This comment sees them in their actual role as legitimate decision makers).

"MSP is both political but also an opportunity for planners to influence politicians in the right direction." This last comment indicates that there are different views on the roles of planners and politicians and how far experts should influence politicians and not just inform them.

At the 7th EUSBSR Strategy Forum, one set of questions, discussed with audience and panellists, addressed the role of political decision-maker and how to raise political interests and 'ownership' of MSP? Info box 13 below summarises the discussion at the seminar. [59]

INFO BOX 13: WHAT ROLES CAN AND SHOULD POLITICAL DECISION-MAKERS HAVE IN MSP? HOW TO RAISE POLITICAL INTEREST AND HOW INCREASE POLITICAL 'OWNERSHIP' OF MSP?

Political Leadership in MSP

- Politicians should point out the vision, not be part in 'small' problem.
- If there are burning issues, show them, and decision makers will come.
- We need politicians to set priorities in planning and not leaving it open and free for all thinking.
- There are enormous opportunities [from MSP] – Need trade-offs. Politicians shouldn't be afraid (perception from the Head of Swedish national planning authority)

Mobilisation of Politicians at Different Scales

- Early involvement of politicians can be dangerous
- We need common sense, education and communication (perception from a former national level politician from Poland)
- We need much more access to information, but few politicians care – "not in my backyard" (perception from an academic from Poland – Law faculty)
- Politicians should attend (at least once) planners meetings to understand the process and cumulative impacts
- Politicians are attracted by opportunities – show them there is a concrete way, but do not forget the dilemmas
- It is obvious that politicians need to be involved but we also need tools to do something within the plans and money.
- A lot of politicians are already concerned with the issues related to MSP. BUT: spatial plans could show them the spatial interconnection and cumulative effects (good for decision making)
- More bottom-up! Involve politicians not too early! Stakeholder involvement!

Among the issues raised were questions about the roles of politicians and planners and political leadership in MSP more generally. It was pointed out that politicians should be visionary and the planners need to point decision-makers in the right direction when it comes to important issues. A related set of discussion points was how to mobilise politicians at different scales and the difficulties in doing so, including the timing aspect and the different tools and methods to be utilised for swifter mobilisation.

Citizen Involvement – A Coming Challenge

Departing from the initial statement that we are all MSP stakeholders, MSP can impact on the lives and interests of individual citizens, which raises the issue of an active and productive role for citizens in the process. Some participants in the Baltic SCOPE project did see possibilities for a more active role of citizens; whereas others noted that MSP should predominantly involve experts, with only very focused and specific roles for citizens where possible. A final set of

59 The box is a compilation of comments received by the audience to the Seminar 'Saving and using the – connecting decision makers and actors through maritime spatial planning' – EUSBSR FORUM, 8 of November, 2016. We received comments in oral and written form, on post-its. When the source was identifiable, we marked it in the box after each quote / comment. The structuration under the two headlines was done by the authors of this report.

questions at the EUSBSR Strategy Forum dealt with the mobilisation and connection of all relevant stakeholders and how to engage stakeholders beyond sectors and decision-makers (society at large). Some opinions are structured and summarised in info box 14 below. Among the issues discussed with the audience were questions of data and data sharing, communication and the use of new or innovative forms of mobilization and inclusion. The latter included interactive maps or Minecraft as tools. Overall, there seems to be good local experiences worth lifting to a trans-Baltic level, whilst also further fine-tuning and strengthening participatory processes. [60]

INFO BOX 14: HOW TO MOBILIZE AND CONNECT ALL ACTORS ACROSS LEVELS AND SECTORS? HOW TO ENGAGE STAKEHOLDERS BEYOND SECTORS AND DECISION-MAKERS (SOCIETY AT LARGE)?

Involvement of the general public / citizens

- We are all stakeholders
- Citizens need more connection to the sea in general, before planning will seem important to them
- Coastal citizens' involvement – marine/coast interaction to be taken into account. MSP coastal development. Citizens should be informed.
- Actors should be informed, invited and involved. However, there is a risk that the process is too long so what has been communicated in early phase is not remembered in later phases.
- Australia has done MSP since the 70's and today involves even indigenous groups in the planning process. Involvement of the general public is possible, but you need a lot of cakes and cookies. (Comment from an Australian woman working in Sweden now)

Obstacles in participation

- Everyone should be able to state his/her opinion/concerns (e.g. interactively, online).
- Difficulties for people who don't have an overview about all ongoing processes (good visualization needed)
- To get the general public interested in this is a huge challenge! Good luck!

MSP and informing citizens

- There is a lot of data, but it is not ready for people to consume! We need innovative, creative means of communication. Use simple language!
- Many people complain about lack of information, but the general public also has the obligation to actively get engaged and look for information (it is publicly available).

MSP- cooperation, data/information sharing collectively.

- Obstacles: we don't share information – we are stuck – we need incentives to contribute. > normalisation / quantification of data.
- Agreements and standards between countries regarding principles and priorities
- Goal Maps:
  - Development + environment = sustainable development
  - Smart tools
- No need for more data – More smart presentation-solutions as Minecraft

Innovative Forms of Mobilisation and Inclusion

- Use media channels (including local and regional media)
- Use MINECRAFT[61] as a tool
- Interactive maps
- Digital communication platforms (e.g. Estonia)

Transnational and Trans-local Transformation

- Common pan-Baltic identity needed to enhance transnational planning!
- Learn from Swedish communities engaging people in planning in land. It is possible and it is strengthening the democratic process/system.

60 The box is a compilation of comments received by the audience to the Seminar 'Saving and using the – connecting decision makers and actors through maritime spatial planning' – EUSBSR FORUM, 8 of November, 2016. We received comments in oral and written form, on post-its. When the source was identifiable, we marked it in the box after each quote / comment. The structuration under the two headlines was done by the authors of this report.

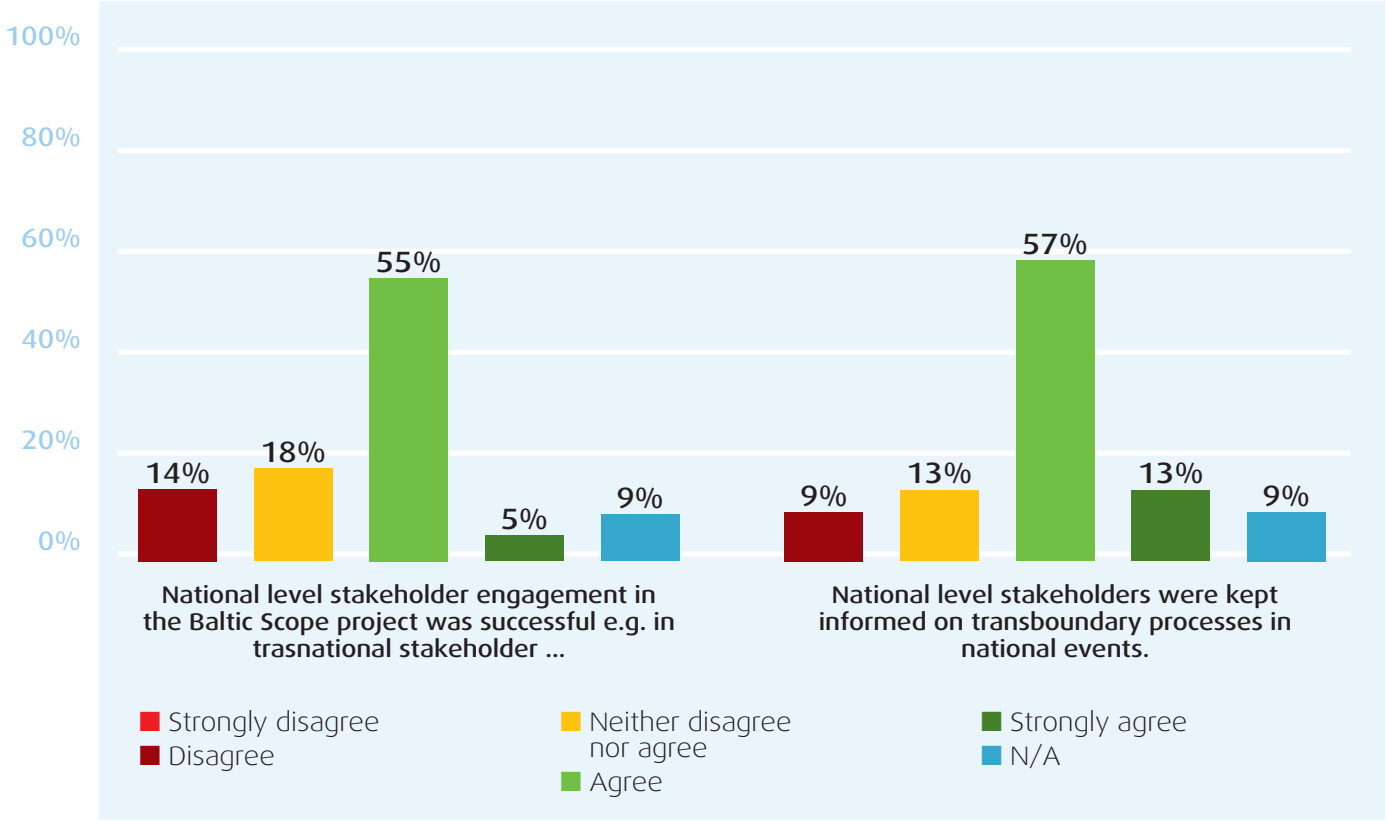
61 Minecraft "is a sandbox construction game involving players interacting with the game world by placing and breaking various types of blocks in a three-dimensional environment. In this environment, players can build creative structures, creations, and artwork on multiplayer servers" (see http://minecraft.gamepedia.com/Minecraft_Wiki). Minecraft has also been used in education.

ENABLERS AND RESULTS

Engagement of National-Level Stakeholders

Baltic SCOPE was apparently successful in engaging national-level stakeholders in cross-border MSP activities. As visualised in figure 37 below, survey respondents painted a rather positive picture concerning the engagement of national level stakeholders in the different activities of the Baltic SCOPE project, such as through the transnational stakeholder conferences organised by both cases.

Figure 37: Engagement of national level stakeholders and keeping national level stakeholders informed on transboundary processes in national events



Sixty percent of the respondents agreed with the claim that stakeholder engagement was successful. The most visible acts of working with stakeholders in a transboundary setting were the two workshops / conferences[62] organised by each case and the CB case also included two consecutive thematic meetings. As visualised in table 3 below, the working procedures were slightly different in each case. Despite experiencing similar obstacles in the mobilisation of participants (see obstacles discussion above), both groups received valuable stakeholder feedback on the work to identify synergies among different sectors and to jointly develop more concrete solutions and recommendations of handling sensitive and conflictive issues.

62 The SWB event was called cross-border workshop, the CBC event Stakeholder Conference.

Table 3: Cross-border stakeholder workshop / conference

AIM AND OBJECTIVES	WORKING PROCEDURE	MAIN CONCLUSIONS
Case: SWB **Number of participants: 60**		
• Create awareness about the MSP mandate & processes in respective countries. • Develop stakeholder understanding about other sectors' needs. • Generate discussions about cross-sectoral and transboundary issues. • Identify the main role of each sector in the development of MSP. • Provide input for planners in the SWB area on possible ways of aligning the national MSPs. • Develop a number of policy ideas and recommendations from the workshop and panel discussions.	Participants were assigned to one of four thematic working groups and according to their field of expertise.[63] They received a 'topic paper' prior to the meeting with sector-specific information / transboundary relevance. Topic papers contained draft recommendations discussed at the event. Key questions to be discussed were sent to participants in advance.[64] After discussions within the thematic working groups, results were presented at a plenum discussion. After that, thematic groups discussed internally what the others sectors had presented and what are impacts on their sector/theme and how should that impact be addressed.[65]	• Transboundary MSP more complex than anticipated • Lack of a common understanding of what is needed for coherent planning • Lack of harmonization between different EU directives • Differences in national legal systems & legal roles MSP plays in each country. • Unsettled border issues • A strategic approach is difficult to comprehend / sector actors are not used to think in a holistic perspective • Planners do not have the mandate to solve all issues All groups had similar conclusions regarding the need for more cooperation, sharing of information and data, and the need for group discussions. No agreement was found on the form and scope of group discussions; meetings with many stakeholders can be resource-intensive, whilst covering all aspects in smaller groups is challenging
Case: CBC **Number of participants: 50**		
Bring together Baltic SCOPE experts and national stakeholders to exchange views / share experiences in energy, shipping, fisheries and environment sectors on MSP. Discuss transboundary synergies and conflicts in order to find recommendations for future institutional cooperation and coherent MSP solutions. MSP was presented as not being the final solution / decision on sea use when stressing the need for exchange of knowledge and expertise between national responsible institutions. **One of the mottos:** Planning has begun – this is your chance to influence.	Participants received topic papers and related questionnaires in forehand, including sector specific questions. After introduction to the Baltic SCOPE project and state of development of national MSP processes in the case countries, sector experts gave an overview of how their sector relates to MSP. Participants then worked first in sectoral working groups to which they were assigned according to expertise. Importantly, and as a variation from the SWB approach, the groups were mixed at a second stage and in order to facilitate cross-sectoral dialogue and identify cross-sectoral synergies and conflicts.	Discussions helped the CBC group to identify synergies among different sectors and jointly develop more concrete ways of handling sensitive and conflictive issues in a transboundary context. Importantly, the progress with the work on the EBA checklists was presented and through innovative presentation approaches. Summaries and discussions of recommendations for planners from thematic groups and the work with an EBA are available at www.balticscope.eu.

63 The shipping group faced the difficulty there were no representatives from the Shipping industry. However, discussions were constructive and exchange of knowledge between the participating countries took place.

64 Are the topic papers giving a correct picture of the current status? (Topic papers gives a background description of each theme, describes existing conflicts and prospects in the Baltic Sea area.) What are the needs in terms of space and location of areas (surface, water pillar, bottom, on banks)? What are the development plans for your sector in 2035 and 2050? What are the main conflicts and synergies with other interests and how could those be handled? What recommendation is the group giving the planners for their work with focus on transboundary aspects?

65 The discussions and outcomes of these round tables and cross-sectorial discussions are documented in the "Report Cross-border workshop Southwest Baltic" available from the authors of this Lessons Learned report.

Coming back to the survey, 70% of respondents are of the opinion that national level stakeholders were also kept informed on transboundary processes covered and propelled by the Baltic SCOPE project. As one planner observed, "the national processes managed to engage multiple players". The successful engagement of national level stakeholders can be attributed to the commitment of project partners in keeping "their" national stakeholders informed on development and outcomes of the project, and explaining to national stakeholders why transboundary MSP issues are relevant to them. One respondent shared her experience with mobilisation of stakeholders and explains that there was "no alternative approach but it required some maturity and a lot of time to understand the need to participate". Another respondent substantiated the relevance of the maturity of the national MSP process: "Denmark was underrepresented due to DK not yet having launched the national MSP process".[66] Participation, an informant from the CB case reported, had to be motivated through official (Ministerial) invitation. According to this informant, "the only way to make sure that at least some stakeholders participated, particularly decision-makers, is through the official means – official invitations sent by the Ministry. Otherwise they don't come, it (MSP) is not a priority for them." Table 4 below gives an overview of national level stakeholder participation processes. [67]

Table 4: Stakeholder Mobilisation in Partner Countries

	Activities and implications on Baltic SCOPE	Stakeholders in Focus
ESTONIA	Meetings dedicated some time to discuss transboundary issues; goals and objectives of neighbouring countries were analysed to identify possible areas of cooperation	State institutions (ministries, agencies), NGOs, private entities, and associations. Three stakeholder meetings: energy, environment, fisheries and transport sectors Two cross-sector meetings to discuss existing and potential conflicts between sectors / to identify possible synergies.
DENMARK	*Stakeholders invited to actively participate in Baltic SCOPE.* A political transition of the Danish administrative structure for MSP resulted in a shift of responsibility between public agencies with consequences for stakeholder engagement	Governmental bodies and agencies relevant to the different topics in Baltic SCOPE (AgriFish, Energy, Nature etc.).
GERMANY	Stakeholders were *updated on ongoing MSP processes* / Baltic SCOPE cross-border issues. Interviews were to create awareness amongst the stakeholders about MSP processes, the need for transboundary cooperation and to get the stakeholders' input for the development of planning solutions.	Telephone interviews with individual representatives of relevant public authorities instead of common stakeholder events.
LATVIA	With the launch of Baltic SCOPE, cross-border issues were added to the *national discussion;* both national and transnational challenges informed the discussion across all levels of governance	Governmental bodies, civil society groups, representatives from the private sector. Sector (18 meetings) and cross-sector meetings (6 meetings); citizen participation in public hearing events (5 hearings)
POLAND	B*altic SCOPE supported and enriched the on-going national stakeholders' involvement process.* Inform stakeholders about cross-border MSP issues identified by the SWB planners, identify key issues as well as the areas of cross-border spatial conflicts from a Polish perspective and determine what knowledge is available on plans in neighbouring countries	Governmental bodies, sectoral organizations, researchers and main operators
SWEDEN	*Using the on-going national process to provide input to Baltic SCOPE:* A series of thematic group meetings aimed at providing information, gathering input from the sectors and promoting institutional learning. Information gathered from these meetings was then brought forward to the planners' meetings within Baltic SCOPE as planning evidence. The same with information from the national stakeholder meeting – what was deemed necessary was forwarded, but no interaction with stakeholders by informing on Baltic SCOPE.	Thematic meetings: mostly government agencies including county administrative boards, representatives from local government and regional councils. Broader national stakeholder meeting: maps and findings were presented to a general public, which also involved non-authority stakeholders

66 National events in Denmark have not overlapped with Baltic SCOPE.

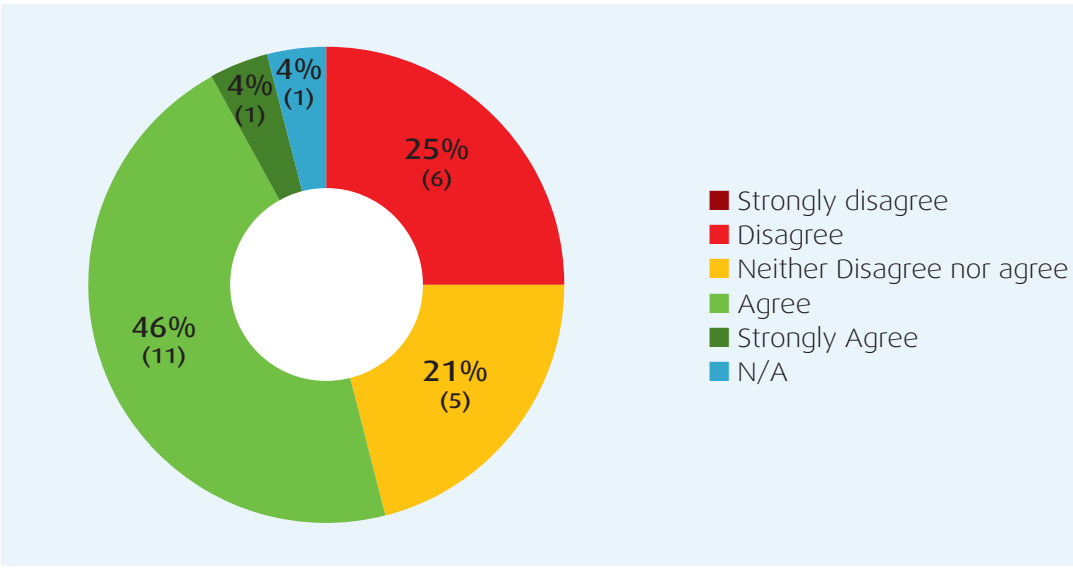
67 For a summary of national events, please consult the final case reports.

Different engagement approaches adopted by partners kept stakeholders informed about transboundary discussions from Baltic SCOPE at national events and partners brought back perspectives and input from the national events to the project level. This type of interaction occurred in the national process in all six involved countries, although, with varying breadth and depth. A related question is also to what extent and how stakeholders can mobilise themselves. Taking Estonia and Latvia as examples, planners had the perception that fishermen are perceived as "strong stakeholders" showing interest. Likewise, in Latvia, fishermen are easily mobilised, clear in what they want, and easy to work with. At the same time, public consultation with municipalities also helped drafting topic papers in Latvia.

Most Relevant Sectors were Involved

Planners participating within the project were in agreement that the most relevant sectors in transboundary MSP were included in the project. One planner observed that *"the main MSP interests"* were included, in particular, *"the most important ones (sectors) as defined by planners"*. As visualised in Figure 38 below, half of the survey respondents agreed that this was the case. Twenty-five percent disagreed with the claim and another 21% neither agreed nor disagreed. This discussion goes back to the initial phase of the project, when partners decided to focus only on the energy, environment, fisheries and shipping sectors. Then, partners also had brought up other important sectors for MSP, such as tourism and aquaculture. Those sectors, however, were considered to be most relevant within a national (and coastal) context and harder to address in a transboundary project. Also defence was seen as a key sector, since it has the power to block any initiative without any further explanation. However, national security is inherently a national issue and much of information stemming from that sector is classified.

Figure 38: Most relevant sectors were represented in the project



Asked whether certain groups of stakeholders were over-represented in the Baltic SCOPE project, the picture was split up: only 9% agreed with this claim, while 30% disagreed. The majority (35%) neither agreed nor disagreed or did not take a stance in the survey. Asked whether some groups of stakeholders were under-represented resulted in more agreement and 35% of respondents agreed, while 13% disagreed. Stakeholder involvement at a transboundary level is still a big challenge and all sectors need more representation. At the national level, the different sectors have been more thoroughly represented. However, partners did not always distinguish between national and transboundary contexts. The way the project and the stakeholder conferences were structured[68] made a more balanced representation of all sectors possible. This opportunity was not used as much as it could have been on behalf of the institutional stakeholders.

68 The project devoted similar resources and human capital to the four sectors' Topic Papers and systematically evaluated overlapping interests, conflicts and synergies between all sectors through project activities. Stakeholder conferences dedicated the same time and space to the four sectors to express their interests and potential synergies and conflicts with other sectors.

Stakeholder Mobilization Tools

The Baltic SCOPE project used a range of different methods for mobilizing and engaging stakeholders in the process, including the organisation of conferences, seminars, thematic workshops and the application of the world café method. These events provided a platform for involving a wider stakeholder audience, beyond national authorities, in cross-border MSP activities and helped facilitate discussion between different types of actors. Info box 15 describes how the World Café method was used in the CB case in more detail.

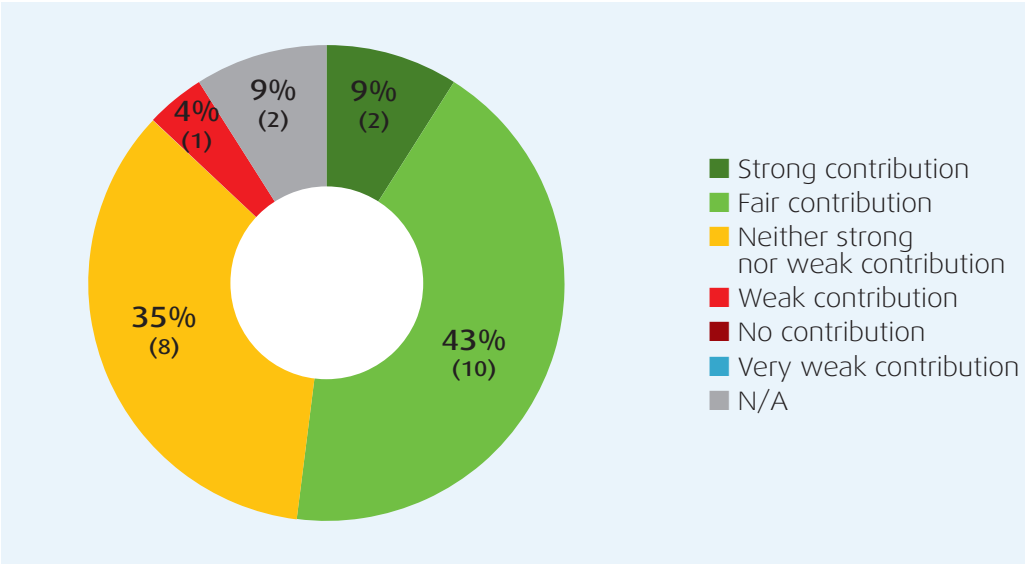
INFO BOX 15: STAKEHOLDER ENGAGEMENT TECHNIQUES – THE WORLD CAFÉ METHOD

The World Café method is described by its founders as "a powerful social technology for engaging people in conversations that matter". According to Steyaert and Lisoir (2005) participants are to "discuss a question or issue in small groups around the café tables. At regular intervals the participants move to a new table. One table host remains and summarises the previous conversation to the new table guests. Thus the proceeding conversations are cross-fertilised with the ideas generated in former conversations with other participants. At the end of the process the main ideas are summarised in a plenary session and follow-up possibilities are discussed." In the case of Baltic SCOPE, the **World Café** method was designed to facilitate cross-sector discussions for the second thematic meeting with stakeholders of the CB case. Here expert groups paired up two at a time, and after a while, switch to pair with another group until each group had met all the others. During each of these short meetings each expert group revealed the key aspects to consider for their sector in MSP. This exercise enabled the whole group to gain an overall picture and in a next step identify possible synergies and existing/potential conflicts between the sector and even discuss potential solutions to the identified conflicts.

The Interactive Role of Stakeholders in the Identification of Synergies, Conflicts and Solutions

In the last section of this chapter we want to present a cross-case analysis with regard to the role of stakeholder engagement in the project. An important objective of Baltic SCOPE was to identify synergies, conflicts and solutions across different sectors. The survey explored what the project participants thought stakeholder contributions in identifying synergies and conflicts in the Baltic SCOPE project. Most respondents gave an affirmative answer stating that stakeholder contribution was fair, or even strong (52%) (Figure 39 below). However, 35% of the respondents had a rather "neutral" opinion about stakeholders' contributions. This indicates that they maybe did not meet the planners' expectations fully, or that the answers differ between cases.

Figure 39: Stakeholders contributed to identifying synergies and conflicts in the Baltic SCOPE project

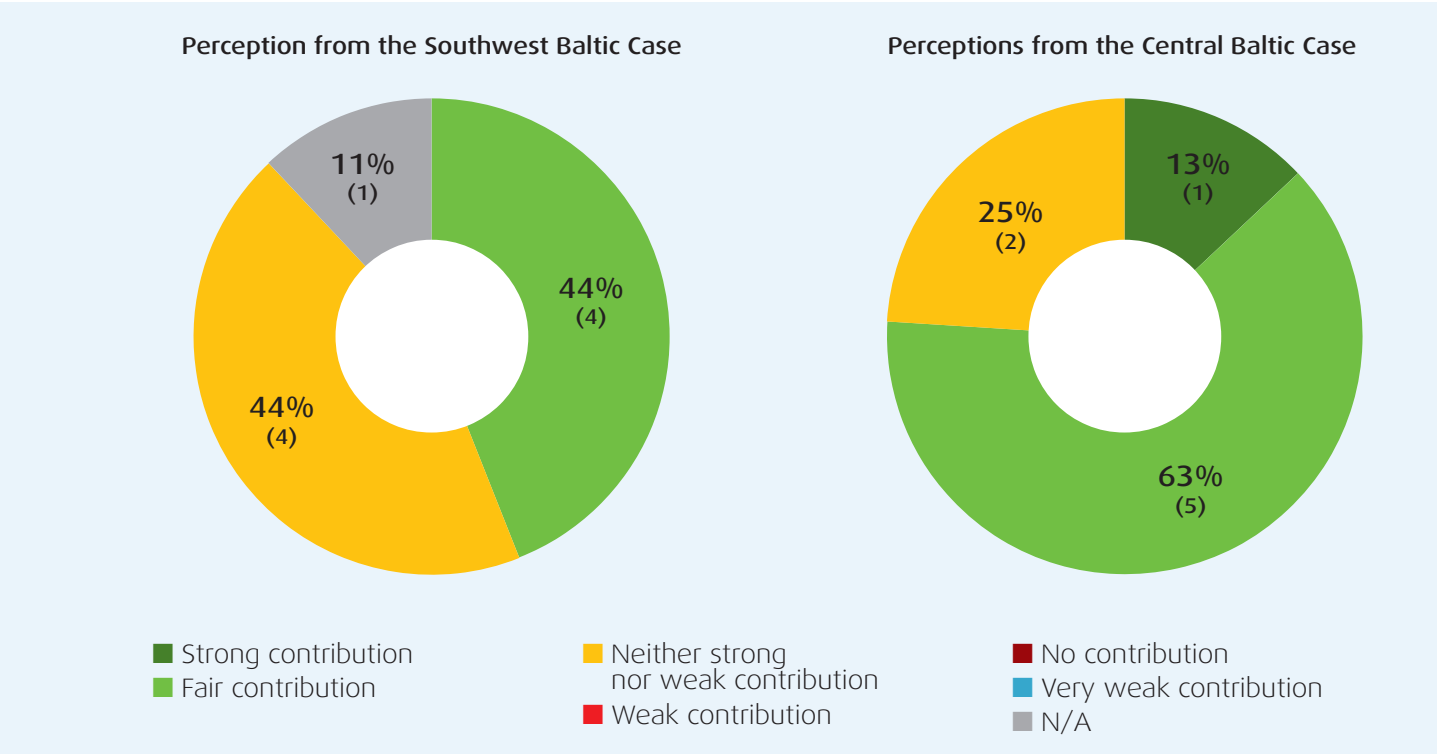


Generally, planners thought that the stakeholders participating in the transboundary workshops were very active. This perception is in line with participant observation conducted at different workshops and at different events. One respondent from the SWB case felt that there was a good contribution to synergies through stakeholder events *"but not throughout the project"*. A colleague from the SWB case added that stakeholders *"focused on their own sectors and identified potential conflicts, but didn't focus so much on synergies."* This explanation is much in line with the results displayed in figure 39 above. In the CB case, survey results on stakeholder contribution to identifying synergies can be attributed to the sophisticated, multi-step participatory approach of moving via two thematic meetings towards the transboundary stakeholder event[69], and keeping stakeholders involved in project activities after the event. *"Thorough discussions"* at these events, in addition to involving stakeholders in national stakeholder meetings, opened valuable avenues for stakeholders to participate in the contribution to synergies and solutions. This also indicates that intensive and recurrent stakeholder involvement chosen in this case was successful from the planners' perspective in developing synergies and conflicts.

69 For further details, please see table 3 above and the final report of the CB case.

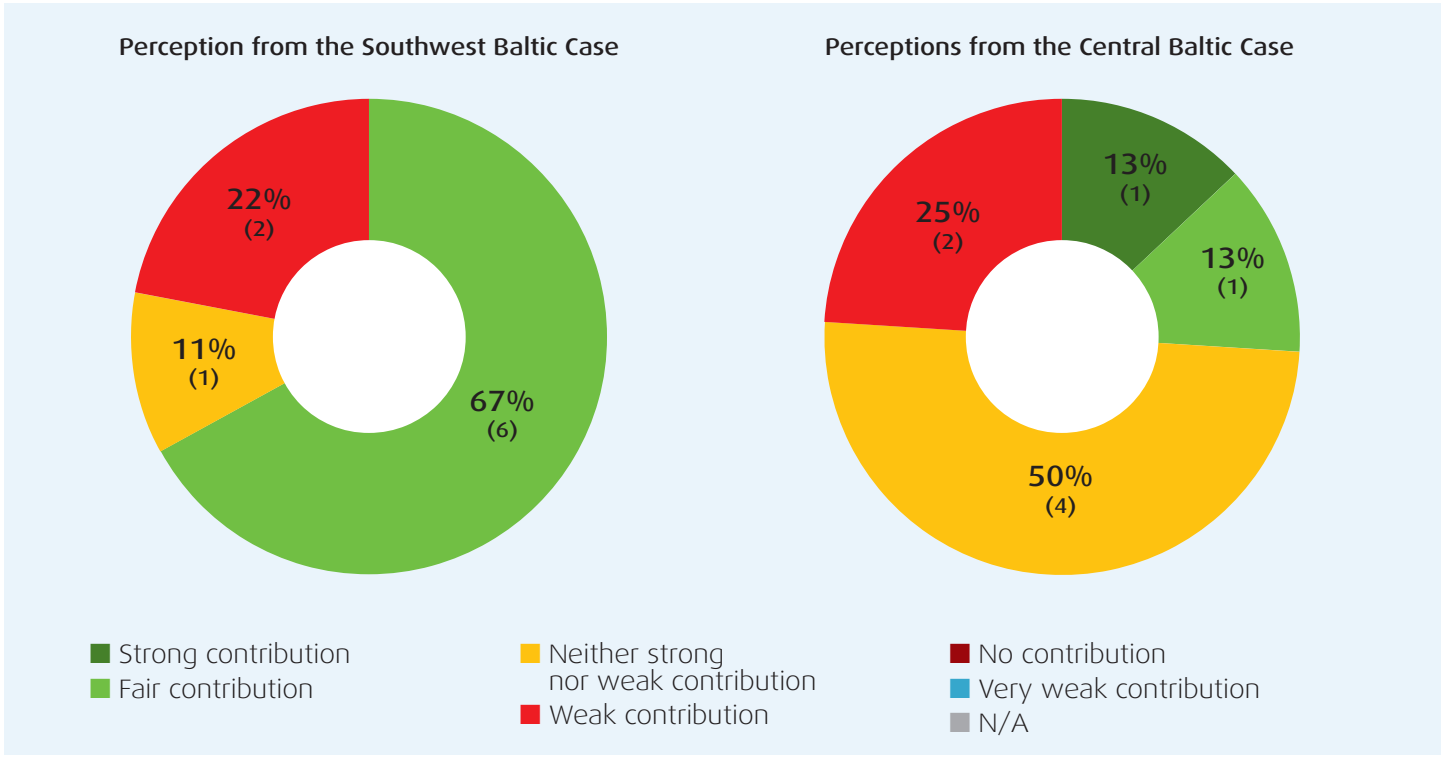
Comparing the two cases reveals interesting differences between them when it comes to the roles of stakeholders (Figure 40 below). Seventy-six percent of the respondents from the CB stated that stakeholders contributed or strongly contributed to the identification of synergies and conflicts. Looking at the results from the SWB case, 44% of the respondents said that there was a fair contribution to synergies.

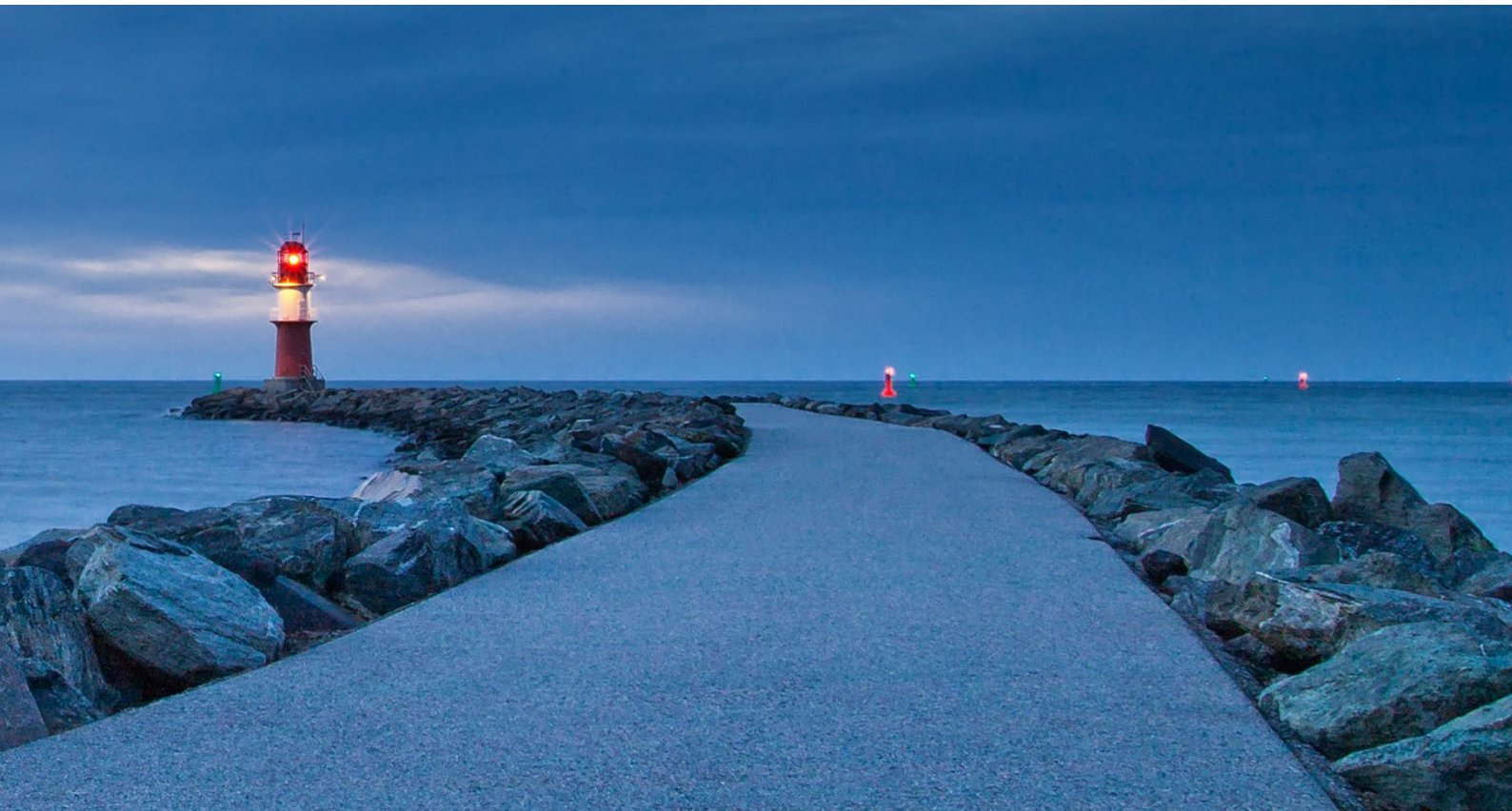
Figure 40: Stakeholders contributed to identifying synergies and conflicts – Case Level Perceptions



Asked whether stakeholders contributed to solutions, 67% of respondents from the SWB case stated that this was the case (Figure 41 below), whereas merely 26% of respondents from the CB case shared this opinion, with 25% perceiving a weak contribution of stakeholders in the development of solutions. One explanation for such different answers between cases is that the SWB area is already addressing concrete geographical and cross-sectoral issues (also based on earlier interactions in other projects which made it easier to identify geographic hotspot areas). The CB area, so far, has mostly dealt with analysing the current situation and hypothetical or future problems. The more advanced experience of the SWB area dealing with offshore windfarms, for instance, makes it easier for them to identify and discuss tangible solutions.

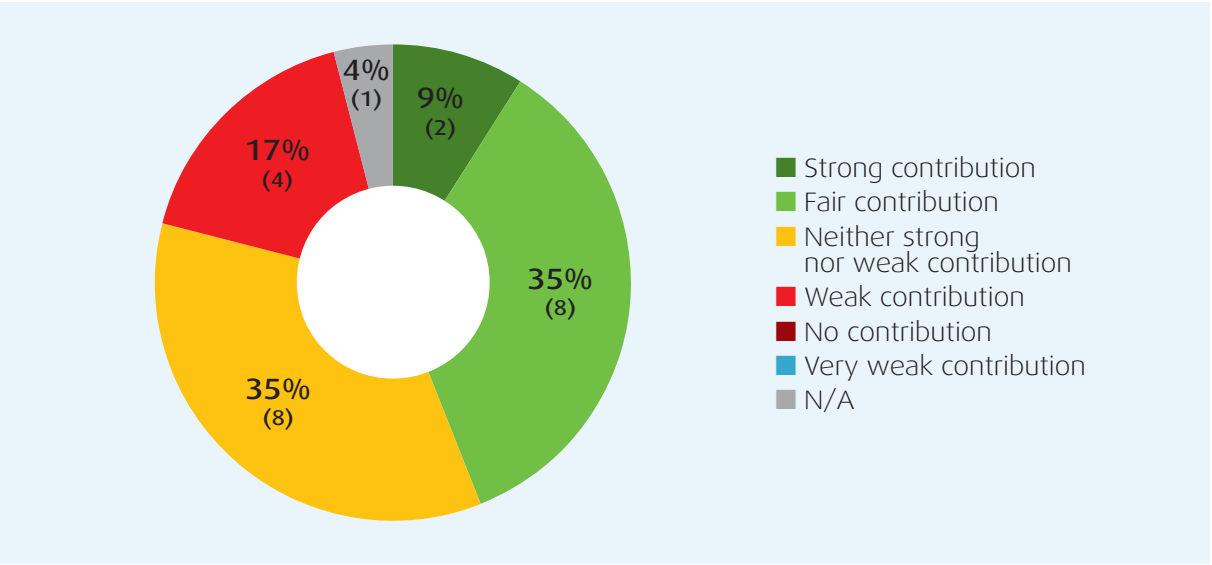
Figure 41: Stakeholders contributed to identifying solutions – Case Level Perceptions





It is important to stress here that for a thorough cross-sector analysis and discussion with sector stakeholders, the CB case used both comprehensive maps and cross-sector tables. Whilst this was pioneering work and the first ever attempt to put together information on all four sectors for the CB sea, the outcomes (an overall map and cross sector conflict and synergies synthesis table) are not yet actual planning solutions, but give directions for planners on how and where to look for solutions. The SWB case, in turn, focussed the discussions on smaller transboundary focus-areas (six in total) and proposed concrete place-based solutions. Planners used the matrix of interests to mark specific interests for each of the focus-areas. Later on, they developed a new matrix, one for each of the focus-areas, where they confronted all overlapping sectoral interests with one another, and at either side of the national borders. This step-wise approach allowed planners from the SWB case to unpack contrasting interests in a greater level of detail and to identify potential solutions.[70] Moving the focus to the project level, 44% of all respondents stated that stakeholders contributed to identifying solutions (see figure 42).

Figure 42: Stakeholders contribution to identifying solutions in the Baltic SCOPE project



Partners had also already learned from other projects and knowledge and learning stemming from other projects, for instance from PartiSEApate (stakeholder involvement & public hearing), was a good foundation to build on.[71] Furthermore, there was a strong motivation to involve and actually include stakeholders. Stakeholder identification (from local / regional levels) was already in course in most partner countries and through national processes of MSP. Furthermore, meetings in partner countries included discussions of transboundary issues and the meaning of transnational planning with the aim of developing more coherent MSP in the BSR. One case leader stressed[72] that work in the Baltic SCOPE project served as a good reason to bring up transboundary issues with national stakeholders in the national process. Another interviewee added that this was "not the same with all sectors but good where it was brought up".[73] An interviewee from Germany reflected about how to foster interaction with stakeholders and how stakeholder interaction is for the benefit of both transboundary and national processes. In her opinion, it was "good to show maps and tables and discuss together and show our national stakeholders to look at cross-border issues. Overall, it helps the national process"[74]. In international workshops and conferences, questions were formulated and innovative forms of engagement were applied. There was a strong drive to show stakeholders "our results" and ask for their opinions on the work-in-progress.

70 For details, see Giacometti et al. (2017) and Urtāne et al. (2017).

71 During the focus group interview conducted 25.11.2016 in Riga, interviewees shortly reflected about other projects and stressed that the "learning process continues from / through other projects, such as BaltSeaPlan and PartiSeaPate" (Case leader).

72 Focus group interview conducted 25.11.2016 in Riga.

73 This remark was made by a Swedish planner during the focus group interview conducted 25.11.2016 in Riga.

74 Focus group interview conducted 25.11.2016 in Riga.

Summing up, Baltic SCOPE seems to have been successful in laying the foundations for further stakeholder interaction at transboundary and national level, while also connecting with actors beyond the project area. Baltic SCOPE has also been successful in identifying a number of important obstacles and challenges to stakeholder engagement and the necessary steps ahead for overcoming them. Multiple purposes for involving stakeholders in MSP activities have emerged from the project, including:

- Informing stakeholders on MSP and raising awareness
- Mobilising stakeholders for the project
- Connecting sectors
- Getting sectors to think cross-sectoral
- Getting input (knowledge) from sectors/stakeholders
- Linking national processes with the project
- Testing and developing engagement methods
- Identifying problems and solutions

Baltic SCOPE has made progress in these areas and stakeholder engagement can have many purposes, forms and effects. It is always important to keep the why question in mind before working on the what, whom and how questions when it comes to stakeholder engagement.

CONCLUSIONS

CONCLUSIONS

The Baltic SCOPE project has been a pioneering institutional and stakeholder learning process on how to develop MSP governance processes for the Baltic Sea Region. The Baltic SCOPE lessons learned report has examined and analysed the processes of cross-border MSP developed and adopted during the Baltic SCOPE project. This concluding chapter outlines the most important lessons learned by planners and other key stakeholders involved in the process in four key dimensions based on the territorial governance framework: institutional collaboration and coordination, maritime specificities and jurisdictional boundaries, cross-sectoral integration and synergies, and stakeholder participation and engagement.[75] The chapter begins by outlining the main obstacles and enablers to cross-border MSP identified within the project, before providing a list of best practices and areas for potential development in future transboundary MSP activities.

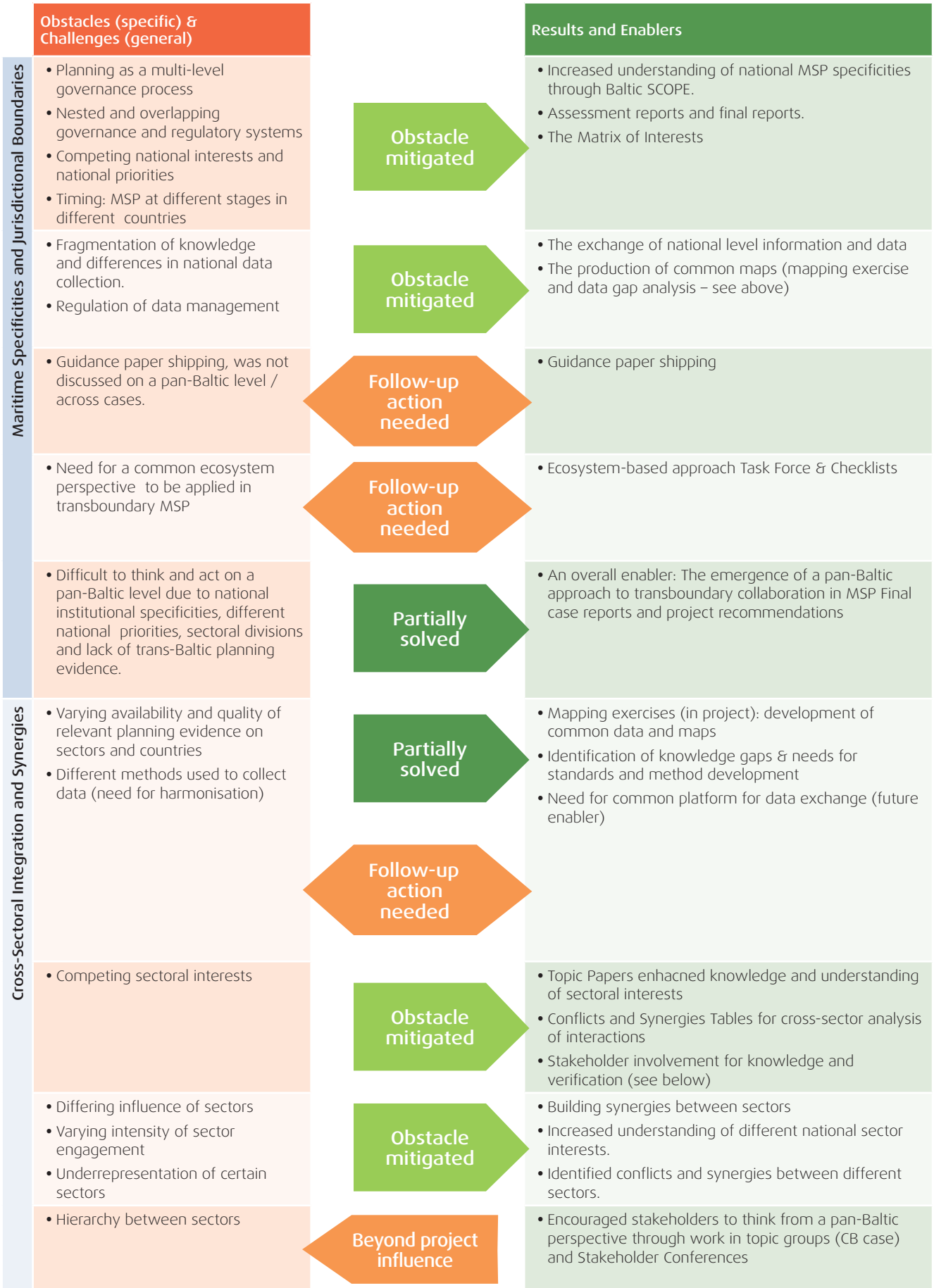
OBSTACLES AND ENABLERS IN BALTIC SCOPE WORK

The Baltic SCOPE project is unique in that it is the first project to bring together national authorities and provide them with a planning mandate to collaborate in transboundary MSP, with the aim of identifying cross-border issues and solutions. As with any pioneering activity or project, there was a need to adapt to changing circumstances and situations along the way, but considerable lessons have been learned from this fluid process, which can be taken forward to future projects and adapted for other transboundary MSP processes. The main strength of Baltic SCOPE is that it has brought together key actors in the Baltic Sea Region within an experimental project where stakeholders could openly explore and discuss transboundary issues from a problem and solution-oriented perspective. This framing has been particularly successful for increasing knowledge and understanding of national sectoral interests and approaches to MSP; promoting sectoral integration by highlighting conflicts and synergies between different sectors; enhancing stakeholder involvement; encouraging the development of shared transboundary planning evidence data harmonization; and developing concrete recommendations. Not unexpectedly, there have been concrete obstacles faced along the way, but the project work has identified enablers in the form of new methods and project results that have helped overcome these challenges. Table 5 below outlines the main challenges and enablers in the project in relation to the four above key dimensions.

75 For a short description of these categories, please see Info Box 1 in the Introduction.

Table 5: Obstacles / challenges and results / enablers in Baltic SCOPE work

	Obstacles (specific) & Challenges (general)		Results and Enablers
Collaboration and Coordination	• A lack of coordination and collaboration between countries was perceived a central challenge at the start of the project. • Language barriers and different interpretations.	Partially solved	• Establishing a framework for deliberation • Communication and translations into English • Individual learning through knowledge sharing and explaining • Institutional and Organisational Learning at National Level • Integration of transboundary perspectives into national planning processes. • Increased coordination and stronger links established between national authorities across borders
	• Coordination challenge between cases.	To be improved in future projects	• The Case Study Approach based on problem and contextual specificities
	• Different stages of national MSP processes, legal frameworks and planning mandates of the partner countries	Obstacle mitigated	• Sharing information on national institutional frameworks. • Institutional diversity increasingly viewed as potential learning process for those behind in MSP development. • High degrees of motivation and willingness to learn amongst stakeholders
	• Engaging key decision makers, who are essential to reach political agreements for future/ permanent cooperation (platforms, dedicate budget for continuous sharing of knowledge, taskforces).	Obstacle mitigated	• Brought key authorities and national-level sector stakeholders together to openly discuss and work practically with transboundary issues
	• Dealing with issues that reach beyond the planners' mandate, such as conflicts of sovereignty (grey zones).	Partially solved	• Planners developed a potential solution of the Grey Zones by aligning national plans. • Lifting the boundary issue to the appropriate ministerial level to press for resolution based on the time limit of the EU MSP Directive.
	• Different national input data in differing quality and the need to compile comparable data.	Obstacle mitigated	• Development of shared common transboundary planning evidence. • Identification of knowledge gaps and needs for harmonisation of data collection • Agreement/collaboration on data collection methods and quality assurance.
	• Institutional reorganisation and change of project partners • Need for continuity: short projects instead of more permanent collaboration	Awareness needed Risk in future projects	
	• Different interpretations and understanding of what constitutes a recommendation had negative impact on negotiations between countries.	Follow-up action needed	


Obstacles (specific) & Challenges (general)
Results and Enablers
Maritime Specificities and Jurisdictional Boundaries
• Planning as a multi-level governance process
• Nested and overlapping governance and regulatory systems
• Competing national interests and national priorities
• Timing: MSP at different stages in different countries
Obstacle mitigated
• Increased understanding of national MSP specificities through Baltic SCOPE.
• Assessment reports and final reports.
• The Matrix of Interests
• Fragmentation of knowledge and differences in national data collection.
• Regulation of data management
Obstacle mitigated
• The exchange of national level information and data
• The production of common maps (mapping exercise and data gap analysis – see above)
• Guidance paper shipping, was not discussed on a pan-Baltic level / across cases.
Follow-up action needed
• Guidance paper shipping
• Need for a common ecosystem perspective to be applied in transboundary MSP
Follow-up action needed
• Ecosystem-based approach Task Force & Checklists
• Difficult to think and act on a pan-Baltic level due to national institutional specificities, different national priorities, sectoral divisions and lack of trans-Baltic planning evidence.
Partially solved
• An overall enabler: The emergence of a pan-Baltic approach to transboundary collaboration in MSP Final case reports and project recommendations
Cross-Sectoral Integration and Synergies
• Varying availability and quality of relevant planning evidence on sectors and countries
• Different methods used to collect data (need for harmonisation)
Partially solved
• Mapping exercises (in project): development of common data and maps
• Identification of knowledge gaps & needs for standards and method development
• Need for common platform for data exchange (future enabler)
Follow-up action needed
• Competing sectoral interests
Obstacle mitigated
• Topic Papers enhacned knowledge and understanding of sectoral interests
• Conflicts and Synergies Tables for cross-sector analysis of interactions
• Stakeholder involvement for knowledge and verification (see below)
• Differing influence of sectors
• Varying intensity of sector engagement
• Underrepresentation of certain sectors
Obstacle mitigated
• Building synergies between sectors
• Increased understanding of different national sector interests.
• Identified conflicts and synergies between different sectors.
• Hierarchy between sectors
Beyond project influence
• Encouraged stakeholders to think from a pan-Baltic perspective through work in topic groups (CB case) and Stakeholder Conferences

	Obstacles (specific) & Challenges (general)		Results and Enablers
Stakeholder Participation and Engagement	• Lack of trans-Baltic and cross-sector perspective among sectors.	Obstacle mitigated	• Creation of a forum for sector stakeholders to exchange information
	• Some priorities escape the influence of single national governments and are regulated internationally (e.g. IMO, balancing sector-related legislation originating at different levels of governance)	Obstacle mitigated	• Concrete recommendations outlining possible solutions to specific geographic transboundary issues through national MSP (MSP as instrument of coordination towards higher levels).
	• Different MSP governance systems and understanding of stakeholder engagement	Obstacle mitigated	• Most Relevant sectors were involved • Stakeholder mobilization tools (e.g. world café) • The interactive role of stakeholders in the identification of synergies, conflicts and solutions.
	• Lack of time and resources (of both planners and participants)	Obstacle mitigated Follow-up action needed	• Stakeholder identification (including local / regional); • Transnational stakeholder conferences for identification of conflicts & synergies / in the results discussion
	• Some sectoral authorities lack interest in MSP	Partially overcome Awareness needed	• Some institutional stakeholders effectively influenced the outcome of Topic Papers, which served as a basis for the cross-sectoral discussions • Stakeholder meetings in PP countries reflecting transboundary issues; • Maps to inform and engage stakeholders and raise awareness of other sectors' needs and impact on them • Innovative forms of engagement (World café)
	• Stakeholder's lack understanding of their roles and relevance in MSP (affecting stakeholder motivation) and how they can contribute to the process	Obstacle mitigated Awareness needed	• Identified need: Educate people (experts involved) about the different kinds of planning and their relevance in the planning process
	• Lack of motivation of stakeholders to participate in transboundary stakeholder conferences ("Motivation of people beyond MSP nerds") • Difficult to discuss future issues with sector experts due to short term sectoral perspective	Obstacle mitigated Follow-up action on stkh. needs and strategies needed	• Ministerial / official invitation • Stakeholder interaction and education
	• Regional and local level involvement • Broader involvement of political decision makers – a coming challenge • Citizen involvement – a coming challenge • Unclear understanding or lack of clarification of who is a stakeholder and why they should be mobilised and their role in process	Follow-up action important	• Engagement of national-level stakeholders Project-internal discussions and reflection on difficulties and potentials with stakeholder engagement.

In addition to the obstacles and enablers listed in table x above, there is a number important overall cross-dimensional conclusions in relation to aims of the project and results:

Baltic SCOPE has come far:

- Enhanced understanding other national institutional structures for sector management and MSP at the planners' level promotes transboundary and cross sector integration.
- Realisation by participants of a need for a pan-Baltic perspective in all key dimensions to improve understanding and problem solutions.

Baltic SCOPE could have come further:

- Sector-integration may not have been achieved as far as intended due to problems with mobilisation of sector stakeholders.
- The lack of cross-boundary harmonised data, methods for data collection and synthesis and a platform to save and share this is a major obstacle for both transboundary and sector-integration. This needs to be addressed through enhanced institutional collaboration and more permanent structures.

BEST PRACTICE FOR FUTURE TRANSBOUNDARY MSP PROCESSES – INCLUDING HOW THEY CAN IMPROVE

Seven best practices can be distilled from the lessons learned and activities of the Baltic SCOPE project that should be considered when preparing and implementing future transboundary MSP activities. These are outlined below, along with relevant tools and approaches, developed and used by Baltic SCOPE that can support implementation. .

1. **Create a more permanent transboundary framework for MSP (go beyond projects):** Establishing a framework that promotes interaction and discussion amongst key stakeholders is essential for effective transboundary MSP processes. Learning through interaction has been effective. The Baltic SCOPE process highlights that regular face-to-face interaction with other planners and stakeholders helped to facilitate learning, particularly for gaining a better understanding of different national planning systems and interests, but also for network building and reducing communication barriers. This can also be connected to point 4 on data exchange and creating common planning evidence (see below).

Baltic SCOPE Tools: Planners' meetings; national stakeholder meetings; stakeholder conferences/ forums, World Café, but also using existing transboundary forums and institutions.

2. **Early Stakeholder Involvement:** Transboundary MSP is a complex process involving multiple stakeholders across multiple levels of governance. The knowledge and information provided by stakeholders is crucial to the process of identifying transboundary MSP conflict and synergy areas and, therefore, careful consideration needs to be taken at the earliest stages of the MSP process when it comes to stakeholder involvement. Ensuring that relevant stakeholders are present in discussions is essential for the development of realistic recommendations that can be implemented. For this purpose, there needs to be enough time, resources and capacity for stakeholders to actively participate. A joint stakeholder involvement strategy should be developed early on. This would address the challenge of mandate (who has the right to take contact). The purpose and framing also should be clear for both process leaders and participants (who, when, how/how much, why).

Baltic SCOPE Tools: Planners' meetings; national stakeholder meetings; stakeholder conferences/ forums, World Café.

3. **Identify Different Sea Uses and conflict and synergy areas:** A central task in transboundary MSP is to identify where current and potential conflicts and synergies exist between both countries and sea use sectors. The tools project participants found and adapted to identify conflicts and synergies between sectors (both potential and in space), including the matrix of interest and table of conflict and synergies, have been highly innovative aspects of Baltic SCOPE work. The participating planners found the development of topic papers and different tables to analyse interests and interaction particularly useful for their work. Also, the adapted World Café method proved to be useful, giving a systematic structure for cross-sector dialogue and promoting mutual understanding and exchange of knowledge between sectors.

Baltic SCOPE Tools: Topic papers, tables of interests, World Café, bi- and trilateral meetings (SWB), thematic meetings (CBC).

4. **Towards Pan-Baltic planning evidence and Harmonized Data:** Reliable, comparable and up-to-date knowledge on marine uses, values, and future trends is vital for effective transboundary MSP processes. Planners have through the development of topic papers and common maps analysed the availability and quality of basic data and tried to develop harmonized trans-Baltic planning evidence. The Baltic SCOPE project has shown that a willingness to openly share national level information is an essential part of the process, so information can be merged and amalgamated to produce transboundary data sets that can be transformed into proper planning evidence to guide cross-border discussions. Planners in the project found the development of new transboundary maps a particularly useful process in highlighting areas of potential conflict and synergy in shared sea areas. They also pointed out a number of important obstacles and enablers to promote the development of trans-Baltic planning evidence, both from a data quality assurance, methodological, and institutional perspective.

Baltic SCOPE Tools: Topic Papers, transboundary sector, bi-sector and multi-sector maps, project recommendations on data and data sharing.

5. **Identify Problems Areas and Find Solutions:** Identifying existing and potential conflict areas and the resulting need to find solutions that meet the needs and expectations of a broad range of stakeholders with competing interests can be challenging. The Baltic SCOPE project has shown that finding solutions is possible, where there is good will between fully engaged participants. Contextual factors proved to be important in determining which methods were most appropriate for finding solutions; particularly when working with conflicts in specific focus-areas and identifying which countries to involve in the solutions process. Planners agreed that focused bi-lateral and tri-lateral discussions between affected countries, rather than all-inclusive forums, were highly effective to find solutions, as knowledgeable and mandated participants could focus in on a problem area and discuss detailed information and examples. The development of practical and workable recommendations and planning suggestions[76] that can be put forward to national ministries is an important step in the solutions process, particularly if the issue is politically sensitive.

Baltic SCOPE Tools: Bi-lateral and tri-lateral meetings; policy recommendations, planning suggestions

6. Another step towards implementing an Ecosystem-Based Approach in the Baltic Sea: Due to the sea's interconnectedness and open system characteristics, using an ecosystem-based approach to marine management and planning has become increasingly important and politically accepted. A clear and consistent translation into practice is necessary and guidelines and practical testing are needed on how to incorporate and apply this approach in MSP. The Baltic SCOPE project contributed to this through a task force discussing different interpretations of ecosystem-based approaches and harmonizing and adapting this for MSP. The results can be found the final Baltic SCOPE EBA- Report, including three checklists to be used at different stages of MSP to ensure its application throughout the planning process processes. [77]

Baltic SCOPE Tools: Ecosystem Task Force; Ecosystem-Based Approach Report including checklists

7. Take a Case by Case Approach: The most effective way to develop cross-border collaboration in MSP appears to be adopting a contextual case by case approach, rather than applying a one-size-fits all method. Geographical areas, such as in the SWB case, where sector planning is strong and strategic planning has further developed may profit from a more specific geographical and problem based focus. When problems are already more geographically defined it is easier to start reflecting on how to address them. In areas like the CB, which are less intensively used or even less planned, one has to start from scratch. Baltic SCOPE work went on in parallel to on-going national planning, which also included vertical trickle up and trickle down components. Both cross-case and national interaction could of course be enhanced further in future projects and planning. Looking at the problem solving, learning and results visible in both case reports, recommendations and documented in this report, one can say that both cases and the project as a whole have gone through an intensive process of at all levels. One of the lessons learned for future project applications and case study work is that work on individual cases study areas should also plan for and facilitate cross-case interaction.

Baltic SCOPE Tools: Bi-lateral and Trilateral Meetings as Learning Environments in the SWB case, thematic and process oriented approach (incl. thematic meetings and mapping exercise) in the CB case

76 Project level recommendations are compiled in Baltic SCOPE (2017). Case level recommendations and planning suggestions are presented in the final reports written by each case. See Giacometti et al. (2017) and Urtāne et al. (2017).

77 The three checklists are: 1.The general ecosystems approach in MSP checklist, 2. The planning support checklist, 3.The SEA in MSP checklist. All checklists are discussed in detail in (Schmidtbauer Crona et al. 2017).

FUTURE CHALLENGES FOR TRANSBOUNDARY MSP

Besides the above Best Practices distilled from the enablers identified, a number of remaining challenges have emerged from the Baltic SCOPE work. These should be addressed if future transboundary MSP processes are to be developed and improved even further. The main challenges include the mobilisation of political decision-makers and involving them more actively in MSP; expanding the vertical dimension through greater engagement of regional and local level stakeholders of all types, and broadening involvement by more widespread sectoral mobilisation and an increased role for citizens in the process. While Baltic SCOPE itself was not designed to include these types of actors, these issues were highlighted by planners throughout the course of the project as problems that need to be addressed in future MSP processes. These issues are elaborated further below, based on survey data and contributions by participants at the Seminar 'Saving and using the – connecting decision makers and actors through maritime spatial planning' organised at the 7th EUSBSR Strategy Forum.

Mobilise and Involve Political Decision-Makers

The involvement of politicians in MSP activities is currently very low and engaging their interest in project activities and dissemination has proved extremely difficult. An increased role for politicians is most certainly required, especially in sensitive national conflict areas, and if substantial changes in policy towards sea use are to be achieved.

More Widespread Mobilisation of Marine Use Sectors

A number of sectors are currently not involved actively in transboundary MSP activities, including defence, tourism and recreation, aquaculture and cultural heritage. These sectors need to be engaged if all sea users are to be represented in discussions. This is particularly the case in relation to national defence that control certain areas of the sea, but due to political sensitivity do not share information easily. Finding a constructive way to integrate this sector into the discussion would be an important development in transboundary MSP. Educating experts and representatives from different use sectors about the aims and goals of MSP and the status and needs of other sectors is important both for the planning process itself and the mobilisation of these stakeholders. This has come up as a challenge in Baltic SCOPE. Both sector experts and other representatives of sector interests need a clear conception of how their use interests and related competence are relevant to the planning process, what they can profit from MSP as a process and instrument and how they can contribute with their knowledge to a more complete picture of the use of the BSR.

Vertical Participation: Regional and Local Level Engagement

The need to mobilize local and regional stakeholders in transboundary MSP activities was an issue that arose repeatedly in discussions and during project work, as local and regional authorities are responsible for MSP in some countries. Moreover, most human activities at sea originate from land and reach out to the landside. If a land-sea interaction perspective is to be included in MSP, the coast and lower administrative levels become highly relevant. Many of the use interests not included in Baltic SCOPE imply the involvement of local and regional authorities, as they are often responsible for recreation and tourism and other types of smaller scale blue growth activities. Moreover, responsibility for economic development is often located at regional level (e.g. EU regional development strategies) and the local level is also important for social sustainability aspects. There are narrow straits like the Öresund between Sweden and Denmark, and archipelago areas connecting Sweden, Finland and the Baltic lagoon, where the regional and local levels have a say in coastal and marine planning. Pan-Baltic transboundary MSP for the whole Baltic Sea implies interaction between national, regional and local levels, as place-based local and regional knowledge can contribute to informing and guiding transboundary MSP discussions.[78]

78 For case-studies on MSP in transboundary areas with local and regional implications see also the coming results from the BONUS-financed BaltSpace project running 2015-18, see www.baltspace.eu.

Broaden Participation: Citizen Involvement in MSP

Various aspects of MSP can impact on the lives and interests of citizens, which raises the question as to whether there can be active and productive role for individual or organised citizens in policymaking through MSP. Citizen participation becomes even more relevant from a sea-land perspective. Here, an understanding of the nesting of regional and local processes and forums in national processes is important. A question is also how to enhance interest and understanding of MSP, as it has been proven difficult for national level sector stakeholders. The integration of the perspectives of other stakeholders and different generations is another quest to be tackled in subsequent projects and processes. These reflections are important for both transboundary planning and better integration of multilevel governance in transboundary work.

NO ONE SIZE FITS ALL APPROACH TO TRANSBOUNDARY MSP

The overall experience from the Baltic SCOPE project confirms that there is no one size fits all approach when it comes to developing effective transboundary MSP processes. Different contexts and cross-border issues require different types of responses. More often than not, it is the type of problem and specific contextual factors that determine the nature of the transboundary MSP approach needed, the countries required to participate in the process, and the tools to apply. A one size fits all model of transboundary MSP would be too rigid, therefore, an adaptive, context and problem-driven approach is more appropriate. This need for situation based design is clearly demonstrated through the two case study areas, where the planners' groups adopted different approaches to transboundary MSP, based on planning status and problem context. The SWB case took a geographical approach focusing on identifying specific geographic areas of transboundary conflict and finding direct solutions to problems based on known hot-spot areas that had developed through existing sector and cross-sector planning in an intensively used area. These had, at least partially, been identified through earlier transboundary MSP project collaborations. The CB case had to start from a broader perspective and was working on a less intensively used sea area and lacking major transboundary conflict areas. Here, a thematic and process based approach was chosen, focusing on identifying and synthesizing sector knowledge, reflecting on the production of planning evidence and examining areas of potential synergy and learning between countries and more actively involving sector stakeholders in this. As one planner from the CB case observed, "conflict does not always have to drive transboundary MSP processes". Indeed, as a central goal

of transboundary MSP is to enhance integration between stakeholders, the search for potential future synergies is an equally legitimate catalyst for cross-border discussions as the need for conflict resolution. An important insight here is that in order to understand cross-sector interactions and cumulative impacts and steer marine uses in a long-term sustainable way, a trans-Baltic perspective needs to be taken to manage data, data collection, ecosystems and social systems. This is very much reflected in the Ecosystem-Based Approach Report, the case reports and project recommendations.

THE EMERGENCE OF A PAN-BALTIC APPROACH TO MSP

The Baltic SCOPE project has been a unique first attempt to bring together national planners within a macro-regional sea basin to work together on identifying common transboundary problems, developing data and finding solutions through MSP. The project has been successful in forging stronger links between national planning authorities and sectors by increasing stakeholder knowledge and understanding of important sector interests and national approaches to MSP. Furthermore, new tools have been developed to identify conflicts and synergies of marine uses across countries, and facilitate the exchange of information and data necessary to identify important cross-border issues and find solutions. The project has also highlighted important future challenges to be addressed, particularly regarding the involvement of key sectoral stakeholders and increasing political interest in MSP, as a strategic cross-sector policy instrument that can be used to manage a shared sea in a more long-term sustainable way. The Baltic SCOPE project has provided the participants with important knowledge, experience, tools and contacts enabling them to continue transboundary MSP activities and discussions in the future, independently, and also outside of EU funded projects. The project appears to have made the first steps towards a genuine pan-Baltic Sea Region approach to MSP, which can continue to evolve to include sectors and stakeholders at the regional and local levels.

BEYOND THE BALTIC SEA REGION

The Baltic SCOPE project is only the first step in the development of transboundary collaboration in MSP processes in the Baltic Sea Region. The experiences and lessons learned are relevant for other macro-regional sea basins in Europe and across the world as well. Each sea basin will have its own unique history, context, and national sector interests, informing and guiding the approach to transnational MSP that should be adopted. However, the tools and best practices identified during the Baltic SCOPE project are transferable to other areas and can be applied and developed further to form a basis for more effective transboundary MSP processes in the future.

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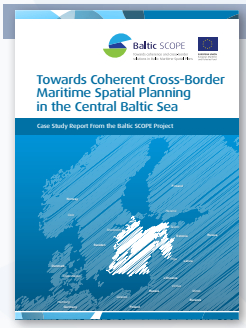
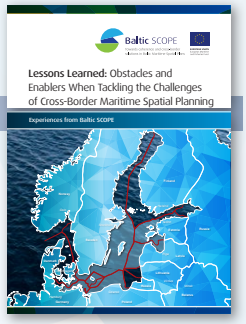
LIST OF THE PRODUCTS PREPARED DURING THE BALTIC SCOPE COLLABORATION:

Recommendations
on Maritime Spatial Planning Across Borders

Coherent Cross-border Maritime Spatial Planning for the Southwest Baltic Sea -
Results from Baltic SCOPE

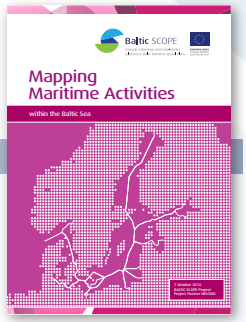


Towards Coherent Cross-Border Maritime Spatial Planning in the Central Baltic Sea - Case Study Report From the Baltic SCOPE Project

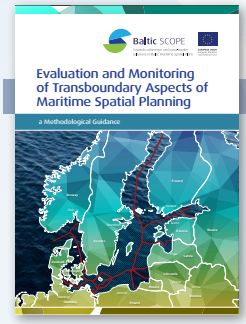


Lessons Learned: Obstacles and Enablers When Tackling the Challenges of Cross-Border Maritime Spatial Planning - Experiences from Baltic SCOPE

The Ecosystem Approach in Maritime Spatial Planning - A Checklist Toolbox



Mapping Maritime Activities
within the Baltic Sea



Evaluation and Monitoring of Transboundary Aspects of Maritime Spatial Planning -
a Methodological Guidance

Development of a Maritime Spatial Plan:
The Latvian Recipe

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Joint results achieved by cooperation between the authorities responsible for Maritime Spatial Planning in the Baltic Sea Region with support of regional and research organizations.

Swedish Agency for Marine and Water Management

Nordregio

BSH Bundesamt für Seeschiffahrt und Hydrographie

SYKE

Ministry of Environmental Protection and Regional Development Republic of Latvia

VASAB Vision & Strategies around the Baltic Sea

HELCOM

Maritime Office in Szczecin

Danish Maritime Authority

Republic of Estonia Ministry of Finance

Baltic SCOPE

Towards coherence and cross-border solutions in Baltic Maritime Spatial Plans

EUROPEAN UNION
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