

POTENTIAL APPROACHES FOR STAKEHOLDER ENGAGEMENT ON MARINE SPATIAL PLANNING AND OUTCOMES OF PILOT TESTING

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Version 3



« This kind of initiative is valuable
to better understand each other »



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List of Acronyms

ACIEP	Asociación Española de compañías de investigación, exploración y producción de hidrocarburos (Spain)
AFB	Agence Française pour la Biodiversité (France)
AMURE	Centre de droit et d'économie de la mer (France)
ARVI	Cooperativa de Armadores de Pesca del Puerto de Vigo (Spain)
AZTI	Centro tecnológico experto en innovación marina y alimentaria (Spain)
BG	Blue Growth
CEDEX	Centro de Estudios y Experimentación de Obras Públicas (Spain)
CEMMA	Coordinadora para o estudo dos mamíferos mariños (Spain)
CEREMA	Centre d'études et d'expertise sur les risques, l'environnement, la mobilité et l'aménagement (France)
CESER	Conseil économique, social et environnemental régional (France)
CETMAR	Centro Tecnológico del Mar (Spain)
CIIMAR	Centro interdisciplinar de Investigação Marinha e Ambiental (Spain)
CNC	Comité national de la conchyliculture (France)
CPIE	Centre permanent d'initiatives pour l'environnement (France)
CRC	Comité régional de la conchyliculture (France)
CRPM	Conférence des régions périphériques maritimes (France)
CRPMEM	Comité régional des pêches maritimes et des élevages marins (France)
DG MARE	Directorate General for Maritime Affairs and Fisheries of the European Commission
DGRM	Direção-Geral de Recursos Naturais, Segurança e Serviços Marítimos (Portugal)
DIRM	Direction interrégionale de la mer (France)
EC	European Commission
EDF-EN	Electricité de France - Energies nouvelles (France)
EEZ	Exclusive Economic Zone
EIA	Environmental Impact Assessment
ENSTA	Ecole Nationale Supérieure et Techniques Avancées (France)
EU	European Union
FFPM	Fédération française des pêcheurs en mer (France)
FNE	France Nature Environnement (France)
FNPA	Fédération Nationale des Plaisanciers Atlantique (France)
FNPP	Fédération Nationale des Pêcheurs Plaisanciers (France)
GA	Grant Agreement
GES	Good Environmental Status
GPM	Grand Port Maritime (France)
GW	Giga Watts
IEO	Instituto Español de Oceanografía (Spain)
IIM-CSIR	Instituto de Investigaciones Marinas (Spain)
IMA	Institut des Milieux Aquatiques (France)
IMO	International Maritime Organization
IMP	Integrated Maritime Policy
INEGA	Instituto Enerxético de Galicia (Spain)
LPO	Ligue de protection des oiseaux (France)
MPA	Marine Protected Area
MSFD	Marine Strategy Framework Directive
MSP	Maritime Spatial Planning (Directive)

MTES	Ministère de la transition écologique et solidaire (France)
MTES-DML	Ministère de la transition écologique et solidaire - Direction mer et littoral (France)
NGO	Non-Governmental Organisation
Océan METISS	Contribution à la planification spatiale maritime du bassin Sud-Ouest de la zone océan indien
ORPAGU	Organización de palangreros guardeses (Spain)
OSPAR	OSlo and PARis Convention
PADDLE	Planning in a liquid world with tropical stakes
Pan Baltic Scope	Pan Baltic Scope brings together national authorities and regional organizations towards coherent national maritime planning in the Baltic Sea region and enhances the lasting macro-regional mechanisms for cross-border MSP cooperation.
RTE	Réseau de transport d'électricité
SASEMAR	Sociedad de Salvamento y Seguridad Marítima (Spain)
SHOM	Service Hydrographique et Océanographique de la Marine (France)
SIMCELT	Supporting implementation of Maritime Spatial Planning in the Celtic Seas
SIMNORAT	Supporting Implementation of Marine Spatial Planning in the Northern European Atlantic Region
SIMWESTMED	Supporting Implementation of Maritime Spatial Planning in the Western Mediterranean Region
SONAL	Processing and analysis software
SRPARB	Syndicat des Récoltants Professionnels d'Algues de Rives de Bretagne (France)
SSP - Spain	Asociación Española del Transporte Marítimo de Corta Distancia (Spain)
SUPREME	Supporting maritime spatial Planning in the Eastern Mediterranean
UBO	Université de Bretagne Occidentale (France)
UMR	Unité mixte de recherche (France)
UMS	Unité mixte de service (France)
UNAN	Union Nationale des Association de Navigateur (France)
UNESCO	United Nations Educational, Scientific and Culture Organisation
UNPG	Union Nationale des Producteurs de Granulats (France)
UAVR	Universidade de Aveiro (Portugal)
WWF	World Wide Fund

SIMNORAT

SIMNORAT project, funded by the EU Commission (DG MARE), took place from January 2017 until January 2019 with a 1.78 million euros budget. Its area of study is the OSPAR IV region with partners based in France, Spain and Portugal.

The main objectives for the SIMNORAT (Supporting Implementation of Marine Spatial Planning in the Northern European Atlantic Region) project are:

- Support the Implementation of the Directive on Marine Spatial Planning (MSP) in Member States' marine waters.
- Launch and carry out concrete, cross-border MSP cooperation between Member States in the Northern Atlantic, involving three Member States and the relevant authorities responsible for MSP in the selected area, and the CPMR (Conference of Peripheral Maritime Regions of Europe) for the level of the Regions.

1. Introduction

The specific objective of this action “Improving stakeholder engagement” was to explore and support good practices in stakeholder engagement within the transboundary context. SIMNORAT’s stakeholder engagement component (C.1.3.5. “Improving stakeholder engagement”) shared strong links with the components “Analysis of the MSP processes” (C.1.2.2), “Spatial demands and future trends for maritime sectors” (C1.3.2) and “Case studies” (C.1.3.6). Conclusions of these components were used to support discussions among stakeholders in order to engage them in the discussion about the MSP processes, in particular about its transboundary dimension. Outcomes of the C.1.3.5 could be considered as a contribution to the coherence of national plans that will be developed in the coming years.

All the activities were carried out in collaboration with the partners involved in the project’s countries (France, Spain and Portugal) in order to fully capture the shared interests and specificities, but also the cross-border perspectives. In this aim, the partners followed common objectives and methodologies for data collection and analysis.

This document provides an overview of the activities, tools and outputs realised or used in the framework of SIMNORAT’s stakeholder engagement component. There were mainly two types of activities carried out with stakeholders: interviews and workshops (two cross-border and one national).

- The semi-direct interviews (See 3.1) took place between May and September of 2018. They shared a common methodology, were conducted and transcribed by the respective partners of each of the countries. Their coding and analysis were carried out between August and December by the mixed AMURE and AFB team.
- The cross-border workshops (see 3.2 Workshops) between France and Spain and between Spain and Portugal were respectively held in October 2018 in Irún (Spain) and in November 2018 in Vigo (Spain). The only national workshop (see 3.2 Workshops) done in SIMNORAT was the French one and happened in October 2018 in Brest (France). During the final conference of the project, another international stakeholder engagement workshop took place in Brest (France), end January 2019. For the workshops, various methods and tools were used to engage stakeholders: post-it sessions, round table discussions and also the “MSP Challenge” board game (see 3.3.).

All these activities led to the creation of a communication document that takes the form of a small comic book titled “Stakeholder perception on maritime spatial planning” (AFB *et al.* 2018).

2. Different methods used for MSP stakeholder engagement

The approach adopted for stakeholder engagement consists on the organization of multisector participatory workshops, based on information collected during interviews of different stakeholders from the three countries. The aim is to involve stakeholders in cross-border discussions and to support the sharing and use of good practices for the stakeholder engagement process, in order to contribute to the better coherence in the three countries. Based on tested methods in SIMNORAT project (see 3 Methods used in the context of SIMNORAT project) and the results obtained, a methodological guide for stakeholder engagement is provided here. Summarizing the main steps of each method used, this methodological guide is applicable to other countries and to other European projects like SIMNORAT or non-European projects on MSP.

The three main methods of stakeholder engagement used in this project are:

- Interviews (see 2.1);
- Participatory workshop (see 2.2);
- Serious games (see 2.3).

2.1. Semi-structured interviews

A semi-structured or semi-directed interview is a qualitative method of research combining a predetermined set of open questions, giving the opportunity to the interviewer to explore specific topics or responses. An open question is a question that instigates a discussion.

An interviewer is the *“person who’s asking the questions”* and an interviewee (or respondent) is the *“person to be interviewed and answering the interviewer’s questions”* (Nys and Bailly 2018).

Semi-structured interviews allow interviewees to express their view on several predetermined questions but also to raise issues that we may not have considered. The main advantage of semi-structured interviews is that it can provide valuable information from the context of stakeholders’ experiences and it allows new ideas to be brought up. However its main disadvantage is that it is time consuming to collect and analyse data (Nys and Bailly 2018).

In order to have successful interviews several steps (Figure 1) need to be followed:

- Conceive an interview framework;
- Identifying stakeholders to be interviewed;
- Interviews;
- Transcription of interviews;
- Coding of interviews.

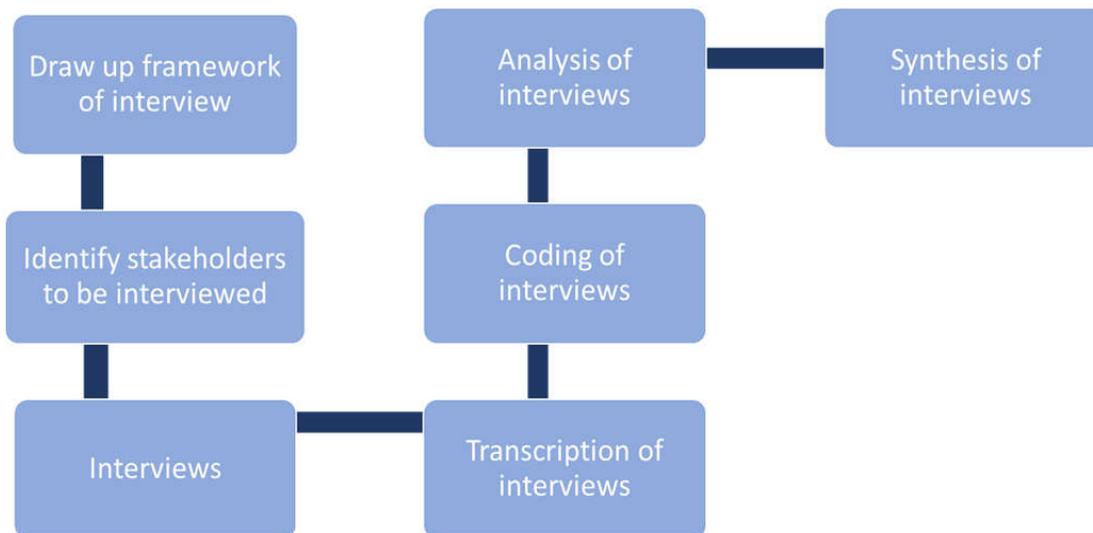


Figure 1. Schematic diagram about an (semi-structured) interview process.

2.1.1. Conceive an interview framework

One of the first steps for a semi-directed interview is to conceive an interview framework. In this step the topics to be discussed or questions to be asked are listed. It is important to know what type of information is desired and it also helps structuring the research work.

To have an effective interview, no more than 3-4 main topics for discussion should be listed. Each “main topic” can be declined in one or several sub-topics (or sub-questions) for which an answer or the interviewee’s perception are wanted. Only the main topic should be addressed to the interviewee where relevant. The sub-questions could be used to relaunch the interviewee on a specific topic. They are there to know which type of information is looked for and they can also be used to structure the coding and analysis of the interviews.

Depending on the sector background and expertise of the interviewee, some topics are more or less relevant. Interviews with state administration and local authorities are likely to focus more on the process and needs for coordination, while interviews with industry sectors may address more economic perceptions or spatial demands.

2.1.2. Identifying stakeholders

In order to conduct an interview, knowing who to interview is important. So defining each type of stakeholder and/or categories to be interviewed is an essential work. In the case of working with various partners for the interviews, it is also important to have a common definition for each stakeholder/sector to be interviewed.

Once a first list of categories or stakeholders to be interviewed is made based on knowledge of the environment or various networks, it should be expanded. This type as sampling is known as prism sampling¹ (Martin 2012). It can happen that some of the stakeholders on the list “to be interviewed” are not available

¹ Prism sampling is a type of sampling where we start from a sample empirically and reasoned “at best” and we consider that this sample is representative of a population whose contours are ignored at priori (Martin 2012).

or do not want to be interviewed. That is why it is important to have substitutes. Also, depending on the type of research, a certain minimum of interviewed persons may be expected in order for it to be relevant. If the initial list is not sufficient enough, it can be expanded by snowball sampling² (Atkinson and Flint 2004; Morgan 2008; Nys 2014).

Once the list of potential stakeholders to be interviewed is done, it is important to be able to contact the people listed on it. This should be kept in mind. For each listed stakeholder, at least one way to contact them is needed (email, phone number, post, etc.). The best method to contact somebody is by email and by phone call. A call is important in order to have a direct contact with them and also explain what the objective of the interview will be, how it fits into a specific process. Sometimes it is possible to directly meet with people and ask them if they want to be interviewed.

2.1.3. Interview

Material to have when going to an interview:

- Recorder with enough battery life and sufficient storage space;
- Backup recorder;
- Backup battery;
- Consent form to be signed by interviewee (and interviewer) for authorisation of interview recording;
- Notebook to jot down some quick notes;
- Some blank paper to let the interviewee take notes or make sketches;
- Pencils and/or pens and/or highlighters.

The three most important things to remember for the interview are: be prepared, record the interview and avoid any disturbances (computer, cell phone, etc. have to be put off).

Each interview should be scheduled in advance and take place in a calm environment (avoiding parasite noise on the recording). Best of all, the location of the interview should be where the interviewee wants it so that he is in a known location where he can be at ease. If several interviews are to be held in the same region, best is to regroup them to avoid having to constantly go up and down the country or region. The interviewer should be careful to plan a limited number of interviews per day. The best is, one in the morning and one in the afternoon, to be at ease and avoid rushing the interview(s).

Before confirming an interview, the interviewer has to ask for permission to record the interview. A signed consent form by the interviewee(s) (and eventually also the interviewer) should be strongly advised for. The interviewer has to explain to the interviewee that everything will be treated anonymously, referring only to his/her sector.

Duration of the interview should not be too long but neither too short. The aim should be for a minimum duration of 30 minutes and a maxim time period of 1 hour/1 hour and 30 minutes. If however it is a bit longer than that, the interviewer should not interrupt the interviewee if he/she is speaking, that would be rude and could also lead to lose a good contact. The number of interviewers going to a same interview should not exceed two people as to avoid overwhelming and intimidating the interviewee.

² Snowball sampling (Snowball effect) is a technique that uses a group of initial informants who suggest names of other people or groups of people (organizations) who they consider eligible for the study (Atkinson and Flint 2004; Morgan 2008).

After confirming permission to record the interview, at the beginning of the interview, the interviewer explains a bit about the project and himself. Explaining about the context in which the interview takes place is advised. Thereafter, the interviewee should present him/herself: what is his/her work, position and how long he/she has been working in that specific sector, past experiences in other sectors, etc. It should not be too long (5 to 10 min). It is called making contact, helps constructing a relationship and both parties to relax.

Afterwards, the interviewer starts with the thematic questions, using the “global questions”, one question at a time. He shouldn’t hesitate to reformulate the question (that is where the sub-questions can be used) with more targeted vocabulary for the stakeholder. The interviewer has to let the interviewee speak and he has to give an indication of following the discussion. Sometimes, it is good to reformulate what the interviewee just told and ask for confirmation that this is what he was meaning. Some key notes should be taken during the interview, but not everything the interviewee is telling has to be written, the recording is there for that. It is a discussion, the interviewer has to be a passive-active participant. The interviewer should not interrupt the interviewee in the middle of one of his/her answers (except if the interviewee is going too much out of the scope of the interview or to clarify something she/he just told). If the interviewer feels that he has not collected all the information he is looking for, he can ask a sub question or a follow-up question in one of the topics. Once the interviewer gets the feeling to have raised a sufficient level of information for the first topic, he can move on to the following theme. Do not be disturbed if the interview does not strictly follow the topic order for the framework. Most of the time, the interviewer starts with the first topic and then, depending on the answer received from the interviewee, the interviewer can go directly afterwards to the second topic, but it can also happen that the interviewer could go to topic four and then back to topic two.

At the end of the interview, the interviewee has to be thanked for his/her answers and the time he/she took to do the interview. The interviewee shouldn’t then be informed by the interviewer about the next steps of his work, including the promise of sharing the outputs.

The topic, questions and sub-questions have to be kept in mind by the interviewer in order for him to avoid reading them when he asks them during the interview. It looks more professional not reading the topics he wants to be answered. The interviewer should not be surprised that the interviewee’s answers sometimes correspond to two or more topics. The interviewer should not give an indication of his mind on some topics. It can be that the interviewee has another viewpoint and that has to be respected.

2.1.4. Transcription of interviews

If the interviewer is not the only one that will use and analyse the interviews, they have to be transcribed word for word. A summary will not be sufficient. Each word is important and this is even more important in the case where the interviewer will not be the one doing the analysis.

This a time consuming step, but it is a really important and unavoidable step. Between four and six times the duration of the interview will be needed to have a complete transcription of it (ex. Four to five/six hours will be needed to transcript an interview that lasted one hour) Transcribing the interviews should be done really soon after the interview. Best is to do it the following day or in the week that follows.

2.1.5. Coding of interviews

In this section the terms “segments”, “quotes” and “elements” stand for extracts from interviews.

The coding of the interviews is a selection of “segments” of the interview referring to categories supporting the analysis work. This is done using a series of questions designed for each analysis to be conducted, some are the questions and sub-questions from the interview framework, but there may also be others that have emerged from the interviews.

A reading of the interview is necessary prior to start coding in order to get ownership of the whole discussion. A second reading should then select the interesting elements of the discussion to be associated with topics of interest for the analysis. The best is to use one colour for each topic, or to use a dedicated software (ex. SONAL (Alber 2018)).

After this, the best option is to put all “elements” in a table (Excel® or other database) and regroup them by topic of interest for the analysis. Each topic should have its own table. The most important is to keep the link between “quotes”, the category of the interviewee and other relevant socio-demographic information needed in your research.

2.2. Post-it sessions

2.2.1. Definition and objectives

Setting-up a “Brainstorming” or “post-it” session during a workshop is a good way to collect information about a large amount of issues and a diversity of stakeholders. It provides a raw quantity of information and ideas that can be organized, identified and classified in hypotheses of changes and shared reflections between stakeholders (Herry *et al.* 2014).

It is described as a quick and creative tool that can help to think outside of the box and produce a lot of information. It is also a tool that creates links and confidence between the stakeholders. It allows people to work simultaneously, thus speeding up the session and getting everyone engaged at once. It also gets people emotionally engaged as they are writing their own ideas rather than have other people write or interpret them.

This type of workshop is generally used to promote discussions between different levels of expertise in order to propose solutions for conflict resolution and to share knowledge and points of view between stakeholders.

2.2.2. Required equipment

- Decent sized room with enough room for stakeholders to move and stick notes on boards;
- Pens;
- Post-it of different colours;
- White boards or wall to stick the post-it on it. It should be the focal point of the meeting. It has to be clear for everyone in the room that the goal is to add as many items as possible to the board/wall;
- A facilitator to ensure the session is truly unbiased and to keep the session active. He is the one running the whiteboard, writing down ideas as people come up with them, preventing people from interrupting each other, and giving the floor to quieter people who would ordinarily not find a way to contribute on their own.

2.2.3. Workshop progress

a. Initial preparation

The ideal number of participants is between 15 and 20 people; with more people participating, it would be difficult to manage a constructive discussion and answer all the questions. Preparing questions and deciding the objectives in advance is necessary. It is important to know what has to be achieved in the workshop and what kind of data is to be collected (ideas, challenges, scenario, opinions, etc.).

It should be made clear to the group what the question is, and the group should be provided with as much supporting information as needed. For some issues, participants may need background information a few days before the meeting to be more effective in offering solutions or to get the qualitative or quantitative data to back up the conversations. The order in which the questions are to be asked has to be decided, as well as which questions are to be asked first and if post-it of different colours for each questions are necessary or not.

b. Session

A facilitator should lead the workshop. It is necessary to start by a short introduction presenting the project and to reason why all the stakeholders were invited to such a specific workshop.

An explanation is needed about how the post-it session works and what is its aim(s) (ex. General opinion or expectations about a process, new ideas on a specific topic). The number of steps there will be in the workshop has to be mentioned. A clear time for each step should be set and a schedule kept. This will depend on how many questions need to be addressed for the workshop.

The materials distributed to the participants are pen and post-its. A good way is to give the participants a couple of same colour post-its for one topic in order for them to jolt down their ideas: one idea per post-it. Best is then to change the colour of the post-it for each follow up question/topic. This will help to sum up the results of the workshop during its final session. It will also be useful to work again later with the results.

Once the first question is launched, each participant is asked to write their ideas about it. It is better to set the rule: "one idea on one post-it". Then, several options are available.

The post-it are collected by the facilitator (or a person of its team) and with some external help he classify, sort and stick them on the whiteboards. This is appropriate, if the facilitator has some help from his team and/or there is not a lot of time for running the session.

Another option is letting the stakeholders stand-up and discuss together how they want to represent their common thoughts. Posting up one idea at a time by each person ensures equality throughout the group and it also allows each idea to be considered by all participants. Here the facilitator can suggest to the stakeholders where to stick the post-it to make a clear representation. That may help him to animate the debate between the stakeholders.

The second option takes more time and can be hard to achieve if the issue is controversial but it is often where the most interesting information is collected. In both cases, the person who manages the whiteboard should push the group to help each other rephrase or better describe the idea discussed.

Thereafter a break can be held or the second question can be asked and so on until the participants have covered all the questions.

At the end of the session, the facilitator should sum-up all the information and pull out the 5 or 10 most interesting ideas (based on the facilitator's or the group's opinion) and examine them with the stakeholders. The facilitator should move on idea by idea without being too precise or re-starting the debate. He should only ask the stakeholders if they understand and agree with it and if they want to improve the initial idea or want to take the idea in a different direction. It is up to the facilitator to hold people to this, and to keep the meeting moving in a positive and creative direction.

2.3. Serious game “MSP Challenge”

2.3.1. Definition and objectives

The “Maritime Spatial Planning – Blue Development Edition” board game, commonly known as “MSP Challenge”, is a strategic board game developed at the request of the Ministry of Infrastructure and Water Management of the Kingdom of Netherlands. It is designed for policy-makers and stakeholders with an interest in the field of MSP (Abspoel and Mayer 2017; Keijser *et al.* 2018b, a).

“MSP Challenge” is a “serious game” allowing for a better understanding development process about the issues involved in MSP through creative and imaginative role-playing. The game takes into account the relevant professional and personal experience of the players. The “MSP Challenge” goal is to show how some of the interactions between marine-related activities and maritime planning are dynamic and complex. The game is designed to play between one and three hours, depending on the setting. It can involve twelve to thirty players (Keijser *et al.* 2018a).

The “players” main challenge is to achieve Blue Growth (BG) and Good Environmental Status (GES) in their national and shared marine waters through the spatial allocation of economic functions and ecological features. The game is played in a fictional sea basin called the “Rica Sea” (Figure 2). The Rica Sea is shared by three countries: Bayland, Peninsuland and Island. These countries have their own maritime heritage and objectives about the future development of their Exclusive Economic Zone (EEZ) in the Rica Sea which is underdeveloped (economic and conservation wise) at the initial moment. The map shows various parameters, such as cities, ports and water depths which are important information for maritime spatial planners.

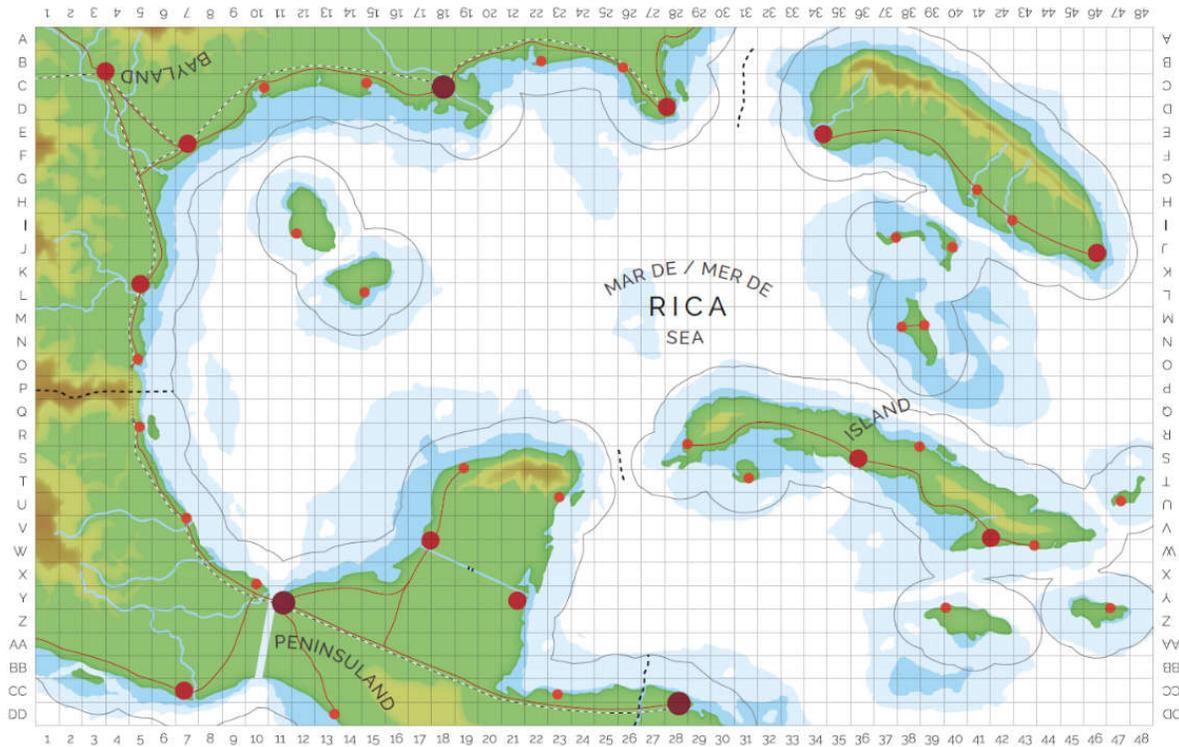


Figure 2. MSP Challenge - The "Rica Sea".

In each country, players assume the roles of planners, nature managers or a representative of a marine-related industry, such as: Shipping, Fisheries, (Renewable) Energy or Tourism & Recreation. The players receive some background information about the Rica Sea and policy objectives per country, and they then have to develop their activities and take part in the MSP process of their country.

2.3.2. "MSP Challenge" organization and playing

a. Required equipment

- Decent-sized room with enough room for players to move comfortably around the setup game boards and to meet to discuss a special issue;
- Enough tables to support the board game, the size of which is 3.2 m x 1.7m;
- Three small tables for game materials for each country;
- Two to three tables for cross-border meetings about a specific issue (Renewable energy targets and MPAs targets);
- Flip charts and pens;
- Moderator and facilitator(s);
- The "MSP Challenge" board game and tokens.

b. Game progress

b.1. Game installation

It takes between half an hour and one hour and a half to install the whole game. It depends on how the game will be played and what the main objectives of that particular session are.

On the board game, there are 2 options:

- Let the players settle the cards in different situations;
- Create an initial situation.

For the second option, for example, all the environment and cultural heritage tokens can be installed beforehand on the board and the players set up their activity tokens depending on their sectoral and national objectives. Another example is setting up beforehand on the board activities, borders, shipping routes, environmental and cultural objects and let the players start a transition to a better sustainable development by mutual arrangement. A mix of both example can also be chosen.

b.2. Introduction and presentation

It is better to take 10 to 15 minutes and explain the rules and the meaning of the different tokens to the player. A small presentation on PowerPoint is advised.

b.3. Playing

After the rules are explained, the game can be played straight in one step. The players will need time to choose their roles in the frame of the country and to immerse themselves in the game (which takes 10-15 minutes).

It is also possible to initiate different stages during the play time. For instance, the players play 20 minutes and then some international issues can be added. These will need to be discussed with the other countries: environmental objectives, renewable energies objectives, shipping routes, national border delimitations, etc. Furthermore, some “opportunity maps” can be added at some point. These could reveal the “best available scientific evidence” which hints at opportunities and threats for achieving a blue economy. Thereafter, the players play for another half hour and the stakeholders discuss together. Moderator, game overall director and facilitator are there to boost the players.

b.4. Recapitulation and discussion

At the end of the game, time has to be taken so that the planner of each country gives some feedback and/or explanations about their national outputs. Can also be discussed the challenges faced during the game, how each country or activity managed to reach their sectorial, national and international objectives or also exchange on any issues the facilitator or players want to talk about.

3. Methods used in the context of SIMNORAT project

As part of the SIMNORAT project, different methods were tested in at least one of the three countries (France, Spain and Portugal) when the application of each of these methods was not achievable in each one of them.

The different methods of stakeholder engagement used are presented in the table below (Table 1) and are described individually in this part.

Table 1. Synthesis of tested methods for SIMNORAT project.

Methods	France	Spain	Portugal
Interviews	24 semi-structured interviews From June to September	9 semi-structured interviews From May to October	14 semi-structured interviews From June to August
Workshops	Cross-Border workshop France - Spain Irun, October 2 nd , 2018		
		Cross-Border workshop Spain - Portugal Vigo, October 28 th , 2018	
	National workshop Brest, October 10 th , 2018		
Post-it sessions	Cross-Border workshop France - Spain Irun, October 2 nd , 2018		
	National workshop Brest, October 10 th , 2018		
Board games « MSP challenge »	National workshop Brest, October 10 th , 2018		

3.1. Interviews

An interview is a method of collecting information and data commonly used in the human and social sciences. Through a discussion between an interviewer and a respondent, an interview allows to collect a singular point of view of a “phenomenon” in order to understand it and to learn from it (Poupart 1997; Savoie-Zajc. 2009; Boutin 2018). There are different types of interviews (narrative, semi-structured or structured) but all of them reflect an individual's point of view in regards to a particular topic (Van der Maren 1995; Baribeau and Royer 2012). By focusing on individuals, interviews allow to understand and clarify their points of view and their feelings about a particular “phenomenon” or mechanism (Baribeau and Royer 2012).



In the context of SIMNORAT, the semi-structured interview method was chosen to understand stakeholders' perceptions on the implementation, at the national level, of a European policy (MSP) in a cross-border context.

The method used here, is qualitative in order to acquire, through interviews, a collection of "quotes". In general, the qualitative research describes particular phenomena to highlight them (Royer *et al.* 2009). This method allows obtaining a set of textual descriptions (verbatim) which promote comprehension and description of a phenomenon or a complex situation.

Conducting semi-structured or semi-directed interviews (Savoie-Zajc. 2009) is a method of collecting qualified information oriented on a precise topic. Its realisation involves an open and semi-structured discussion around key-points previously established by the interviewer. It differs from the structured or directive interviews that follows a specific interview schedule and where each question is addressed one after the other in a precise and identical path from one interview to another. This type of interview allows the respondent (or interviewee) to express himself/herself freely and offers a large flexibility to the interviewer. It is the method that interferes the least possible in the interviewee's speech except to redirect him towards the subject of interest or the key points previously mentioned (De Ketele and Roegiers 1996). The information is collected in a short time but the treatment of this type of interview is time consuming (transcription and analysis of the verbatim and the amount of information collected).

3.1.1. Methodology

a. General survey structure

Sociological survey of the stakeholders' perceptions on the mechanisms of the stakeholder engagement implemented for MSP was carried out within the three countries under the lead of the UBO (Université de Bretagne Occidentale) and more specifically of the AMURE laboratory (UMR 6308 – Management of resource uses and marine and coastal areas).

Each partner conducted interviews in his own country on the basis of a common methodology defined during a working session (Madrid, 17-18 April 2018). For France, interviews were conducted by a mixed AFB-AMURE team of 4 people (France). For Spain, they were conducted by a mixed IEO-CEDEX team (Spain) of 2 people. UVAR conducted the interviews for Portugal with a team of 3 people. While the interviews were conducted independently among the three countries, the treatment and analysis of the results of the qualitative surveys were entirely done by AMURE.

In order to understand the perceptions and opinions of stakeholders on the MSP implementation process, the semi-directive interview method was selected. This mode of survey ensures the respondent's freedom of speech and sets a common framework for obtaining more or less homogeneous data.

The interview matrix was common to the three countries and organized around four main topics and several questions to identify the subject in its totality (See Appendix 6.2.):

- Knowledge about the maritime spatial planning;
- Constraints and opportunities provided by the MSP to sector need and/or sustainable blue economy;
- Needs, opportunities and threats for coordination across sectors including conservation;
- Needs, opportunities and threats for coordination across borders.

In order to have a method as consistent and similar as possible, a methodological guide has been produced (Nys and Bailly 2018). This guide presents all the steps and the equipment required for the realization of a survey and it aims to homogenize, as far as possible, the interview process.

The calibration of the survey is also defined in agreements with the partners, on the basis of the financial and human constraints of each. The surveyed maritime sectors are selected based on the most represented or influential maritime sectors within each country. Depending on national marine regulations, some industries may not be homogeneously represented. Maritime activities were therefore classified by major topics allowing each country to investigate their own sectors.

The minimum survey requirement was of 15 per country with a distribution of sector interviews as follows (Table 2):

Table 2. Distribution of interviews by sector of activities.

Sector	Minimum requirement of interviews	Details
Administration	4	Administrations in charge of maritime issues and marine heritage issues
Fisheries and Aquaculture	3	Representatives from the fisheries and aquaculture sector
Conservation	3	Associations, NGOs and environmental administrations
Maritime transport and Ports	2	Ship-owners representatives, Director of ports and private sectors
Tourism and leisure	1	Representative of associations or federation of pleasure and leisure
Others	2	Representative of sea industry (marine renewable energies, oil, gas and mining, etc.), private sector, maritime surveillance, national defence

The last two interviews were left to the appreciation and the institutional structuring of each country that did the interviews with the maritime industries sector (offshore wind sector, marine aggregate extraction, oil and gas exploitation, etc.) or of national defence. A calendar common to all of three countries was also established for same actions (Table 3).

Table 3. Common calendar for France, Spain and Portugal for stakeholder engagement survey.

Tasks	Participants	Initial timeline	Timeline
Interviews framework (Methodology guide for semi-structured interviews)	AMURE	April	April
Identifying stakeholders	AFB, AMURE, CEDEX, IEO, UAVR	May	From May to June
Interviews	AFB, AMURE, CEDEX, IEO, UAVR	From June to August	From June to September
Transcription	AFB, AMURE, CEDEX, IEO, UAVR	From June to October	From June to November
Coding of interviews	AFB/AMURE	From July to the end of October	From July to the end of November
Analysis of interviews	AFB/AMURE	From October to December	December and January

b. Interviews processing

Identifying the stakeholders to involve is one of the first steps in the process. The sample of interviewees selected for this project was composed of maritime stakeholders who represent their sectors of activity or who are involved in spatial planning processes on behalf of their sectors. The objective was not to investigate professionals who have an individual vision or that are rather focused on local and personal conflicts but to interview people with a global vision of their sector of activity and that are informed or associated with the Maritime Spatial Planning (MSP) process.

The survey is qualitative and the aim was not to be exhaustive but representative. The interviews delivered unique points of view that were compared during the analysis. The search for stakeholder was limited to SIMNORAT's geographical area: The North-Western Atlantic zone (OSPAR IV) including Bretagne's, Pays-de-la-Loire's and Nouvelle-Aquitaine's regions for France and the northern coastal zone of Spain including the regions of País Vasco, Cantabria, Asturias and Galicia, and the entire Portuguese continental shelf coastal zone.

The first contact was made on a one-to-one basis in the three countries by email to present the project and its objectives. In accordance with the human and social sciences practices, a consent form was sent to the interviewees to ensure their agreement on the recording of the interview. The consent form presented the survey procedures and the potential use of the collected data. It also certified that the participants understood the objectives of the survey and gave their agreement for an utilisation of their quotes within the context of the study. This consent form engaged the investigation teams' responsibility and guaranteed the interviewees' anonymity (See Appendix 6.4).

c. Proceeding of the interviews

Following the recommendations of the methodological guide (Nys and Bailly 2018), the interviews were all scheduled for periods not exceeding half a day, to allow time for optimal exchanges. The material used was a voice recorder (or other recording tools), a copy of the consent form and a notebook.

After a short presentation of the project and the survey's objectives, a paper version of the consent form was presented to the actors in order to obtain their signature that gave the permission to record the interview. Once the recording was started, the interviewee started to present him/herself (later on that was not transcribed). Each of the four themes was discussed according to the remarks made during the exchanges. The semi-directive interview engages a discussion as open as possible. The only interventions of the investigators were to clarify some remarks, refocus the interview on topics of interest or were done with the aim of introducing a new topic that was not spontaneously brought into the discussion. Once the four themes were sufficiently addressed, the interview ended and was concluded with a presentation of the project's next steps. With an average duration of maximum 2 hours, the interviews were also ideally conducted by two people. The first led the interview (presentation of the project, voice recorder management, question management) and had a real open discussion with the respondent. The second took notes and reoriented the questions according to the topics that seemed to be forgotten. The two voices interviewer allowed the interviewee to have one of two interlocutors who was fully dedicated to the discussion and focused on what he told.

d. Transcription of the interviews

The audio document resulting from the recording served as the basis for the textual transcription. The textual transcription of the interviews allowed to have an elaborate working document that did not distort the quotes and opinions of the stakeholder. The transcription work was done individually in each country by the interviewers and was done, at least in France, through a dedicated computer software where SONAL (Alber 2018) was used. Once transcribed, all the interviews were sent to the French AFB-AMURE team for the encoding and analysis steps.

e. Coding the interviews

Coding the interviews consisted of selecting short quotes or extracting them to build a corpus that was to be the analysis basis. In order to structure this corpus and to have a number of clearly identified analysis keys, 10 coding topics were defined by the AFB-AMURE team in partnership with CEREMA (Figure 3).

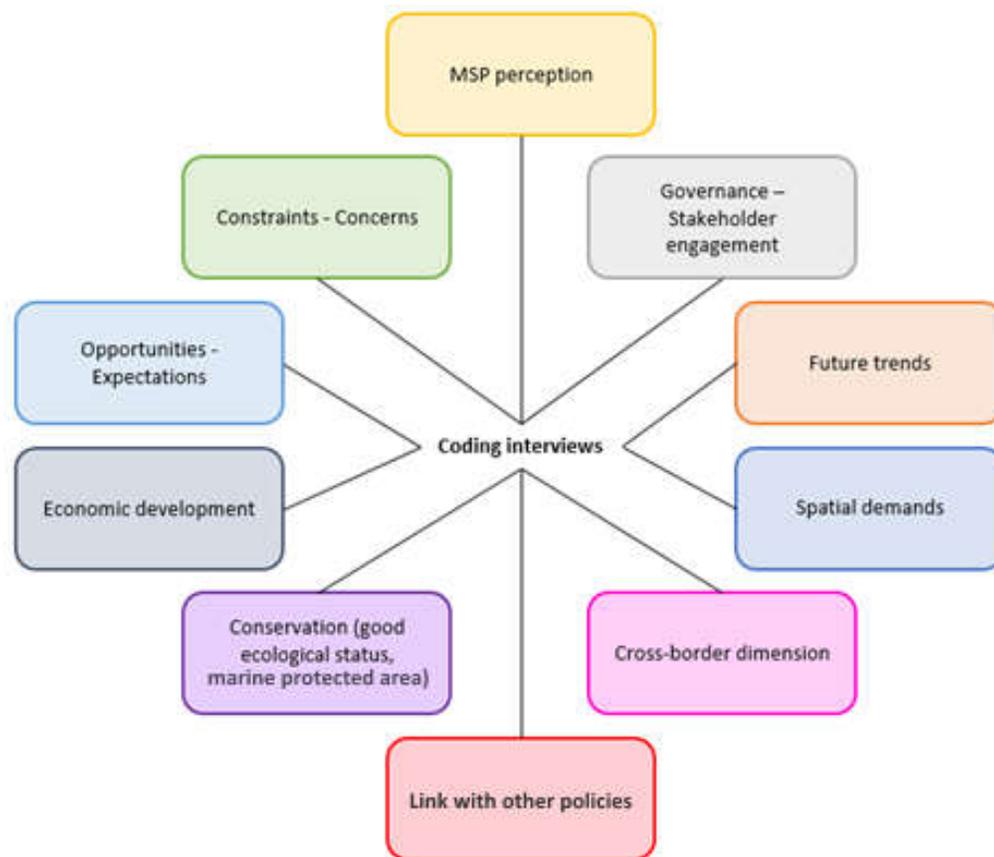


Figure 3. Possible topics to attribute to quotes for the coding of the interviews.

In addition to these topics, some quotes were associated with some keywords (tension, cooperation, structural, occasional) that were used to refine the analysis during the exploitation of the results. Contextual information (country, industry and organization) was added to this analytical information in order to constitute the stakeholder engagement database for France, Spain and Portugal (See Table 4, Table 5, Table 6 and Appendix 6.1.).

Table 4. French stakeholder engagement database.

Country	Sector of activity	Bodies
France	Administration	Ministère de la Transition Écologique et Solidaire (MTES)
		Direction InterRégionale de la Mer (DIRM)
		Direction InterRégionale de la Mer (DIRM)
	Fisheries and Aquaculture	Comité interdépartemental des pêches et des élevages marins (CIDPMEM)
		Comité régional des pêches et des élevages marins (CRPMEM)
		Comité régional des pêches et des élevages marins (CRPMEM)
		Comité National de la Conchyliculture (CNC)
	Conservation	Agence Française pour la Biodiversité (AFB)
		Agence Française pour la Biodiversité (AFB)
		France Nature Environment (FNE)
		Ligue de Protection des Oiseaux (LPO)
	Maritime transport and Ports	Grand Port Maritime (GPM)
		Grand Port Maritime (GPM)
		Grand Port Maritime (GPM)
		Armateurs de France
	Tourism and leisure activities	Union Nationale des Association de Navigateur (UNAN)
		Fédération Nationale des Pêcheurs Plaisanciers (FNPP)
		Nautisme en Bretagne
		Fédération Nationale des Plaisanciers Atlantique (FNPA)
	Others	Préfecture Maritime de l'Atlantique
Secrétariat Général à la Mer		
Secrétariat Général à la Mer		
Electricité De France – Energies Nouvelles (EDF-EN)		
Union Nationale des Producteurs de Granulats (UNPG)		

Table 5. Spanish stakeholder engagement database.

Country	Sector of activity	Bodies
Spain	Administration	Ministry for Ecological Transition
		Ministry of Agriculture, Fisheries, and Food
		Ministry of industry, trade and tourism
		Ministry of industry, trade and tourism
	Pêche et aquaculture	Confederación Española de Pesca
	Conservation	World Wide Fund for Nature - España (WWF)
	Maritime transport and Ports	Puertos del Estado
		Asociación de Navieros Españoles (ANAVE)
	Tourism and leisure	Asociación Española del Transporte Marítimo de Corta Distancia (ShortSea-Spain)
	Others	Asociación Española de Compañías de Investigación, Exploración y Producción de Hidrocarburos y Almacenamiento Subterráneo (ACIEP)

Table 6. Portuguese stakeholder engagement database.

Country	Sector of activity	Bodies
Portugal	Administration	Ministério dos Negócios Estrangeiros
		Autoridade Marítima Nacional
		Direção-Geral de Recursos Naturais, Segurança e Serviços Marítimos
		Administração da Região Hidrográfica do Centro, Polo de Aveiro
	Fisheries and Aquaculture	Associação de Armadores de Pesca Industrial
		Associação de Armadores de Pesca do Norte
	Conservation	Instituto de Conservação da Natureza e das Florestas
		Liga para a Proteção da Natureza
		Direção-Geral de Recursos Naturais, Segurança e Serviços Marítimos
	Maritime transport and Ports	Administração do Porto de Aveiro
		Associação Dos Agentes de Navegação de Portugal
	Tourism and leisure	Associação Portuguesa de Vela
	Others	WaveEC Offshore renewables
Direção-Geral do Património Cultural		

The encoding was done by a team of 4 people (AFB / AMURE) with the free software SONAL. This software was created by A. Albert from the University of Tours for interview analysis in the field of "human and social sciences". SONAL is a software for the construction and analysis of audio and text documents, which can be used to archive, encode, transcribe and analyse a series of interviews (Alber 2010).

The data encoding is done in the original language of the interviews by a bilingual French-Spanish and French-Portuguese team of 2 people (AFB / AMURE).

f. Database creation

After coding, quotes of interest were extracted from the software to be introduced into an Excel® database where quotes from the three countries were combined to produce a cross-sector and cross-national analysis. During this step, Spanish and Portuguese verbatim were translated into English, while the French quotes were left in their original version, in order to limit the translation bias.

The database is anonymous and each verbatim is characterized by a unique number associated with: one or more coding themes; an activity sector; a country; the maritime zone of interest (exclusive economic zone, offshore sector, coastal sector); the level of involvement in the institutional MSP process; the representativeness of the interviewee and, possibly, some keywords.

In total, the database has 2460 lines for nearly 1983 verbatim in the three countries (Table 7).

Table 7. Database composition.

One quote can be associated with different topics. Each line, in Excel®, represents one specific combination of Quote-Topic. So Quote A can be associated with Topic 1 but also with Topic 2. So in the database Quote A will be present in two different lines. One line will be the combo Quote A – Topic 1 and the other line will be Quote A – Topic 2. This multi-association of one quote to different topics explains why there are more lines than quotes.

Country	Lines	Quotes
France	1663	1208
Spain	403	403
Portugal	394	372
Total – OSPAR IV	2460	1983

g. Transversal analysis

On the basis of the verbatim collected, a transnational analysis was carried out in order to highlight the common elements and the particularities of each country and each sector, as well as the needs, opportunities and challenges of the stakeholder engagement within the framework of the implementation of the MSP. The analysis was carried out by a team of 3 people (AFB-AMURE) and is presented below.

3.1.2. Results

a. Conducted interviews

With an average duration of approximately 1h10, the 47 interviews were conducted between June and October 2018 in the three countries. In France and Portugal, respectively the 24 and 14 interviews were conducted from June to September with coding finalized in October 2018. In Spain, the 9 interviews were conducted from June to October with coding finalized in November 2018. The number of interviews realised by country and by sector were organized according to the administrative structure and financial and human constraints of each country and were distributed as follows (Table 8):

Table 8. Number of interviews done by country and by sector.

	France	Spain	Portugal	OSPAR IV
Administration	3	3	4	10
Fisheries and Aquaculture	4	1	2	7
Conservation	4	1	3	8
Maritime transport and ports	4	2	2	8
Tourism and leisure	4	1	1	6
Others	5	1	2	8
TOTAL	24	9	14	47

The higher number of interviews in France can partly be explained by the fact that this survey was backed by a Master 2 internship in which a wider panel of industry and stakeholders were selected (Matyas 2018).

b. Chronometric analysis, the French case study

Based on the encoded extracts, a chronometric analysis can also be produced by country and sector. The present results are only available for France. Indeed, the chronometric analysis is based on the duration spent by the respondent to talk about one specific topic compared to others. Since the Portuguese and Spanish interviews were transmitted after the transcription stage, the original versions of the audio interviews are not available for these two countries.

The recurring topic mentioned by French stakeholders is governance and stakeholder engagement (Figure 4). As the main subject of the interviews, France is also currently implementing the MSP process in a particular context of merging two European directives, the MSFD and the MSP. Involved with the different MSP implementation steps through the institutional association mechanisms, the stakeholders expressed their opinion and criticism of the existing mechanisms by proposing solutions to improve what is already in place. The recurrence of this theme can also testify of the importance given by stakeholders to the engagement principle and their will to be associated to the implementation of the process and to be able to assert their stakes and their interests (See 3.1.3 Analysis).

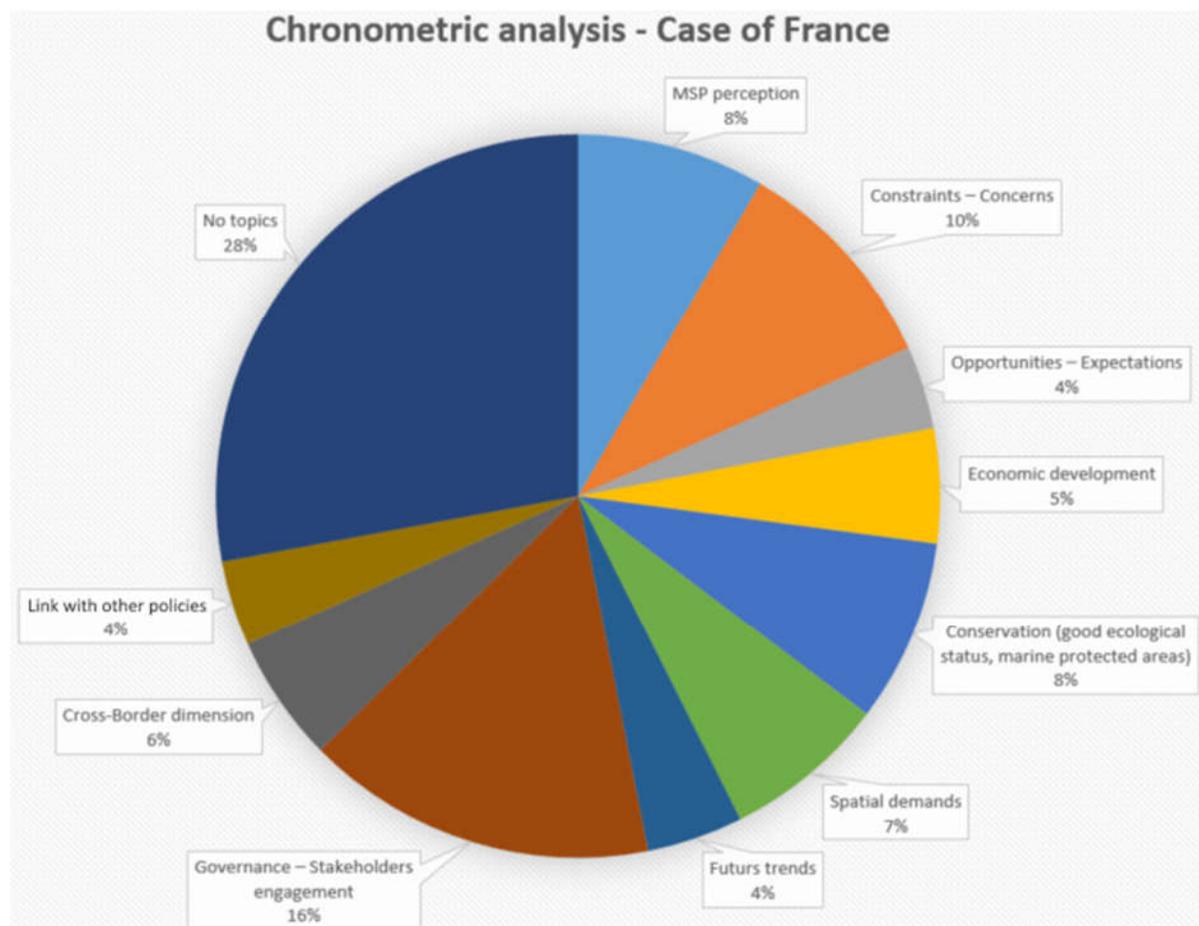


Figure 4. Chronometric results for the French interviews.

The sectoral chronometric analysis allows to give the main lines of what will be the deeper analysis of the quotes by reflecting the main subjects of interest of some sectors of activity (Table 9).

Table 9. Sectorial chronometric results for the French interviews (in %) expressed by topic.

The highest percentages are in green.

%	Administration	Fisheries & Aquaculture	Conservation	Maritime transport & Ports	Tourism & Leisure	Marine industry
MSP perception	12,8	10,8	8,7	6,4	4	6
Constraints – Concerns	9,9	12,5	14,8	5,1	8,5	8,3
Opportunities – Expectations	4,2	3	1,6	5,4	2	10
Economic development	3,9	3,3	2,8	9,2	6,6	4,7
Conservation (good ecological status, protected marine areas)	5,2	10,5	13,4	9,3	3,7	5,2
Spatial demands	3,9	11,9	7,9	5,3	6,3	5,8
Future trends	4,7	5,3	3,1	3,9	3,6	6,3
Governance – Stakeholders engagement	25,8	20,5	13,2	8,6	13,7	11,9
Cross-Border dimension	5,7	7,4	8,2	1,8	4,1	2,1
Link with others policy	5,5	3,7	3,2	1,9	1,5	5,2
No topics	18,4	11,1	23,1	43,1	46	34,5
Total	100	100	100	100	100	100

The main topics addressed by the French administration are "Governance – Stakeholders engagements" and "MSP perception". The recurrence of these subjects in the quotes of the administration representatives can be explained by the fact that these administrations are responsible for the implementation of this directive. They are responsible for the stakeholder engagement process and want to promote the understanding of MSP's issues.

The multiplication of quotes on "Governance – Stakeholders engagements" and on "Constraints - Concerns" for representatives of fisheries and aquaculture sector can be justified by their strong willingness to be involved at each step of the MSP implementation process. It can also be explained by the fear they have of its implementation with regard to the development of new activities in a space they consider historically theirs: the sea.

The "Governance - Stakeholders engagements" topics are also predominant in the marine industry representatives' speech, such as the marine aggregates extraction or offshore wind sectors, who are interested in participating in the discussions. But the "Opportunities - Expectations" topic is also recurrent in the industry sector and can be justified by the development opportunities and the legal and administrative framework that MSP can offer to this sector of activity.

The conservation sector, represented by members of non-profit organizations and the French administration in charge of the conservation and protection of the environment, devotes the major part of its quotes to the topics of “conservation” and “constraints and concerns” that can be generated by the implementation of the MSP. In their view, the protection of the marine environment should provide a common base from which economic activities could develop, taking into account the priorities and needs of maintaining and protecting some habitats and ecosystems. The major concern is that sustainable economic development promoted under the MSP is not so sustainable and is done to the detriment of the environment.

Like the fishing sector, the representatives of the tourism and leisure activities sector testify of a strong willingness to be associated with the MSP implementation process and they are worried about the multiplication of activities in the coastal zone.

Finally, representatives of the shipping and port sector devote most of their quotes to environmental and economic development issues. This is partly due to the current situation of this marine sector, which is progressively evolving towards an ecological transition and which must better take into consideration the global environmental concerns to ensure the sustainability of its growth in the coming years.

3.1.3. Analysis

The following analysis is based on the quotes collected during the interviews. It reflects expectations, fears and perceptions of the main maritime stakeholders of the three countries on the MSP process. At first, a general opinion on MSP introduces the analysis. Then, particular topics have been analysed, including stakeholder engagement, perceptions of the stakeholders on the environment in MSP and, finally, an overview of opinions of the economic stakeholders on the opportunities for their activities in the MSP context.

a. MSP as a process: General opinion

a.1. General vision on the MSP Directive

There are various visions on the MSP Directive among stakeholders of the maritime sectors. Some of them refer to MSP as « a form of Ocean governance », which aims at planning the maritime area and promoting integrated management. Stakeholders agree that some time should pass to observe the results of the MSP Directive, but once this first phase is over, MSP may have the potential to become a useful tool. Many stakeholders underline an important role of the Directive and express their strong positive opinion on its implementation.

*“I realize that MSP is necessary. We are in an environment [the ocean] that belongs to everyone.”
(Fisheries and Aquaculture, Portugal)*

Despite that many stakeholders agree on the fact that MSP is a necessary tool for sustainable resource management, a considerable number of them comes to the conclusion that its implementation is challenging, and that the MSP process needs to undergo some changes to become an effective management tool.



“It is challenging to implement the MSP, there is too little time and there are difficulties to talk about integrated management of the coastal zone, to promote the way of the territory communities, to share this space, to have a collective opinion, to be able to manage this space, etc.... but once the appropriation phase is finished, it could be a great tool.”
(Administration, France)

It can be concluded that a number of stakeholders believe that MSP is becoming a necessary tool for regulating activities at sea, however, in order to make it more effective, some adjustments need to be put in place.

a.2. Way forward for the MSP Directive

Nevertheless, there are some critical opinions among stakeholders and proposed solutions for an improvement of the MSP Directive.

A number of stakeholders argued that there was a lack of organisation when putting in place a participatory process: there is no leader in this process and it is done in « *an anarchic way* ». Moreover, a coordination body is missing. In theory, participatory practices exist, but in practice, this process is not efficient as it “*does not educate, does not communicate, and does not explain what to debate*” (Fisheries and Aquaculture, France).

Moreover, the consultation process is something very demanding and requires some efforts - time and will - from the stakeholders, which is not always the case:



“We have blocks of documents that are huge with environmental objectives, economic objectives, an inventory to share, a diagnosis, etc., and all that happens at the same time and it is very complicated.”
(Industry, France)

There is a lack of understanding of the political process and all the administrative procedures of the MSP process. Some of the stakeholders take part in the plenary meetings, but they do not understand what MSP really means. Besides, the objectives that were set are not clear for all the stakeholders as well - concrete actions were not identified. It becomes evident that the lack of knowledge about the MSP process among stakeholders may reduce its efficiency.

“I do not know how it [the planning] will be translated, how it will be implemented or how the relations between activities like our association will be”.
(Maritime transport and Ports, Spain)

This lack of understanding of the MSP process leads to the fact that some of the stakeholders do not see any practical value of it. Stakeholders believe that MSP will set numerous regulations for maritime sectors; however, the results are not visible yet. Therefore, the Directive loses some credibility among the key users. For some of them, MSP is purely a political process, where the human component is missing.

“We speak about the MSP Directive for several years already. We talk about it a lot and at the end, for the moment, it's more restrictions and questions than something that is operational”.
(Fisheries and Aquaculture, France)



Another common criticism among French stakeholders is that there are numerous administrative bodies responsible for the management of the maritime area. This is a feature of the French State system, but it might apply to other countries as well. This complexity of the State services leads to the lack of coordination among them: management of one area can be challenging as it consists of different departments, regions, which act uncoordinated and that creates tensions among them.

In this sense, it is important to mention a notion of scale. In many cases, State services are acting from the distance and rarely addressing the issues that are happening on a local level. In respect to the European level, there is a lack of coordination as well, there is no vision of an intra-European planning coordination.

“We do not really look at what our neighbours are doing”.
(Conservation, France)

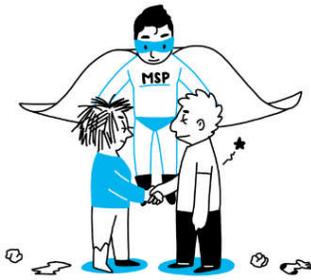
One of the main advantages of a collaborative process is that it may contribute to conflict resolution, through interactions among different sectors and, as a result, better understanding the issues of other sectors. However, there is a common view that MSP is not solving, but generating conflicts of use. The fishery sector in France argues that MSP puts in question the users' agreements that took place in the area before the Directive was implemented. Nowadays, economic sectors which are practicing traditional activities need to share the maritime area with new activities that are coming into it.

“The planning process has instead created tensions where there were none, because historically there were already fishing agreements with other users”.
(Fisheries and Aquaculture, France)

a.3. Opinion about the MSP process

In spite of the fact that some improvements need to be done to foster an efficient and better implementation of the MSP Directive, stakeholders perceive it as a rather positive initiative. There are a number of reasons for that.

Firstly, MSP can be referred as a tool aiming to develop maritime economy by conciliating uses and conflict of interest. MSP aims to favour cohabitation of marine activities and regulate conflicts between resource users. By fostering cooperation between sectors, MSP process presents a unique opportunity for different sectors to exchange, communicate their needs and learn about the needs of others. This might lead to conflict resolution and awareness building among economic sectors.



“Participation has positive impacts, still it allows different sectors to meet and discuss; stakes of other sectors are better integrated into our activities, therefore it helps to regulate conflicts.”
(Conservation, France)

Secondly, the MSP process allows for the identification of spatial demands. According to the conservation sector, MSP helps to identify the most pertinent activities and the most important pressures on the marine environment in a dedicated maritime area. The objective of the MSP process is to determine the main issues, and propose an action plan and to set limitations. The MSP Directive has strong environmental orientations with the main objective being the preservation of the marine environment.

Thirdly, the global vision on MSP among the economic stakeholders differs from the conservation sector. They, the economic stakeholders, perceive the MSP process as a possibility to allocate space to several activities in the same area and to foster installation of new activities, all this while they respect the principle of sustainable development. Economic sectors perceive MSP more as a tool that allows to identify appropriate areas for their uses and estimate the potential of the maritime space for economic development. In order to achieve a better use of the maritime space, some types of concerns need to be privileged by reconciling different uses.

“The cohabitation – yes; common use as much as possible. We are convinced that this is what we must achieve by all means”.
(Fisheries and Aquaculture, France)

On top of that, for the administrative sector, MSP is seen as a missing element for sustainable development, which will facilitate the implementation of other policies, such as MSFD, and will establish common rules for the states. According to the French administration, integrating these two directives (MSP and MSFD) allows to address the two objectives – environmental protection and socio-economic development - and make maritime policies more homogenous. However, the merging of the two directives is challenging as finding a balance between the two components is not an easy task.



“The maritime spatial plan should not compete with other public policies that exist, but it has to look for the conciliation with different realities and, under the possibilities, harmonize all those public policies.”
(Fisheries and Aquaculture, France)



“MSP allows to reach a compromise between the three pillars, right? Among the environmental, economic and social components.”
(Conservation, Spain)

Furthermore, positive outcomes of the MSP Directive must be observed not only on a national level, but also on the European level as it contributes to fostering cross-border cooperation. There are a number of international and transnational conflicts related to maritime space. Therefore, establishing a dialogue between countries is crucial for solving these conflicts. In order to achieve a common objective – sustainable development of the maritime area - it is crucial to establish a common strategy for regional development

and protection. Moreover, sharing good practices between countries can contribute to the development of an effective management strategy on a national level. However, there is still a lack of cooperation between neighbouring countries: many sectors acknowledged that there is no contact and cooperation because of language or cultural barrier.

“The sea has no borders, it is fundamental to have an «articulation » at countries level... and it makes sense also to have a Directive that regulates and harmonizes all the procedures and all the objectives that will apply in all of these countries”.

(Administration, Portugal)

Indeed cross-border cooperation is crucial for marine protection and the development of some economic activities. For the industries, cooperation with the other countries is necessary to estimate the potential of an area with respect to its resources (underground resources). The leisure sector expresses its need for harmonisation of the yachting regulations between European and its neighbouring countries. For the transport sector, an intra-European development of the transport routes is essential for the development of their activity. During the last decade, the transport sector has evaluated and acquired an international dimension.

“For the maritime transport, it [cross-border cooperation] is not really a subject because by definition transport is an international activity, it obviously has lines between Spain, Portugal, etc. At sea, there are no problems of territoriality at the end”.

(Maritime transport and Ports, France)



Likewise, data sharing between countries is one of the objectives of the MSP.

Moreover, in France, there are four planning areas, known as “Façades”, in Spain there are five – “Demarcaciones Marinas”, and four in Portugal – “Subdivisões Marinhas”. According to some stakeholders, the scale of these planning areas is appropriate and allows for an efficient implementation of the management strategies. On the other hand, some stakeholders believe that the scale of the sea basins is too large, there are too many people involved in management of the area.

Another positive aspect of MSP is that it is aiming to facilitate application procedures and enhance the development of new maritime projects. Stakeholders are expecting the Directive to reduce the bureaucracy process concerning the issue of licenses. MSP would allow the creation of a common framework for maritime users, which would permit everyone to know the rules and to have a juridical security for exercising their activity. It is especially important for those who are installing an activity in the maritime space.

“Opportunities? All, (...) there will be much more legal certainty and a stronger bust for some projects”.

(Industry, Spain)

It is a responsibility of the State to plan and coordinate in the French maritime domain. Therefore some stakeholders want to see a strong State, able to regulate the relationships between different actors. Lack of coordination between the State services is one of the main criticisms of the process among the French stakeholders. Moreover, improving participatory processes is expected from the local actors, who believe that the local issues are not sufficiently addressed.

“All the State regional and departmental bodies are trying to plan maritime activities, but they are taking different actions, so there is a governance problem”.

(Maritime transport and Ports, France)

Portuguese stakeholders expect from the state coordination and standardization of the procedures and to conciliate management between the different directives. In Spain, numerous sectoral policies are not consistent with each other, for example, there are environmental policies (at the local level, i.e. major cities) that may be against the transport policies set up at the global level.

“What we want is that there is a common vision that the state takes into account all policies related to the marine environment”.

(Fisheries and Aquaculture, Spain)

a.4. Concluding remarks

We have analysed the common opinions of different stakeholders on Maritime Spatial Planning, presenting both advantages of the process and criticisms that need to be taken into account. It can be concluded that there are different points of view among both conservation and economic sectors regarding the main aim of the MSP process. If the conservation sector argues that the main objective of MSP is to conciliate the activities and integrate them to the environmental objectives, economic sectors perceive MSP as a tool for developing their activities.

In spite of the common criticisms of the MSP Directive, such as lack of organization of the participatory process, complexity of the process and lack of coordination between the State services, overall it is considered as a necessary tool for managing a maritime area. Among the advantages of the MSP process emerges the possibility to conciliate uses and conflicts of interest for sustainable development of the area. Moreover, the MSP process aims to contribute to harmonizing maritime national policies as well as fostering cross-border cooperation.

b. Stakeholder engagement in the governance

Within the Maritime Spatial Planning Directive, Article 9 states that “States shall establish means of public participation by informing all interested parties and by consulting the relevant stakeholders and authorities” when developing the plan. In June 2018, at the date of the interviews, the French stakeholders were consulted for the development of the French plan while in Portugal and Spain this phase had not been initiated yet. Representatives from the maritime industry and environment sectors were asked about the mechanisms implemented for the stakeholder association. They shared their opinions, their criticisms and their proposals to improve the process of stakeholder engagement and their solicitations, coming especially from the French stakeholders, for more consultation, a better organization and more transparency as for the decision-making. Finally, a desire for cross-border cooperation on a larger scale was also mentioned.

b.1. Participation helps to identify the problems and solve them in a civilized way

In the three surveyed countries, stakeholders indicated their intention to participate in the process of developing Maritime Spatial Planning. All spoke about the fact that participation nowadays is an essential element in all national processes related to the marine environment. However, Spanish stakeholders highlighted the lack of dialogue between maritime stakeholders and ensured that it is essential to create bodies to put that dialogue in place.

“The process it’s what it is, and it [collaboration] is not happening; however, I think there is a lot of space and will for that. »

(Conservation, Portugal)

The request for participation relates to the desire for an integrated management of the marine environment and the opportunity for collaboration between economic, administrative and associative stakeholders.

“This has been our “motto”, which is to look for a collaboration to solve a number of questions that often are posed.”

(Maritime transport and ports, Portugal)

Concerning the MSP process, stakeholders underline that it is necessary to be heard by the administrations in charge of the implementation because the planning requires an inventory of their activities and a reflection on the economic development in the medium-term that they are the best to provide.



“MSP deals with the management of activities, licensing and analysis of marine areas. This requires continuous interaction with other public and private institutions”.

(Fisheries and Aquaculture, Spain)

Maritime stakeholders highlighted MSP as a mean of enhancing dialogue on many issues and problems. For them, meeting and discussing clearly set each stakeholders’ priorities and enable conflict resolution in a reasoned and serene way.

“I think it is very important that everyone, all sectors, are in the same boat”

(Conservation, Spain)

It also appears that stakeholders see the meeting as an opportunity to create new links between them and to make their activities known and accepted by other stakeholders. The positive feedback from the French stakeholders shows that this allowed them to share information about their misunderstandings on the process and to explain their economic priorities and potential impacts of their actions on the marine environment. Furthermore, this allows the administration in charge of the implementation to inform stakeholders of the risks of new regulations and restrictions and to promote the possibilities of collaboration between them. For example, in Portugal the representative of the industry sector became more accepted by environmental NGOs and also some collaboration occurred between fisheries and the conservation sector in Portugal to improve the good environmental status.

“Beyond the planning of the maritime area itself, it is an opportunity where we can meet the other maritime stakeholders and therefore launch consultations.”

(Industry, France)



Finally, for the administration, participation is also a direct way for informing stakeholders about ongoing processes and decisions made during the preparation of the planning document. French economic stakeholders are generally satisfied with the governing body set up (named “Conseil Maritime de façade” (CMF) in French) and the work done by the administration in charge of implementation to circulate information, meet other stakeholders and express their views on the different aspects of planning such as socio-economic and environmental objectives. The observation made by the French stakeholders is also a request of the stakeholder of the two other countries which is to be informed of the state of the discussions and the calendar to follow the process of implementation.

“Participation is good in two ways, it helps to receive the inputs from resource users, and also to inform the stakeholders.”

(Administration, Portugal)

b.2. Need for more consultation

Another point that emerged during the interviews was the request for involvement and consultation in the decisions and regulations. Stakeholders asked to be informed about the objectives and the development of the Maritime Spatial Plan. Spanish economic stakeholders, for example, are seeking a consultation body for integrated management.

“There is no consultation body for negotiations with other sectors. It would be very positive if it were operational.”

(Fisheries and Aquaculture, Spain)

All insist that this process should be transparent and take into consideration their views and the ones of the citizens, starting from the very beginning of the process. They also ask that the planning documents take into account their experiences and are not solely focused on studies and expert work. It confirms their demands for a place of consultation that promotes debates and compares points of view.

“A document like this [DSF (“Document stratégique de façade” in France, name of the planning document)], is not only the work of experts, it is also to face the realities on the ground, it is to be pragmatic, it is to confront the points of view, it is to be together!”

(Maritime transport and ports, France)



In France, a parallel consultation process was set up to solicit the opinion of citizens on the preparation of the planning document. It is indeed important that the civil society gets involved in this subject and the administration puts forward the information that emerged during the public consultations.



*“After these public debates there was a lot of material to evaluate; this material, coming from citizens, is very special and unique”
(Administration, France)*

According to the conservation sector, the French process lacks consultation as they argue that stakeholders meet too rarely and that they have not been consulted enough. Environmental stakeholders also want to be better represented and asked to be consulted before the authorization of new maritime activities. They want to be involved in the evolution of activities to lead them towards sustainable development.

*“We are a member of the permanent commission but we have only one seat, so not enough compared to economic actors”
(Conservation, France)*

The French economic sectors, in opposition, deplores that the environmental objectives were developed without prior consultation.

*“Environmental objectives are elaborated by the AFB and the Direction of Water and Biodiversity”
(Maritime transport and ports, France)*

b.3. Better organization and means needed to engage stakeholders

Despite stakeholders' interests in the ongoing process, some of them regret the lack of organization of the engagement process currently being implemented. They describe it as an uncertain and impractical process.

*“It is an uncoordinated macro-reflection at the central state level.”
(Maritime transport and ports, France)*

The administration and stakeholders highlight the lack of resources to implement MSP. In Spain, stakeholders wonder about the success of this process, as there is a lack of the financial means needed to create a consultation structure and to hold meetings and workshops. Indeed, they fear a restrictive and less consensual MSP.

*“Because the administrations or structures involved do not have the necessary resources, the application of policies is more restricted and punitive rather than creating a dialogue for effective management.”
(Fisheries and Aquaculture, Spain)*

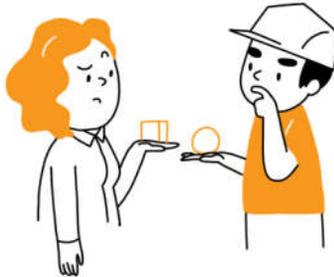
The meetings require stakeholders to move regularly in places not always close geographically. Furthermore, active participation in meetings requires substantial resources such as trained and competent people. Without these means, it is difficult to express an opinion and position of their sector interests on administrative or scientific documents on which are based the planning documents.

*“We had a meeting, with documents of over 1000 pages to read a priori to be able to give an opinion. Of course that we did not do it!”
(Tourism and leisure, France)*



At the same time, stakeholders regret a lack of clarity in the national maritime policy. They get lost between the different bodies of consultation present at the local, national and European level who can give contrary opinions.

In France, the maritime stakeholders are nevertheless voluntary and try to be represented but do not always have the necessary human resources.



*“There is a lot of consultative bodies, with scientists in each jurisdiction, which are not necessarily in agreement with each other”
(Maritime transport and ports, France)*

*“We do not necessarily have 12 800 people to send to meetings x, y, z.”
(Maritime transport and ports, France)*



Moreover, all these meetings address different issues on which it is sometime difficult for the stakeholder to take charge and position themselves. In France, according to some stakeholders, the creation of a consultative body at a new scale added an additional level of complexity in addition to a whole series of consultation bodies at the sea basin level.

Stakeholders are quite uncertain about the definition of the scale of consultation. The conservation sector, in the three countries, agrees that planning should be done at the marine level developed under the MSFD while the economic stakeholders ensure that discussions must be held at a more local level to discuss operational plans. However, stakeholders consider that these consultation approaches do not sufficiently take into account their concerns and that this absence results from potential tensions and local interests.

*“I think it [the scale of the maritime spatial plan] is too big today. There are too many people and [after a time or certain number of meetings] it becomes political forums.”
(Maritime transport and ports, France)*

Stakeholders claim that the process occurs too fast and that it does not allow the stakeholders to take ownership of the themes discussed during the preparation of the maritime spatial plan. Thus, stakeholders underline the lack of communication from the State and expect to be better informed and more trained for this kind of consultation in the future. Some French stakeholders did not feel that they were sufficiently consulted on the topic of planning.

*“As we begin to understand something, at the end, we are asked to choose the colour of the paper, the font and the colour of the ink because the mass is already called [the decision was already made beforehand].”
(Fisheries and Aquaculture, France)*

Thus, the fear that emerges is the disinterest and disengagement of stakeholders in the MSP process. Some of them are already less present and less attentive, defending their economic interests and not participating in the joint construction of a maritime spatial plan.



“More globally and to caricature, I put myself in a situation where I look at what happens and warn when the stakes of the port are likely to be touched.”

(Maritime transport and ports, France)

To summarize, consultation in the French process generally satisfied stakeholders. However, they deplore a poor organization in a very complex and disconnected process where the material and human means are lacking, particularly regarding the imposed deadline. Many think that other methods should be tried to improve collaboration in the marine environment.

“It’s often working groups and plenaries where everyone comes with these data, whenever available. There may be new ways to get people working together.”

(Industry, France)

b.4. Decision issues: who should rule, who should participate, and should everyone have the same voice?

In the interviews, stakeholders expressed their doubts about the ongoing process. Questions arised about the value of consultation for the development of Maritime Spatial Planning. For some stakeholders, the administrations that assert the will of the State should be the arbiter of the debate.

“In a sea basin maritime council [CMF in French] there is no leader, and everyone speaks whenever he wants. The State should organize a debate in an intelligent way.”

(Maritime transport and ports, France)



On the other hand, some stakeholders question the process because they get the feeling that they are not heard, that their opinion is not taken into account by the administrations responsible of MSP. Stakeholders highlight their fears that the consensus reached during the consultation may not be taken into account. At the end, they get a feeling of a lack of listening by the State and a low decision-making power which emerges from these consultation bodies that do not lead to concrete actions.

“My worries are not with the Maritime Spatial Planning, because it is an important instrument for those that have the power of decision. My fear, however, my worries, are about the options of the political power.”

(Fisheries and Aquaculture, Portugal)

The attendance of too many stakeholders is also put forward, making it difficult to take a stand and to reach consensus on all the topics discussed. Stakeholders are willing for greater representation in accordance with their socio-economic weight or their environmental interests.

“There is no balance of the political interventions of this government, between fishing and other activities, and fishing is one of the activities that generates more richness, more jobs, contributes more to the GDP [Gross internal product], etc.”

(Fisheries and Aquaculture, Spain)



The last point addressed by the stakeholders is the lack consideration of the existing national regulations in the consultation.

“Today the modalities of concertation make it possible to scrap the whole Rural Code and to ask the opinion of an inhabitant”

(Fisheries and Aquaculture, France)

Thus, stakeholders demand that the negotiations decided during the consultation have to be taken into account in the elaboration of MSP. They also expect to participate in the management of the marine environment not to just provide advice and information to the administration.

b.5. Cross border cooperation

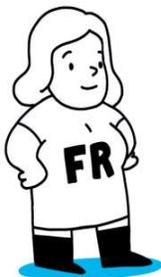
Article 11 of the MSP Directive states that *“The Member States bordering marine waters shall cooperate with the aim of ensuring that maritime spatial plans are coherent and coordinated across the marine region concerned”*. The result of the interviews shows a real interest in better cross-border coordination.

Stakeholders deplored the absence of a consultative structure for international integrated management. Some admit to being consulted on some transnational subjects by the administration but they do not meet directly with the stakeholders of the neighbouring countries. French stakeholders did not develop international cooperation in the institutional process of stakeholder engagement.

“The transboundary side, that has been ignored, completely ignored and not at all developed in the consultation.”

(Fisheries and Aquaculture, France)

On their side, the representations of the administration underline the importance of a cross-border dialogue to articulate and harmonize the planning documents with the aim of a better coherence.



“Coordination with the neighbours is necessary to harmonize the documents with them”

(Administration, France)



There is a will to set up a well-organized cross-border forum on a regular basis as the interest of stakeholders is to be able to manage conflicts between activities on a larger scale. Economic sectors, such as industry, have a will to interact with government representatives on development opportunities at a larger scale.

“I think a permanent stakeholder discussion forum might be a good idea as long as there is someone to lead and prepare the forum.”

(Maritime transport and ports, Portugal)

The conservation sector, as well as the fishery sector, emphasize the need for a transboundary approach to managing space and resources, given the unique openness of the marine environment. The conservation sector wants to create transboundary marine protected areas that will allow cooperation in the management of environmental space.

*“There is a common goal and therefore the cross-border states have to collaborate”
(Conservation, Portugal)*

Lastly, greater dialogue between cross-border countries will improve exchange as well as data and knowledge sharing (environmental data, development possibilities, feedback, etc.).



*“We also rely on these feedbacks to improve the impact assessments. It is rather from this point of view that we could have cooperation.”
(Industry, France)*

However, one of the main issues highlighted for cross-border cooperation between countries is the language barrier. As a result, some stakeholders have virtually no relationship with neighbour stakeholders, while some stakeholders are rather international. For instance, in the consultation in France, volunteer retirees represent yachting in their federation(s), while the maritime industries are represented by unions specially accredited to bring the interests of the sector to national and international meetings and councils. The representations are therefore unbalanced to be represented internationally.

*“There is a language barrier and cultural differences”
(Tourism and leisure, France)*

Spanish and Portuguese stakeholders seem to collaborate a lot with one another, particularly in the conservation sector, with NGOs in the two countries that interact very much with each other. The industrial sectors emphasize that it is often the same companies that represent the sector in the three countries. Fishery and shipping stakeholders meet together in European and international forums on sectoral issues. The interest of stakeholders to exchange on management practices and methods between countries is relevant. At the sectoral level, consultation bodies have already been set up to allow cooperation.

*“The French are very interested in what we do in our waters and vice versa.”
(Administration, Spain)*

c. Environment and conservation

The following part presents different perspectives on marine conservation among different sectors, such as administration, industries, maritime transport and ports, fisheries, NGOs, etc. The common vision in the MSP process of the marine environment as well as conflicts between different sectors concerning environmental issues are presented and analysed. It has been underlined by the economic sectors that socio-economic objectives are not sufficiently addressed while the conservation sector argues that environmental objectives have been put into the shadow. What are the main orientations of the MSP Directive? And who is right in this common dilemma?

c.1. Evolution of perceptions on marine conservation

Among economic sectors, changing perceptions on the marine environment have been observed during the interviews analysis. Some stakeholders have understood the value of the marine environment for the sustainability of their activities. This evolution of perceptions has been observed among fisheries and transport sectors, which are willing to collaborate and make efforts for achieving a good environmental status.

In all three countries, positive examples of cooperation between environmental non-profit organizations and fishermen have been observed. Fishing is a traditional activity, which has prevailed in the area for many years and its existence depends directly on the good environmental stake, therefore it is in their interest to use sustainably marine resources.

Managers of marine natural parks in France have been working constructively with fishermen on the elaboration of the management plan aims. Fishing methods have been identified in different areas of the park (gear, species, etc.), which included working with maps to identify potential pressures on marine ecosystems. Some examples of dialogue with the fishery sector have been observed in Spain, where some fishing areas have been closed by mutual agreement with the fishermen. Moreover, there is a collaboration with fishermen for collecting marine litter on the Spanish coast. Cooperation between conservation sector and fisheries has been mentioned also in Portugal.



“If there is someone worried about preserving the environment, this person is the fisherman because he is more interested in the future and on the sustainability of his activity”.

(Fisheries and Aquaculture, Portugal)

For the last couple of years, a number of regulations have been implemented aiming at mitigating environmental problems of the transport sector. Some efforts have been made by the transport companies to put in place measures to avoid collisions with dolphins or whales. At the international level, regulations have been implemented to reduce atmospheric emissions, such as MARPOL VI³. In France, representatives of the maritime transport and ports are engaged to make efforts for the marine environment conservation. In Spain, the transport sector has acknowledged an impact of its activity on the marine environment and is ready to take actions to mitigate them.

“We are continuously trying to improve the environment, and we are trying to be proactive concerning the environmental issues”

(Maritime transport and Ports, France).

³ MARPOL Annex VI, “Regulations for the Prevention of Air Pollution from Ships”, was adopted by the 1997 Conference of the Parties to the MARPOL Convention.

There are some measures put in place to protect the environment when maritime activities are planned. Achieving good environmental status is a priority objective of MSP for the European Union. The goal is set for the Member States to maintain and achieve good environmental status (GES)⁴ by 2020. At the country level, environmental measures have been implemented as well. Some zones have been identified with strong environmental vocations, which have some specific environmental objectives and may be closed for developing economic activities (the new developing activities, but also the further development of the existing ones). The measures that have been implemented have some positive outcomes. According to the fisheries, environmental indicators demonstrate that fish stocks are relatively stable in France:

“Look at what happened in the 50s and 80s, then we could talk about over-exploitation. Today in Europe it’s more complicated, I think, to talk about overexploitation”.

(Fisheries and Aquaculture, France)

In spite of these quite positive perspectives for the marine environment, some economic stakeholders recognize that harming the marine environment is inevitable and that the environmental impact should be measured. Economic actors believe that the main causes of the marine environment degradation are related to external factors rather than to their own activity.

Ship owners consider their activities to be far beyond the coastal zone and, therefore, do not believe to have an impact on the coastal environment. Fishermen believe that environmental problems are caused by more global issues, such as climate change, rather than their activity on a local scale. Moreover, the fishery sector underlines that some scientific research need to be done to measure an environmental impact for maritime transport.



“When a resource is under pressure, this is not related [always] to fishing, but to other environmental questions, such as climate change”.

(Fisheries and Aquaculture, Portugal)

The industrial sector assumes that the problem runs deeper than one might assume, it lies in the actions of our generation, since we all like fish and will continue eating it. The industrial sector in Spain refers to its activity as “perfectly compatible and sustainable”, but agrees that the environmental impact needs to be measured.

c.2. Variety of perceptions in MSP about the environment

According to the conservation sector, MSP’s main aim is to preserve, while economic growth is not a priority. Environmental needs are identified and are in coherence with the main economic activities. In this respect, integrated management is needed when human activities are managed and regulated.

“Preserve means to reconcile and integrate the activities”.

(Conservation, France)

⁴ The environmental status of marine waters where these provide ecologically diverse and dynamic oceans and seas which are clean, healthy and productive (Article 3 of the Marine Strategy Framework Directive).

However, for some representatives of the conservation sector, environmental issues are not sufficiently addressed in MSP. Some assume that the focus of MSP is on developing economic activities rather than on environmental protection. Some NGOs believe that MSP can be risky if it allows a development of activities without really taking into account good environmental condition.

“We are fooled a little bit about the planning exercise, which is an exercise in which we put a lot of emphasis on the planning of economic activities, but we forget the environmental part”.

(Conservation, France)



There is a fear among some stakeholders that the environmental objectives are put into the shadow. Moreover, one of the criticisms of the environmental objectives is that they are unclear and are addressed later in the process than socio-economic objectives.

In contrast to the conservation sector’s point of view, some economic sectors consider that the vision of the state is very environmentalist. The fishery sector acknowledges that there is no constructive dialogue with the environmental actors. During the meetings, their interactions focused mainly on restrictions for the fishery sector.

“The problem is there: [...] one excludes the man from the ecosystem, and that bothers me because it is unacceptable! We are nevertheless one of the major players in terms of interactions with marine ecosystems”.

(Fisheries and Aquaculture, France)

There are contrasting opinions concerning the objectives in MSP. Some economic sectors notice that there is a misbalance between environmental objectives and socioeconomic objectives. For economic sectors, environmental objectives are much more precise, as they have been transferred directly from the MSFD, while the socioeconomic objectives are rather general. A number of representatives of the industry sector in France and Portugal argue that it is simply impossible to conciliate socioeconomic objectives and environmental objectives in the same area. The fishery sector feels “stigmatized” as a considerable number of environmental objectives concerns fisheries.

“I don’t even understand how these environmental objectives can come out of the Ministry!”

(Fisheries and Aquaculture, France)

According to some stakeholders, economic objectives are quite unclear and there is a difficulty to take ownership of them. There is a lack of knowledge on the marine environment among some economic sectors regarding defining and embracing the environmental objectives. Besides, it is challenging to achieve the indicators that are set for each economic sector. The goals that are set are too idealistic according to some industries.



“Read the environmental objectives, damn, you have to read those three times to understand what they are about”.
(Maritime transport and Ports, France)

c.3. Tensions between the conservation sector and the economic sectors

Numerous interviews have demonstrated that one of the main challenges of the MSP process in the three countries is a certain level of misunderstanding between environmental actors and economic sectors. There are a number of reasons leading to tensions and misunderstandings between environmental NGOs and economic sectors. A number of stakeholders have come to the conclusion that there are more restrictions than dialogue for a sustainable co-existence of activities in the marine area.

There are restrictions that are put in place in protected areas, which leads to numerous conflicts. For example, wind farms are not allowed on the territory of MPAs (Natura 2000 sites). Some restrictions are put in place for the leisure sector to enter the territory of the reserves. These rules concern also industries and the maritime transport, which fear that their activities will be impacted by these regulations.

However, an existing activity is not (always) going to be excluded because a marine protected area is installed. So-called traditional activities, such as fishing, shipping, and aquaculture pose some problems for conservation, since these are the activities that do not apply “the avoid-reduce-compensate sequence”. Common conflicts between industry and conservation sectors include marine aggregates extraction, research and exploitation of hydrocarbons, deep sea mining, etc. Nevertheless, some NGOs express their position as not being against economic development, but rather standing for long-term protection of a number of areas.



“We support the development of marine renewable energies, after we are sure, of course, that it is not done anytime, anyhow and anywhere”.
(Conservation, France)

The fishery sector is the most conflicting sector with the other activities as it is most sensitive to different types of area occupation. There are some tensions of fisheries with some NGOs concerning environmental issues, such as protection of cold corals, cetaceans and seabirds' areas and Natura 2000 sites. Therefore, the fishery sector feels as being « the black sheep », in conflict with other sectors, which is the case for the three countries.



“Everyone is against fishing, and the fishing is against everyone”.
(Fisheries and Aquaculture, Portugal)

Moreover, some other sectors feel some unfairness with respect to their activities. The maritime transport sector in France mentions « some dishonesty » in the MSP process and proposes to share good practices with other countries. Some industries believe that there are other sectors which have more impact on marine environment. However, there are some criteria, like a high level of employment, that mitigate the regulations applied to their activities.

c.4. Towards sustainable development of marine ecosystem

In order to mitigate conflicts of use and construct a dialogue between resource users, there are a number of expectations expressed by stakeholders.

Firstly, there is a need for a more global vision on marine environment. The environment has no borders; therefore a regional approach to its protection is needed when neighbouring countries agree on common measures to put in place to provide sustainable development of a particular region. It implies creating a marine protected area in the “grey zones” and cooperation between countries for sharing good managing practices.

Secondly, there is an expectation from some stakeholders to improve knowledge about marine ecosystems and species in order to appropriate and apply in a better way environmental objectives. Besides, the lack of information about the marine environment leads to the problems of implementation and it becomes challenging to evaluate potential impacts.

“We can occupy an area [...] and probably we will divide an important space to some species, and we cannot evaluate this yet, because we don’t have enough information, and that’s a problem”.

(Industry, Portugal)

Thirdly, cumulative impacts need to be measured. Evaluating the impacts of economic activities can contribute to good environmental status. Indeed, economic sectors agree with this fact, but believe that a global vision is needed rather than addressing issues separately.



“We can only agree on the fact that we need to improve biodiversity at the global level, but the targets must be sustainable and we need to have a much more global vision than going point by point”

(Industry, Portugal).

At last, there is a need for land-sea exchanges. There is a need to promote discussions with terrestrial actors since a number of terrestrial activities have impacts on the marine environment. For this, a coordinating framework is missing. It can be challenging in administrative terms to start discussions since there are numerous terrestrial and maritime stakeholders involved.

“We must have on the boat all the people who are on the ground”.

(Conservation, Spain)

c.5. Concluding remarks

In this part, perceptions on the environment have been analysed among different economic actors. It can be concluded that various actors acknowledge a need for environmental protection and supporting policies aiming for environmental protection. Nevertheless, they are arguing that their activities are not the main cause of environmental issues. Secondly, the role of the environment in MSP has been addressed. Conservation sector has a fear that the main focus of MSP is rather on developing economic activities and that environmental issues are not sufficiently addressed. At the same time, economic sectors have a hard time implementing environmental objectives. Finally, stakeholders expressed their expectations towards a sustainable development of the marine environment. This includes a more global vision in addressing environmental problems, a need for scientific knowledge and an evaluation of cumulative effects as well as integrating terrestrial actors in the MSP process.

d. Towards blue economy: Stakeholder conflicts and cooperation

According to statements received from stakeholders, the MSP aims in particular to promote sustainable development of offshore activities. In this last part dedicated to the economic component, stakeholders' expectations of the MSP process are detailed, as well as their interest in conflicting aspects for space and finally the fears of a potential increase in regulations and restrictions.

d.1. MSP to improve economic development

Economic stakeholders and administrations describe the marine environment as an under-exploited area with significant potential for economic development. The Directive is thus seen as a tool for diversifying and intensifying the development of activities at sea. Maritime stakeholders express their desire to create a common framework.

“MSP can promote also one industry... one ocean industry, or a blue economy, that aims to conserve and generate richness in a sustainable way.”

(Administration, Portugal)



Economic stakeholders want a clear regulatory framework to which everyone could adhere and which would facilitate administrative procedures and allow the establishment of new activities.

“MSP is an opportunity, because it allows everyone to know the rules. Especially for those that are initiating an activity in the maritime space.”

(Fisheries and Aquaculture, Portugal)

Stakeholders' main expectation of MSP is to have an integrated vision of the marine environment in order to identify the sources of tension and the opportunities for cooperation. The marine environment provides the opportunity to develop several activities in the same area. Thus, stakeholders promote cooperation for a better cohabitation of activities at sea as it happened during the French consultation process.

“What is important is not to say: everything will be fine. It's to say: all will not be ok, there will be difficulties, that's for sure because it is mayhem at sea, but by working together we can learn how to anticipate it.”

(Industry, France)

In the three countries, the main demands are to be able to organize all the maritime activities between them and reconcile them with their management objectives, whether they are areas used by the national defence or marine protected areas.

“Today, it is important to organize activities taking place at the sea”.
(Conservation, Spain)

Stakeholders insist of their need to identify in the long term, the areas that will potentially be restricted or in which they will be authorized under some conditions. The development of maritime activities is also function of the social acceptability of the populations living along the coast. For offshore industries, considered as new activities at sea, MSP is an opportunity to have a good perception of the areas in which they can develop their activities.

“It is necessary to realize what we can or cannot do. Where can we make this conciliation of uses, where it is important and even limit the development of the renewable energies/energy sector, for example.”
(Industry, Portugal)

Stakeholders insist on the need for a planning document that is adaptable to future developments and that defines areas large enough to allow a potential development over time, taking into account the interests of each, to facilitate the cohabitation of uses. This imprecision in the planning documents results to a will of the so-called "new" activities that are not yet installed (windfarms, for example) and the uncertainty on their activities. Conversely, the so-called "historical" activities, such as fishing or shipping, will have to evolve and adapt in the medium and long term to new activities (marine energies, yachting, etc.), restrictions about resources and political will (environment, energy transition,...).



“It's complicated to call for other areas considering that we have not yet built our wind farms”
(Industry, France)

“Fishing is a historical activity that will never disappear for me. It will change but it has an extraordinary capacity for adaptation. It has gone through crises and has always adapted.”
(Fisheries and Aquaculture, France)



To summarize, stakeholders' expectation of MSP is to promote sustainable development of maritime activities and facilitate the dialogue between them. Thus it will allow them to find compromises for a better cohabitation.

d.2. Tension between activities

Stakeholders already working in the marine environment ensure that intra-sectoral management exists naturally and can limit conflict by finding arrangements. For them, the national and European scale is not the most appropriate one for resolving spatial conflicts related to different uses.

“We do not experience this competition between activities, but we see that what is missing is to be clear about the priorities.”
(Industry, Spain)

Determination of tensions between "historical" mobile activities and "new" set activities was enabled by the analysis of different quotes about the tensions between activities. On one side, activities already in place, historical activities, want to ensure that they will keep their space. The fishing industry, for example, is eager to adapt and cohabit with new activities only if it does not make them lose areas for their activity. The shipping sector also insists on keeping the maritime route like the Port sector wants their dredging authorizations.



"As a major user of the maritime space [fishermen] it is necessary to ensure that the new players do not compete in an area that can be rich in fish resources."

(Fisheries and Aquaculture, Portugal)

"For our activity [as ship-owners], the passage of a ship carrying goods (...) must have freedom of movement."

(Maritime transport and ports, France)



On the other side, offshore industrial activities such as marine renewable energies, oil exploitation or marine aggregates extraction require authorizations before the development of their activity at sea. New activities are subject to several conflicts. The installation of fixed infrastructures (wind farms or offshore platforms) imposes a restriction zone for other activities such as fishing, yachting or shipping.

"Navigation has to be excluded [of wind farms], along anchoring in the bottom such as fishing. There is also a need to define a perimeter of safety that has to be drawn around these areas, precisely for visibility reasons, for safety and security reasons."

(Industry, Portugal)

Some projects may also be compatible with fishing areas. If fishermen agree to adapt and to cohabit with new activities, these must, however, find areas that do not impact too much professional fishing. In France, the fishing industry is opposed, for example, to marine aggregates extraction by justifying the risk of a reduction in fishing resources, calling upon the issue of turbidity generated during extraction operations.

If cohabitation is necessary, it nonetheless may impact some activities. For example, maritime industry specifies that a cohabitation measure such as the alignment of wind farms and the elongation of the cables generates an additional operating cost and decreases the potential productivity. Despite this, they are in favour of discussing and adjusting their activities in order to better reconcile different activities.

"We make an effort to facilitate this coexistence of activities. It's a financial issue, but we can more or less adapt [in terms of the spatialization of our activities]"

(Industry, France)

In Spain, the industry sector suggests the compensation of stakeholders affected by the development of his activity in case of non-reconciliation uses.



“If you cannot work [speaking about fishermen] it is logical that I compensate you. I compensate you for this activity that you cannot develop anymore. In places where the activity has developed historically, the relationship with the environment [scenario where all actors develop the activities] is very good.”
(Industry, Spain)

These problems stem from the presence of several resources involving different activities in the same area. Thus, fishermen rely on living resources, the marine renewable industry sector depends upon the presence of winds and an appropriate depth, while other industry sectors need marine aggregates or oil. From there, the discussion must focus on evaluating if cohabitation is possible and, otherwise, on which of the activities may be prioritised.

“We must highlight the interest of our activities so it is recognized, and the resource upon which we depend or the access to this resource is not engraved by the implantation of other activities.”
(Industry, France)

Regarding the statements made, most of the tensions are concentrated in the coastal area. Offshore, the area is larger and the activities are rarer except for fishery and shipping activities, despite some predicted future offshore development of activities.

“The development today is going to be done mainly offshore with, without a doubt, new techniques are available. Finally, for the professionals here, it will be new techniques [to implement], larger financial means to put in place.”
(Fisheries and Aquaculture, Portugal)

The main conflict in coastal areas results from the density of activities, mainly opposing yachting and tourism activities to other sectors including the (conservation of) environment. It is around ports that the tensions are more significant, as over-frequency of the sites can impact the maritime traffic. Another potential source of tension mentioned will be with the offshore aquaculture projects.

“In commercial ports, recreational boaters move as bicycles and motorcycles move in the Madrid traffic, that is to say, anyhow.”
(Maritime transport and ports, Spain)

Coastal populations and tourism sector protest against any development of maritime activities because the necessary infrastructure for the development of these may be disturbing to their enterprise. This shows a problem of the acceptability of these maritime activities.



“When we get closer to the coastal area, we have conflicts with cities usually. For example, if we want to build a port in a certain place where there is a tourist resort or anything, obviously there we will conflict. But it seems to me that all of this is frankly possible to be worked out, on coordinated way.”
(Maritime transport and ports, Portugal)



Cross-border tensions may also exist, particularly in the fishery sector in the waters of the Bay of Biscay.

*“It is not uncommon to have local boats that complain because of the Spanish presence in our areas”
(Fisheries and Aquaculture, France)*

These one-off tensions do not reflect a global trend and often happen on a small scale, but these kinds of conflicts are indicative of the tensions occurring in the marine environment and the will of stakeholders to see MSP as an opportunity to diminish the number of conflicts among them.

*“The conflict of use will always exist.”
(Industry, Portugal)*

d.3. Fears and apprehensions of increased restrictions and prohibitions by MSP

The economic sector is relatively present and available for the implementation of MSP to defend their interests and limit the regulations that will impact their activities. For many sectors, this Directive helps to guide the economic development. The conservation sector points out, for example, that the Directive mentions sustainable development of maritime activities. It expects the current activities as well as the new activities to take into account the environment in their development strategy.

*“For the new activities that are installed there should be compatibility with environmental issues”.
(Conservation, France)*

The different restrictions already present are sources of tension for the stakeholders because the latter applies in a sectoral way. Some stakeholders point out that MSP is elaborated based on the State priorities. For instance in France, marine renewable energies seem to have more visibility than other economic sectors. Stakeholders overall consider regulation as unequal. The fishing sector estimates that the transport activity is less regulated. The port manager, for its part, feels unheard considering their objectives.

*“Port sector is not taken so much into account”
(Maritime transport and ports, France)*

The fishing sector highlights the fact that some activities own an occupation title in the marine environment while the fishery sector does not. In France, stakeholders point out that the marine renewable energies industry is favoured in the French process by a strong political will of energy transition. It is generally patent that each activity sector including the community considers itself to be less listened than the others.

*“So sectors that already have regulations, which already have all kinds of support to develop their activity, have much more advantage than those who arrived now and say “we also want to come here”.
(Industry, Portugal)*



*“There are some sectors that are not so regulated. This is unfortunate because we notice that there is a different application of the rules depending on whether you are a private or public sector”.
(Fisheries and Aquaculture, Spain)*



The historical stakeholders are concerned that, poorly managed, the accomplishment of MSP could generate privatization of the maritime space and lead to the expropriation of some activities. This is also the case of the shipping sector, which is worried about the loss of marine space, which no economic stakeholders want.

“The perverse effect or the drift [of Maritime Spatial Planning] would be to want to get everything into boxes because eventually, it would almost look like deprivation of liberty”.

(Fisheries and Aquaculture, France)

Economic stakeholders perceive adversely the European directives which, according to them, essentially lead to restrictions. Thus, one of their expectations is that MSP contributes as a tool of dialogue between the different maritime stakeholders to find agreements on the space they need at sea.

“There are more restrictions and there is no dialogue for sustainable coexistence of activities in the marine environment.”

(Fisheries and Aquaculture, Spain)

They also insist that an increase in regulations will not improve relations between activities and eliminate environmental conflicts.

“It is not because we have more legislation, more protection statuses or strategies that things work better. From the theoretical point of view, MSP can contribute positively to these public policies, from the practical point of view I don’t know.”

(Maritime transport and ports, Portugal)



“The blue economy focuses on discussion, but the goal is to get the greatest economic benefit.”

(Fisheries and Aquaculture, Spain)

They expect that their sectoral strategies, often already in place, will be taken into account in the development of MSP. If restrictions occur, stakeholders estimate that sufficient time must be established to implement these restrictions without compromising their activity.

“In the event that this new regulation is inevitable, there should be a reasonable transition time so that everyone can be informed.”

(Industry, Spain)

Stakeholders are still confident about the long-term development of their activities. They emphasize their enthusiasm to adapt to other activities and possible restrictions.

“The area for aquaculture is very close to the harbour. It’s a space in which you could navigate before and now you can’t or it will be more complicated. But in the end, we will adapt. We adapt to everything.”

(Fisheries and Aquaculture, Spain)

3.1.4. Discussion

a. Methods

If the use of qualitative analysis perfectly fits to the needs of the study, the small sample (47 interviews) does not produce a quantitative analysis more successful than the chronometric analysis proposed here (See 3.1.2.b Chronometric analysis, the French case study). The reduced number of interviews (15 per country) is the result of a set of constraints, mainly related to the lack of human resources to carry out, in Spain and Portugal, process and analyse the interviews and the calendar (interviews carried out mostly during summer).

Despite the definition of a common methodology, there is a bias in the production and pre-processing of interviews that have been conducted by 3 different teams. The partners in each country chose stakeholders to interview. Therefore, stakeholders can be different for a same category depending on the country. Thus, the “offshore industry” category is different according to the countries. For France, “offshore industry” includes the extraction of marine aggregates and renewable energy, whereas in Spain it is oil and gas exploration and exploitation. The administrations interviewed were also different. More stakeholders coming from the private sector were interviewed in Spain and in Portugal. France is less concerned because private sectors are not directly involved in the process and are represented by associations or unions.

Added to this is the bias related to the translation of Spanish and Portuguese quotations into English to facilitate their analysis, which can lose substance and lead to unequal treatment of the original data.

The classification of the sectors of activities in seven categories could have been more adapted to the professional categories. The analysis reveals tensions between fixed and mobile activities. However, outside the same category can be found both kinds of activities. For example, fishing and aquaculture, or shipping and ports: these activities were described together, which made the analysis more complicated. The offshore industry category involves very different activities. Oil and gas exploration and exploitation or aggregate extraction do not have the same tensions and criticisms as marine renewable energies.

The categorization choices are specific to the study and have structured the final analysis of the interviews, and have also allowed the preservation of the stakeholders’ anonymity. In fact, too specific categories for some activities would have directly targeted a particular type of company or a particular representative.

The survey conducted under the component 1.3.5 “Improving stakeholder engagement” fed the other components of the project, in particular the “Spatial demands and future trends for maritime sectors” component (C.1.3.2). In that case, the methodology associated with the definition of the topics of maintenance and encoding was adapted to the needs of gathering information on the topic “future trends” and “spatial demands”.

b. Analysis

The analysis produced is intended to be transversal and common. It highlighted the specificities and the convergences of the OSPAR IV maritime stakeholders' points of view on the same subject. It highlighted the actual differences in the implementation of MSP across the three countries. As the process is already underway in France and Portugal, the stakeholders had a stronger criticism (positive or negative) about MSP. The Spanish stakeholders were more demanding of information and engagement about a process that is in its initial phase.

The verbatim database reflected the main tensions, expectations, and perceptions of MSP by the interviewed stakeholders. Though, there are some ambiguities with antagonist quotes that were sometimes difficult to interpret. Moreover, some examples quoted by stakeholders were not so different from one stakeholder to another, regardless of countries and economic sectors.

On top of that, one of the challenges was to interpret the quotes and being able to sum up and give a general opinion reflecting a point of view of all the sectors. Stakeholders supported the interests of their activities, therefore information are presented under a certain angle. It was observed that the French stakeholders expressed more critical opinions about the MSP process, while the stakeholders from Spain and Portugal were more neutral in expressing their points of view.

It can be concluded that the information collected during the interviews is a unique source allowing us to compare different opinions and to identify the needs of all the sectors. That information can contribute to improve MSP practices on a national level and foster cross-border cooperation.

3.1.5. Conclusion

The implementation of the MSP generates concerns within the three countries, but also many questions, expectations, criticisms, etc. Of course, stakeholders do not share the same vision(s) but there are some common points of view within the OSPAR IV area. MSP generates many expectations, in particular about the coherence that a supranational European policy can bring in terms of homogenization and harmonization of regulations. In a cross-border context where sectoral issues are often common, the expectations for cross-border cooperation are strong. By introducing a cross-sectoral legal framework based on several sectoral policies, MSP can be a good opportunity to improve the coherence of the regulations and European directives issued at national level. Another important expectation of MSP is the need to share and improve knowledge to create a solid basis that can support decision-making.

In the three OSPAR IV countries of the SIMNORAT project (France, Spain and Portugal), MSP is at a different implementation step. However, all the stakeholders and all the sectors agree on the need to have a common base (knowledge, legislation, etc.) for sustainability and protection of the environment. While the stakeholder engagement process exists within the three countries, it must be improved in order to allow each stakeholder to participate in the discussion on an equal level (financial, human, technical, etc.). Stakeholder engagement mechanisms need to be better integrated into the implementation process from the beginning of the process. To function effectively, the MSP process needs a better sectoral structuring and greater economic predictability.

3.2. Workshops

The multisector participatory workshops brought together, for a limited period, a set of stakeholders (decision-makers, scientific experts, union representatives, elected representatives and presidents, association members, etc.) in order to discuss an issue or a specific political topic. This type of workshop usually allows the identification of potential problems or conflicts and suggests solutions to address them (Van Den Hove 2000).

The approach adopted for the SIMNORAT project was to gather around the topic of MSP a set of stakeholders, representatives of various sectors of activity, the administration members in charge of the implementation and representatives of the environment, regardless of whether they are members of non-profit organizations or of the administration in charge of the preservation of the environment.

With an average one-day duration, these participatory workshops were also an opportunity to test a new method of stakeholder association through “focus groups”. More limited in the number of participants than the participatory workshops, the “focus groups” brought together a small group of stakeholders around a facilitator, who encouraged them to express themselves and discuss on a more specific topic. This type of workshop is generally used to promote discussions between different levels of expertise in order to offer solutions for conflict and to share knowledge and points of view between stakeholders. Different types of supports can be used in the “focus groups”, such as documentary material (maps, photography’s, etc.), computer (modelling system, interactive software, etc.) or spare (post-it, table, etc.) (Van Den Hove 2000).

Backed by multisector participatory workshops, “focus groups” were organized in the three workshops implemented during the SIMNORAT project. The variables of adjustment were the available discussion materials (maps and written documents vs. post-its) and the topics being debated (stakeholder engagement process vs. stakeholder engagement in cross-border context).

3.2.1. Methodology

Three workshops of two different types were implemented in SIMNORAT’s project:

- Two cross-border workshops (France-Spain and Spain-Portugal);
- One national workshop (France).

The cross-border workshops were organized in order to identify cross-border cooperation opportunities. The aim was to bring together transboundary stakeholders to identify the potential common issues and specificities of each country and to introduce the implementation of a cross-border discussion forum that could support the implementation of MSP.

The national workshop was organized in France in order to gather opinion and feedback from the participants on the stakeholders’ engagement mechanisms implemented by MSP and cross-border cooperation opportunities. Through the comparison of the results of the different “focus groups” (post-it workshop), the objective was to observe if the stakeholder remarks can be limited or not by the cross-border context and the associated language constraints.

a. Cross-Border workshop: France – Spain

The objective of this multisector participatory workshop was to bring together representatives of various economic maritime sectors and representatives of the environmental conservation sector who have an interest in the MSP process in both countries. The number of participants was fixed at 20 people per country to reach a maximum of 50 participants, including members of the animation teams. “Focus groups” were backed by the participatory workshop to allow each participant to express himself freely and to share his needs, fears, opportunities and/or issues with representatives of other sectors and the project team. Three “focus groups” were set up before the workshop in order to have homogeneous groups (example: distribution of representatives of the fishing sector in the three groups and not regrouping them within the same one). The distribution criteria (nationality, gender, organization and function) were applied as far as possible according to the number of participants in the workshop in order to reach groups of 7 to 12 people maximum (excluding the animation team).

In order to allow everyone to express themselves in their native language, interpreters were present in each “focus group” to ensure the understanding by all the participants of the exchanges.

The workshop’s main theme was about the "issues, opportunities and challenges of the MSP in the Bay of Biscay". The subjects of facilitating information, gathering and organizing debate were discussed in more detail within “focus groups”. The type of support used was spare. Participants were invited to have an open discussion structured by a set of key points and post-it writings in response to the following four questions:

- What are the needs, problems, opportunities of maritime activities for their economic development?
- What are the needs, problems, opportunities to make blue growth compatible with the good state of the environment?
- What are the priorities in the Bay of Biscay?
- What solutions can be found to solve these problems and how marine spatial planning can contribute to their implementation?



These four topics had to be discussed so that each stakeholder could expose their visions and highlight their perspectives. Each contribution was written on a post-it and shared with the group before being displayed and translated. An animator led the session and debates. One or two assistants ensured the written translation of the post-its so that everyone could have the same understanding, while there was also an interpreter to ensure the oral translation of the discussions.

Each subject was discussed on average between 30 and 45 minutes. If the general methodology was common (use of post-its in response to the four same questions), the session organization changed from one “focus group” to another depending on the animator and the level of participation (Table 10).

Table 10. Stakeholder engagement methodology applied to the three “focus groups” (France-Spain workshop).

Highlight the common and divergent methodological points in the different focus groups for the cross-border workshop between France and Spain.

Focus Group 1	Focus Group 2	Focus Group 3
After the presentation of the participants, they were invited to note and present, if necessary, their key ideas on post-its to answer the first question. In agreement with the participants, the post-its were grouped according to the main topics.		
At the end of the discussions or the allotted time, the participants were invited to think about the following questions on post-its of different colours.	At the end of the discussions or the allotted time, the participants were invited to think about the second question on post-its of different colours.	
	Different “common” topics were identified in agreement with all the participants	
	In response to the third question (what are the priorities), participants were asked to “vote” for the themes that seemed to them to be priorities in the Bay of Biscay with a limit of 3 post-its per person. After justifying their choice, the main topics were discussed to propose concrete solutions in response to the fourth question.	

After the focus groups session, a plenary session was held where the chair of each focus group summarized its main conclusions. All participants were invited to continue the discussion.

b. Cross-Border workshop: Spain – Portugal

The workshop’s aim was to contribute to cross-border cooperation on MSP through the involvement of stakeholders from different maritime sectors with interests in the case study area (Galicia Bank & Vigo and Vasco da Gama Seamounts). The participants discussed, in small groups, the potential interactions (synergies, conflicts, etc.) between activities, resulting from the hypothetical implementation of a transboundary MPA between both countries. In addition, the workshop helped to identify knowledge gaps and stakeholder requirements between the Galicia Bank (Spain) and the Vigo and Vasco da Gama Seamounts (Portugal). These elements were needed to carry out the project of a transboundary MPA.

The workshop brought together stakeholders from Spain and Portugal around 6 maritime sectors with potential interests in the study area: conservation; research; fisheries; navigation; energy and mineral resources and renewable energy.

To facilitate the gathering of information and the organization of the discussion, this hypothetical transboundary MPA was discussed in more detail within the “focus groups”. The type of support used were factsheets of each sector of activity (3 sectors per focus group). For each one of these uses, the factsheet contained information about the status and distribution of the activity and its potential expansion in the future (both in Spanish and Portuguese) and it was distributed at the beginning of the session. Four focus groups were set up with 2 participants from 2 different sectors and, since the case study addressed the establishment of an MPA, research and conservation were considered crosscutting fields, and therefore they were represented in all groups. Also, together with the stakeholders from different interest groups, two people from the project (1 moderator and 1 facilitator) and a representative from the organization (Technological Center of the Sea – CETMAR) acted as facilitator and rapporteur, respectively. Representation of each country in all “focus groups” was assured to maintain the equitable participation.



The working sessions scheduled for the focus groups were divided into two exercises.

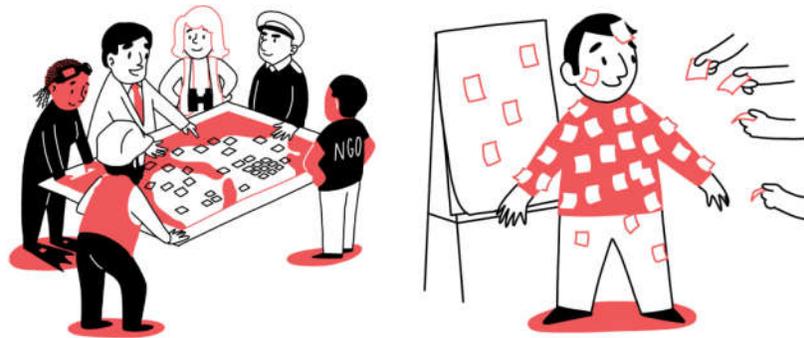
The first one consisted of an evaluation of the information provided for each sector, so that the stakeholders could complete information and identify possible relevant agents not represented at the workshop. Then, all the participants were urged to identify possible conflicts and synergies between uses that might arise in the area, as well as gaps in knowledge that might hinder or make spatial planning and decision-making difficult. These items were transferred to a panel using adhesive cards to synthesize the conclusions of each table and organize them into three groups: conflicts, synergies and gaps. The participants also had their activities (fisheries, renewal energies, etc.) mapped on transparencies, which allowed them to make notes and draw on the maps, as well as to overlay the information of different sectors. In this way, each sector could represent graphically their interests in the study area and identify synergies, conflicts and gaps.

The second exercise consisted in finding solutions for the identified conflicts. In addition, activities' transparencies were interchanged between tables to identify spatial requirements of interest groups not represented at a specific "focus group".

After the second exercise, a plenary session was held, where the moderator of each working group summarized their main conclusions. Finally, in the wrap-up session, CETMAR listed all the conclusions coming out of the different round-tables.

c. National workshop: France

The objective of this multisector participatory workshop was to bring together representatives of various maritime sectors and the environment of the Atlantic coast who are more or less involved in the stakeholders' engagement process implemented for MSP. The number of participants was set at 21 persons to be able to animate a session of the "MSP challenge" serious game, tested during this participatory workshop.



The workshop's main theme was about the "issues, opportunities and challenges of MSP" and was backed up with a post-its session (seeking more precise results). Participants were invited to have an open discussion structured by key ideas shared with post-its in response to the following three questions:

- What are the challenges of a good articulation between economic development needs and the conservation of the environment within MSP?
- What are the conditions for a good involvement of stakeholders in the MSP process?
- What are the needs for international coordination?

These three topics were discussed so that the stakeholders could expose their visions and highlight their perspectives. An animator led the session and debates. Each subject was discussed on average between 15 to 20 minutes.

3.2.2. Results

a. Cross-Border workshops: France – Spain

Organized by AZTI and AMURE in partnership with CEDEX and AFB, the cross-border workshop between France and Spain took place on the 2nd of October 2018 in Irun (Spain). It brought together 37 stakeholders representing a large diversity of maritime economic and environmental sectors from the following regions: Nouvelle-Aquitaine (France), Asturias (Spain), Cantabria (Spain) and Basque-Country (Spain) (Table 11 & Appendix 6.5).

Table 11. Organizations present during the cross-border workshop between France and Spain.

Synthesis of organizations represented by sector and by country during the France-Spain cross-border workshop excluding animation team.

Sector	Bodies	Country
Administration	Communauté d'agglomération du Pays Basque	France
	Direction interrégionale de la mer Sud-Atlantique (DIRM)	
	Ministère de la transition écologique et solidaire – Direction mer et littoral (MTES - DML)	
	Demarcación de Costas Vizcaya	Spain
	Jefatura de costas de Guipúzcoa	
	Ministerio para la Transición Ecológica	
	Sociedad Pública de Gestión Ambiental del Gobierno Vasco-Ihobe	
	Unidad de Apoyo de la Dirección General de Marina Mercante (Ministerio de Fomento)	
Fisheries and Aquaculture	Comité interdépartemental des pêches maritimes et des élevages marins (CIDPMEM)	France
	Comité régional de pêches maritimes et des élevages marins de Nouvelle-Aquitaine (CRPMEM)	
	Dirección de Pesca y Acuicultura del Gobierno Vasco	Spain
	Organización de Productores de Pesca de Altura del Puerto de Ondárroa (OPPAO)	
Conservation	Centre permanent d'initiatives pour l'environnement d'Hendaye (CPIE)	France
	Itsasgela	Spain
	Jaizkibel Ama Harri	
	Organización ecologista Eguzki	
	SEO-Birdlife	
Maritime transport and Ports	Autoridad Portuaria de Pasajes	Spain
Tourism and leisure	Aktiba	Spain
	Mesa náutica de la Costa Vasca	
	Fédération française des pêcheurs en mer (FFPM)	France
	Union nationale des associations de navigateurs	

Offshore industry	Asociación Española de Compañías de Investigación, Exploración y Producción de Hidrocarburos (ACIEP)	Spain
	Ente Vasco de la Energía Compañías de Investigación, Exploración y Producción de Hidrocarburos (ACIEP)	
	Red Eléctrica de España	
Research	Centre de la mer de Biarritz	France
	Conseil économique, social et environnemental régional de Nouvelle-Aquitaine (CESER)	
	Institut des milieux aquatiques (IMA)	
	Centro tecnológico experto en innovación marina y alimentaria (AZTI)	Spain
	Colegio Oficial de Biólogos de Euskadi	

The absence or small representativeness of some French sectors at this workshop can be explained, in part, by the institutional structure of stakeholder engagement that is different between the two countries. Indeed, Spanish representatives of the private sector with direct interests in the area concerned (Bay of Biscay) responded favourably to the invitation. On the other side, French representatives of the private sector are more difficult to mobilize. This is partly explained by the structural organization of the private sector in the institutional processes of stakeholder engagement. Stakeholders usually are grouped in federation to defend their common interests, and are usually only represented by elected members. Moreover, the MSP implementation is at different phases in both countries. Spanish mobilization is stronger than in France. In Spain, the process is currently in the initial phase, contrarily to France, where stakeholders are already exiting the elaboration process of the planning documents.

b. Cross-Border workshop: Spain – Portugal

Organized by IEO and UA in partnership with CEDEX and CETMAR the cross-border workshop between Portugal and Spain took place on the 28th of November 2018 in Vigo (Spain). It brought together 32 stakeholders representing a large diversity of maritime economic and environmental sectors from both countries (Table 12 & Appendix 6.6).

Table 12. Organizations present during the cross-border workshop between Spain and Portugal.

Synthesis of organizations represented by sector and by country during the Portugal-Spain cross-border workshop excluding animation team.

Sector	Bodies	Country
Administration	Consellería do Mar-Xunta de Galicia	Spain
	Ministerio para la Transición Ecológica	
	Direção-Geral de Recursos Naturais, Segurança e Serviços Marítimos (DGRM)	Portugal
Fisheries and Aquaculture	Cooperativa de Armadores de Pesca del Puerto de Vigo (ARVI)	Spain
	Organización de palangreros guardeses (ORPAGU)	
	Fundación Lonxanet	Portugal
	Vianapesca	
Conservation	Coordinadora para o estudo dos mamíferos mariños (CEMMA)	Spain
	World Wild Fund – Spain (WWF-Spain)	

Maritime transport and Ports	Dirección General de Marina Mercante (Ministerio de Fomento)	Spain
	Sociedad de Salvamento y Seguridad Marítima (SASEMAR)	
Offshore industry	Asociación Española de Compañías de Investigación, Exploración y Producción de Hidrocarburos (ACIEP)	Spain
	Centro Tecnológico del Mar (CETMAR)	
	Instituto Enerxético de Galicia (INEGA)	
	INSTRA Ingenieros	Portugal
WavEc		
Research	Centro interdisciplinar de Investigaçãõ Marinha e Ambiental (CIIMAR)	Spain
	Instituto Español de Oceanografía (IEO)	
	Instituto de Investigaciones Marinas (IIM-CSIC)	Portugal
	Universidad de Vigo	

The lack of representation of some sectors at this workshop can be explained, partially, by the workshop purpose, which was to discuss on the possible establishment of a Marine Protected Area on the border between Spain and Portugal. The representatives of the offshore industry were therefore strongly involved in the discussions, as well as those of fishing and shipping, to understand the economic issues of the area. Representatives of conservation and marine research were able to better understand the environmental issues that justified the desire to establish a Marine Protected Area.

c. National workshop: France

Organized by AMURE in partnership with AFB, the French national workshop took place on the 10th of October 2018 in Brest (France). It brought together 21 stakeholders representing a large diversity of maritime economic and environmental sectors from the Bretagne and Pays-de-la-Loire regions (Table 13 & Appendix 6.7).

Table 13. Organizations present during the French national workshop.

Synthesis of organizations represented by sector and by country during the French national workshop in Brest (France) excluding animation team.

Sector	Bodies
Administration	Direction interrégionale de la mer Sud-Atlantique (DIRM)
	Direction interrégionale de la mer Nord-Atlantique Manche-Ouest (DIRM)
Fisheries and Aquaculture	Comité Régional de la Conchyliculture (CRC)
	Comité Régional des Pêches Maritimes et des Elevages Marins (CRPMEM)
	Syndicat des Récoltants Professionnels d'Algues de Rives de Bretagne (SRPARB)
Conservation	Ligue de Protection des Oiseaux (LPO)
Offshore industry	Réseau de Transport d'Electricité (RTE)
	Quiet Ocean
Research	Ecole Nationale Supérieur et Techniques Avancées (ENSTA)
	Service Hydrographique et Océanographique de la Marine (SHOM)

The lack of representativeness of some sectors of activity for this participatory workshop can be explained partially by technical and organizational constraints. Indeed, the national workshop on the French stakeholder engagement was backed by the organization of a larger event, the SeaTech Week. The SeaTech Week is an international conference bringing together a large diversity of stakeholders: researchers, contractors, institutional to discuss innovations for a particular topic which was, for the 2018 edition, “marine bioresources”. The time dedicated to this participatory workshop was relatively short (one morning), so the mobilization of the stakeholder remained relatively low. Moreover, the animation of the “MSP challenge” serious game during this same workshop constrained the number of participants to 21 participants. Finally, this workshop, held during the SeaTech week (a paying event), was accessible only on registration and a fee had to be paid.

3.2.3. Analysis

a. General opinion on MSP

a.1. Opinion about the MSP process

For many stakeholders, MSP is a puzzle that brings together many existing tools that are sometimes contradictory between the desire to protect the marine environment and the one to promote economic development. The administrative framework related to the implementation of MSP is considered complex and too bureaucratic. Stakeholders have many difficulties in understanding the specific jurisdiction of each administration and they are asking for a simpler regulatory framework for MSP.

The lack of transparency and stability of the regulatory framework implemented for the MSP is regretted by the stakeholders who would appreciate more communication and pedagogy to clearly identify the competent authorities in charge of the MSP implementation. In all three countries, stakeholders have expressed their desire to have a strong State which, beyond discussions, has a strong arbitrator role to resolve conflicts by offering compromises.

While MSP allows integrating environmental and economic concepts at different scales (local, regional and national) into a single planning document, the lack of coherence of the regulations between cross-border countries makes the coexistence of uses at sea sometimes difficult.

Moreover, the lack of knowledge about the marine environment, whatever the chosen prism, is mentioned: functionality of habitats and ecosystems, the Good Ecological Status of the environment, the characterization of activities, the cumulative effects and impacts, the services rendered by ecosystems, the heritage value or the spatial and temporal distribution of activities. This lack of knowledge can partly be explained by a lack of data sharing and the difficulty of accessing some information, especially environmental, despite the existing European and national regulations on this subject.

The MSP objectives must also be better defined and their definition has to take into account the feedback of each stakeholder on its activity, its impacts, its perspectives but also feedback from countries that have already initiated the implementation of MSP. Like objectives, criteria for prioritization and ranking should be defined during consultation(s) with stakeholders in order to be able to take into account local specificities and thus respond to local needs while facilitating the social acceptability of MSP implementation.

a.2. Opportunities generated by MSP

According to the stakeholders, many opportunities are generated by the implementation of MSP, in particular the one focusing on simplifying existing procedures (application for authorization of space occupation, etc.) by establishing a clear and optimized common regulatory framework. The definition of this framework would take into account existing supranational regulations and would allow a standardization of procedures. Some stakeholders even suggest the establishment of a single counter for all sectors in order to simplify administrative and financial procedures.

MSP also makes it possible to improve the coherence of the various existing plans and thus facilitates the integration of new notions of low visibility such as the preservation of natural and cultural heritage. Its implementation may also allow a better integration of the environment in the development of economic projects by taking into account the MSFD. In France, the consideration of the Good Environmental Status of marine waters goes further because the objectives of the two directives (MSP and MSFD), environmental objectives and socio-economic objectives, are brought together in a single document.

The stakeholders also mentioned the opportunities for cohabitation of activities and uses generated by MSP, resulting in particular from the definition of preferential zones of development and clear environmental issues, which gives visibility to all the stakeholders. The perspective of a set of zones with different priority vocations is an opportunity to test the coexistence of uses and sometimes also for antagonistic activities.

By bringing together a set of different stakeholders, the implementation of MSP highlights the lack of knowledge about the marine environment and creates the opportunity to sustain long-term monitoring and promotes data sharing. Planning documents are cyclical documents that require regular revisions (10 years imposed by the Directive). The data and information mobilized for the preparation of planning documents will, therefore, have to be mobilized over the long term. However, despite existing monitoring and observation networks on the marine environment, some stakeholders believe that MSP can be a good opportunity for investing in the research and innovation sectors to deepen knowledge of the marine environment and activities.

Finally, MSP can be a tool for enhancing the value of existing points of discussion between stakeholders and, above all, promoting cross-sectoral discussions in order to defuse conflicts and find potential synergies.

b. Stakeholder engagement

Stakeholder engagement is one of the major stakes of MSP. Stakeholders stress the need for discussions to be transversal and not just top-down. It is necessary to allow all the stakeholders to express their priorities, their issues and their opinions and that these can be taken into account in a fair way without prerequisites of the State. Stakeholder engagement is only effective if stakeholders are correctly represented in the discussion forums. In addition, the stakeholder engagement for decision-making encourages the good implementation and the social acceptability of the projects. It also creates the opportunity to communicate and popularize, sometimes complex institutional implementation processes.

However, the stakeholder engagement remains lacking, especially on the consideration of municipalities and local elected members who are closer to the citizens and can facilitate the consideration of local specificities. According to the stakeholders, local governments have to be better associated with the MSP process in view of their local responsibilities.

c. Environment and conservation

During the discussions in the different participatory workshops, all the stakeholders agreed that the protection of the environment is a necessity and that environmental knowledge and issues should be the basis for MSP. However, some representatives of the maritime economy sectors consider that the environment is too much taken into account. Environmental requirements already existing are constraints for the development of some activities with sometimes several different impact studies (species, habitats, etc.). On the other hand, the conservation and environmental protection representatives insist on the need to prioritize the environment. Indeed, the current difficulty of implementing environmental protection measures that is effective and sustainable over time is stronger. Furthermore, knowledge of marine habitats and ecosystems is very unequal and makes it difficult to implement appropriate management measures with potentially irreversible consequences for some habitats. Lack of funding is also a constraining factor for the implementation of action and management measures, for which the objectives set are often very ambitious but their implementation are not possible because of the lack of resources.

Lack of knowledge about ecosystems is constraining for the establishment of Marine Protected Areas because they are considered as useless protective tools if their areas are not well defined from the beginning. Knowledge acquisition improvements, particularly in cross-border areas, would make it possible to overcome the lack of cross-border coherence in the definition of Natura 2000 areas. MSP can be an opportunity for the protection of the environment to define a joint management partnership for Natura 2000 sites.

Despite some oppositions, all stakeholders agree that the implementation of MSP is an opportunity to overcome the cleavage between "environment" and "economy" and that environmental and socio-economic objectives must go together to promote a sustainable development of activities at sea and go towards a blue economy that reconciles uses and protection of the environment.

d. Towards a blue economy

d.1. Needs and expectations of MSP

To develop their activities in the long term, stakeholders demand to have more visibility on the evolution of regulations and projects. They expect MSP to provide them with a stable regulatory framework that ensures the sustainability of activities. Furthermore, planning timescales need to be better considered. It is the same for the activities mapping and even for the ones at the "project" step like the wind farms. Potential activities must be considered in the development prospects of other maritime activities sectors. These potential activities need to be taken into account especially as they often benefit from a strong political will to be implemented as well as funded.

In view of the rapid evolution of sea activities and the increasing maritime innovation, stakeholders require flexibility in planning plans. The latter must indeed allow the development of emerging activities by facilitating the mechanisms to update the planning documents.

Lack of knowledge about the activities at sea, their characterization, their distribution, their temporality and their seasonality is important, in particular for some emerging sectors such as leisure activities which do not benefit from any monitoring. Improvement of knowledge is, therefore, a major issue of MSP and requires the implementation of controls and impact studies. These are more important for some sectors of activities whose impacts on the marine environment are little or not known.

The MSP implementation has also highlighted the need for stakeholders to have a common intra-sectoral vision that makes consensus within the profession in order to better defend its interests. The overall coordination of the MSP process also allows the meeting of stakeholders and promotes the reduction of conflicts through the emergence of intra and inter-sectoral compromises. In case of incompatibility of activities or lack of agreement for the same space, the stakeholders suggest that MSP is the opportunity to set up compensation mechanisms. On the other hand, in the event that synergies are found, the stakeholders suggest a valuation of these partnerships by valuing the sea products resulting from these synergies by the creation of cross-border or inter-sectoral labels.

Finally, for the stakeholders of the maritime economy, MSP offers opportunities for cross-border and cross-sectoral cooperation with setting up partnerships at different scales: local, national and European, but also between the public and private sectors, etc.

d.2. Relations between sectors of activities and concerns generated by MSP

Despite the efforts and the will to implement the sustainable development of activities, economic development is too often dissociated from the environmental aspect. There is a too recurrent use of sectoral approaches to the detriment of a global approach including all the blue growth components.

The emergence of new activities and their multiplication on the coast generate ever more requests for space occupation and generate tensions between stakeholders. The fishing industry, for example, considers itself to be in crisis and is concerned that the development of new activities will be correlated with a decrease in the space that was originally allocated to them.

Finally, the social acceptability of some projects seems to be more difficult to acquire for some projects than for others. This is particularly the case for hydrocarbon exploration and exploitation in Spain, for which the lack of acceptability, according to their representatives, often results in public misinformation and misunderstanding.

e. Transboundary cooperation and coordination

It appears, from cross-border discussions, that stakeholders have low knowledge of the sectoral regulation of cross-border countries. Indeed, the laws and regulations of some maritime uses can be governed at the country level, although a lot of activities have a European (fishing), international or global (maritime transport) framework. A cross-border joint management approach is sometimes needed for some specific types of regulation such as mooring management which, according to stakeholders, deserves to be subject to common monitoring and management. MSP is, therefore, an opportunity to improve and harmonize legislation in a cross-border context in order to respond to local issues with a management framework adapted to local specificities. Furthermore, the harmonization of the legislative framework may improve and promote relations between different bodies (national, regional and local).

One of the major challenges of cross-border cooperation is the improvement of economic and environmental knowledge. Stakeholders consider it necessary to share knowledge between the different countries but especially to establish common references. Some stakeholders even suggest the creation of a cross-border laboratory (UMS) between France and Spain to better identify the common issues between both countries and thus implement common knowledge acquisition and sharing actions. However, strategic development priorities are generally defined at the national scale and can vary from country to country. It is, therefore, necessary to improve national governance so that these representatives can exchange and consult each

other on particular cross-border issues that can be a source of tensions at localized scales. The establishment of a common governance body and a permanent cross-border area of discussions is suggested by the stakeholders with the aim of improving cross-border cooperation.

The stakeholders also suggest that independent multi-states discussions (exclusive of the European Union) be put in place. Indeed, if the implementation of MSP concerns all Member States, its national application in cross-border areas requires special discussions that take into account local specificities.

By fostering discussions, MSP also promotes stakeholders networking through parallel projects like SIMNORAT. These meetings promote cross-sectoral interactions at the cross-border level and allow the emergence of, as of now, non-existent spaces for exchange. In fact, only some sectors of activity already have the benefit of international discussions (in the case of fishing, maritime transport, etc.) but they are often only intra-sectoral.

Finally, the stakeholders highlight the need of a better inclusion of terrestrial impacts through the creation of cross-border programs for waste management, pesticide or urban chemical pollution reduction. If major waste or pesticide reduction plans exist independently in the three countries, a better articulation of the objectives of these plans at the cross-border level would allow to join efforts and, thus, to increase their efficiency (definition of the same thresholds, coordination of controls, pooling of monitoring efforts, etc.).

f. The specificities of OSPAR IV area

f.1. Bay of Biscay case

Located in the maritime area between France and Spain, the Bay of Biscay is a major area of interest for migratory bird species and cetaceans. The continental shelf, wider in France than in Spain, is an area of rich biodiversity and constitutes an important fishing area for both countries whether coastal or offshore. Many maritime activities such as transport, yachting and military activities also largely use the area (play an important role).

According to stakeholders, the priority to be taken into consideration for the Bay of Biscay is the improvement of the coordination and management of protected areas. The environmental issues of the Jaizkibel regions and the Gouf of “Cap Breton” must be better taken into account by the two countries and deserve to be the subject of a cross-border Natura 2000 zone. The same is true for the “Bidassoa” river, where dredging and waste management deserve coordinated management of the two countries that would increase the effectiveness of the management measures already in place. Finally, the Basque coastline constitutes, according to stakeholders, a major issue with a natural area going from San Sebastián, in Spain, to Bayonne, in France, which must be protected by common management measures.

f.2. The Iberian coast case

According to Portuguese and Spanish stakeholders, the area off the Galician coast between the Galicia Bank (Spain) and the Vigo and Vasco da Gama Seamounts (Portugal) is little known. The Galicia Bank was studied by the INDEMARES project. For the Vigo and Vasco da Gama Seamounts, there has not be any research of the area done yet, but it seems that characteristics between the Galicia Bank and the Vigo and Vasco da Gama Seamounts are similar

The lack of detailed maps of ecosystems and activities in the area and the lack of information on habitats and abundance of resources make it difficult to implement effective management actions and measures. To overcome this lack of knowledge, stakeholders offer, as a solution, the establishment of a common multidisciplinary research platform to acquire common data that can be shared easily.

In the area targeted for the establishment of a marine protected area, stakeholders also suggest the creation of artificial reefs and fish reserves in order to increase the abundance of some commercial species in adjacent areas allowing a cohabitation of uses. In order for the protection measures taken by the establishment of a marine protected area to be effective, the stakeholders suggest the establishment of protection mechanisms and automatic sanction of marine protected areas with the introduction of common restrictions concerning some activities such as shipping.

g. Go beyond MSP

According to the stakeholders, MSP is an opportunity to promote research and development initiatives for sustainable development and energy transition by promoting the complementarity of activities (maritime transport coupled with tourism activities, etc.) and development of innovative infrastructures (wave-power mechanisms, tidal turbines, etc.). These must be highlighted in the planning documents in order to be clearly taken into account during implementation. MSP is also a vector of innovation for businesses and must facilitate public-private partnerships to promote new technologies.

However, the lack of integration of the land-sea link is highlighted by the stakeholders, who call for the identification of the pressures and impacts generated by the terrestrial activities on the marine environment. Taking into account these activities in MSP would facilitate discussions between sectors, the practices of which can strongly impact the marine environment quality as well as other maritime activities (case of shellfish farming, for example, since the activity is dependent on the good ecological status of the marine environment).

The issue of the High Seas, although lying outside the framework of MSP, is also raised by some actors. They believe that a lot of activities are practiced in High Seas by stakeholders of different nationalities, their practices greatly influencing the activities located in neighbour national jurisdictional waters concerned by the implementation of MSP.

Finally, stakeholders regret the lack of consideration of climate change concepts in the planning documents. They insist on the necessity of flexibility in the planning documents to enable stakeholders to adapt. Indeed, climate change influences the areas of distribution of some species and impacts the activities dependent on the resource. The risk of increasing stormy events impacts fixed infrastructures at sea and the coastline.

3.2.4. Discussion

Going beyond to the general principles of MSP, participants insist that the organization of this type of cross-border participatory workshops promotes knowledge improvement and even the discovery of some activities. If these types of spaces for exchange can become sustainable over time, they could conduct to a set of synergies and cooperation between business sectors but also between these sectors and the conservation sector. Some willingness to develop projects similar to SIMNORAT emerged from these participatory workshops. Their focus of implementation on localized areas is believed to be able to resolve many conflicts.

The setting up of a participatory workshop also makes it possible to gather the opinion of the participants on the approach carried out. Many stakeholders consider that European projects such as SIMNORAT promote the sharing of experiences between cross-border countries and initiate meetings and initiatives for a common approach.

In comparison with the results obtained during the interviews, it is noted that the participatory workshops generated more proposals and solutions. The stakeholders are indeed confronted with a specific case study (Bay of Biscay, the establishment of a transboundary marine protected area, etc.) and they know the specificities of these areas. They are therefore quite capable of offering concrete solutions to local problems.

Furthermore, the complementarity of the different types of participatory workshops may allow gathering the opinion of all the OSPAR IV area stakeholders. The French national workshop brought together stakeholders of the French northern OSPAR IV zone. The France-Spain cross-border workshop brought together those from the south of France and the Spanish northern-coast, while the Spain-Portugal cross-border workshop brought together those from the North-West Spanish coast and the North-Portuguese coast.

Finally, the difference of nationality does not seem to be a constraint on exchanges between actors from two different countries as long as a translation service is provided, and the context allows everyone to express himself freely. The number of languages in the cross-border participatory workshops set up for SIMNORAT were limited to two: Spanish - French and Portuguese - Spanish. While interpreting more than two languages seems possible in a participatory workshop where everyone is invited to discuss in plenary, it seems more difficult to set that up in “focus groups”. Indeed, the latency between speaking and oral translation reduces the time devoted to debate. Each participant must wait for the translation of the comments to be made to react and thus it breaks the debate dynamics. If the debate is in two languages, it is easily manageable by a facilitator. It seems more restrictive to put in place a focus group speaking in more than two languages (multi-language facilitator, increase in the number of interpreters, etc.).

3.2.5. Conclusion

During the different participatory workshops, the stakeholders of the three countries agreed that MSP is a complex and bureaucratic process lacking regulatory and cross-border coherence. The lack of knowledge about the marine environment and the activities that take place within it is also highly mentioned, as is the opportunity created by MSP to improve knowledge acquisition and to implement environmental protection and efficient measures of activities. Stakeholder engagement is essential for the implementation of this process and MSP creates an opportunity to promote intra and inter-sectoral but also cross-border discussions. Stakeholders hope that MSP will be an opportunity to improve legal coherence, at least in cross-border areas, thus allowing a better coexistence of uses.

In the meetings, stakeholders from different countries exchanged on their common needs for sharing and accessing data that can be promoted through MSP, in particular regarding environmental data and characterization of activities at sea. All stakeholders agree on the need for planning plans that are flexible over time. From the economic sectors representatives' points of view, this is essential to integrate the technological development and the emergence of new activities. From the perspective of the environmental conservation and protection sector representatives, this flexibility is required to adapt management and conservation measures to the evolution of species and ecosystems with regard to the challenges of climate change.

On several occasions, stakeholders also suggested the creation of a single counter to simplify applications for space occupation authorization and funding for all stakeholders so that their requests can be treated in an equal manner. Finally, the integration of the land-sea link is not sufficient or almost non-existent according to stakeholders, while many land-based activities have a significant impact on the marine environment, particularly for the quality of marine waters. The creation of cross-border and inter-sectoral programs could make it possible to better take into account land-based marine pollution.

3.3. Serious game “MSP Challenge”

The serious game is a particular form of a game whose purpose is not entertainment (Michael and Chen 2005). This type of game combines complex aspects of information, awareness, communication and teaching with the playful aspects of video or board games. Serious games can be used for different purposes including that of transmitting information for educational or informational purposes (Alvarez and Michaud 2008).

In the context of the SIMNORAT project, the appeal of a serious game was intended to test a new method of stakeholder engagement by sensitizing them to MSP through a direct application of the planning mechanisms. The serious game used as support was the "MSP challenge" developed by the Dutch trio, Lodewijk Abspoel (Ministry of Infrastructure and Environments), Wander Keijser (Rijkswaterstaat) and Igor Mayer (Signatures Games of Delft University of Technology).

The "MSP Challenge" is a playful learning experience designed for decision-makers and stakeholders involved in the MSP process (<http://www.mspchallenge.info>). This board game is an adaptation of the "MSP Challenge 2050" game developed with the objective of improving the understanding of ecosystem-based approaches and the implementation of planning in the northern seas. Flexible to use, this game has three main objectives: to facilitate the understanding of a mechanism (awareness, training), to help planning (consultation) and to promote research and the improvement of knowledge (recommendations, data collection and information, etc.) (Mayer et al. 2014).

3.3.1. Methodology

a. Board game presentation

The board game represents a fictive sea area, the Rica Sea, represented graphically by a board game (1.60 x 2.80m). Three imaginary countries are adjacent to the Rica Sea (Bayland, Peninsuland and Island) and these have not yet initiated the implementation of MSP. The main goal of the players is to achieve blue growth and good ecological status of their respective sea areas.

Designed to bring together about 20 players over 2 to 4 hours, players can achieve the goals of the game by placing tokens symbolizing all kinds of human activity and ecological functions on the board. Each player is assigned a role (planning, fisherman, environment manager, etc.) in one of the three countries and will aim to develop the sector of activity associated with his role by adapting to the constraints imposed by the game and the other players. If the "MSP challenge" is based on a fictional area, the reality principles apply (rich biodiversity in the continental shelf lift zone, wind development in the 12 mile zone, etc.) and the game is designed to exploit maximum knowledge of each participant.

b. Utilization context

Translated into French for the purposes of an international workshop dedicated to maritime spatial planning in the tropics (PADDLE project⁵), the "MSP challenge" board game was made available to the AMURE laboratory for the needs of the SIMNORAT project. In order to be able to animate a session of the game in autonomy, an AMURE team of 4 people took part in this international conference in order to be able to play and to be trained in the "MSP challenge". It was a question of using this serious game as a stakeholder engagement tool in a workshop in order to collect the perception of the stakeholder on the mechanisms of the MSP implementation and on the complexity that its implementation implies. The board game was only available in French, and it was used during the national workshop of French stakeholders held on the 10th of October 2018 in Brest (France).

c. Getting started and adaptation

To meet the need of the SIMNORAT workshop, two types of modifications have been made in the game:

- Adaptations to get closer to the context and specificities of the French Atlantic coasts;
- Simplifications to allow a game over a very short period of time (1:30), compared to the initial version (2 to 4 hours).

As a first step, the number of available tokens and roles has been reduced. Indeed, the original version of the game offers "habitat" and "activity" tokens representing mangroves or oil farms, for example, that do not exist on the Atlantic coast. Others have simply been adapted to the local context and specificities, such as "maërl", which is an iconic habitat on the French Brittany coast (Table 14).

Table 14. Modified and deleted tokens by AMURE team from the original version of "MSP Challenge".

Symb ol	Original version	AMURE adaptation	Symb ol	Original version	AMURE adaptation	Symb ol	Original version	AMURE adaptation
	Capital / Main port	Capital & Main port		Wind energy	Wind energy		Ocean energy	Hydroelectric
	Regional Port	Regional Port		Deep-sea mining	Deleted		Marine research	Marine research
	Local Port / Marina	Marina		Blue biotech	Biotechnology		Aquaculture	Aquaculture
	Container terminal	Container terminal		Seaweed	Algae culture		Creel fishing	Trap fishing
	Short Sea Port	Little port		Saline agriculture	Deleted		Commercial fishing	Trawl and drag fishing
	Airport	Airport		Birds area	Birds		Cetaceans	Cetaceans

⁵ PADDLE project webpage : <https://www-ium.univ-brest.fr/paddle>

Symb ol	Original version	AMURE adaptation	Symb ol	Original version	AMURE adaptation	Symb ol	Original version	AMURE adaptation
	Multi-modal hub	Multi-modal hub		Fishing ground	Fish		Area of high biodiversity	Area of high biodiversity
	Spawning / Nursery area	Spawning and nursery		Commercial angling	Longline fishing		Recreational angling	Recreational fishing
	Important habitat	Important habitat		Diving	Diving		Cruise / ferry	Ferry
	Marine protection	Marine protected area		Nautical tourism	Yachting		Wind surfing	Wind surfing
	No take zone	No take zone		Scenic point	Point of view		Beach tourism	Bathing tourism
	Land-based recreational activity	Land-based recreational activity		Local enterprise	Local enterprise		Swimmers paradise	Beach
	Military area	Deleted		Culture	Cultural heritage		Wreck	Wreck
	Ship building	Ship building		Litter	Litter		Fossil fuel extraction	Deleted
	Dredging / sand extraction	Marine aggregate extraction		Extra	Deleted		Geothermal energy	Deleted
	Mangrove	Seagrass (eelgrass and posidonia)		Coral reef	Coral and maërl		Turtles	Turtles
	Coastal protection	Deleted		Waste treatment / Recycling	Waste treatment		Desalination	Deleted
	Crustaceans	Crabs		Munition dump Hazardous substances	Dangerous substances		Subsea carbon capture and storage	Deleted

Symb ol	Original version	AMURE adaptation	Symb ol	Original version	AMURE adaptation	Symb ol	Original version	AMURE adaptation
	Container / Bulk cargo vessels	Shipping lanes		Ferries	Ferry		Feeders / Coast liners	Coasting lanes
	Fishing	Fishing and aquaculture lanes		Cables / Pipelines	Cables		Mixed	Exclusive economic zone
	Offshore supply	Shipping offshore lanes		Nautical tourism	Tourism lanes	In blue, modified tokens. In red, deleted tokens		

To facilitate a quick take-over of the game by players, a "symbol" sheet, has also been made available with a grouping of tokens by broad categories: natural elements, renewable energies, marine aggregate extraction, managers of natural areas, fishing and aquaculture, planner, tourism and recreational activities and shipping and ports (See Appendix 6.8).

Roles were also adapted and reduced to have the same sectoral representativeness within the three countries. In total, 7 roles per country have been retained for the adapted version of the game; a planner and a representative for each of the following six sectors: fisheries & aquaculture, nature & conservation, marine aggregates extraction, marine energy production, tourism and pleasure, shipping & ports. Unlike the original and initial version of the game where placed tokens represent a set of activities and ecosystems, the initial version of the proposed board game for SIMNORAT French workshop presents only basic ecosystem type of information. The purpose of this amendment is to allow some activities (fishing, mining, tourism and shipping) to develop during the early steps of the game during which representatives of the conservation and wind sectors are missing and thus create situations that promote discussions and negotiations (cf. proceedings of the session). In view of the reduced playing time, the Exclusive Economic Zone (EEZ) is also indicated on the game board, whereas in the original version, it resulted from international negotiations between the players (Figure 5).

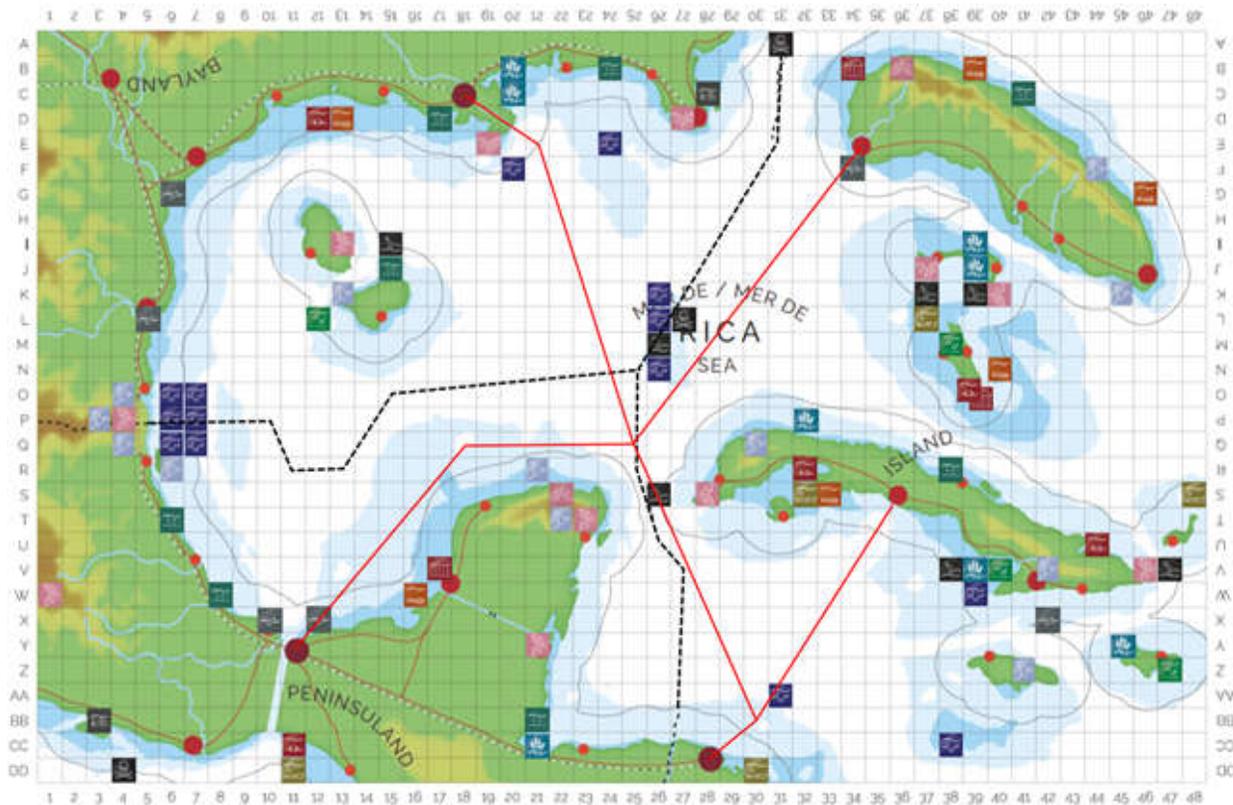


Figure 5. Initial position of tokens on the "MSP Challenge" board game as proposed by the AMURE team.

The original version of "MSP challenge" offers a wide range of possibilities in terms of negotiations. Of the four approaches proposed during the initiation week, two were selected as part of SIMNORAT: a first focused on the energy needs of countries and a second on the potential for protection and conservation of marine waters.

Finally, unlike the original version of the game where there is only one facilitator and a separate politician, the adapted version offers a mixed team of 4 facilitators/politicians. Facilitators and politicians are not players but members of the facilitating team whose role is to ensure the good running of the game. The main facilitator facilitates the game and manages the time, while the other three make it easier for players to take control of the game by explaining, by country, the objectives, the representation of the tokens, etc. during the first part of the session. In the middle of the session, these three facilitators change their role to become politicians and ensure that national and supranational aims are well bound and arbitrate potential conflicts between players.

d. Proceedings of the session

After an introductory presentation of 10 minutes to present the game rules, participants were split between the three countries by the facilitating team. The session dedicated to the playing of the game was a closed session with mandatory registration. This method of organization makes it possible to distribute the participants fairly and homogeneously according to their gender, their sector of activity, their organization of origin and their function before the session.

Each participant was invited to choose a "role" among the 7 offered. The only rule for choosing their role is that did not choose their "in-real life" profession. In order to facilitate the negotiating tables, supranational objectives were imposed to the participants in order to promote exchanges between countries:

- Reach 10% of marine protected areas in the coastal and marine area;
- Initiate the ecological transition by producing 50 GW of renewable energy.

Lasting approximately one hour and a half, the game session was organized around the following four steps:

- Getting started:
Appropriation of the game and roles (discovery of chips, game board, etc.)
- Negotiation:
Participants' distribution, according to their role, around the two negotiating tables for the achievement of supranational objectives. The representatives of the energy sector are invited to negotiate a common area of energy production and to determine the number of infrastructures to develop (i.e. the number of chips that must be positioned on the game board). The representatives of the conservation sector are invited to negotiate areas dedicated to marine protected areas and determine the percentage dedicated to environmental protection. Planners can participate and the other players develop their own activities on the board by talking to each other.
- Discussion and game:
All the players are present around the board game and negotiate the development of their own sector (the conservation of the environment being considered as a sector of activity). The planner can facilitate discussions between the different players inside the country and with neighbouring countries, approve or not the projects and appeal the politician for arbitration. Politicians are members of the animation team whose role is to ensure that national goals are respected by the participants and can help conflict resolution.
- Conclusion:
By country, planners are invited to make a summary of the discussions and what has been implemented to reply to national and supranational objectives. Other players may also pitch in to give their own feedback or other comments.

3.3.2. Results

After playing the "MSP challenge" for about 1:30, where each "participant/player" aims to develop its activity across the entire industry (from production to sales) in accordance with the national and supranational objectives, participants were invited to gather around the board to observe the result and compare the suggestions made within each country. Planners were invited to present their conclusion on the game and if they reached or not the country's and supranational objectives.

Bayland case: Negotiations were very bilateral with Peninsuland to create cross-border fishing areas. The initial presentation of the game does not show any "historical" activity like fishing. Only the natural elements are presented (seagrass area, fish colony, etc.). This initial disposal allows speculations and does not offer a stable base and is close to what really exists. The economic development of some sectors does not necessarily give rise to exchanges between participants. Otherwise, the enforced energy objectives brought difficulties in terms of space allocation, as well as the objectives of 10% of marine protected areas that were implemented in a cross-border area despite disagreements between the three countries.

Peninsuland case: The cross-border discussions with Island were positive to establish a partnership to promote shipping. Those with Bayland were more complex on the definition of fishing area. The energy objectives generated conflicts between the energy representative and the fishermen for space allocation, even if synergies have been found through reconversion of activity (development of aquaculture seaweed farming).

Island case: As for other countries, the supranational objectives were difficult to accomplish and generated a lot of conflicts that have been solved by discussions between all stakeholders with a set of adjustments on some projects or some protected areas. Cross-border negotiations were limited except for the establishment of a common protection area to limit the spread of pollution in the marine environment.

After the game session, an appreciation questionnaire was given to the participants to gather their opinion on this particular method of stakeholder engagement (Table 15).

Table 15. Results of appreciation questionnaire about the use of "MSP challenge" as a stakeholder engagement tool.

Appreciation questionnaire – Results						
The « MSP challenge » tool						
Did you ever participate in a « serious game »?	Yes	10	No	11	No answer or both	0
Have you already tested others tools bringing together different stakeholders?	Yes	10	No	11	No answer or both	0
Which one?	World-coffee; role-play; post-it session; workshop; computer tools					
Is the use of this type of tool relevant to understanding the issues of MSP?	Yes	20	No	1	No answer or both	0
Why?	Better understanding of MSP, economical constraints, negotiation difficulties, concerns and expectations. Concrete vision of issue overlay and the approach to integrated management.					
Do the issues (cooperation, conflict, etc.) identified during the « serious games » conform to reality?	Yes	14	No	3	No answer or both	4

The games and its interest						
Are you agreeing with this proposal? This tool allows to ...						
Identify all activities at sea?	Yes	18	No	2	No answer or both	1
Identify the needs of cooperation at different scales (national and transnational)?	Yes	17	No	2	No answer or both	2
Identify the needs of cooperation between different sectors?	Yes	19	No	0	No answer or both	2
Visualize the challenges of an integrated management with environmental and economic dimensions?	Yes	16	No	1	No answer or both	4
Identify main conflicts between activities?	Yes	16	No	3	No answer or both	2
Cooperation between sectors of activities is different of the reality	Yes	16	No	1	No answer or both	4
Each "player" to express themselves	Yes	15	No	1	No answer or both	5
Is this tool representative of all sectors of activities in the marine environment?						
	Yes	11	No	10	No answer or both	0
What are the missing sectors? Coastal risk; Oils; Leisure fishing; Leisure coastal fishing; Conservation tourism; Research sector; Terrestrial activities; National security						
Is the "knowledge" aspect of the marine environment correctly developed in this tool?						
	Yes	9	No	11	No answer or both	1
This tool puts forwards	Conservation and preservation of marine environment	0	Economic development of activities	3	Neither	18
Marine spatial planning						
Did you know the concept of MSP?						
	Yes	18	No	3		
If Yes, has your point of view on MSP changed?						
	Yes	8	No	10		
Is MSP implementation in France a necessity?						
	Yes	19	No	0	No answer or both	2
What are the main issues of the MSP that come from your discussion?						
	Transboundary cooperation	12	Decrease of conflicts	7	Environment protection	13
	Sustainable development of activities	11	Stakeholder engagement	18	Others	0

3.3.3. Analysis

After analysing the results of the questionnaire, 50% of respondents had never participated in a serious game; the other participatory tools tested by present stakeholders in their past were post-it session and workshops. Unanimously, the use of this game was considered appropriate. Even though gaming mechanisms are judged to be simplistic compared to reality, 90% of participants recognized that this type of tool is useful in the context of MSP in order to understand the constraints of each sector of activity and the difficulty in negotiating. At 80%, the participants believed that the game is representative of the reality even if the conflicts are strongly minimized by the convivial aspect. Recreational fishing activities are forgotten in the role-play, like terrestrial activities which have an impact on the marine environment quality and on some

activities such as shellfish farming. In addition, the workshop brought together people whose knowledge of the MSP concept and whose involvement in the current process of implementation of MSP was different. 85% of the participants knew about the concept of MSP and 43% are involved in the “official” MSP implementation processes, either because they are in charge of monitoring or implementing MSP, or through the prism of the stakeholder engagement mechanisms (maritime regional councils, citizen consultations, etc.). For half of them, this role-play allowed them to change their view on MSP in particular on the importance of knowing the issues of each sector and the negotiation phases to reach a consensus. For the other half, more involved in the institutional process of implementation of the MSP in France, this tool has only confirmed their existing feeling about MSP.

All agree on the importance of the MSP implementation with a major challenge on the process of stakeholder engagement to better understand the issues of each economic sector and environmental protection, but also to improve the acceptance of projects by stakeholders and citizens. The second main issue is the environmental protection which must be considered in the same way as the economic activities. Follows the issues about better cross-border cooperation and the economic development of the activities.

3.3.4. Discussion

The interest of this type of game, to improve understanding of complex institutional processes, is certain, as proved by the participants’ enthusiasm and the many requests for facilitating the game after the workshop. The results of the questionnaire also highlighted the educational value that this type of animation can have on a public involved, or not, in the MSP process. Depending on the degree of knowledge of the participants, the interest in using this type of tools evolves. It is not to be used to discover MSP but aims at deepening the understanding of the MSP mechanisms by focusing on, for example, the difficulties of a synergy of uses/activities or the limited zone of the coastal area which concentrates a significant number of activities.

The usefulness of this game is however constrained by the limited number of players (21 people maximum) and the need to have a facilitating team of at least 3 persons. The installation and storage of the board game are also time-consuming (1 hour for each step) and its dimension (1.6 x 2.8m) conditions its use. However, its adaptation potential is quite wide. The panel of tokens available is sufficiently wide and offers a wide range of habitats and potential activities with some adaptations (example: the case of maërl for the version proposed in the framework of SIMNORAT). In addition, the initial disposition of the tokens and the playing can be adapted according to the objectives: initial basis presenting only "habitat" tokens to promote the sustainable development of activities; initial basis presenting "habitat" and "oil platform" tokens to promote the energy transition; initial basis with "habitat" tokens and long-distance shipping lines to promote short sea shipping and sustainable tourism, etc.

Furthermore, this tool allows discussions between people whose knowledge and perception of the marine environment are different. If participating in the game does not require much basic theoretical knowledge, the knowledge and individual experience of each player on some aspects (ex. fishermen which will position the fishing activities in the upwelling zones; wind-famer develop wind zones within 12 miles, etc.) will bring coherence and realism to the game but also promote the sharing and upgrading of participants' respective skills. When it is animated with professionals of the maritime sectors, this type of tool allow to make the issues of the different sectors of activity understandable in a playful and pleasant way.

Using this type of tool allows promoting the MSP implementation processes with the stakeholders by emphasizing the complexity of the implementation processes and the regulatory and institutional principles of MSP that translate in the game by the individual goals of the countries that may vary from country to country. The configuration of the board game with a small sea area compared to the total number of tokens, promotes discussions, negotiations and agreements between cross-border countries to achieve supranational goals.

3.3.5. Conclusion

MSP is a complex process that connects a large number of sectors of activities and environmental issues. The use of this type of tool allows at first to bring together stakeholders whose interests in MSP are different. In a second phase, this tool promotes the understanding and the appropriation of other sectors of activity stakes by taken the role which is not usually (in real life). Finally, this game highlights the importance of discussions and the stakeholders' engagement in this kind of directive in order to promote the synergies and to limit the conflicts but especially to facilitate the social acceptability.

4. Conclusion and outputs

4.1. Communication document

The analysis of the stakeholder engagement in the context of the MSP process has allowed the elaboration of a communication document (AFB *et al.* 2018)⁶. Using simple drawings, the document aims at reaching a broad public, by presenting in a satiric and accessible way the main outputs and ideas of the analysis of the interviews.

This document is composed of two main parts: context description and the results of the analysis.

The first part is an introduction providing a general overview of the SIMNORAT project and the MSP process in the three countries. The Integrated Maritime Policy principles are presented and the main objectives of the Maritime Spatial Planning (MSP) Directive are discussed as well. Besides, the OSPAR IV environmental issues are identified and biodiversity features are described. Two maps are included: one displaying the Marine Protected Areas and the other showing the main economic activities in the study area. Moreover, the national MSP planning processes are described for France, Spain and Portugal.

The second part of the communication document is dedicated to the analysis of stakeholders' opinions. At first, the methodological approaches applied are presented, including the interviews, post-it sessions, round tables and the "MSP challenge" board game. Following the data analysis, four main topics were identified: general opinion on the MSP process, stakeholder engagement and governance, environment and conservation, and blue economy. The main ideas identified for each topic (up to four per topic) are presented in the document. A specific drawing supports each idea.

This way of presenting analysis outcomes contributes to a better understanding of the different sectors opinions on the MSP process and reaches a wider audience. Moreover, this document can be useful for the different administrations in order to understand the needs and expectations of the stakeholders about the MSP process.

4.2. Final conference

Organized by SHOM and CPMR, the final conference of the SIMNORAT project took place the 29th and 30th of January 2018 in Brest (France).

The first day offered a panel of presentations on the MSP implementation in the Atlantic area. The regional and national authorities of France, Spain, Portugal and United-Kingdom presented their respective implementation process. After a presentation, by each project partner, on the lessons learnt in the context of SIMNORAT, an overview of the various European projects, in progress or finalized, aiming to provide support to MSP implementation in Member States was presented (SUPREME, SIMWESTMED, Pan Baltic scope, SIMCELT and Océan METISS).

⁶ This document takes a brochure-like form and contains comic illustrations. It results from the collaboration between the French Agency for Biodiversity (AFB) and the AMURE laboratory teams, with the creative support of the Hippocampe Agency located in Brest. Coordinating support was provided by Anita Six of the Hippocampe Agency and the drawings were made by Stéphanie Violo (ChilliDrop).

Organized around three workshops, the second day was centred around three specific topics, based on the results obtained in the SIMNORAT project:

- Workshop 1: Ecosystem-based management in MSP;
- Workshop 2: Data needs and information on MSP;
- Workshop 3: Stakeholders engagement.

The results of the two successive sessions of the workshop on stakeholders' engagement (Workshop 3) are presented below.

The first part of the session was devoted, on the one hand, to the main conclusions of the cross-border and national French participatory workshops. On the other hand, the main results of the interviews were presented through the communication document. The second part of the session was dedicated to the discussions with participants. Based on a set of questions, the participants were invited to exchange on the basis of their experiences and the specificities of each country:

- How to communicate MSP to the general public to support stakeholder engagement?
- Stakeholder engagement at all scales (local, scale of the plans, national, transnational)?
- Which stakeholders and how to widely engage individuals besides representatives (professional organisations, labour unions, environmental NGOs, etc.)?
- Are traditional training and brainstorming technique sufficient (communication through social media, serious games, etc.)?
- Which stakeholder engagement, beside and beyond formal processes, to support MSP development and implementation?

The first obstacle to stakeholder engagement in a cross-border context mentioned by the participants was the matter of language. In the SIMNORAT project, exchanges between Portuguese and Spanish stakeholders were easy because they understand each other. This is not the case for Spanish and French stakeholders. The organization of the cross-border workshop organized between France and Spain as part of the project required a more technical organization to allow everyone to express himself in his own language, compared to the workshop organized between Spain and Portugal. However, there is one bias imposed by the translation (loss of information, generalization of purpose, etc.). In view of the extent of their international waters, Portuguese are used and have experience in managing these language issues, which can reach various degrees of importance at different levels. Beyond the language barrier, it is even more difficult to communicate with other technicians, administrators and citizens who have their own jargon. Semantics are also important. Some terms are specific to each profession or to the administrative body and a lot of the stakeholders' misunderstandings about European processes comes from the need for communication and explanation. According to the representatives of the European authorities, meetings are essential to share the meaning of some terms that can evolve over time.

The second obstacle identified by the participants is the heterogeneity in the MSP implementation between countries. Indeed, the OSPAR IV countries are each at different steps of implementation which is therefore specific to each country. Portugal and France are both more advanced than Spain in the implementation of MSP and therefore have a more global vision. Moreover, stakeholder engagement mechanisms differ from one country to another in time and in their implementation making the setting up of stakeholder engagement mechanism in cross-border context quite complex.

Moreover, stakeholders who attend workshops expect a lot from the different workshops and discussion bodies implemented formally or informally, as it is the case in the SIMNORAT project. Stakeholders want to be involved and many of them question the added value of their participation. They want to meet decision-makers and make sure their opinions are taken into account so that they do not talk for nothing. It is necessary to give legitimacy to planning plans by favouring a bottom-up approach focused on local governance. Small-scale cooperation needs to be integrated into national implementation processes supported by States. According to some participants the best scale of implementation of MSP is the local scale. Plans could be produced at the local level and be coherent by a national coordination. To promote this small-scale cooperation, a new approach is suggest bringing together citizens ("new-comers") and stakeholders familiar to the mechanisms of stakeholder engagement (members of the MSP working groups set up at regional and national scales, etc.). The identification of stakeholders may be difficult and it is recommended to approach local research centres to provide support for their identification. On the other hand, the complexity of gathering stakeholders in cross-border contexts is widely mentioned in view of the already existing difficulties related to bringing together stakeholders of the same country.

Participants also stressed that projects like SIMNORAT have an important role to play in setting up stakeholder engagement mechanisms. Cross-border processes are rarely a political priority, but this type of project helps to understand the issues of cross-border cooperation. These projects have also a role to play in promoting discussions among stakeholders and encouraging the creation of international or cross-border forums. Indeed, the fishing sector benefits from its own council; conservation benefits from networks of MPAs and Natura 2000 managers in which to exchange; the maritime transport sector benefits from international bodies (IMO); but the MSP has not generated, up to today, any structure to promote cross-sectoral and cross-border discussions. Some existing bodies and conventions that can serve as a support for the discussions were suggested by the participants (e.g. OSPAR convention, Barcelona Convention, Atlantic Arc Strategy, Euroregions, etc.).

The OSPAR Convention is, according to participants, prompt to engage stakeholders and could be a good platform for supporting this kind of initiative. However, the geographical area covered by OSPAR is too important to take into account local issues. In addition, OSPAR targets environmental protection while MSP aims also at promoting the development of economic activities and blue growth.

The Atlantic Strategy was also suggested, as it could constitute an interesting "umbrella" to achieve a direct link between the various national governments. However, some participants highlighted the overly theoretical aspect of the Atlantic Strategy, which contrasts with the very concrete aspects object of the MSP. The Barcelona Convention and the Euroregions format is also offered as a support for the creation of an international forum of stakeholders.

According to the participants, cross-border exchanges can take place in a different context than the one provided by the existing conventions. The proliferation of conventions in recent years has encouraged the creation of many instances that have sometimes overlapped. It is therefore necessary to take into account what has already been put in place to adapt the discussion forums to the needs of MSP. The expressed will is not to create a new instance neither to create something that will not work and will not be sustainable in time, but to improve the existing ones. Some participants pointed out that the creation of a cross-border forum is interesting in principle. However, in reality, this type of forum must be politically carried out.

It was mentioned too that if the need for such a cross-border forum exists for the Baltic Sea, it is not clear that this need is currently identified for OSPAR IV and particularly in Spain. It was also pointed out that diplomatic instruments already existed at the borders with local government delegations that could promote MSP.

4.3. Main conclusions

The stakeholder engagement in an institutional process has many advantages.

Firstly, the stakeholder engagement allows to expand the limited scope of expertise and allows to have a more concrete approach, closer to realities and local specificities. It allows decision-makers to register the implementation of a plan over the long term by having a transversal vision of all the concerned components. In the context of MSP, this transversal approach makes it possible to include all the sectors of activity taking into account their respective development perspectives.

Secondly, the stakeholder engagement in the decision-making process gives legitimacy to the plans that will be more socially accepted when they are implemented. Mechanisms for stakeholder engagement also contribute to the sharing of information and allow the administrations in charge of the implementation to explain and communicate the objectives and ambitions of the different projects. By bringing together stakeholders from different backgrounds in the same environment, the stakeholder engagement mechanisms promote mutual increase of competencies (capacity building) of each stakeholder. The places of discussion developed (temporary or long-term) allow everyone to express what are the issues, perspectives, constraints and, thus, to better understand each other for better conflict management. The establishment of a constructive dialogue between the stakeholders allows to promote cooperation between stakeholders, compromises and the identification of potential synergies.

The complementarity of the approaches used in the SIMNORAT project has allowed expanding the stakeholders understanding of the MSP implementation process from very different prisms. The interviews allowed to collect free statements rather focused on the overall perception of MSP and of the stakeholder engagement mechanisms, but above all, they highlighted the concerns and expectations of each stakeholder about the implementation of MSP. The participatory workshops allowed reaching a more constructed collection of statements fed by the debate and the diversity of actors that led it. The proposals are rather focused around local specificities and are sources of proposals and solutions. Finally, the use of serious games as a stakeholder engagement process is not intended to collect information and data, in contrast to the two other methods. It is more about sensitizing stakeholders and informing them of the sometimes complex decision-making mechanisms. As part of the project, the facilitation of the “MSP Challenge” serious game aimed to test an unusual method of stakeholder engagement but especially to promote the understanding of the issues of MSP and the various sectors of activities including conversation.

Finally, in the context of the final conference of the SIMNORAT project, all the methods used and results obtained were presented to the participant’s stakeholders in order to collect their final perception on the choice of methods.

Any participatory approach, regardless of the method used, has its limits. Each method must be adapted to a particular situation and context that is specific to each study or project. The systematic application of a methodology is not appropriate and must be specifically adapted to the objectives of the study, the stakeholders, the socio-cultural context, etc.

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6. Appendix

6.1. Stakeholder engagement database

6.1.1. Stakeholder engagement database for France

Table 16. French stakeholder engagement database

Country	Sector of activity	Bodies
France	Administration	Ministère de la Transition Écologique et Solidaire (MTES)
		Direction InterRégionale de la Mer (DIRM)
		Direction InterRégionale de la Mer (DIRM)
	Fisheries and Aquaculture	Comité interdépartemental des pêches et des élevages marins (CIDPMEM)
		Comité régional des pêches et des élevages marins (CRPMEM)
		Comité régional des pêches et des élevages marins (CRPMEM)
		Comité National de la Conchyliculture (CNC)
		Comité National de la Conchyliculture (CNC)
	Conservation	Agence Française pour la Biodiversité (AFB)
		Agence Française pour la Biodiversité (AFB)
		France Nature Environment (FNE)
		Ligue de Protection des Oiseaux (LPO)
	Maritime transport and Ports	Grand Port Maritime (GPM)
		Grand Port Maritime (GPM)
		Grand Port Maritime (GPM)
		Armateurs de France
	Tourism and leisure activities	Union Nationale des Association de Navigateur (UNAN)
		Fédération Nationale des Pêcheurs Plaisanciers (FNPP)
		Nautisme en Bretagne
		Fédération Nationale des Plaisanciers Atlantique (FNPA)
	Others	Préfecture Maritime de l'Atlantique
		Secrétariat Général à la Mer
		Secrétariat Général à la Mer
Electricité De France – Energies Nouvelles (EDF-EN)		
Union Nationale des Producteurs de Granulats (UNPG)		

6.1.2. Stakeholder engagement database for Spain

Table 17. Spanish stakeholder engagement database

Country	Sector of activity	Bodies
Spain	Administration	Ministry for the Ecological Transition
		Ministry of Agriculture, Fisheries and Food
		Ministry of industry, trade and tourism
		Ministry of industry, trade and tourism
	Fisheries and Aquaculture	Confederación española de Pesca
	Conservation	World Wide Fund for Nature - España (WWF-Spain)
	Maritime transport and Ports	Puertos del Estado
		Asociación de Navieros Españoles
Tourism and leisure	Asociación Española del Transporte Marítimo de Corta Distancia (ShortSea-Spain)	
Others	Asociación Española de Compañías de Investigación, Exploración y Producción de Hidrocarburos y Almacenamiento Subterráneo (ACIEP)	

6.1.3. Stakeholder engagement database for Portugal

Table 18. Portuguese stakeholder engagement database

Country	Sector of activity	Bodies
Portugal	Administration	Ministério dos Negócios Estrangeiros
		Autoridade Marítima Nacional
		Direção-Geral de Recursos Naturais, Segurança e Serviços Marítimos
		Administração da Região Hidrográfica do Centro, Polo de Aveiro
	Fisheries and Aquaculture	Associação de Armadores de Pesca Industrial
		Associação de Armadores de Pesca do Norte
	Conservation	Instituto de Conservação da Natureza e das Florestas
		Liga para a Proteção da Natureza
		Direção-Geral de Recursos Naturais, Segurança e Serviços Marítimos
	Maritime transport and Ports	Administração do Porto de Aveiro
		Associação Dos Agentes de Navegação de Portugal
	Tourism and leisure	Associação Portuguesa de Vela
	Others	WaveEC Offshore renewables
Direção-Geral do Património Cultural		

6.2. Interviews matrix

Questions for the semi-structured interviews

V2018-04-18 final

Identification of the interviewee (person to be interviewed)

- Name
- Marine sector of activity
- At what scale do you work (coastal/territorial waters, EEZ, high seas)

Topic : Knowledge about the Marine Spatial Planning (MSP)

Question: *Are you familiar with the Marine Spatial Planning subject? What can you tell me about it?*

UNDERLYING QUESTIONS	What does MSP evoke to you?
	Have you ever heard about MSP?
	What do you know about MSP?
	Do you have knowledge about the MSP subject?
	When you hear MSP, what are you thinking about?
	If I tell you MSP, you answer me ...
	Are you or have you been involved in MSP directive development or implementation

Topic : Constraint and opportunities provided by the MSP to sector needs and/or sustainable blue economy

Question: **Within the framework of a spatial planning of the marine environment: What opportunities and/or constraints do you foresee for such a process?**

UNDERLYING QUESTIONS

If I tell you Marine Spatial Planning, you answer me: "Great/This is great because"

If I tell you Marine Spatial Planning, you answer me: "Oh no the troubles start"

What are the opportunities you think about in the marine environment by the arrival of the MSP?

What are the opportunities you see coming for your sector/activity with the arrival of the MSP?

What constraints do you see coming for your sector/activity with the arrival of the MSP?

Is it a one-off occasion (occasional) or is it widespread (structural) (in space or time)?

Topic : Needs, opportunities and threats for coordination across sectors including conservation

Question: **what do you expect in terms of easing tensions/competition/conflicts or facilitating marine conservation (or improving marine environment/helping achieve GES) ?**

UNDERLYING QUESTIONS

In the context of a spatial and temporal organization/distribution of the uses and activities, with who would you like to speak?

What are the opportunities you think about in the marine environment (pollution, conservation) by the arrival of the MSP?

Which activities/uses are in competition with your activity regarding access to space or resources ? Is it a one-off occasion or is it widespread (in space or time; present situation)?

With which of these sector(s)/activities are you currently collaborating? (Present)

With which of these sector(s)/activities are you currently more in tension/trouble ? (Present)

Do you have knowledge about the other competition situation in the marine environment? (Present)

Which other sectors/activities are more in the tension in the marine environment to your knowledge ? (Present)

With which sectors/activities do you think you are going to work more easily/smoothly within the framework of the MSP? (Future, with MSP, 10 years horizon)

With which sectors/activities you think it might still be difficult to cooperate even with MSP ? (Future, with MSP, 10 years horizon)

Topic : Needs, opportunities and threats for coordination across borders

Question : Do you think that the implementation of MSP would be a good opportunity to facilitate negotiations with other sectors/activities/uses in neighbour countries? What about negotiations between sectors that are active in different areas (EEZs)? What is your opinion about (potential) cross-border challenges?

UNDERLYING QUESTIONS	In the context of a spatial and temporal organization/distribution of the uses and conservation, with who would you like to speak across borders?
	Do you have a knowledge about the different activities/sectors that are competing in the marine environment at an international level?
	Do you have a knowledge about the different activities that are collaborating in the marine environment at an international level?
	Is it a one-off occasion (ad-hoc format) or is it widespread (permanent/formalized) (in space or time)?
	How do you think cross-border or international coordination could/should be organized?
	Do you think a permanent stakeholder and/or administration forum of discussion would be a good idea?

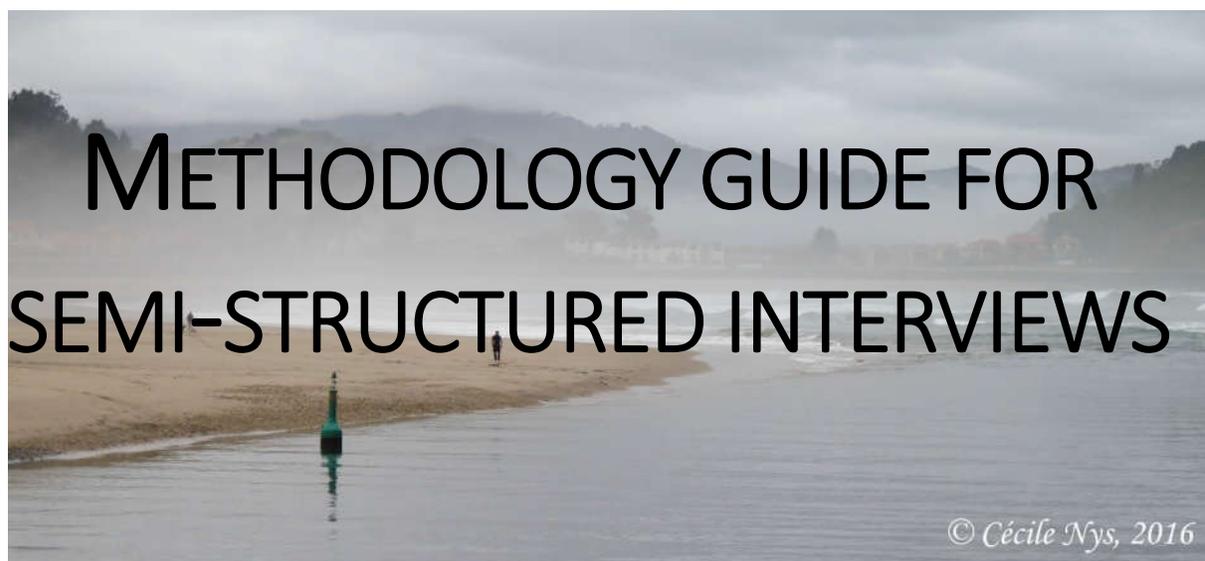
6.3. Methodological guide



SUPPORTING IMPLEMENTATION OF MARINE SPATIAL PLANNING IN THE
NORTHERN EUROPEAN ATLANTIC REGION

Component 1 – Supporting Implementation of MSP

Sub-component 1.3.5 – Improving Stakeholder Engagement



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Disclaimer

The contents and conclusions of this guide, including the maps and figures, were developed by the participating partners with the best available knowledge at the time. They do not necessarily reflect the national governments' positions and are, therefore, not binding. This methodology guide reflects only the project SIMNORAT partners' view and the European Commission or Executive Agency for Small and Medium - sized Enterprises is not responsible for any use that may be made of the information it contains.

Document information

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1) Introduction

The main objectives for SIMNORAT (Supporting Implementation of Marine Spatial Planning in the Northern European Atlantic Region) are:

- a. Support the Implementation of the Directive on Marine Spatial Planning (MSP) in Member States' marine waters
- b. Launch and carry out concrete, cross-border MSP cooperation between Member States in the Northern Atlantic, involving three Member States and the relevant authorities responsible for MSP in the Selected area, and the CPMR (Conference of Peripheral Maritime Regions of Europe) for the Level of the Regions

Strong links exist between the following actions: C1.2.2 “Analysis of the MSP processes”, C1.3.2 “Spatial demands”, C1.3.5 “improving Stakeholder Engagement” and C1.3.6 “Case studies”. Interviews will be carried out through C1.2.2 and C1.3.2. Actions concerning stakeholder engagement under the C1.3.5 “Improving Stakeholder Engagement” will be carried out within the framework of “Case studies” (C1.3.6). Interview work will produce primary data to complement bibliographic work and will contribute to nourish stakeholder engagement in case-studies.

Each of these actions should be implemented in a collaborative way among partners from the three countries so to fully capture a transnational perspective recognizing shared interests and specificities. It is therefore important that we share objectives and methodology for data collection (interviews) and analysis under C1.2.2 and C1.3.2. Based on the common framework described in this document, interviews will be conducted in the three countries and joint working teams will proceed with the analysis to provide a transnational view of MSP process and of spatial demands. Outcomes will then be used to support discussions among stakeholders in case-studies under C1.3.5 and C1.3.6. For these, the core objective is to engage stakeholders in the discussion about the transboundary dimension of MSP, as a contribution to the coherence of national plans that will be developed in the coming years.

2) Semi-structured interviews in a few words

A semi-structured interview is a qualitative method of research combining a pre-determined set of open questions with the opportunity for the interviewer to explore a bit more particular themes or responses. An open question is a question that instigates a discussion.

Semi-structured interviews are used here to understand how MSP process is planned in each country, claims for access to space by different uses and each groups views the process and its relation to other uses. It allows respondents (or interviewees) to express their view on our question but also to raise issues that we may not have considered. The main advantage of semi-structured interviews is that it can provide valuable information from context of stakeholders 'experiences/expertise and it allows new ideas to be brought up. However its main disadvantage is that it is time consuming to collect and analyse data.

3) Interviews – Step by step process

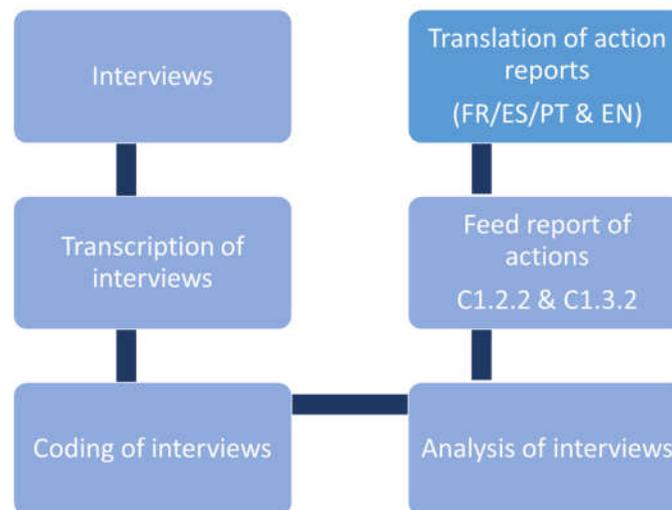


Figure 1. Schematic diagram about the interview process for SIMNORAT

3.a) Draw up interview framework

One of the first step for semi-directed interviews is to conceive an interview framework listing the themes to discuss or questions to ask. It's important to know what type of information you want to get.

In our case we are looking for information about:

- Knowledge about Marine Spatial Planning (MSP)
- Constraints and opportunities brought by the MSP to sector needs and/or to sustainable blue economy
- Needs, opportunities and threats for coordination across sectors including conservation
- Needs, opportunities and threats for coordination and across borders

These will be our main themes to be discussed during the interviews. Depending on the sector and expertise of the interviewee, these items are more or less relevant. Interviews with state administration and local authorities are likely to focus more on the process and needs for coordination, while interviews with industry sectors may more address spatial demands.

For each theme to be discussed we've formulated a global question with several sub-questions. Only the main question should be asked to our interviewee where relevant. The sub-questions are there to know which type of information we are looking at and they will be used to structure the coding and analysis of the interviews. These sub-question could be used to relaunch the interviewee on a specific theme.

You can find the "global question" and their sub-question for each theme in [Appendix A](#) and [Appendix B](#).

3.b) Identifying stakeholders to be interviewed

Identification of stakeholders to be involved is an early step of the process. Various categories of stakeholders/sectors can be involved with priority depending on topics addressed and the engagement level aimed: NGOs, maritime sectors, state administration, local authorities and other technical bodies such as MPA agencies. We are looking to interview 3 key "voices" for each sector identified in each of the 3 countries. These people should be interviewed as experts on their sector/activity and not for their specific personal interests.

For the SIMNORAT interviews we are aiming at reviewing the following sectors:

- National administrations
- Local administrations
- Technical bodies
- Maritime sectors
 - Fisheries
 - Aquaculture and fish farming
 - Commercial transport
 - Marine renewables Energies
 - Extraction of minerals (aggregates, oil and gas)
 - Recreational activities
 - Leisure navigation
- MPA managers
- Civil society (NGOs)

Details about groups to be interviewed can be found in [Appendix C](#).

3.c) Interviews

The three most important things to remember for the interview are: **BE PREPARED & RECORD** the INTERVIEW & **AVOID any DISTURBANCIES** (computer, cell phone, ... have to be put off).

Definition

- Interviewer : The one who's asking the questions
- Interviewee : To one to be interviewed and responding to the questions

Each interview should be scheduled in advance and take place in a calm environment (avoiding parasite noise on the recording). Best of all, the location of the interview should be where the interviewee wants it so that he is in a known location where he can be at ease. If you have several interviews to be held in the same region, try to regroup them in terms of days avoiding for you to constantly go up and down in the country. Be careful to plan at the maximum 2 (– 3) interviews per day, one in the morning and one in the afternoon so that you can be at ease in your schedule and not rush the interview.

Before confirming an interview you should **ask permission** at the interviewee **to record** it and explain that everything will be treated anonymously, referring only to the sector of the interviewees. Once you get the

approval of the interviewee to record, start by explaining why you are interviewing him. For this you can use the factsheet “MSP in a few words” that is at [Appendix D](#). Best is to explain it orally and not just let the interviewee read the document, so you have to **be prepared**.

Duration of the interview shouldn't be too long but neither too short. Aim for a minimum duration of 30 minutes and a maximum time period of 1 hour/1 hour and 30 minutes. If however it's a bit longer than that don't interrupt the interviewee if he/she is speaking, that would be rude and you could lose a good contact. Don't look either constantly at your watch because that could be not well taken. It's a conversation you have, not a speed-dating.

The number of interviewers going to a same interview shouldn't exceed two (and grand max three) people as to avoid overwhelming and intimidating the interviewee.

After confirming permission to record the interview, explain a bit about the project, yourself and your expectation which is to get an “expert” view representing the interests and positions of the sector rather than personal. You can explain the context of the interview: MSP, transboundary collaboration, ... For that you can use the factsheet “MSP in a few words” that is at [Appendix D](#). Then ask the person to present him/herself: what is his/her work, position and how long he/she has been working in that specific sector, past experiences in other sectors, ... It shouldn't be too long, 5 to 10 minutes. That's called making contact and constructing a relationship. It helps both parties to relax a bit.

You can now start with your thematic questions, using the “global questions”, one question at a time. Don't hesitate to reformulate the question with more targeted vocabulary for the stakeholder's vocabulary. Let the interviewee speak and give indication that you follow what he/she is telling. You can sometimes reformulate in your own words what interviewee has just told you. Don't just use “hmm”, “ha”, “okay”, ... You should take some key notes during the interview, but do not write everything the interviewee is telling you, the recording is there for that. It's a discussion, you have to be a passive-active participant. But you shouldn't interrupt the interviewee in the middle of one of his answers (except if you get the feeling that the interviewee is going too much out of the scope of our work). If you feel you don't have all the information you're looking for, you can use a sub question or a follow up question in one of the topics. Once you get the feeling that you have raised a sufficient level of information for the first thematic you can move one to the following theme.

At the end of the interview, you ALWAYS thank the interviewee for his/her answers and the time she/he has taken to meet you, and you inform him/her about the next steps of our work, including promise sharing the outputs.

Don't be surprised to sometimes have answers corresponding to two or more theme. Don't give a clear indication of your position/mind on some topics. It can be that the interviewee has another viewpoint than you, you should respect it and not have heated argument with him during the interview. But you should still be an active participant to the conversation.

Material to have with you when going to do an interview:

- Recorder with enough battery life and sufficient storage space!!!
- Backup recorder
- Some blank paper to let the interviewee take notes or make sketches
- Some blank maps of the geographical area
- Pencils and/or pens and/or highlighters

3.d) Transcription of interviews

If you're not the only one that will use and analysis the interviews, as it will be the case for SIMNORAT, the interviews have to be transcript word for word. You don't just give a summary. Each word is important especially in our case where each partner will do his own analysis of the interviews.

This a time consuming step, but it is a really important step! You we'll have to count between **4 to 6 times the duration of the interview to have a complete transcription** of the interview. It has to be WORD FOR WORD, even if the interviewee repeats the same word several times. You don't use synonyms. It has to be in the words of the interviewee.

Transcription of the interviews should be done really soon after the interview. Best is to do it the following day or in the week that follows.

3.e) Coding of interviews

In this section the terms “segments”, “citations” and “elements” stand for extracts from interviews.

The coding of the interviews is a selection of “segments” of the interview referring to categories supporting the analysis work. This will be done using a series of questions designed for each analysis to be conducted, some from the questions and sub-questions lists for the interviews and others that might have emerged from the interviews.

A reading of the interview is necessary prior to start coding so to get ownership of the whole discussion. A second reading should then select the interesting elements of the discussion to be associated with topics of interest for the analysis. Best is to use one colour for each topic, or to use a dedicated software.

After this, best is to put all “elements” in a table (excel or other database) and regroup them by topic of interest for the analysis. Each topic should have its own table. The most important is to keep the link between “citations”, the sector of the interviewee and his/her country.

Then making a new table by topic you can regroup the elements by sub questions. Thereafter you can make a table, again per topic, with in line the type of answer and in column which sector told you this info. You should have at the end have a selection of citations from different sectors and countries that will become the primary material to structure our reports.

3.f) Analysis of interviews per topic

The analysis of interview should happen in cross-border workgroups. Meaning each subject, MSP process and Spatial Demands, should be analysed using interviews from the different countries and sectors in a coordinated way. This will allow for sharing by discussion the content of interviews conducted in different languages.

The purpose is to produce a transnational synthesis based on bibliographic work and illustrated by the words of the stakeholders, to reflect commonalities and specificities, needs, opportunities, threats in the implementation of MSP. The workgroups and the result of these should be done in English.

3.g) Translation of action outputs

Final output of each action should be translated in French, Spanish and Portuguese for dissemination. It will then be used for the three multisector national workshops and for the final conference (stakeholder engagement in case-studies).

3.h) Tasks divisions & Timeline

Tasks	Who	Timeline
a) Interview framework	AFB/CEREMA/CRPM/UBO	End of February/ Beginning of March
b) Identifying stakeholders	France : AFB/CEREMA/CRPM/UBO Spain : Cedex/IEO Portugal: Aveiro	From March Until Mid-May
c) Interviews	France: AFB /CEREMA/CRPM Spain : CEDEX/IEO Portugal: Aveiro	From May Until End of July
d) Transcription	France : AFB/UBO Spain proofreading: Cedex/IEO Portugal : Aveiro	From Mid-June Until End of July
e) Coding of interviews	UBO/AFB	From June Until Mid-August
f) Analysis of interviews and action reports	France: AFB /CEREMA/CRPM Spain : CEDEX/IEO Portugal: Aveiro	From Mid-July Until End of August

4) Appendix

- Appendix A: List of questions and their possible relaunching questions
- Appendix B: What info we are looking for during the interview
- Appendix C: List of all scheduled stakeholders to be interviewed
- Appendix D: MSP in a few words

4.a) Appendix A: List of questions and their possible relaunching questions

<u>Questions for the semi-structured interviews</u>	
<i>V2018-04-18 final</i>	
Identification of the interviewee (person to be interviewed)	
<ul style="list-style-type: none"> • Name • Marine sector of activity • At what scale do you work (coastal/territorial waters, EEZ, highseas) 	
Topic : Knowledge about the Marine Spatial Planning (MSP)	
Question: <i>Are you familiar with the Marine Spatial Planning subject? What can you tell me about it?</i>	
UNDERLYING QUESTIONS	What does MSP evoke to you?
	<i>Have you ever heard about MSP?</i>
	<i>What do you know about MSP?</i>
	<i>Do you have knowledge about the MSP subject?</i>
	<i>When you hear MSP, what are you thinking about?</i>
	<i>If I tell you MSP, you answer me ...</i>
	<i>Are you or have you been involved in MSP directive development or implementation</i>

Topic : Constraint and opportunities provided by the MSP to sector needs and/or sustainable blue economy

Question: Within the framework of a spatial planning of the marine environment: What opportunities and/or constraints do you foresee for such a process?

UNDERLYING QUESTIONS	If I tell you Marine Spatial Planning, you answer me: "Great/This is great because"
	If I tell you Marine Spatial Planning, you answer me: "Oh no the troubles start"
	What are the opportunities you think about in the marine environment by the arrival of the MSP?
	What are the opportunities you see coming for your sector/activity with the arrival of the MSP?
	What constraints do you see coming for your sector/activity with the arrival of the MSP?
	Is it a one-off occasion (occasional) or is it widespread (structural) (in space or time)?

Topic : Needs, opportunities and threats for coordination across sectors including conservation

Question: what do you expect in terms of easing tensions/competition/conflicts or facilitating marine conservation (or improving marine environment/helping achieve GES) ?

UNDERLYING QUESTIONS	In the context of a spatial and temporal organization/distribution of the uses and activities, with who would you like to speak?
	What are the opportunities you think about in the marine environment (pollution, conservation) by the arrival of the MSP?
	Which activities/uses are in competition with your activity regarding access to space or resources ? Is it a one-off occasion or is it widespread (in space or time; present situation)?
	With which of these sector(s)/activities are you currently collaborating? (Present)
	With which of these sector(s)/activities are you currently more in tension/trouble ? (Present)
	Do you have knowledge about the other competition situation in the marine environment? (Present)
	Which other sectors/activities are more in the tension in the marine environment to your knowledge ? (Present)
	With which sectors/activities do you think you are going to work more easily/smoothly within the framework of the MSP? (Future, with MSP, 10 years horizon)
With which sectors/activities you think it might still be difficult to cooperate even with MSP ? (Future, with MSP, 10 years horizon)	

Topic : Needs, opportunities and threats for coordination across borders

Question : Do you think that the implementation of MSP would be a good opportunity to facilitate negotiations with other sectors/activities/uses in neighbour countries? What about negotiations between sectors that are active in different areas (EEZs)? What is your opinion about (potential) cross-border challenges?

UNDERLYING QUESTIONS	In the context of a spatial and temporal organization/distribution of the uses and conservation, with who would you like to speak across borders?
	Do you have a knowledge about the different activities/sectors that are competing in the marine environment at an international level?
	Do you have a knowledge about the different activities that are collaborating in the marine environment at an international level?
	Is it a one-off occasion (ad-hoc format) or is it widespread (permanent/formalized) (in space or time)?
	How do you think cross-border or international coordination could/should be organized?
	Do you think a permanent stakeholder and/or administration forum of discussion would be a good idea?

4.b) Appendix B: What info we are looking for during the interview

We are looking for personal views from a large point of view regarding the situation of sector of the interviewee and the MSP in general. Very specific situations are OK to illustrate the positions, but we are not interviewing to document such local or particular cases.

MSP : spatial and time-based organisation of the marine activities ; MSP directive comes while there is already many regulation (space-time) are in place and actors already coordinate in many different manners. So we want to know what is expected from the implementation of the directive (in positive and negative), opportunities to facilitate coordination (no more case for competition or more efficient processes) and threats (exacerbate competition, create new tensions,...)

Competition : some activities compete for access to space and resources, the issue is about the regulation of these competitions; is it smoothly regulated or is it conflictual; how is it facilitated (negotiation, adaptive management or conflict resolution procedures)

Environment: when we want to address both water quality/pollution (good environmental status) and biodiversity (good ecological status)

Sectors, uses and activities: uses are both commercial and recreational, extractive and non-extractives ; fixes or mobile ; activities include action for conservation ; sectors include also the different “sectorial” administrations

4.c) Appendix C: List of all scheduled stakeholders to be interviewed

- **National administrations:** Contacts in administrations directly in charge of MSP or Marine conservation policies. This could be central state administrations (ministries) as well as state administration representative services in the territories. Please be accurate with the directorate/service concerned by these topics in ministries that have often a very broad range of competences.
- **Local administrations:** Contacts of regions (or smaller administrative units such as municipalities) services in charge of coastal/marine planning or environment conservation. Most of them would be provided by CPMR.
- **Technical bodies:** Contact of any technical body (administrative public body, scientific organisation, university...) which is mandated by states to support the MSP process or the environmental policies.
- **Maritime sectors:** Contacts of maritime sectors representatives, at national or regional level, for each of the maritime sectors listed below
 - *Fisheries*
 - *Aquaculture and fish farming*
 - *Commercial transport*
 - *Marine renewables Energies*
 - *Extraction of minerals (aggregates, oil and gas)*
 - *Recreational activities*
 - *Leisure navigation*
- **MPA managers:** Contacts of managers for different kinds of MPA occurring in each countries
- **Civil society:** Contacts of NGOs or citizen organisations that are officially associated to the MSP process or are influencing it significantly

4.d) Appendix D: MSP in a few words

SIMNORAT project

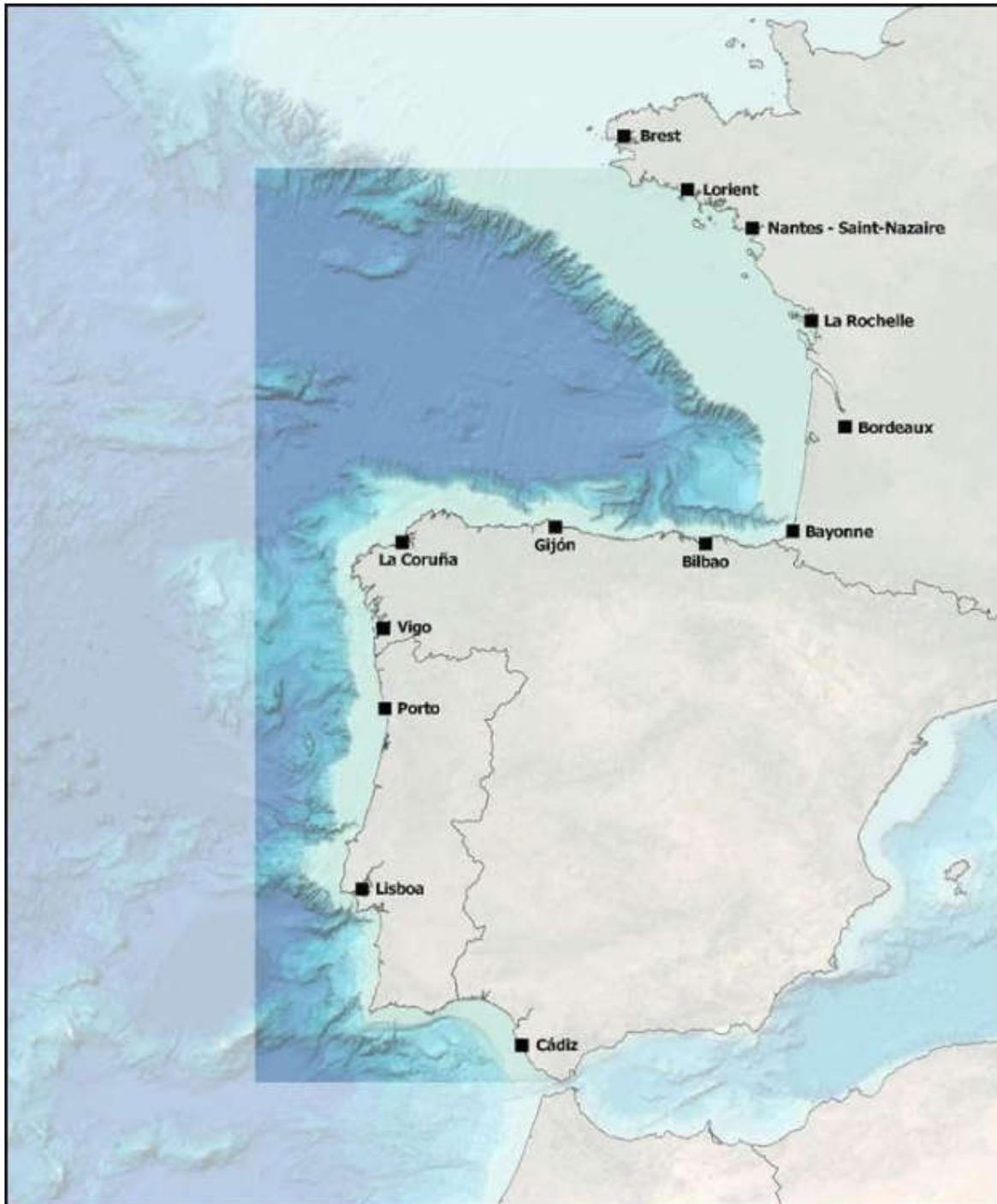
The Marine Spatial Planning (MSP) in a few words

What is MSP?

Marine spatial planning (MSP) is a public process of analysing and allocating the spatial and temporal distribution of human activities in marine areas to achieve ecological, economic and social objectives that have been specified through a political process. (UNESCO definition)

The Marine Spatial Planning Framework Directive (MSPFD)

- Objective
 - When establishing and implementing maritime spatial planning, Member States shall consider economic, social and environmental aspects to support **sustainable development and growth** in the **maritime sector**, applying an **ecosystem-based approach**, and to promote the coexistence of relevant activities and uses. (Art. 5.1)
 - The Marine Spatial Planning (MSP) shall aim to contribute to the **sustainable development of energy sectors** at sea, of maritime *transport*, and of the *fisheries* and *aquaculture* sectors, and to the preservation, protection and improvement of the environment, including resilience to climate change impacts. In addition, other objectives may be pursued such as the promotion of sustainable tourism and the sustainable extraction of raw materials. (Art. 5.2)
- Expected deliverables : The MSP plans have to identify the spatial and temporal distribution of relevant existing and future activities and uses in their marine waters (Art. 8.1)
- The process has to take into consideration all the activities and uses and their interactions. These activities and uses may include aquaculture, fishing, exploration, exploitation and extraction of mineral resources (oil, gas, aggregates, ...), renewable energy, maritime transport, tourism, military activities, conservation activities, scientific research, ... (Art. 8.2)
- Land-sea interactions have to be taken into account (Art. 7)
- Public participation is encouraged in the earlier stages of the process (Art. 9)
- The directive promotes cooperation between states bordering same marine waters/regions. It also aims to ensure that maritime spatial plans are coherent and coordinated across the marine region, in particular at a transnational level. (Art. 11)

SIMNORAT case study: OSPAR IV

6.4. Consent form for interviews

CONSENT FORM

As part of the European project SIMNORAT, this interview aims to gather information and stakeholder views on the potential spatial demands and future trends in their activity with reference to cross-border aspects of Maritime Spatial Planning (MSP). These interviews will concern maritime sector representatives (aquaculture, extraction, fisheries, energy...), local representative of the State administration, technical bodies and civil society.

The interview will take between 30 (half an hour) and 90 minutes (an hour and a half). Ethical procedures for academic research undertaken require that interviewees explicitly agree to being interviewed and how the information contained in their interview will be used. This consent form is necessary for us to ensure that you understand the purpose of your involvement and that you agree to the conditions of your participation.

Would you therefore read the accompanying information sheet and then sign this form to certify that you approve the following:

- The interview will be recorded and a transcript will be produced;
- The transcript of the interview will be analysed by a member of the SIMNORAT team;
- Access to the interview transcript will be limited to the partners of the SIMNORAT project;
- Any summary interview content, or direct quotations from the interview, that are made available through academic publication or other academic outlets will be anonymized so that you cannot be identified, and care will be taken to ensure that other information in the interview that could identify yourself is not revealed;
- The actual recording will be destroyed

All or part of the content of your interview may be used anonymously:

- In academic papers, policy papers or news articles;
- In different support from communication which we may produce such as oral presentations;
- Inside other events (conferences, meeting of restitution, etc.);
- In an archive of the project;

Certificate of Consent

I have read the foregoing information. By signing this consent form, I agree:

- I have had the opportunity to ask questions about it and any questions I have been asked have been answered to my satisfaction before the interview;
- I consent voluntarily to be a participant in this study and I understand that I can withdraw at any time or refuse to answer any question without any consequences of any kind;
- The transcribed interview or extracts from it may be used as described above;
- I don't expect to receive any benefit or payment for my participation;

Signature

Name and date _____

Signature

- | | |
|--|--|
| <input type="checkbox"/> Administrations | <input type="checkbox"/> Offshore industry |
| <input type="checkbox"/> Conservation - Professional | <input type="checkbox"/> Yachting |
| <input type="checkbox"/> Conservation - NGO's | <input type="checkbox"/> Fisheries |
| <input type="checkbox"/> Defense | <input type="checkbox"/> Commercial transport and port |

6.5. Report “Transboundary workshop between France and Spain (Irun, Spain – 2nd October 2018)

SIMNORAT

Cross-Border Approach for Maritime Spatial Planning

Bay of Biscay case study

REPORT

TRANSBOUNDARY STAKEHOLDERS WORKSHOP - IRÚN (SPAIN)

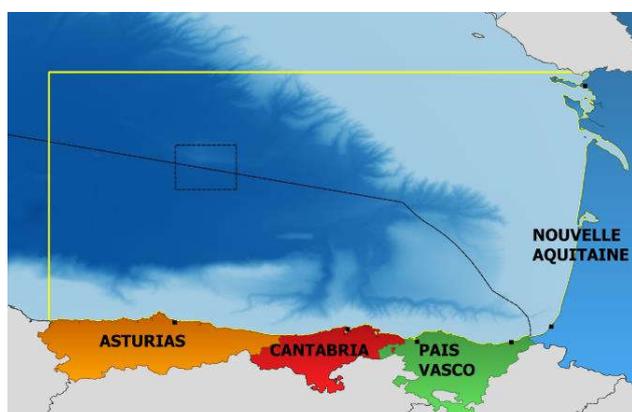
Tuesday 2nd of October - 9:00 to 18:00

In 2014, the European Parliament and the Council of 23rd of July 2014 adopted a directive for a common framework for **maritime spatial planning** in the Member-States (directive 2014/89/UE) to address the need for effective management of marine ecosystems and maritime activities and to avoid conflicts and promote synergies between different uses at sea. This directive imposes a set of common requirements for each state to make each planning document compatible with each other at different scales (local, regional, national). The maritime spatial planning (MSP) should: **reduce conflicts** between different uses; **promote investment**; **strengthen administrative coordination** through the promotion of a single tool; **facilitate cross-border cooperation** and **protect the environment** by identifying the potential impacts of each activity. It expires in 2021 and must be updated for a minimum period of 10 years [European Commission]¹.

Context

The European SIMNORAT (*Supporting Implementation of Maritime Spatial Planning in the Northern European Atlantic*) project aims to support the implementation of maritime spatial planning (MSP) in the OSPAR IV area and has for main objectives to support Member States in the implementation of the Directive and to develop a transboundary cooperation between the three countries (i.e. France, Spain and Portugal). These general objective lead to 4 actions that make possible the understanding and analysis of the existing processes in the three countries:

- Identify existing tools for the implementation of the MSP;
- Analyse spatial demands (maritime activities and environment);
- Define spatial trends (maritime activities and environment);
- Analyse and improve stakeholder engagement processes.



Organized by AZTI and the University of Western Brittany (UMR AMURE, UBO) in partnership with CEDEX and AFB and with the support of FICOBA, this workshop took place on Tuesday, October 2nd, 2018 from 9:00 to 18:00 in Irun (Spain) at the Basque Coast International Fair – FICOBA (*Annex 1*). It brought together 37 people from both countries (*Annex 2*), the number of participants being deliberately limited to encourage the establishment of small break-out groups.

¹ For more information: https://ec.europa.eu/maritimeaffairs/policy/maritime_spatial_planning_en

The workshop was aimed to meet the objective of promoting cross-border cooperation. It is part of the several actions designed in the frame of the project related to stakeholder engagement. The study area chosen for the organization of a transboundary workshop between France and Spain is the Bay of Biscay, which concerns stakeholders in the Nouvelle-Aquitaine region in France and Asturias, Cantabria and Basque-country regions in Spain. An equivalent workshop between Portugal and Spain is organized on November 28 in Vigo for the marine waters of the North-West of the Iberian coast.

Objectives and methods

Objectives

The objective of this workshop was to contribute to cross-border stakeholder engagement by bringing together representatives of the different maritime and environmental sectors that have an interest in the maritime spatial planning process within the two countries. Discussions in small working groups (between 10 and 15 people) were to allow each participant to express himself and share these needs, fears, opportunities and/or issues with representatives of other sectors.

Organisation

The three focus groups were set up before the workshop to have homogeneous groups. Distribution criteria (e.g. nationality, gender, organization and function) were applied according to the number of registrants in the workshop. Two translators and two facilitators allowed participants to express themselves in their language. After a first plenary session, participants were invited to exchange during two sessions of one and a half hour about the **issues, opportunities and challenges of the MSP in the Bay of Biscay**.

Taking into account that participants represented administrations, the economic sector and conservation managers and that all were welcome to share their expertise and views they have beyond their own field of action, the questions asked to initiate and facilitate the debates were the following:

- **What are the needs, problems, opportunities of maritime activities for their economic development?**
- **What are the needs, problems, opportunities to make blue growth compatible with the good state of the environment?**
- **What priorities in the Bay of Biscay?**
- **What solutions can be found to solve these problems and how marine spatial planning can contribute to their implementation?**

After these sessions, participants were invited to discuss in a plenary session of the main elements of the discussions (points of disagreement, propositions, etc.)

Methods

In each group, participants were invited to have an open discussion structured by key points formalized with post-its. The four topics were discussed so that participants could present their arguments. Post-it notes were shared, displayed and translated to the entire group. A chair led the debates, distributed the speech and managed time allocation. An assistant ensured the translation of the post-its and an interpreter ensured the translation of the discussions and debates. Each subject was discussed between 30 and 45 minutes.

Discussions report

Plenary session – Context and environmental and socio-economic characteristics of Bay of Biscay

A. Lloret Capote (CEDEX) welcomed all participants and thanked them for their presence. **I. Galparsoro** (AZTI) recalled the issues and objectives of the Marine Strategy Framework Directive (MSFD) and the Maritime Spatial Planning Directive (MSP), pillars of the Integrated Maritime Policy (IMP) in Europe. The presentation highlighted the difficulty of bringing together within the same space a large number of activities, as well as the potentials benefits that stakeholders may obtain

through implementation of an iterative MSP process by a better consideration of socio-economics activities and ecosystems.

N. Alloncle (*AFB*) then presented the SIMNORAT project. The SIMNORAT project brings together different partners in 3 countries (France, Spain, Portugal) during 2 years and is the result of a call from DG MARE of the European Commission on the OSPAR IV area. The two main objectives of this project are (i) to support Member States in the implementation of the Directive and (ii) to promote the consideration of cross-border issues.

L. Courgeon (*DIRM SA*) presented the process of implementation of the MSP in France, resulting from the sea and coastal Strategy. It is divided into four maritime regions: Channel – East and the North Sea, North-Atlantic and West-Channel, South Atlantic and the Mediterranean. The French approach is iterative and integrates the MSFD. The State and the teams of the regulatory authorities participate in the construction of the three main elements of the French strategic document the “*Document Stratégique de Façade*” (DSF): (i) the situation of the existing, (ii) the strategic objectives and (iii) the planning maps. Firstly, the maritime vision for the territory was produced with the actors and is articulated around a series of main objectives: good ecological status of the marine waters, the coexistence of the uses, good touristic development respectful of resources and space, promotion of the sector’s professionals who have achieved their ecological and energy transition; and secondly, several strategic objectives are laid down to bring together socio-economic and environmental objectives. The socio-economic objectives are governed by 4 driving forces: exploit the resources of the sea, promote a reasoned management of the marine spaces, lead the sectors towards the ecological and solidarity-based transition, and go towards a competitive blue economy. The environmental objectives are articulated around: the maintenance of biodiversity, the respectful exploitation of commercial species, the reduction of mortalities of turtles, mammals and seabirds, the preservation of the food chain, the protection of habitats and the reduction of contaminants and waste. Third, the planning maps (named “*carte des vocations*” in French) define preferential uses, that is, a priority use of a space. The implementation of the MSP in France is ongoing and should be completed in 2019.

A. Correa Peña (*MITECO*) described the process of implementing MSP in Spain. Currently, in the initial step, the MSP process is led at the national level by the Ministry of Ecological Transition and is transposed by Royal Decree 363/2017. It foresees the provision of five different planning plans, one for each one of the five maritime demarcations following: North-Atlantic, South-Atlantic, Strait of Gibraltar and Alboran, Levantine-Balearic and Canary Islands. The implementation of the MSP is managed by an Inter-Ministerial Commission established for the implementation of the MSFD, and in particular by a working group specifically in charge of developing the MSP process and drafting the roadmap which presents the socio-economic objectives and the global environmental objectives, the latter in line with the national marine strategies (MSFD). The implementation of the MSFD and related basin strategies is monitored by the central administration and supported by the autonomous communities, the role of which is guaranteed by the Spanish law (Law 41/2010). Spain is currently in the initial steps of the MSP process and is, therefore, using the results of the different pilot projects implemented in the other Member States to evaluate the methods used and understand the different levels of stakeholder engagement to facilitate cooperation between the administrative bodies involved.

J M. Grassa (*CEDEX*) and **N. Alloncle** (*AFB*) then presented the geography and the administrative organization of the two countries, and highlighted the differences among them. The Bay of Biscay consists of continental shelf marked by a rocky coastline characterized by cliffs and barrier beaches at the outlet of rivers, in contrast to the rather sedimentary north littoral. The distribution of major urban areas and population density between the northern and southern regions of the Bay of Biscay shows different patterns: it is continuous from the Spanish side to the French Basque-country and decreases in the French Landes area before gradually increasing the population from the Pays-de-la-Loire to Brittany. The area is also submitted to climate impacts, particularly exposed to extreme events (e.g. storms), and is characterized by a high level of risk for some coastal areas. In Spain, the management of maritime and coastal areas is attributed to the State. The State is responsible for collecting base data and drafting a proposal plan for each of the five maritime demarcations with the Inter-Ministerial Commission for Marine Strategies which develops, implements and follows the plans in the marine

environment. The State remains sovereign at sea and the autonomous communities are only competent for fishing and shell-fishing in internal waters, aquaculture and the implementation of the WFD.

N. Alloncle (AFB) continued with the presentation of the environmental characteristics of the Bay of Biscay, in which the continental shelf occupies a much larger space in France than in Spain. This particular geomorphology plays an important role in the distribution of species and habitats and impacts the properties of water bodies. Important deep habitats are identified on both sides of the border, including “the Cap Breton canyon”, which has many habitats that are sensitive to changes in hydrographic and / or chemical conditions. The slope influences the distribution of species such as marine mammals. The Bay of Biscay is particularly frequented by a large number of delphinids. It has a rich seabird life and is important for the life cycle of sardines and anchovy. Ecological issues are common to both countries with highly mobile species that move and are sensitive to a range of anthropogenic pressures: chemical pollution, macro-waste, accidental capture, collisions, noise, etc. In France, the management of maritime areas is attributed to the State. It remains sovereign at sea and local authorities are only competent for some activities such as swimming, coastal development and motorized traffic in the 300-meter band; beyond, the competence is that of the maritime prefects and this up to the limit of the exclusive economic zone.

A. Lloret Capote (CEDEX) then presented the socio-economic characteristics of the Bay of Biscay and stressed that infrastructures are important and that it is necessary to have a good knowledge of the existing activities in order to foresee their future trends. The results presented come from the compilation of French and Spanish data produced within the framework of the SIMNORAT project with the creation of a common database for both countries. In the Bay of Biscay, maritime traffic is intense over a wide coastal area. Navigation routes occupy a smaller space on account of the TDS (traffic separation device) which allows keeping potentially polluting vessels away from the habitats of interest. Fishing capacity (“flotilla”, fleet, and fishing ports) is higher in Spain than in France just like fishing effort. Also the number of marinas is higher in Spanish coasts. Offshore oil and gas activities have a small presence in Spain but are allowed, which is not anymore the case in France. Marine renewable energies are still underdeveloped, with potential zones being defined in France with “carte des vocations”, while in Spain potential suitable areas for the installation of offshore wind energy facilities were mapped in 2009², although no planning strategy for the sector has been issued since then. Various projects and/or authorisations are underway in both countries concerning cable installations and coastline protection. Marine aggregates extraction for construction is prohibited in Spain and sand extraction is exceptionally authorized for beach nourishment or regeneration. In France, these activities are highly regulated but there are areas here it’s authorized. Finally, aquaculture activities are little developed in the two countries outside Galicia in Spain and the Arcachon area in France with many potential zones identified on both sides of the border to promote the development of the activity.

N. Alloncle (AFB) continued with the presentation of existing conservation measures and marine protected areas (MPA). After a description of the objectives and principles for the creation of the network of marine protected areas, it was recalled that there are different categories of MPAs governed by different general objectives, governance and management of activities. In France, MPAs promote the sustainable development of activities and are established by the State, which entrusts its management to local authorities. In Spain, the national government is in charge of the declaration of MPAs. There is only one exception in the law for the Autonomous communities to declare MPAs, when land-sea ecological continuity is demonstrated.

To conclude **D. Bailly (UBO, AMURE)** introduced the workshop and presented the organization of the different breakout groups. The objective of the workshop was to have a new approach to cross-border issues. The end of the plenary session

² See the strategic study “ESTUDIO ESTRATÉGICO AMBIENTAL DEL LITORAL ESPAÑOL PARA LA INSTALACIÓN DE PARQUES EÓLICOS MARINOS” issued in 2009 by the former Ministries of Industry, Tourism and Trade; Environment; and Agriculture, Fishing and Food, on potential areas for installation of offshore renewable energies.

ended with an open question: **What are the challenges, opportunities and problems encountered in the implementation of this European directive?**

Break out groups – Synthesis of the post-it session and debates

Breakout group 1	
Chair	Denis Bailly (<i>UBO, AMURE</i>)
Facilitator	Amaia Rekondo Rioufol (<i>Eclectic Communication</i>)
Reporting	David Matyas (<i>UBO, AMURE</i>)
Participants	Iñaki Azkarate (<i>Colegio oficial de biólogos de Euskadi</i>)
	Belén Campomar (<i>Jefutura de costas de Guipúzcoa</i>)
	Iker Castège (<i>Centre de la mer de Biarritz</i>)
	Laurent Courgeon (<i>Direction interrégionale de la mer Sud-Atlantique</i>)
	Hernán del Frade de Blas (<i>Consejero Técnico de Seguridad y Medio Ambiente en el Cantábrico Unidad de Apoyo-D.G.M.M.</i>)
	Nicolás López Jiménez (<i>Sea and birdlife</i>)
	Magali Lassère (<i>Comité régional de pêches maritimes et des élevages marins de Nouvelle-Aquitaine</i>)
	Francis Latache (<i>Fédération française des pêcheurs en mer</i>)
	Enrique Marin (<i>Organización de productores de Pesca de Altura del puerto de Ondárroa</i>)
	Juan Prieto Monterrubio (<i>Red Eléctrica de España</i>)
Arantza Murillas (<i>AZTI</i>)	
Methodology	After a quick introductory round of the table, the participants were invited to note on a post-it an idea, to answer to the first question. The facilitator took a first post-it, opened the debate on the presented idea, and invited the actors to feed the discussion and the debate. Post-it notes were placed on the board by the facilitator. At the end of the discussions or the allotted time, the participants were invited to think about the following question on post-its of different colours.

What are the needs, problems, opportunities of maritime activities for their economic development?

In response to this first question, the stakeholders expressed their wish for a transboundary management of the marine environment through the establishment of a clear competency framework that takes account the environment considering the presence of uses and activities in maritime spaces and their impacts. At the sectoral level, the need for harmonization of professional and recreational fisheries' regulations between the two countries was mentioned along with what was considered the main problem: the lack of regulatory knowledge of the neighbouring country. This problem is illustrated by a Spanish actor of the energy sector who explained the difficulty to obtain information on military zones for the installation of submarine cables. These military zones should be known, especially for certain fishing or industrial activities (off-shore oil installations, marine renewable energies, etc.).

Stakeholders are sensitive to existing competition in the fishing sector, particularly in the narrow coastal area of Spain. Considered as a historical activity, the fishing industry presents itself as a sector in crisis and sees the development of other activities like a problem and is worried that their workspace is decreasing.

It is also requested by an actor of the maritime transport sector to take into account transport activities which constitute an important economic engine, although he recognized the need both for environmental protection and for the definition of a preferential zone for the development of some activities.

About fixed activities (wind farms, aquaculture structures, port infrastructures, etc.), the impact on the environment is more important and must be taken into account, particularly in MPAs. About marine renewable energies, in Spain a wave power prototype is being tested and the installation of wind farms is being considered, while in France, several wind farm

projects are already in the preliminary step of impact studies and consultation with stakeholders. The participants agreed on the need to take into account all the activities, even those in the project stage, as these are often driven by a strong political and public will, with many levers favouring their implementation, including financial levers.

Another point discussed is about climate change which influences the spatial distribution of some species and can impact activities which depend on marine resources such as fishing or aquaculture, but also tourism or conservation. This first step of discussion concludes that MSP must be a continuous and flexible process.

What are the needs, problems, opportunities to make blue growth compatible with the good state of the environment?

Different needs have been described by the participants in response to this second question: better environmental management, knowledge improvement by research, the realization of impact studies, transparent and participative planning.

About the fishing sector, a high concern exists in both countries, as this sector is the only historical activity at sea. All new activities must, therefore, negotiate with the fishing industry to avoid conflicts of use. Added to this, there is a need to take measures to limit the incidental capture of seabirds by fishermen in view of the importance of the Bay of Biscay for birdlife.

On marine aggregates extractions, participants recognized the need for controls and impact studies. On the other hand, the example of red algae shows the role of research in protecting the resource and developing a sustainable fishery or aquaculture activity, a source of sustainable and non-relocatable jobs. In Spain, red algae are turn off or recovered in Natura 2000 areas without impact assessments despite the destructive and degrading impact on the marine environment of this activity when it is not practiced respectfully.

Tourist activities are also very present on both sides of the border, even if Spain has important industrial and port activities. The risks of pollution related to industrialization must be taken into account and in particular the impact of port activities (piling, dredging, etc.). Fishing actors witness anthropogenic pollution by reporting sightings of urban waste (beds, trucks) at more than 12 miles off the coast. In addition, some nautical activities such as jet-skiing or boating, increasing in the last years, can have an impact on the marine environment. Waste and water quality are important issues for stakeholders, who call for the development of monitoring and evaluation tools.

The dialogue and cooperation between all sectors are necessary to coordinate activities, plan different uses at sea, and lead to the cohabitation of activities at sea and the implementation of better protection measures. The purpose of the dialogue is to be able to rely on the principle of environmental precaution to determine the feasibility of projects. This requires carrying out impact studies and consulting socio-economic actors and the civil society. Cohabitation is only possible if uses are compatible with the measures of conservation of the marine environment. Finally, the discussion steps with the actors require pedagogy and training so that everyone can understand each other.

What priorities in the Bay of Biscay?

Three transboundary areas were identified as a priority in the Bay of Biscay and were discussed:

- The continental shelf, dominant on the French side, is an important fishing ground for inshore and offshore fishing in France and in Spain;
- The Cap Breton submarine canyon is exploited for the fisheries of some pelagic species but is also frequented by pleasure craft and the French national defence it presents interesting characteristics for conservation;
- Finally, the Basque coastline is identified as a priority for the development of environmental protection zones.

Environmental protection is cited as a pillar of the development of economic activities and requires a pre-project assessment that must prove the absence of environmental damage or other activities already in place.

The main priority for the participants remained the protection of the marine environment with a coherent protection for both countries: area designation, MPA regulation, the definition of the Natura 2000 network's community interest area. The first identified area goes from San Sebastian (in Spain) to Bayonne (in France) for the creation of a Natura 2000 area. The second area is the submarine canyon of Cap Breton where a Natura 2000 area was refused, at the border, by the French authorities for national defence reasons. It was also indicated the difficulty of setting up objective documents that require monitoring, evaluations and controls, these funds requiring significant human and financial resources.

Another environmental priority is the reduction of telluric pollution mainly coming from urban agglomerations and industries. According to the actors of the fishing sector, the main issues of cohabitation concern fishermen themselves, many conflicts resulting from different fishing practices. It is necessary for the fisheries sector to have a common vision of the future development of the sector. The priorities in relation to economic sectors are different from one country to another. In Spain, stakeholders believe that priority is mainly given to energy, merchant marine and port and urban development; while in France, it is more about tourism and yachting near the coast of the south of Bay of Biscay and aquaculture and energy in the North.

The aquaculture and small-scale fisheries are sectors that are underdeveloped whereas they may be more sustainable. The actors consider that the coordination between all the activities (new and historic) is necessary and encourage the State to propose a sectoral accompaniment of the activities towards a blue growth.

What solutions can be found to solve these problems and how marine spatial planning can contribute to their implementation?

Different solutions have been proposed for a good implementation of the MSP. First of all: transparency and data sharing. In addition, the process must be more concrete and define operational proposals. One of the proposed solutions is to unlock financial resources within the Ministry in charge of the implementation of the MSP. In addition, MSP should set common priorities for the use of space. By prioritizing conservation, it may be possible to put in place protective measures in transboundary areas (Natura 2000, marine parks, etc.). It is proposed that activities recognized as polluting be taxed and that new activities be studied to ensure their compatibility with environmental protection measures and the principle ARC, "avoid, reduce, compensate".

Finally, it is necessary for the participants to be able to express themselves and to be informed on the issues of each sector. It is therefore proposed to create a space where all sectors (public and private) are represented and that project promoters benefit from support from both the administrations and actors from the conservation sector. Transnational forums such as the one for fisheries could be set up for each sector. Citizens call for the involvement of all professionals and users of the sea in collective structures of representation (federations, associations, unions, etc.).

Breakout group 2	
Chair	Neil Alloncle (<i>AFB</i>)
Facilitator	Marta Otamendi Daunizeau (<i>Eclectic Communication</i>)
Reporting	Sybill Henry (<i>UBO, AMURE</i>)
Participants	Jon Arratibel (<i>Mesa náutica de la costa Vasca</i>)
	Koldo Arrese (<i>Dirección de pesca y acuicultura del Gobierno Vasco</i>)
	Ana Correa Peña (<i>Ministerio para la Transición Ecológica</i>)
	Francisco Gutiérrez (<i>Asociación Española de compañías de investigación, exploración y producción de hidrocarburos</i>)
	Julia Jordan (<i>Ministère de la transition écologique et solidaire – Direction mer et littoral</i>)
	José Manuel Cortizo (<i>Jaizkibel ama harri</i>)
	José María Grassa (<i>CEDEX</i>)

	Carlos Murua (<i>Organización ecologista Eguzki</i>)
	Marina Santurtún (<i>AZTI</i>)
	Laurent Soulier (<i>Institut des milieux aquatiques</i>)
	Nicolas Susperregui (<i>Comité interdépartemental des pêches maritimes et des élevages marins</i>)
Methodology	After a quick round table, participants were invited to write their key ideas on post-it in response to the first two questions. In agreement with the participants, the post-it were grouped according to main topics. Ten topics were identified in consultation with all participants. In response to the third question (what are the priorities), participants were asked to "vote" for the themes that seemed to them to be priorities in the Bay of Biscay with a limit of 3 post-it per person. After justifying their choice, the main topics were discussed to propose concrete solutions in response to the fourth question.

The ten topics identified with the participants were: opportunities and actions; opportunities and organization; opportunities and needs; stakeholder engagement; difficulties; process; cooperation; financing; knowledge and general principles. The topics ranked as priorities were subject of further discussion.

General principles (9 votes)

Beyond the general principles of the MSP, the participants insisted that the organization of this type of workshop promotes the improvement of the knowledge, and even the discovery, of some of the existing activities in the Bay of Biscay, and that the exchanges can lead to synergies and cooperation among sectors of activity, but also between these sectors and the environment.

For many actors, the MSP is a puzzle that includes many tools that are sometimes contradictory. The Directive is a good opportunity to define a clear and precise framework. The process must be structuring and known to all. Activities and protected areas must be identified by all stakeholders, also professionals. The representatives of the fishing sector and conservation sector highlighted the difficulties of having a clear and precise vision of recreational activities that have a potential impact on fishing activities (recreational fishing) and vulnerable coastal areas (pleasure and sailing).

The participants asked for clear and transparent prioritization criteria, defined in consultation with stakeholders. The notion of prioritization is important in terms of acceptability.

MSP must allow for the sustainable exploitation of the marine resources, taking account the preservation of the environment. Some actors talk about the need to prioritize environmental protection, illustrated by various examples of difficulties in implementing environmental protections: absence of environmental protection for the Cap Breton canyon, absence of implementation of the cross-border Natura 2000 objectives document in France (financial resources almost non-existent), ARC principle "avoid-reduce-compensate" inapplicable to marine environment, etc. They also recall that the MPA definition strategy is only a protective instrument and is useless if the areas are not defined correctly. It is recalled that the MSFD, which imposes the good environmental status of marine waters, must be taken into account in the implementation of the MSP. In France, the MSFD has been complementarily integrated into the strategic documents (DSF).

A representative of port activities wished to recall that there is a set of binding environmental requirements for some activities and insisted that they exist and are valid for both countries. The representative of the conservation sector answered that the knowledge on the ecosystems of the Bay of Biscay is very uneven and that the lack of protected areas at sea is the result of an absence of competent bodies carrying out monitoring activities.

Knowledge (7 votes)

In a general way, the lack of knowledge of the marine environment whatever the chosen prism: the functionality of habitats and ecosystems, the environmental status, the characterization of activities, the cumulative effects and impacts, the heritage value or the spatial and temporal distribution of activities. As previously mentioned, the lack of knowledge of recreational activities due to their great diversity with a necessary improvement of knowledge to better understand

the interactions existing at sea and which can be done through development of sustainable monitoring and observation networks (long-term series). In addition, the lack of knowledge of certain habitats creates difficulties in the identification of management priorities.

Technological innovation for the development of protocols and measurement tools, including cumulative effects at sea, underwater noise and the impact of climate change is also needed, as well as the cross-border cooperation on a methodology for a better data consistency.

The participants also mentioned the difficulties in accessing data and the poor circulation of information, despite the obligation to make data available. Data must be made available to everyone and permanently. In addition, the main scientific monitoring programs are carried out “by scientists and for scientists” without addressing political, social and local needs. According to the participants, large projects should therefore first answer the needs of society. Serious challenges exist, related to raising knowledge on the Basque Country's special habitats and to the need to adapt monitoring and analysis tools to local specificities in a context of general national regulatory systems of reference. A potential solution to take into account local characteristics could be the creation of a cross-border university laboratory. Knowledge should be at the basis of management and planning, and participants propose to institutionalize the process of acquiring knowledge by establishing monitoring plans that are politically and locally driven to prioritize the acquisition and enhancement of marine knowledge, with key actions such as the financial sustainability and long-term monitoring (with perennial protocol), the improvement of institutional cross-border cooperation and data access.

Financing (7 votes)

The notion of funding makes it difficult to define priorities for the Bay of Biscay. Funding determines the implementation of actions that could be proposed during the discussion. A representative from the research sector noted that if projects are not supported financially, it may be because they are not judged by society as interesting.

The representatives of administration pointed out that the regulation is also a significant lever for financing and carrying of some projects. Some directives, and in particular the MSP, allowed implementation of many projects.

The major problem concerns the supporting structures that often have gaps to ensure full porting and monitoring of funding, the role of which role could be held by regional or autonomous bodies as guarantors of the funding allocated. Improved funding structures could promote private initiatives and encourage other sources of investment. In addition, the complexity of financial arrangements (co-financing obligation, heterogeneity of potential financiers) limits the implementation of some projects. In response to this problem, the actors proposed a simplification and a rationalization of the procedures of financial portage by the creation of a one-stop shop or a public bank. The introduction of environmental taxation to raise funds in response to funding shortages was also a subject, such as the improvement in the consistency between funding plans and those of management, planning and others.

Cooperation (4 votes)

The lack of transboundary coherence of the Natura 2000 sea areas and the lack of common marine areas in both countries is highlighted. The implementation of MSP offers an opportunity for partnerships between countries for the establishment of these Natura 2000 areas but also to initiate a process of simplification and standardization of regulations in cross-border areas. The Directive is also an opportunity to develop intra-sectoral cooperation between France and Spain but also within each country with opportunities for partnerships at different scales (local, regional, national, public, private structures, NGOs, etc.).

Process (2 votes)

The administrative framework used for the MSP is very complex for the actors who demand more simplicity and stability of the regulatory framework that must define the economic, social and environmental priorities. The link between the

different governance levels also seems to be lacking, with almost no consideration of cities and autonomous communities. In addition, they are close to citizens and stakeholders and must, therefore, be better associated with local governance to take in hand subjects they are responsible for (water quality, coastline development, etc.). The social acceptability of projects, plans and programs primarily depends on a need for transparency and clear communication of expectations and objectives. There is also a lack of private initiatives in the implementation of institutional processes.

Opportunities and organization (2 votes)

The greatest opportunity for improving the organization of the MSP implementation is to promote stakeholder engagement in the discussions. The example of aquaculture and fishing is described by the actors, who consider that some measures should be discussed with the industry and professional sectors for the definition of quotas. Another example is the improvement of knowledge of port infrastructures that must be carried out with all managers in order to be able to intelligently prioritize actions.

The MSP is also an opportunity to share efforts between sectors and countries to regulate and to limit pressures on the marine environment exerted by the different activities. It also aims to improve the visibility and recognition of existing institutions but also to encourage the local involvement of communities in these processes implemented at the national level.

Others (1 vote or less)

The MSP must be an opportunity for conflict resolution in terms of spatial demands, especially for aquaculture development and for the creation and extension of protected areas. It must also promote innovation and local economic development initiatives that respect the principles of sustainable development, such as the development of wave energies or complementary tourism activities (guided tours associated with maritime transport, etc.).

Stakeholder engagement being an obligation of the Directive, the MSP contributes to the promotion of debates between sea users who can find inter and intra-sectoral synergies which can lead to the valorisation of the sea resources and, why not, to the creation of cross-border common commercial labels.

On the other hand, the concentration of a large number of activities on a limited geographical area contributes to the saturation of space and can generate some conflicts which must be fully taken into account in the discussions on the MSP. The land-sea link, and particularly for terrestrial inputs, remains relatively unintegrated in MSP, despite the dependence of many maritime sectors on good environmental status. Regarding issues of marine pollution, participants also regretted the lack of a strong transboundary program of decontamination, on the issues of reduction of marine litter and reduction of urban and agricultural chemical pollution. Another regret is the lack of consideration of climate change issues.

Breakout group 3	
Chair	Ana Lloret Capote (CEDEX)
Facilitator	Cécile Nys (UBO, AMURE) and Carla Murciano (CEDEX)
Reporting	Cécile Nys (UBO, AMURE) and Carla Murciano Virto (CEDEX)
Participants	César Salvador Artola (Autoridad portuaria de Pasajes)
	Alistair Brockbank (Centre permanent d'initiatives pour l'environnement d'Hendaye)
	Ainhize Butron (Sociedad pública de gestión ambiental del gobierno vasco-ihobe)
	Dominique Chevillon (Conseil économique, social et environnemental régional de Nouvelle-Aquitaine)
	Jesus Garitaonandia (Demarcación de Costas Vizcaya)
	Imanol Garmendia (Aktiba)

	Caroline Lummert (<i>Communauté d'agglomération du Pays Basque</i>)
	Carlos Murua (<i>Organización ecologista Eguzki</i>)
	Kemal Pinarbasi (<i>AZTI</i>)
	Claudia Suárez (<i>Ente Vasco de la energía – Asociación Española de compañías de investigación, exploración y producción de hidrocarburos</i>)
	Izaskun Suberbiola (<i>Itsasgela</i>)
	Joël Troifontaine (<i>Union nationale des associations de navigateurs</i>)
Methodology	After a round table, participants were invited to note and present, if necessary, their key ideas on post-it in response to the first question. Post-it notes were grouped and classified according to the different themes. After some time for reflection on the second question, participants wrote down and presented their key ideas. In response to the third question, participants indicated their priorities (maximum 3 / person) based on the results of the first two questions. Votes were counted for each country and theme and revealed three major concerns on maritime activities and five regarding conservation. After discussion, the topics that garnered the largest amount of votes were submitted for discussion to propose specific solutions in response to the fourth question.

What are the needs, problems, opportunities of maritime activities for their economic development?

Concerns

- Burdensome bureaucratic proceedings and general administrative complexity was among the most repeatedly raised issues by the group; many procedural steps often block requests for new or to renew activity permits, and may even remain up to decades without administrative answer;
- Similarly, and in close relation with the former issue, due to the wide diversity and big dimension of what is considered the “maritime” (which involves the physico-chemical and ecological environment, the sectors and uses that it supports, etc.), and the very different regulations and pieces of legislation that apply to its management, coordination and coherence was found to be lacking at some levels, in particular; within public administrations, national-regional-local, each one involving different requirements involving different time frames, and giving rise to a framework of parallel, long and unclear procedures; similarly, within regulations applying at international-national-regional-local level and under the competence of different administrations; at transboundary level: who does what in transboundary areas, which may demand an enhanced coordinated approach among countries? An example was raised between France and Spain, regarding operational or environmental concerns (such as dredging activities, waste management) occurring in or affecting to the Bidasoa estuary, flowing at the frontier of the two countries, and demanding a coordinated answer. Also, recreational and tourism activities were cited by participants as in need of a common approach in transboundary areas and in particular in the French-Spanish border. Among sectors and maritime agents: conflicts within maritime uses may often lead to a blocking situation;
- Lack of information and communication, collaboration and inter-relation among maritime agents;
- Misinformation and misunderstanding of maritime industries by the general public, leading to social rejection. This issue is of particular concern for the offshore hydrocarbon exploration and exploitation industry;
- Climate change effects at all levels: first environmental but also socioeconomic.

Needs

- Take into account the temporal scale of maritime activities besides their spatial distribution. This is particularly relevant for the offshore HC exploration and exploitation sector, the activities of which are carefully scheduled over time;
- Examine and regulate quotas for commercial species, in particular in transboundary areas;
- Assess and map risks, vulnerabilities and possibilities for adaptation in response to climate change;
- Foster the development of synergies for a shared benefit of maritime activities and uses;

- Create adequate tools (certified, objective and endorsed by the different groups) to support the evidence-based decision-making, based on environmental assessments (providing knowledge of environmental pressures caused by activities) and economic analysis (e.g. cost-benefit);
- Examine local needs and concerns from a widened, more global perspective, to come up with a suitable solution to be applied at the local level;
- Adapt skills and technical/ professional competences, by adapting training and education programmes to the needs of maritime sectors in a context of constant evolution, diversification needs and development of new activities.

Opportunities

- Overcome the classical cliché “environmental versus economic” and avoid opposing economic development to good ecological/ environmental status: both concepts need to go hand-in-hand, as economic development –especially under the EU Blue Growth approach- is not conceived to be dissociated from environmental sustainability;
- Harmonisation or further legislation approximation among countries, to address specifically transboundary challenges;
- Create a real integrated managerial framework for uses and activities affecting or related to the *maritime* i.e. environmental aspects, fisheries and other resource extraction, other activities, planning;
- Share experiences among transboundary countries, e.g. France, Spain and Portugal for the Northern Atlantic, in order to rise a potential common approach to address common issues (between countries and needing a common answer) or similar ones (happening in different countries and not in need of a common answer, but acting as a source of inspiration);
- Spur the application of *innovation/ I+D+i* to all domains (e.g. technology, governance, management systems, skills, work force, etc.) to foster new development areas and fields in the European context, to become competitive in a context of globalisation and hard competition around the globe;
- According to the latter, offer sources of financing to the (maritime) agents to facilitate their upgrade;
- Establish synergies and collaboration between different agents (and hence sectors, activities) in concrete areas and domains to create shared benefits and welfare;
- According to the latter, stimulate the creation of public-private platforms/ partnerships to foster the search for competitive opportunities (partners, funding, synergies among activities, etc.).

What are the needs, problems, opportunities to make blue growth compatible with the good state of the environment?

Concerns

- Despite efforts to work towards sustainable development and the different regulations set, economic development still continues to be dissociated from the physical-chemical-ecological system (in particular in its management), as we keep working under a sectorial approach (in many cases, for practicality due to the complexity of the issue);
- Data availability and data sharing (or, rather, the absence of both) is believed to be a big concern, despite European regulations that push towards enhancing transparency and publishing and making available standardised data; it is considered that data should be shared among administrations within a country, but also among countries sharing frontiers;

Needs

- Precisely define what Blue Growth is to avoid opportunistic behaviours;
- Develop MSP plans according to agreed criteria based on the sensitivity of the environment, and determine which uses and activities may take place in which zones (under MSP) depending upon the impacts generated by them;
- “New approaches for new challenges”: novel approaches should be adopted to combine economic and environmental sustainability in the development expected under the Blue Growth initiative, in order to take a significant step forwards on that point;

- Be clear on the type of pressures and impacts that the different maritime uses and activities will exert on the environment, as such pressures and impacts will in turn have an effect on the activities;
- Prepare economic assessments of ecosystem compartments and components (the natural capital);
- According to the latter, include/ incorporate the ecosystem service perspective in diagnoses, regulations, analyses and, overall, make it part of the decision-making processes;
- Both ecologically and for management purposes, the marine environment should not be approached nor addressed without considering land-sea interactions (i.e. positive and negative interactions with the terrestrial environment).

Opportunities

- Strengthening the existing maritime international law framework, in particular in areas that are under-governed or unregulated (e.g. the High Seas, under UNCLOS) or regarding fields that are still not clearly covered by it (e.g. extraction of resources -as underwater mining-, which is still not happening but is preparing to);
- Identification of socioeconomic opportunities (for business, as ecotourism) based on the conservation of the maritime natural capital, without turning environmental conservation in a new commercial sector;
- Bring to the public the knowledge and scientific progress on the maritime environment and the welfare it generates so that they understand current concerns, they are able to be critical and participate in the initiatives involving the *maritime*, for example, through citizen-science events or initiatives;
- Identification of new protected areas based on relevant environmental features, today uncovered by any preservation figures.

What priorities in the Bay of Biscay?

Based on the issues discussed in the previous session, participants were asked to reflect on the different topics and rank them in order of significance and relevance to the study area, the Bay of Biscay. The aim of the activity considering the three most voted ones to continue the session by proposing potential actions to address them. In this sense, two different rankings were asked, one voted by French participants and one voted by Spanish attendants, to compare the issues identified and considered relevant, and assess how such needs and interests could differ or be close among the two neighbour countries.

Top 3 of the topics raised by French participants

- 1) Harmonisation of the legislative and managerial framework of the different administrations, both at the country level and at the transboundary level;
- 2) Simplification and clarification of the administrative and bureaucratic procedures;
- 3) Coordination between different administrations, other public agents and the private sector, including the transboundary component, to set the path towards an integrated management of the *marine realm*.

Top 3 of the topics raised by Spanish participants

- 1) Conduction of MSP according to the sensitivity of the (local) environment;
- 2) Definition of zones according to potential uses that could occupy them;
- 3) Define potential zones for future environmental protection -under the many available modalities-, i) according to marine relevant environmental features in need for protection; ii) but also, adopting a wider perspective, to consider relevant links with the terrestrial, the so-called "land-sea interactions". This is considered of particular relevance in Jaizkibel area, for which different initiatives call for a management figure integrating the maritime and the terrestrial environments.

What solutions can be found to solve these problems and how marine spatial planning can contribute to their implementation?

Actions raised:

- To carry out MPS processes, not only in the frame of the initial cycle but for future ones, it is necessary that communication exists with countries that have had more experience in the field of spatial planning in order to learn from them;
- Study and assess duplicity of bureaucratic procedures required by the different administrations (local, regional, national), in order to avoid duplicity and establish a clearer and optimised framework;
- *“Food for thought”*: some of the administrative proceedings derive from measures set at the international level, as many sectors are regulated internationally (e.g. maritime transport, by the IMO) which set up a common framework for the development of the activity; maritime agents need to know whether national requirements are stricter or not;
- For administrations: work on sectoral plans and ensure that such plans are stable over time (since socioeconomic agents need long-term stability);
- In particular, this has proved to be highly relevant in the context of the energy sector in Spain, as participants representing the private sectors have pointed out that there is a need for clear internal energy policy, stable, that creates confidence for the industry to invest; in this sense, a clear answer from administrations is lacking;
- Tending progressively towards the *“single window”*: according to the latter two bullet points, which make up one of the most repeated concerns of the participants to the workshop, it was highlighted that clarification is needed on who acts as the interlocutor at the public administrations vis-à-vis maritime agents;
- Indeed, as maritime agents need to conduct a diversity of administrative procedures to develop their activity in marine waters, it has been considered that the different administrations responsible for such procedures should collaborate among them –as it is widely agreed that they currently don’t- and hence, should be coordinated and aware of the rest of the needed procedures required by other administrative units if these are related to the same maritime uses or activities for which they are also responsible at a different level, meaning that any administrative interlocutor would be able to answer/ provide the same information;
- Flexibility: MSP plans need to be flexible enough to foresee the inclusion of new or emerging maritime activities (of weak presence, at present); mechanisms for update need to be set so that administrative procedures do not become time-consuming and heavy, and that the inclusion of such uses and activities is easy;
In this respect, in relation to the MSP-plans’ lifetime contemplated by the MSP Directive (10 years) was judged convenient to ensure such flexibility;
- Maritime agents also stated that they need to be updated on any revision/ review and updating of MSP plans;
- Information and data: it was agreed that access to public and updated information and data on maritime uses and activities, including conservation –and particularly a detailed and updated cartography on the different existing MPAs, under their different categories-, is one of the pillars of a successful MSP process;
- Such information should be generated as part of the principal knowledge necessary to determine MSP plans as well as clarification on, and accessibility to, the marine space by maritime agents;
In this respect, the different marine agents agreed that they need to know who is “already there” when it comes to study the possibility to ask for an activity permit at sea.
 - Transparency: updated information and data, especially spatial, need to be available and published by the administrations and should be one of the outputs of the implementation of MSP (e.g. through a data portal gathering data on the different activities/uses, etc.).
 - Much of these information and data are already available since the proper maritime agents, in the course of their own activity, have the legal obligation to produce it; such information, generally of public nature, should be capitalised and put available to other maritime agents.
 - At the transboundary level, updated public information should be also integrated among countries, as it is key to collaboratively manage transboundary areas (in particular in countries with many maritime

frontiers, as are Spain or France). Communication channels among countries should be established to gain knowledge on what they are doing in the same matter, as well as to exchange information/ data (within their respective laws, regulations and policies).

- Pilot experiences: set and implement a (series of) demonstrative pilot project(s) at a local level with resolution commitment and capacity, in an area of clear concerns (e.g. in Txingudi Bay, at the scale of the SIMNORAT's project area). This/ these project(s) should be involving responsible administrations and would need to address and solve specific concerns or needs, only focusing on one of them if necessary. Once finalised, they should try to extrapolate the methodology used and the steps followed when addressing such needs in order to ensure the transfer of methods and experiences, which may be useful and inspiring in other cases and in other areas.

Plenary session – Synthesis of discussions, debate and end of the day

The facilitators of each discussion group reported the discussions of the different groups. After thanking the facilitators of each discussion group and highlighting the different methodological approaches of each of the three groups, **I. Galparsoro (AZTI)** introduced the final debate led by **D.Bailly (UBO, AMURE)**.

Synthesis of discussions:

The importance of discussing some aspects and of addressing common issues happening both countries was highlighted in this type of workshop. Indeed, the events bringing together all stakeholders from different maritime economic sectors and conservation on both sides of the border, does not exist.

The need for consistency and continuity of the Natura 2000 network between the two countries was also highlighted with a particular interest for the cross-border approach that seems to be initiated in the framework of the workshop. If there are designated sites identified as of protection or conservation interest in France, despite a lack of funding, marine spaces in Spain are not or little taken into account within the Natura 2000 network. Unprotected spaces can make the subject of economic development projects with problems of coherence between a protected area on one side of the border and an unprotected area on the other. It was also indicated the need to learn from errors especially in terms of consultation and engagement of stakeholders in cross-border areas to carry out a common and consistent work.

On several occasions, the participants regretted the absence of the political sphere in the workshop despite its inclusion in a European project, the executive committee of which brings together members of the Ministries of each country.

They questioned the impact of these workshops and discussions on decision making issues. The members of the SIMNORAT project team insisted on the need to be supported by the Ministries in charge of the implementation of the MSP and on the production and wide dissemination of the reports which will present suggestions and proposals as well as syntheses of the discussions of each workshop. It is proposed that the cross-border Natura 2000 coordination is done by the same principle of the workshop by bringing together stakeholders from both countries. The objective would be to implement the protection that is needed on land and sea areas.

The lack of strong protection may favour the continuity of the development of a port area impacting a cross-border area, which may be instead in need of creating an ecological corridor at the same location. It is noted that the lack of political wish does not favour the public porting of these protection projects with an administration that is unable to implement them.

Feedback from France and Portugal on the protection and common management of maritime spaces is shared in the assembly. The implementation of MSP through shared management can be an interesting approach in the case of areas that share the same habitats, the same species and which faces, overall, the same problems with economic sectors.

A French actor presented the project integrated life MARHA, which must initiate the discussions on the document of objectives of the Bay of Fontarabie. Some actors insisted that this project will not succeed or will have much

developmental difficulties without any agreement on the governance of the area, stressing that protection and environmental consistency starts by the definition of good governance. While many actors in the room agreed with this principle of definition of governance, it was asked how they could act, at their level, to initiate this governance and to feed it favourably. In response to this question, it was stated that the diplomatic problems between the cross-border institutions essentially mobilize foreign affairs and it is proposed to advocate through a joint request between France and Spain for the extension of the Pyrenees Agreement with the requirement of a delegation of management to local authorities and autonomous communities.

The case of fishing was then discussed. Fisheries management directly derives from European measures and directives and the South West Waters Advisory Council (SWWAC) that allows for discussions between the three countries. From the fisherman point of view, the MSP has not brought much in terms of cross-border consultation because the consultation institution already exists (i.e. the SWWAC). On the other hand, the study of recreational fishing and the assessment of its effects, which remains little known, is still missing and raises concern. There is also a lack of knowledge regarding the activities that need research and innovation, particularly in the field of professional fishing and regarding the requirements for reducing accidental catches.

D. Bailly (*UBO, AMURE*) thanked the participants and concluded: maritime spatial planning does not seem to be new in view of existing planning arrangements, but it's still a question of a new approach that aims to give rights to some maritime activities. This calls each sector to reflect on these needs and prospects for long-term development. The SIMNORAT project is part of these pilot projects outside the institutional process, which questions about the usefulness and necessity of bringing together cross-border actors. **D. Bailly** (*UBO, AMURE*) insisted on the positive demonstration of the workshop in a cross-border and unofficial context and invited all the participants to the final conference of the SIMNORAT project that will be held on the **29 and 30 January 2019** in **Brest**.

I. Galparsoro (*AZTI*) closed the workshop by expressing its gratitude to all the participants, to the two translators who made the exchanges possible, and to the technical teams of FICOBA and SIMNORAT project.

Annex 1: Program

TRANSBOUNDARY STAKEHOLDER WORKSHOP

2nd of October 2018 – 9.00 – 18.00

- **9:00 to 9:30** – Welcoming of participants

- **9:30 to 11:00** - Plenary session
 - Welcome words and introduction - *Ibon Galparsoro (AZTI)*
 - French Maritime Spatial Planning process - *Laurent Courgeon (DIRM SA, Direction interregionale de la mer Sud-Atlantique)*
 - Spanish Maritime Spatial Planning process - *Ana Correa (MITECO, Ministerio de transición ecológica)*
 - European project SIMNORAT: An EU initiative to support transboundary implementation of the Maritime Spatial Planning Framework Directive in the Bay of Biscay - *Neil Alloncle (AFB, Agence Française pour la biodiversité)*
 - Geography and administrative organization - *José María Grassa (CEDEX, Centro de estudios y experimentación de obras públicas) & Neil Alloncle (AFB)*
 - Marine environment of the Bay of Biscay - *Neil Alloncle (AFB)*
 - Maritime uses in the Bay of Biscay - *Ana Lloret (CEDEX)*
 - Conservation measures and Marine Protected Areas - *Neil Alloncle (AFB)*
 - Breakout groups introduction - *Denis Bailly (UBO, Université de Bretagne Occidentale, UMR AMURE)*

- **11:00 to 11:30** - Coffee break

- **11:30 to 13:00** - Groups discussion
Discussion by 3 breakout groups: ***Issues, opportunities and challenges for marine spatial planning in the Bay of Biscay***

- **13:00 to 14:00** - Lunch break

- **14:00 to 15:30** - Groups discussion
Continuation of morning discussion

- **15:30 to 16:00** - Coffee Break

- **16:00 to 17:30** – Reporting from breakout group discussions and plenary session

- **17:30** - Concluding remarks - *Denis Bailly (UBO, UMR AMURE)*

- **17:50** – Wrap-up and closure of the meeting - *Ibon Galparsoro (AZTI)*

Annex 2: Participants list

Name & surname	Organization	Country
Uxue Aira	FICOBA	Spain
Jon Arratibel	Mesa Náutica de la Costa Vasca	Spain
Koldo Arrese	Dirección de Pesca y Acuicultura del Gobierno Vasco	Spain
César Salvador Artola	Autoridad Portuaria de Pasajes	Spain
Iñaki Azkarate	Colegio Oficial de Biólogos de Euskadi	Spain
Denis Bailly	UMR AMURE, Université de Bretagne occidentale	France
Alistair Brockbank	Centre permanent d'initiatives pour l'environnement d'Hendaye	France
Ainhize Butron	Sociedad pública de gestión ambiental del gobierno vasco-ihobe	Spain
Belén Campomar	Servicio de Costas de Guipúzcoa	Spain
Iker Castège	Centre de la mer de Biarritz	France
Dominique Chevillon	Conseil économique, social et environnemental régional de Nouvelle-Aquitaine	France
Ana Correa Peña	Dirección General de Sostenibilidad de la Costa y del Mar (DGSCM). Ministerio de Transición Ecológica	Spain
José Manuel Cortizo	Jaizkibel Amaharri	Spain
Laurent Courgeon	Direction interrégionale de la mer Sud-Atlantique	France
Hernán del Frade de Blas	Consejero Técnico de Seguridad y Medio Ambiente en el Cantábrico. Unidad de Apoyo-Dirección General de Marina Mercante, Ministerio de Fomento.	Spain
Marta Otamendi Daunizeau	Eclectic Communication	Spain
Ibon Galparsoro	AZTI	Spain
Jesús Garitaonandia	Demarcación de Costas Vizcaya. Dirección General de Sostenibilidad de la Costa y del Mar (DGSCM). Ministerio de Transición Ecológica.	Spain
Imanol Garmendia	Aktiba	Spain
Meritxel Gonzales	AZTI	Spain
José María Grassa	CEDEX	Spain
Francisco Gutiérrez	Asociación Española de Compañías de Investigación, Exploración y Producción de Hidrocarburos - ACIEP	Spain
Sybill Henry	UMR AMURE, Université de Bretagne occidentale	France
Nicolás López Jiménez	SEO BirdLife	Spain
Julia Jordan	Ministère de la transition écologique et solidaire – Direction mer et littoral	France

Magali Lassère	Comité régional de pêches maritimes et des élevages marins de Nouvelle-Aquitaine	France
Edit Llorca	FICOBA	Spain
Ana Lloret Capote	CEDEX	Spain
Francis Lata arche	Fédération française des pêcheurs en mer	France
Caroline Lummert	Communauté d'agglomération du Pays Basque	France
David Matyas	UMR AMURE, Université de Bretagne occidentale	France
Enrique Marin	Organización de Productores de Pesca de Altura del Puerto de Ondárroa - OPPAO	Spain
Juan Prieto Monterrubio	Red Eléctrica de España	Spain
Carla Murciano Virto	CEDEX	Spain
Arantza Murillas	AZTI	Spain
Carlos Murua	Organización ecologista Eguzki	Spain
Cécile Nys	UBO, AMURE	France
Kemal Pinarbasi	AZTI	Spain
Amaia Rekondo Rioufol	Eclectic Communication	Spain
Marina Santurtun	AZTI	Spain
Laurent Soulier	Institut des milieux aquatiques	France
Claudia Suárez	Ente Vasco de la Energía – Asociación Española de Compañías de Investigación, Exploración y Producción de Hidrocarburos - ACIEP	Spain
Izaskun Suberbiola	Itsasgela	Spain
Nicolas Susperregui	Comité interdépartemental des pêches maritimes et des élevages marins	France
Joël Troifontaine	Union nationale des associations de navigateurs	France

6.6. Report “Transboundary workshop between Portugal and Spain on Improving Stakeholder Engagement (Vigo, Spain – 28th November 2018)



SIMNORAT

Cross-Border Approach for Maritime Spatial Planning
Transboundary MPA Galician Bank-Vigo and Vasco da Gama Seamounts

REPORT

TRANSBOUNDARY STAKEHOLDERS WORKSHOP -VIGO (SPAIN)

Wednesday, 28th November 2018 – 8:30 – 16:30

In the framework of SIMNORAT project, last 28th of November of 2018, a workshop was organized in Vigo (Spain) to consider the implementation of a cross-border Marine Protected Area (MPA) between Spain and Portugal. This case study aimed to establish an scenario to identify and assess the issues (synergies, conflicts and gaps) between different activities/uses carried out in the area, as a result of the potential implementation of new cross-border protection figures between Spain and Portugal, around several seamounts near the limit of the continental shelf, as the Galicia Bank, where its high productivity has been demonstrated, together with the existence of numerous ecosystems located in the bank flank which creates a hotspot of biodiversity in the open ocean, which favors the presence of different species of cetaceans, marine turtles and seabirds

The creation of MPAs implemented by management measures, is the best tool to protect and preserve the high value of the marine resources and biodiversity that this cross-border area stands. Due to the fact that these banks area located far from the main pressure focuses, the conservation status is quite high. Although the Galicia Bank is situated far from most of the human activities, normally localized closer to the coast,, the correct management of fishing, maritime traffic and the possibility of laying underwater cables is vital to prevent future impacts and pressures that could modify oceanographic conditions or threaten the biodiversity. In order to design coherent Management Plans to ensure the long-term conservation of marine biodiversity in the study area, as a round-table exercise in the workshop, the cross-border MPA was proposed.

To address those issues, 32 stakeholders from both countries clustered around 6 sectors with potential interests in the study area: (1) Conservation (2) Marine Research (3) Fisheries (4) Navigation (5) Energy and Mineral Resources and (6) Renewable Energies. The workshop was structured on several round tables with 2 different sectors met between them, with always a representation from research and conservation sectors in each table, as those sectors were considered crosscutting themes in the workshop, to identify and spatially translate the interactions between their activities.

Shared conclusions from the round tables highlighted the lack of strong conflicts between activities in the area to be protected as its ecological value is well demonstrated but has little relevance for fishing, uncertain interest for mineral resources exploitation, low number of navigation routes crossing the area, and renewable energy platforms are unfeasible at that distance from the coast. There was consensus on the convenience of data/information exchange platforms to optimize research investment and knowledge progress on the available resources of the area. Finally, there was general agreement on the need of a stable communication mechanism between governments and stakeholders allowing the implementation of common governance mechanisms and management plans for this cross-border Case Study.





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1. Context

The European Parliament, in its Council of 23th July 2014, adopted a new Directive to establish a common framework for Maritime Spatial Planning (MSP) in the Member States (Directive 2014/89 / EU). This Directive aims to meet the needs for an efficient and sustainable management of marine ecosystems and maritime activities, avoiding conflicts and promoting synergies between different uses of the sea. The Directive imposes a series of common requirements for coastal states, to make their management strategies compatible at different scales (local, regional, national, transnational). Maritime spatial planning should: reduce conflicts between different uses, promote investments, strengthen administrative coordination by developing unique tools, facilitate cross-border cooperation and protect the environment by identifying the potential impacts of each activity. The Directive urges the Member States to develop a national maritime spatial plan at the latest by 31 March 2021, with a minimum review period of 10 years¹.

The European project SIMNORAT (*Supporting Implementation of Maritime Spatial Planning in the Northern European Atlantic*) aims to support the implementation of the MSP Directive in the North Atlantic and to encourage cross-border collaboration on spatial planning issues. Specifically, the project involves three countries, France, Spain and Portugal, and this general goal will be approached through the following specific objectives:

- Identify existing tools for the implementation of Maritime Spatial Planning Plans in each country.
- Analyze spatial demands (maritime activities and environment).
- Define spatial trends (maritime activities and environment).
- Analyse and improve stakeholder engagement processes.
- Promote cross-border cooperation through case studies analysis on selected pilot areas.

Two pilot areas were considered within the project creating two cross-border scenarios, one in the Bay of Biscay (between Spain and France) and another one in the Galicia Bank - Vigo and Vasco da Gama Seamounts (between Spain and Portugal, which is located one hundred miles off-shore in the NW of the Iberian Peninsula). The analysis of case studies included participatory workshops involving representative stakeholders from each country in each pilot area

The present report details the background and results of the workshop held in Vigo (Spain) on 28th November 2018, concerning the implementation of a hypothetical cross-border MPA between Spain and Portugal, comprehending the Galician Bank and the Vigo and Vasco da Gama seamounts. The workshop was held at the Technological Center of the Sea (CETMAR) and organized by the Spanish Institute of Oceanography (IEO), the University of Aveiro (UA), the Center for Experimental Studies and Public Works (CEDEX) and CETMAR.

¹ https://ec.europa.eu/maritimeaffairs/policy/maritime_spatial_planning_en



2. Background for the case study: Galician Bank – Vigo and Vasco da Gama Seamounts.

Part of the Galicia Bank located in the Spanish Exclusive Economic Zone (EEZ) at the western boundary of the continental geological platform, is designated as a Special Protection Area (SPA) and a Site of Community Importance (SCI) (Fig.1), according to the Birds Directive and the Habitats Directive, respectively. These protection figures are mainly justified by the presence of a submarine mountain with cold water coral reefs (*Lophelia pertusa* and *Madrepora oculata*) and the abundance of bottlenose dolphin (*Tursiops truncatus*) and loggerhead turtle (*Caretta caretta*). In the Portuguese EEZ, it is foreseen to carry out the study of the ecological values of the Vigo and Vasco da Gama Seamount located in the north of the jurisdictional area of Portugal (Fig. 1), a priori with similar characteristics as the Galicia Bank, to propose the creation of a MPA in the area.

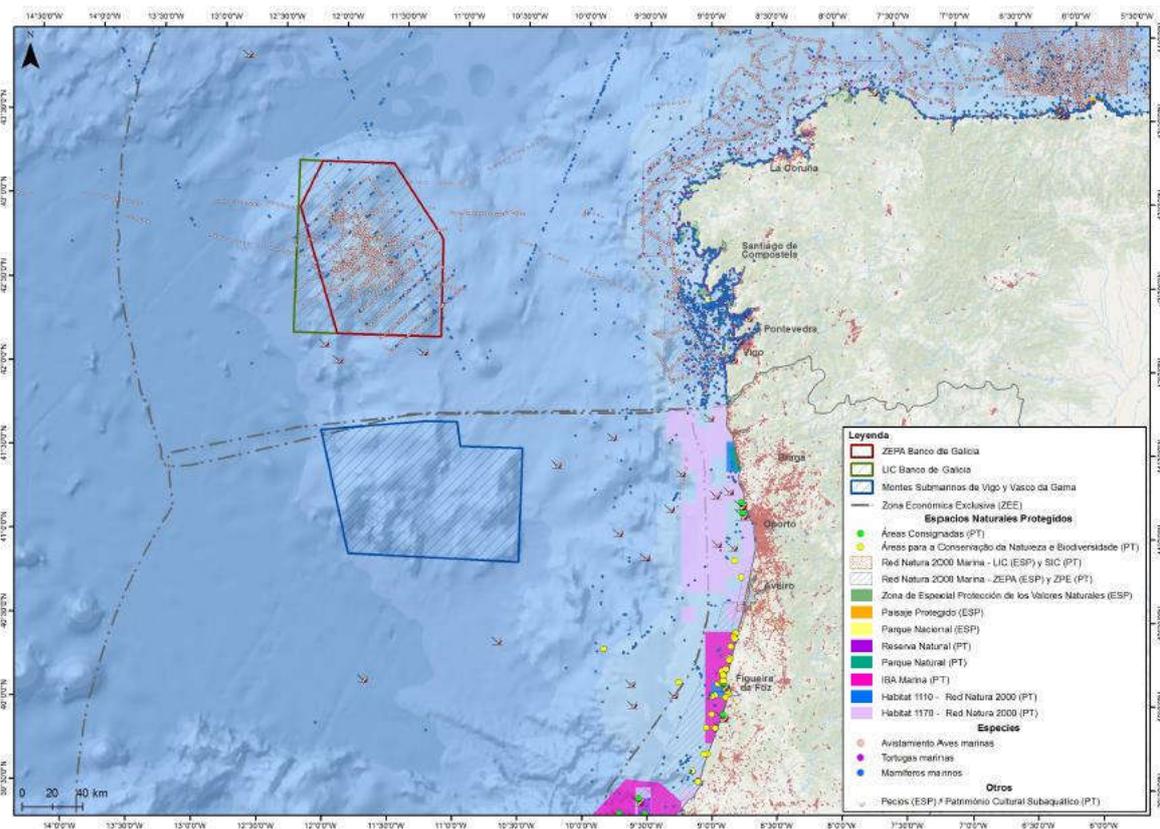


Figure 1. Geographic location of the MPAs established and proposed in Spain and Portugal.

The designation of an MPA could interfere with other activities currently taking place in the area or with potential future uses. Six special interest groups were identified (1) Conservation (2) Research (3) Fisheries (4) Navigation (5) Energy and Mineral Resources and (6) Renewable Energies, as relevant for the planning process due to the interests to carry out the development of

their main activities.

Similarities between habitats and potential connectivity pathways between the proposed areas in Spain and Portugal, raise the possibility of transboundary management mechanisms. Common governance strategies across countries will require the definition of common objectives for both areas which should not conflict with the strategic development plans of the sectors involved in each country.

3. Objectives of the workshop

The general objective of the workshop was focused to contribute to cross-border cooperation on maritime spatial planning through the involvement of stakeholders from different interest groups. This general objective was shaped to the case study, so potential interactions (synergies, conflicts, etc.) that could arise between activities, resulting from the hypothetical implementation of a transboundary MPA between Spain and Portugal were evaluated in small groups. In addition, it searched for the identification of gaps and requirements needed to carry it out.

4. Methodology

The workshop brought together stakeholders from Spain and Portugal around 6 pressure groups with potential interests in the study area:

- (1) Conservation
- (2) Research
- (3) Fisheries
- (4) Navigation
- (5) Energy and Mineral Resources
- (6) Renewable energy

For each of these uses, a summary sheet (Annex 1) about the status and distribution of the activity and its potential expansion in the future was distributed at the arrival of the event (Annex 2).

The first part of the workshop was dedicated to plenary talks which established the general background for the meeting, setting the status of the MSP processes in both countries, describing the project's objectives and methodology, as well as the role of the partners and the stakeholders invited to the workshop.

Then, four round-tables were set up with 2 participants from 2 sectors and since the case study address the establishment of a MPA and research and conservation are considered crosscutting fields, they were represented in all the working groups. Moreover, together with the stakeholders from different interest groups, two people from the project (1 moderator and 1 facilitator) and a representative from CETMAR, who acted as facilitator and rapporteur, were present at each table.

Representation of each country in all round-tables were assure to maintain the equitable participation of each country in each table.

Working sessions for the round tables were divided in two exercises (Annex 3). The first one consisted on an evaluation of the information provided about each sector, so the stakeholders could complete information and identify possible relevant agents not represented at the workshop (Annex 4). Then, all the participants were urged to identify possible conflicts and synergies between uses that might arise in the area, as well as gaps in knowledge that might hinder or difficult spatial planning and decision-making. These items were transferred to a panel using adhesive cards to synthesize the conclusions of each table and organized in three groups: conflicts, synergies and gaps.

The participants also had their activities (fisheries, renewal energies, etc.) mapped on transparencies, which allowed them to make notes and draw on the maps, as well as overlay the information of different sectors. In this way, each sector could represent graphically their interests in the study area and indentify synergies, conflicts and gaps.

The second exercise consisted in finding solutions for the identified conflicts. In addition, activity's transparencies were interchanged between tables to identify spatial requirements of interest groups not represented at a specific working group. For example, the round-table with the information of Energy + Marine resources + Navigation + Conservation and research interchanged their maps to the round-table of Renewable energies + Fishing + Conservation and research.

After the second exercise, a plenary session was held where each working group summarized their main conclusions explained by the moderator of each round-table. Finally, a person external to the project (CETMAR) synthesized the conclusions of all round-tables and elaborated a unified panel of conclusions.

5. Plenary sessions

- **Marisa Fernández (CETMAR; SP)** welcomed the participants and explained CETMAR's background and their interests on the MPS process.

- **Ana Cristina Costa (Direção Geral de Recursos Naturais, Segurança e Serviços Marítimos-DGRM; PT)** explained the state of implementation of the MSP Directive in Portugal. The legal framework of the MSP in Portugal is based on a law from 2014 ("*Lei de Base de Ordenamento do Espaço Marítimo*"; Lei No. 17/2014), which prioritizes the coordination between management strategies at the main-continent and the archipelagos of Azores and Madeira. In 2015, a Decree-Law (Decreto-Lei No. 38/2015) defines a figure for the allocation of space for specific uses (*Titulos de Utilização Privativa do Espaço Marítimo*; TUPEMs). This document differentiates between activities which demand reservation of space from those which are not so clearly linked to a particular location but require a specific plan of affectation so their impact on a particular area is considered during the MSP process. Lastly, a legal dispatch from 2015 (Despacho 11494) establishes the competences for the elaboration of the Portuguese MSP ("*Plan for the Situation of the Maritime Space*"; PSOEM). The PSOEM should gather the current and future uses of the



marine space and try to harmonize them with the maintenance of a good environmental status and a sustainable use of resources through the administration of TUPEMs.

Therefore, the PSOEM aims to be a mechanism for marine spatial management according to the Portuguese strategy for the ocean ("*Estrategia Nacional para o Mar*"), administering licenses for the marine space while ensuring the maintenance of a good environmental condition in compliance with the Marine Strategy Framework Directive (MSFD Directive 2008/56/CE) and the Portuguese law ("*Diretiva Quadro Estratégia Marinha*"; DQEM).

The PSOEM in Portugal consists of 6 volumes and a geoportal. The first round of public consultation (2018) received a total of 211 allegations, mostly from individuals and NGOs. At this moment, the contributions received are being integrated into a new version of the PSOEM that will pass to a second round of public consultation during 2019.

- **Sagrario Arrieta (Dirección General de Sostenibilidad de la Costa y el Mar; SP)** explained the state of implementation of MSP in Spain that is in an earlier stage than in Portugal. The European Directive for MSP was transposed into the Spanish legal system through a Royal Decree in 2017 (363/2017). Specific MSP plans should be created for each of the 5 maritime demarcations established in Spain by the Marine Strategies Law for the protection of the marine environment (Ley 41/2010 from 29th December 2010). Those specific plans should pay special attention to environmental aspects and land-sea interactions as well as the integration with other regulations. The maritime planning process should encompass the Marine Strategies Law which evaluate the impact of different activities to ensure a good environmental status, and therefore guarantee a sustainable use of the marine environment and its resources.

The competence to carry out these plans rests on the "Dirección General de Sostenibilidad de la Costa y el Mar", through the Sub-directorate of Protection of the Sea which coordinates the Working Group on Maritime Spatial Planning (MSP-WG) created under the Interministerial Commission of Marine Strategies (CIEM- for its initials in Spanish) which agglutinates representatives from the different ministries with competencies and/or interest in marine affairs. Also in the context of the Marine Strategies implementation, monitoring committees of experts for each of the 5 maritime demarcations, as coordinating bodies between the central government and the regions (Autonomous Communities), were created. The MSP-WG is now compiling present marine uses and potential expansion of activities at each maritime demarcation. One of the problems found by the MSP-WG is the lack of Strategic Development Plans for most sectors, so one of their first actions has been to identify environmental, economic and social objectives for each maritime activity. This task has been approached by consultation to the different ministries through a questionnaire, and the results will be the basis for the Maritime Strategic Objectives document which will be approved during 2019. An inventory of present activities should be ready by March 31, 2019 and based on this information a Maritime Spatial Plan should be elaborated and approved before March 2021.

On the other hand, the background for the workshop's case study was briefly introduced, describing the Natura 2000 network and the Spanish network of protected areas that cover 12% of the jurisdictional waters. The Galicia Bank protection figures were also succinctly described. There is a Special Protection Area (SPA) and a Site of Community Importance (SCI) designated. Both figures do not coincide completely in the space, but the protected areas are very close and they have similar coverage. Currently there are no management plans in place for these protected

areas. These management plans are in progress as part of the LIFE-INTEMARES project and will be submitted soon to public discussion (2019 and 2020 for SPA and SCI management plans respectively). Until those management plans are implemented, the precautionary principle is applied, which means that any activity to be developed in those areas require a specific environmental impact study.

- **María Gómez Ballesteros (IEO; ES)** explained the role of the IEO on the MSP process in Spain. IEO and CEDEX are the institutions in charge of supporting the implementation of the EU Directive for maritime spatial planning in Spain. The IEO forms part of the MSP-WG. The EU Directive is not endowed with a budget to support member states on its implementation therefore, the EU funds projects, such SIMNORAT, to create guides of good practices that can support the implementation process of the MSP at the state level and support cross-border cooperation in spatial planning issues. The maritime spatial planning process revolves around three pillars: scientific knowledge (data); regulations and governance; and stakeholders' engagement. The project aims to address these three components by also promoting cross-border cooperation. Progress of the project to the date were also presented, highlighting the cross-border cases studies between Spain-France and Spain-Portugal, which include not only the characterization and georeferencing of the study areas in terms of biodiversity, environmental status, protected areas, uses & activities, etc., but also the creation of participatory dynamics with stakeholders at the transnational level. It also highlights the creation of a web geoserver where all the information is available following standardized formats (data.simnorat.eu).

- **Rosa Fernández (CETMAR)** then explained the working dynamics for the round-tables as has been described in the Methodology section and detailed in Annex 3.

6. Round-Tables

Round Table 1: Energy and Mineral Resources + Navigation + Research and Conservation	
Moderator	María Gómez Ballesteros (IEO; ES)
Facilitator SIMNORAT	Lisa Sousa (UA; PT)
Facilitator CETMAR	Marisa Fernández (CETMAR; ES)
Participants	José Manuel Suarez (SASEMAR; ES)
	Margarita Hernando (ACIEP ; ES)
	Beatriz Nieto (WWF; ES)
	Aida Ovejero (University of Vigo; ES)
	Ana Cristina Costa (DGRM; PT)

- SECTOR'S PERSPECTIVE -

- **Navigation:** The maritime traffic (merchant ships, cruises, etc.) crossing the study area has low intensity compared with other routes closer to the coast. Nonetheless, around 1000 vessels

carrying dangerous goods cross the zone every year. A detailed study on the traffic pressure in the area based on the information collected by the Vessel Monitoring Systems (VMS) should be performed to ensure adequate protection measures. If traffic pressure justifies a modification on the maritime routes, Spain and Portugal would have to submit a proposal to the International Maritime Organization (IMO) which regulate the navigation routes. Delimiting an exclusion zone to navigation in the MPA might not be necessary except for dangerous goods transportation. Probably, setting and reflecting in the nautical charts a series of extra caution measures (lower speed limits, etc.) and restrictions (small oil spills linked to cleaning activities, etc.) should be enough.

Maritime Rescue Services can strengthen surveillance in the MPA in relation to other activities that may be restricted (fishing, etc.). In addition, there is a collaboration framework for rescue and response to pollution actions through the "Cooperation Agreement for the protection of the coasts and waters of the North-East Atlantic against pollution" signed between Spain, France, Morocco, Portugal and the EEC in 1990 (ratification: BOE Nº 28, 1st February 2014 -7090: 7100). This document could serve as a framework for new agreements for joint management of the cross-border space.

- **Energy and Mineral Resources:** There is a lack of information on the presence of hydrocarbons or CO₂ deposits at the study area. Some seismic prospecting campaigns have been made in areas closer to the coast, but few wells have been detected. Off-shore storages of CO₂ is currently not considered because it is very expensive with the actual technology, but could be economically relevant in the future.

It was highlighted that extraction activities require an area of small dimensions, so it would not interfere with maritime traffic. It was also pointed out that offshore facilities decrease the dependence on oil supply through maritime transport and thereby reduce CO₂ emissions.

Stakeholders from this sector state their interest to not exclude any area from prospecting, exploration and exploitation. The industry studies subsoils around the world and does not discard any zone until the pertinent investigations are carried out. It was also emphasized that all their activities are preceded by environmental impact studies and many prevention measures, such as the European Directive that regulates the safety of offshore hydrocarbons and gas operations. (Directive 2013/30 / EU).

The establishment of an MPA would prevent the exploitation of hydrocarbons or gas, but also seismic prospection or the exploration of oil wells. The lack of conclusive studies on the harmful effect of seismic prospection on cetaceans and the mitigating measures associated to this type of prospection (observers on board to stop seismic prospection when sensible animals are sighted) are enough according to stakeholders from this sector to allow prospection even in MPAs. In addition, they also pointed out that campaigns cover extensive areas but are punctual, which allows planning prospection during periods that minimizes their impact (seasons with little transit of cetaceans in the area, etc.). With regard to the case of oil explorations, drillings are of small diameter, and includes preventive and corrective measures, such as noise control and management of sludge and mud from the boreholes. The collected rubble is handled with authorized managers and analyzed at the Mining Geological Institute. In case the well is not productive, it is clogged and when hydrocarbons are found there are many engineering solutions to avoid spills.

Prospecting campaigns are also viewed as an opportunity for scientific research, since they allow

exploration in areas where scientific data is scarce and promote the development of technology and the elaboration of new measures for control, prevention, response and mitigation. On the other hand, it was suggested that oil/gas extraction structures could act as artificial reefs promoting accumulation of fish. The installation of extraction structures also generates an area of exclusion for fisheries acting as a refuge for some species. Similar interactions between the abundance of fish and renewable energy infrastructures were also pointed out.

- Research and Conservation: Emphasis was placed on the need to apply a preventive approach when scientific information is insufficient, given the high fragility of the ecosystems present in the study area. Fishermen are indicated as a possible source of empirical information on the state of resources and the pressures to which they are subjected, and can provide relevant knowledge on the impacts of human activities in the area. It was considered of vital importance to carry out planning measures to protect resources, taking into account the scarcity of conservation zones. It was also considered essential to create tools to support decision-making and improve participatory and consultation processes. Overlapping levels of management (CCAA, central government in Spain, etc.) are considered a problem because of the lack of effective communication channels. It was also highlighted the relevance of including MPAs executive plans on the MSP process to ensure consistency between management plans. Cross-border coordination was also pointed out as a key factor to avoid conflicts arising from different management strategies between states (e.g. Conservation vs. Exploitation).

- SYNERGIES -

SECTOR	SINERGIES
All sectors	International cooperation: Optimization of resources for research, protection and surveillance in line with other agreements already established for the control of pollution and maritime rescue.
Research vs. Energy and Mineral Resources	Shared use of infrastructures/resources: Hydrocarbon prospecting campaigns are a good opportunity to collect data not only from the marine subsoil, but also from other variables (cetacean and birds sightings, etc.). Technological impulse: Energy and mineral resources sector promotes technological research in various aspects (offshore technology, waste treatment, security mechanisms, etc.)
Conservation vs. Energy and Mineral Resources	Fisheries reserve: The installation of hydrocarbon/gas extraction structures imply an area of fisheries exclusion which could act as a refuge for some species.
Conservation vs. Renewable Energy:	Fisheries reserve: Concessions for offshore renewable energies also restrict fishing in that area acting as a refuge for some species.
Conservation vs. Fisheries:	Knowledge interchange: The empirical knowledge of fishermen on the status of some resources and in general on the study area could act as an early warning system on hazards and impacts of different activities.

- CONFLICTS -

SECTOR	CONFLICTS	SOLUTION TO CONFLICTS
Navigation vs. Conservation	<p>Spatial conflict: Protection figures might limit navigation completely or partially.</p> <p>Contamination risks: The transport of dangerous goods in particular, as well as the controlled discharges of hydrocarbons (emptying of bilges) would be restricted in the area.</p>	<ul style="list-style-type: none"> - Exclude only the transport of dangerous goods in the protected area and establish for the rest of vessels a series of caution recommendations. Those measures should be reflected in the nautical charts. - Restrictions in the legal discharges of hydrocarbons (bilges cleaning) marked on the nautical charts.
Navigation vs. Energy and Mineral Resources	<p>Spatial conflict: The establishment of oil wells implies total or partial restrictions on navigation. In any case, given the small space occupied by extractive wells, deviations in navigation routes would not be significant.</p>	<ul style="list-style-type: none"> - Compensatory measures limiting the impact of extraction, exploration and prospection of hydrocarbons (external observers, adaptation of campaigns to less harmful seasons, precautionary measures, etc.) which allow to some extent those activities.
Conservation vs. Energy and Mineral Resources	<p>Spatial conflict: MPAs imply total restrictions on exploitation and exploration of mineral resources.</p>	-
Conservation vs. Research	<p>Risk for the protected ecosystems: MPAs have a limited access and restrict the use of certain research techniques (seismic prospecting, sampling, etc.).</p>	-
Investigación vs. Energía y Recursos Minerales	-	<ul style="list-style-type: none"> - Carry out impact studies previous to research campaign and adapt sampling techniques to the sensitivity of the habitats / species to be studied.



- GAPS -

GAPS	SOLUTIONS TO GAPS
<ul style="list-style-type: none"> - Guide of necessary variables to have enough scientific support to perform the maritime spatial planning. - Detailed cartography of the area, as well as detailed studies on ecosystems and the abundance of mineral resources. - Consistent studies on the impact of seismic prospecting surveys on different groups of marine species. - Detailed studies on the maritime traffic pressure on the study area. - Mechanisms to access data which increase the utilization of available information and prevent the duplicity of research studies. - Harmonization and interoperability of data to increase the utilization of the information at different levels of territorial organization. - More effective public consultation mechanisms. - Effective communication mechanisms between protected areas managers at different levels of governance (CCAA, central government, EU, international). 	<ul style="list-style-type: none"> - Development of solid scientific studies to cover information gaps and create tools to integrate data and facilitate decision making. - Implement standards for the storage and data supply. - Create knowledge platforms with information about relevant projects to avoid duplication of researches and facilitate access to information. - Improve measures and public consultation channels to increase the dissemination of results and citizen participation. - Use MPA management plans in the elaboration of Maritime Spatial Planning to prioritize the coherence between different protection figures and different competent management institutions.



Figure 2. Round-Table 1 and summary panel with synergies, conflicts, gaps and solutions.

Round Table 2: Renewable Energy + Navigation + Research and Conservation	
Moderator	Cristina Cervera (<i>IEO; ES</i>)
Facilitator SIMNORAT	Cécile Nys (<i>Université de Bretagne Occidentale; FR</i>)
Facilitator CETMAR	Belén Martín (<i>CETMAR; ES</i>)
Participants	Manuel García (<i>Marina Mercante; ES</i>)
	Mercedes Mella (<i>INSTRA; ES</i>)
	Rosa Nuñez (<i>INEGA; ES</i>)
	Sandra Ramos (<i>CIIMAR; PT</i>)
	Sagrario Arrieta (<i>MITECO; ES</i>)

- SECTOR'S PERSPECTIVE -

- **Navigation:** There is not much maritime traffic in the study area, most of it runs closer to the coast (e.g. Finisterre corridor). Anyway, underwater noise might disturb some species and there is some risk of collision of vessels with mammals. Those reasons might justify a request to the IMO to deviate crossing routes or at least to designate caution measures (e.g. reduction of speed). Although due to the low volume of traffic it is unlikely to receive a positive consideration from the IMO for the diversion of routes, a joint request from Spain and Portugal might have a larger impact. With regard to the transport of hazardous substances, there are already preventive measures such as the double hull regulation.

It is also noted that the large transoceanic routes do not end in Galician or Portuguese ports, so deviation of routes would not impact them.

- **Renewable Energy:** Stakeholders from this sector agree on the lack of interest of the study area for renewable energy. The depth (1000-2000 m) would make it impossible to install wind turbines, unless they were floating structures. Anyway, both the floating wind turbines and the wave energy infrastructures, would suppose a very high cost of evacuation given the distance to the coast, which added to the maintenance costs would make this type of facilities unprofitable. The area could be suitable for pilot studies on totally autonomous prototypes, nonetheless, it is easy to find other locations closer to the coast and not subject to protection figures. Some stakeholders (INEGA) pointed out that investment is mostly focused on inland windfarms, while offshore wind turbines are still on an early developmental stage. Offshore exploitation permits should be granted in Spain by the Ministry for the Ecological Transition (MITECO) and at the moment there are only pilot areas close to the coast.

- **Research and Conservation:** Galicia Bank MPA was designated as a SCI and SPA in response to the EU demand to increase marine protected area and because of the surveys carried out during the INDEMARES project, after the sinking of the "Prestige" oil tanker. The presence of cold-water corals is coupled with large populations of seabirds, turtles and marine mammals, all of them associated to the lower depth and high productivity of the seamounts. Although fishing activity is scarce in the area, this could be an important spawning area for some species. In addition, there are some areas with polymetallic nodules. It was highlighted that, in some cases, the most interesting areas from the point of view of biodiversity (such as the upwelling zones), also tend to

have more mining and energy resources, so there is always certain conflict of uses. It was suggested that some prospecting activities might be punctually authorized even inside the SCI, for example, biotechnological surveys that could become of interest in the future and do not require a continued use of space. It was also mentioned how difficult is to enforce restrictive rules in such a remote location because of the distance to the coast restricts surveillance and sanctioning might be limited by the issue of competences regarding vessels flags.

From the Portuguese research institutions, the lack of scientific information was highlighted. There were no research campaigns similar to INDEMARES in the seamounts proposed for their designation as MPA in Portugal. However, the proximity and similarities in terms of bathymetry to the Galicia Bank suggest that the ecological values will be similar. Although in Spain there is some information from the INDEMARES project, it would be interesting to study the evolution of the ecosystems described for the Galicia Bank and the presence/persistence of ecological connectivity with the Vigo and Vasco da Gama Seamounts proposed by Portugal as AMP. The bathymetry of the zone suggests high connectivity between both areas, but it would be necessary to carry out research surveys to characterize those pathways.

Stakeholders also pointed out this case study as an opportunity to create the first marine protected area jointly managed between Spain and Portugal. There is a transboundary protected area in the Minho River to accomplish Marine Strategies goals of a good environmental stage, but the rest of the examples are terrestrial protected areas. In general, the relevance of involving all the interested stakeholders in the maritime spatial planning and management process was highlighted.

- SYNERGIES –

SECTOR	SINERGIES
All sectors	International cooperation: Optimization of resources for research, protection and surveillance in line with other agreements already established for the control of pollution and maritime rescue.

- CONFLICTS -

SECTOR	CONFLICTS	SOLUTIONS TO CONFLICTS
Navegación vs. Conservación	<p>Accidental collisions: There is a risk of collisions of vessels with cetaceans which could justify a request for diversion of routes or at least reduction of speed in the protected area.</p> <p>Underwater noise: Transit of large vessels could lead to acoustic contamination, altering cetaceans or other species particularly sensitive and therefore justify a request to the IMO to divert transit routes.</p>	<p>Raise a joint request from Spain and Portugal to the IMO for the restriction of maritime traffic in the area, at least restrict the transit of dangerous goods or establish other precautionary measures.</p>
Other Activities vs. Conservation	<p>Spatial conflict: High productivity areas such as seamounts, are usually more interesting for different activities (lower relative depth make those locations also better for renewable energy, more interesting for fisheries, biotechnology, etc.) rising more conflicts between uses.</p>	<p>Address individually the implications of other activities in the marine protected area, in order to authorize or not specific prospecting activities.</p>

- GAPS -

GAPS	SOLUTIONS TO GAPS
<ul style="list-style-type: none"> - Studies on the navigation pressure over different species. - Hydrodynamic and ecological characteristics of the Vigo and Vasco da Gama Seamounts. - Connectivity pathways between the Galicia Bank and the Vigo and Vasco da Gama Seamounts. - Enforcement system to control restrictive measures in the area. - Stakeholders not contacted identified as relevant: Biotechnology sector (eg PharmaMar), Representatives of the OSPAR Commission, other NGOs (Oceana, SEO / BirdLife). 	<ul style="list-style-type: none"> - Development of Spanish-Portugal scientific studies to cover gaps of information and integrate it to facilitate decision making. - Establishment of cross-border agreements for the control and management of MPAs.

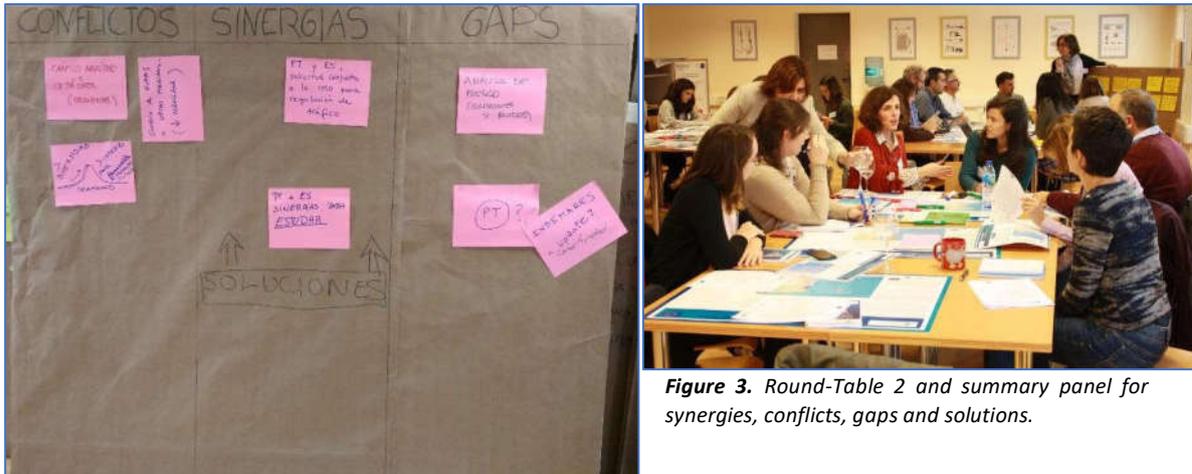


Figure 3. Round-Table 2 and summary panel for synergies, conflicts, gaps and solutions.

Round Table 3: Renewable Energy + Fisheries + Research and Conservation	
Moderator	Marcia Marques (UA; PT)
Facilitator SIMNORAT	Carla Murciano (CEDEX; ES)
Facilitator CETMAR	Laura García (CETMAR; ES)
Participants	Joaquín Cadilla (ORPAGU; ES)
	Manuel García (Consellería do Mar-Xunta de Galicia; ES)
	Silvia Torres (CETMAR; ES)
	Teresa Simas (WavEc; PT)
	Isabel Riveiro (IEO; ES)

- SECTOR'S PERSPECTIVE -

- **Renewable Energy:** Seabed material and depth are fundamental variables to determine the interests of renewable energies in the study area but those were not clearly described in the materials offered for the workshop. Anyway, it was clear that depth was larger than 200 meters deep, which is the technological limit for off-shore generators nowadays. In addition, the distance to land makes the installations of generators in the study area unprofitable (km of cable for energy exportation, installation and maintenance tasks, etc.). Therefore, the stakeholders from this sector identified the potentialities, conflicts and synergies for the renewable energy sector in Spain and Portugal outside of the study area.

Fixed foundation offshore wind turbines have a limit of 50 meters deep. These generators are incompatible with any other use of the space since security issues establish an exclusion zone around the windfarm. Because of the depth limit, the only area susceptible to host those generators in Galicia would be within the Rias where many other activities are concentrated already.

With regard to floating offshore wind turbines, this technology is still not fully mature but it would be interesting to take it into account on MSP. However, it is not likely that wind turbines will be

placed more than 200 meters deep.

Tidal energy turbines have low potential neither in Spain nor in Portugal, because of the coastal characteristics and the technologies explored so far. Nonetheless, wave power generators could become interesting in the near future and should be taken into account for MSP. Spatial needs for wave energy turbines would be similar to those required by floating wind turbines.

The installation of any of these generators is incompatible with mining activities because it restricts the maneuvers that can be carried out around them. Oil extraction would be also restricted since it does not seem feasible nowadays to build multipurpose structures that can reconcile both activities. Another potential conflict would occur with fishing, since the installation of farms / generators parks would create an exclusion zone around the energy-farms and could limit access to certain fishing grounds. Thus, this activity could also interfere with navigation, since it might require the modification of some navigation routes. Also, the ground wires necessary to export the electricity to land, would alter the seabed and limit any activity related to it. In addition, these cables emit electromagnetic fields and their effect on the fauna and flora is unknown. It was also highlighted the need for studies of viability at high spatial resolution and taking into account different uses of the space (e.g. EnergyMare Project in Galicia).

In the other hand, several synergies were also identified, as the use of multipurpose platforms and boats, shared between different activities (fishing, aquaculture, ocean observation, different renewable energy turbines), lowering operation and maintenance costs. Another synergy would be with tourism, as there is a growing interest in visiting offshore infrastructures. A possible synergy with conservation might be the effect of the turbines acting as an artificial reef which can increase the biodiversity in the area, and also acting as a fishing refugee for some species. With regard to research, renewable energies are driving the development of innovative technologies related to automation, "Internet of Things" etc., which in turn create new work opportunities and professions.

- Fisheries: According to the stakeholders present in this round-table, the study area has a limited interest for longline fishing, since it is not a good area for swordfish which is the main target species. This area is only used as a transit area for large vessels on its way to other fishing grounds. They usually fish for shortfin mako or blue sharks. Some coastal vessels (<20 meters in length) use the area although is not very interesting for them either. Lately, fishermen are detecting bluefin tuna in that area, although due to the moratorium on that species, Spain has no fishing quota for it. If the bluefin tuna continue to recover and expanding north, it could become relevant for the fishery in the area. Nonetheless, the bluefin tuna would be a seasonal fishery, since they just cross this area during their migrations, so it would not be very problematic to capture them outside the protected area. Currently the most active fishing in the area is the king crab, which takes place on the slopes of the submarine mountain but which is also in decline. In that area there is also some trawling, mainly dedicated to the capture of demersal sharks (nurse shark, etc.). Although this fishing is totally forbidden in Spain, it is possible that vessels from other countries, including Portugal, use this area to capture demersal sharks. Anyway, the fishing of this type of sharks is usually limited to 500 m depth (because of the fishing tackle they use), and the fishery try to avoid rocky areas to prevent damages to the fishing nets. Those limitations, substantially reduces the area susceptible to this fishery within the protected area.

It was also highlighted the lack of consistency in governance between different countries, even for the management of the same fish stock. Different regulations for neighbouring countries regarding

fishing gear, days off or species that can be fished are very common.

Improvements on scientific knowledge to sustain the decision-making process and the MSP were also identified as a priority. In many cases the information exists, but it is not easily accessible. It was also detected a lack of clear indicators for monitoring environmental status and the sustainable use of resources.

In general, coastal fishing is much more important for Galicia and it is closer to the coast where most of the conflicts with other activities (aquaculture, renewable energy, etc.) would arise. Stakeholders also highlighted that is frequent that decision makers handle incomplete information i.e. in Spain, in many cases, they only have information about fisheries managed by the central government, ignoring fisheries occurring in internal waters which are managed by the autonomous government and are the most productive in the case of Galicia. In this sense, it was detected a conflict of governance within the same country, but at different institutional levels (autonomous communities vs. central government). It was also identified a lack of incorporation of fishermen in the planning processes at all levels of governance.

From the Galician government seems to be no interest in deploying aquaculture farms in the study area due to the large distance to the coast and the environmental conditions that make it unsuitable for the maintenance of structures or the cultivation of animals. Nonetheless, looking at other offshore locations, stakeholders detected a possible synergy between aquaculture and renewable energies by creating multipurpose structures energetically self-sufficient which could also reduce maintenance costs.

- **Research and Conservation:** The relevance of the study area for conservation is highlighted by the presence of cold-water corals, sponges and other benthic species of high ecological value. Those reefs concentrate a great abundance and diversity of species, and therefore also concentrates top predators such as sharks, marine mammals, turtles and birds. Polymetallic nodules were also found in some areas which might raise interest from the point of view of mining.

Environmental impact assessments need to be carried out before any activity is developed. Any activity developed in the area might interfere with its conservation since it would be coupled to an increase of maritime traffic. Activities that interfere with the seafloor are identified as the most disturbing ones (mining prospecting/extraction, renewable energy, trawling, etc.). Deficits in scientific information were also identified for the area that would need to be addressed when designing new protection areas and developing management plans for existing ones.

Stakeholders agree on the convenience of having a joint regulation for the Galicia Bank and the Vigo and Vasco da Gama Seamounts because of their bathymetrical, oceanographic and ecological similarities. Even without a geographical continuity between both MPAs, having a joint governance could contribute to avoid habitat segmentation. Both MPAs might be important feeding areas in migratory routes for birds and marine mammals, so the joint management between Spain and Portugal could be especially relevant to establish coherent networks of protected areas. The relevance of having scientific information supporting decision-making and management of the marine space was highlighted again.

- SYNERGIES -

SECTOR	SINERGIES
Renewable Energy vs. Fisheries	<p>Knowledge interchange: Using the empirical knowledge of fishermen on the area to locate offshore energy-farms would improve the efficiency and viability of anchorages. At the same time, involving the fishing sector in the design of the parks would favour the cession of certain fishing areas and improve communication.</p> <p>Shared use of infrastructures-Multipurpose vessels: Especially in Portugal, there is a lack of vessels for the installation and maintenance of generators. Renting fishing vessels for specific maintenance tasks would be more profitable for the renewable energy sector than having their own fleet. On the other hand, fishermen could also diversify their business having an extra income from these activities.</p> <p>Fisheries reserve: The installation of offshore energy-farms requires an area of fisheries exclusion which could act as a refuge for some species and indirectly have a spill over effect, increasing the abundance of certain species in adjacent areas.</p>
Renewable Energy vs. Renewable Energy	<p>Shared use of infrastructures-Multipurpose platforms: The installation of various types of turbines (wind, tidal, wave, etc.) in the same space would reduce installation costs, maintenance and make more profitable the energy exportation to land.</p>
Renewable Energy vs. Aquaculture	<p>Shared use of infrastructures-Multipurpose platforms: The shared use of infrastructures would avoid competition for the space between those activities, as well as reduce costs derived from installation and maintenance. Multipurpose platforms still need to develop specific insurance mechanisms that define the responsibilities of each one of the activities carried out in them.</p>
Renewable Energy vs. Tourism	<p>Added value because of the infrastructure: There is a potential market for people interested in visiting power generation facilities at sea, due to its size and location. In addition, these structures act as artificial reefs adding interest for recreational diving.</p>

- CONFLICTS -

SECTOR	CONFLICTS	SOLUTIONS TO CONFLICTS
Renewable Energy vs. Fisheries	<p>Spatial conflict: Offshore energy-farms generate an exclusion zone to fisheries around their facilities. In addition, submarine cables for energy transfer to land also restrict trawling on their influence area, limiting fisheries in a larger area than the one properly delimited by generators.</p>	<ul style="list-style-type: none"> - Creation of compensatory measures for the use of space. - Involve the fishermen in the renewable energy sector as investors or suppliers of infrastructures and expertise, creating new income opportunities compatible with their activity.

<p>Renewable Energy vs. Conservation</p>	<p>Direct conflicts related to the infrastructure: Especially conflictive for seabirds that can collide with wind turbines. The submarine noise generated can also affect cetaceans, fish, etc. In addition, the energy transfer cables to land emit electromagnetic fields whose effect on the marine fauna is unknown.</p> <p>Indirect conflicts related to maintenance tasks: Maintenance tasks generate an increase in the transit of vessels to the area, and therefore the risk of accidents, oil spills, etc.</p>	
<p>Renewable energy vs. Navigation</p>	<p>Spatial conflict: Offshore energy-farms generate an exclusion zone around them which might interfere with some navigation routes.</p>	
<p>Renewable energy vs. No Renewable energy</p>	<p>Spatial conflict: Both activities require exclusion zones to accomplish with security rules.</p>	
<p>Fisheries vs. Conservation</p>	<p>Spatial conflict: Conservation requirements might limit completely or partially fishing activities in the MPA.</p> <p>Accidental captures of high ecological value species: In the case of partially allowed fishery, there are some conflicts related to the accidental capture of seabirds, marine turtles or marine mammals.</p>	<p>Modifications on the fishing gear can reduce accidental capture. The modifications already implemented on the longlines used in the study area have made anecdotal the incidence of seabirds captured on fishing gear, and could be reduced even more limiting the deployment of longlines to the night. In the case of turtles, although there is a higher incidence of individuals trapped in fishing gear, that usually not lead to high mortalities. Training personnel on-board in first aid for these animals would allow them to be returned to the sea in good conditions.</p>

- GAPS -

GAPS	SOLUTIONS TO GAPS
<ul style="list-style-type: none"> - Scientific knowledge about the biological values of the area. - Creation of clear indicators to monitor environmental status. - Availability of existing information. - Incorporation of relevant stakeholders in the planning/management process. - Coordination at different levels of governance. - Lack of specific training for new activities at sea. 	<ul style="list-style-type: none"> - Open interdisciplinary communication channels with stakeholder. - Open communication channels between different levels of governance. - Increase scientific studies on the study areas, but optimizing the existing economic resources (European Maritime and Fisheries Fund, etc.).



Figure 4. Round-Table 3 and summary panel for synergies, conflicts, gaps and solutions.

Round Table 4: Energy and Mineral Resources + Fisheries + Research and Conservation	
Moderator	Adriano Quintela (UA; PT)
Facilitator SIMNORAT	Mónica Campillos (IEO; ES)
Facilitator CETMAR	Rosa Fernández (CETMAR; ES)
Participants	Francisco Rosa (Vianapesca; PT)
	Rebeca Lago (ARVI; ES)
	Alejandra Lago Comesalle (Universidade de Vigo; ES)
	José Martínez (CEMMA; ES)
	Graham Pierce (IIM-CSIC; ES)

- SECTOR'S PERSPECTIVE -

- **Fisheries:** The study area is not identified as strategic for the fishing sector. Nonetheless, the impact of illegal fishing is unknown and there are no exhaustive controls of the Portuguese fleet through VMS (Vessel Monitoring Systems). Bluefin tuna could become an interesting fishery in the future, although this is a seasonal fishery. It is also documented the presence of other species of commercial interest² whose future exploitation could generate a conflicts between fisheries and conservation.

In general, the fishing sector claims the need to take part in planning and management processes. They also demand the improvement of public consultation mechanisms, which should include interactive procedures to ensure the incorporation of all the stakeholders in the planning process. Dialogue between the administration and different stakeholders is not always at the same level, but biased towards sectors with larger economic influence.

- **Energy and Mineral Resources:** There are important gaps of information about the resources available in the area. The prospections were only carried out at the "Gran Burato" in the Galicia Bank, where 3 "pockmarks" indicating the presence of hydrate gases were detected. In Portugal, they want to map the hydrate gases along the Atlantic coast, although these deposits are not always of economic interest. Prospections of mineral resources involving seismic technics are always associated with a high bureaucracy due to their impacts on certain fauna (mainly cetaceans). In the area of the Galicia Bank, prospecting is even more complicated, requiring specific environmental impact assessments due to the precautionary principle required by the designation of the area as an SCI.

- **Research and Conservation:** There is no information on the habitats/resources present in the Vasco and Vasco da Gama Seamounts. There is some information for the Galicia Bank from the INDEMARES project prospections. There is a lack of seismic data and geological studies, but these types of studies are restricted due to possible impact on cetaceans. There are no specific studies on the study area analyzing the impact of seismic techniques on the stranding of cetaceans, although it has been documented in other locations. At some places, seismic studies are allowed seasonally during times of little transit of cetaceans. In any case, it is considered that access to MPAs for scientific research should be regulated in a more agile manner. In the case of geological investigations, the access would be punctual, which should be considered a facilitating element for this type of studies.

The study area is far away from land and adverse conditions are frequent, limiting the access of research campaigns to the area. For example, cetacean sightseen campaigns are only carried out during summer when weather conditions are better, so the records are incomplete. The use of fisheries vessels for research campaigns have been successful in the past, because of the expertise of fishermen to move in the study area and the adequation of their boats to the study area.

Connectivity patterns between MPAs in Spain and Portugal was highlighted as a research priority, as well as the effects of climate change on the ecosystems of the area. Army activities in the area have never been studied, so their effect on the ecosystems is unknown and should be studied. Important gaps of information were detected preventing a properly scientific based planning process for the area. It would be necessary to continue researching in the area but also properly

² Rafael Bañón Diaz (2016) Ictiofauna del Banco de Galicia: Composición Taxonómica y Aspectos Biogeográficos. Tesis Doctoral. Universidade de Vigo.



channel that information to facilitate decision making. For the decision-making process it was suggested to give special weight to the regions directly affected by the planning process. The acceptance of the management processes by the personnel directly affected by them, improves the compliance of the established measures. Therefore the link between local, regional and national decision-makers is essential. Harmonizing management mechanisms between neighboring countries was also highlighted as a priority.

- SYNERGIES -

SECTOR	SINERGIES
Research vs. Energy and Mineral Resources	Shared use of infrastructures/resources: Prospecting campaigns for mineral resources are a good opportunity to collect data not only from the marine seabed composition, but also from other variables (cetacean and birds sightings, etc.).
Research vs. Fisheries	Shared use of infrastructures/resources: The use of fishing vessels for research activities can reduce costs and take advantage of the experience of fishermen to apply it to research. For fishermen, research activities might be an extra income compatible with their activity.
Conservation vs. Fisheries	Increase of fish abundance: Having an area excluded from fisheries can lead to a greater accumulation of fish using that area as a refuge and also indirectly increase the amount of fish in adjacent areas. Since this area is not very relevant for fisheries, this was considered a weak synergy.

- CONFLICTS -

SECTOR	CONFLICTS	SOLUTIONS TO CONFLICTS
Different priorities on maritime strategies between neighboring countries	Different priorities (i.e. conservation vs. exploitation of mineral resources) among neighboring countries can prevent common governance and management policies for the trans-boundary space.	Create a permanent forum for cross-border dialogue between stakeholders.
Energy and Mineral Resources vs. Fisheries	Spatial conflict: Fishery is restricted in mining areas.	Creation of compensation mechanisms for the use of space.
Fisheries vs. Conservation	<p>Spatial conflict: MPAs might restrict fisheries activities. This could limit current longline fishing, as well as exploitation of other potential species in the future.</p> <p>Accidental captures of high ecological value species: In the case of partially allowed fishery, there are some conflicts related to the accidental capture of seabirds, turtles or marine mammals.</p>	<ul style="list-style-type: none"> - Seasonal access to fisheries to the AMP to reduce the impact on certain species. - Compensation mechanisms for the use of the space in case of total restrictions on fishing, or in the case of objective damage on previous uses.

<p>Conservation vs. Research</p>	<p>Risks to protected ecosystems: The establishment of MPAs limits access and the use of certain research techniques (seismic prospecting, sampling, etc.).</p>	<ul style="list-style-type: none"> - Allow temporal access to the AMP. - Flexibilize permits for scientific research (taking into account that the current administrative requirements are complex due to the application of the precautionary principle). - Facilitate access to information (availability of data, etc.).
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- GAPS -

GAPS	SOLUTIONS TO GAPS
<ul style="list-style-type: none"> - Scientific knowledge about biological values, especially at the Vigo and Vasco da Gama Seamounts, as well as on connectivity pathways with the Galicia Bank. - Studies on the effects of army activities on ecosystems. - Incorporation of relevant stakeholders in the planning process following equality principles. - Create mechanisms for dialogue between different sectors and in different levels. - Coordination at different levels of governance. 	<ul style="list-style-type: none"> - Increase economic investment in research, prioritizing and strengthening priority fields. - Promote inter-institutional agreements for cooperation and coordination during research campaigns. - Create mechanisms for public access to the information generated. - Identify collaborative projects that ensure synergistic relationships between sectors. - Involve local or regional administrations of the areas directly affected for the planning process.

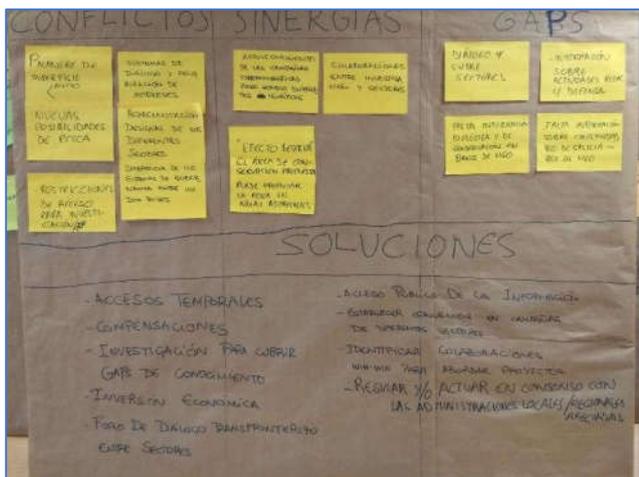


Figure 5. Round-Table 4 and summary panel with synergies, conflicts, gaps and solutions.

7. General conclusions

The outline of the general conclusions highlighted by the different working groups are synthesized bellow in terms of synergies, conflicts, gaps and proposed solutions for the implementation of a cross-border MPA in the study area.

- SYNERGIES -

SECTOR	SINERGIES
All sectors	Cross-border cooperation on surveillance and joint management.
All sectors	Boats/platforms of opportunity for multidisciplinary research that allow collecting a greater volume of information and reusing data for multiple purposes.
Renewable energies vs. Fisheries	Multi-purpose boats and platforms.
Renewable energies vs. Aquaculture	
Energy and Mineral resources vs. Aquaculture	
All sectors	Inter-sectoral interactions (jobs, experience, etc.).
Conservation vs. Fisheries	Creation of artificial reefs and fishing reserves that may favor the abundance of certain species in adjacent areas (limited interest for fishing in the area should limit the economic repercussion).
Renewable energies vs. Fisheries	
Energy and Mineral resources vs. Fishing	

- CONFLICTS -

SECTOR	CONFLICTS
All sectors	Different strategic priorities between countries.
All sectors	Different/contradictorily laws for the regulation of uses of the maritime space between countries.
All sectors	Lack of representativeness and equitable participation of all sectors in the management process.
Renewable energies vs. Fisheries	Conflict over space.
Renewable energies vs. Aquaculture	
Renewable energies vs. Conservation	
Renewable energies vs. Navigation	
Renewable energies vs. Energy and Mineral resources	
Energy and Mineral resources vs. Fisheries	
Energy and Mineral resources vs. Aquaculture	
Energy and Mineral resources vs. Conservation	
Energy and Mineral resources vs. Navigation	
Navigation vs. Aquaculture	
Navigation vs. Conservation	
Aquaculture vs. Navigation	
Conservation vs. Research	
Conservation vs. Renewable energies	Pollution
Conservation vs. Energy and Mineral resources	
Conservation vs. Navigation	
Conservation vs.	

Fisheries	
Conservation vs. Renewable energies	Habitat destruction.
Conservation vs. Energy and Mineral resources	
Conservation vs. Fisheries	
Conservation vs. Research	
Conservation vs. Renewable energies	Fauna and flora alteration.
Conservation vs. Energy and Mineral resources	
Conservation vs. Fisheries	
Conservation vs. Research	
Conservation vs. Navigation	

- GAPS -

GAPS
<ul style="list-style-type: none"> - Detailed cartography of the study area. - Information on habitats and resources abundance, especially in the Vigo and Vasco da Gama Seamounts. - Studies on the impact of navigation / prospecting of mineral resources / army. - Clear indicators to monitor the environmental status. - Mechanisms for free access to data. - Mechanisms to increase intersectoral dialogue. - Mechanisms to increase dialogue at different administrative levels within the same country as well as transnational dialogue. - Training programs for new job opportunities. - New technologies for autonomous work on the high seas. - Efficient mechanisms to monitor, control and sanction infractions around the MPA.

A questionnaire was elaborated to evaluate the perception of the workshop by those attending it (Annex 5). Seven categories were established in which a rating of 0 to 10 was requested according to their degree of satisfaction with the workshop. All the categories obtained average scores above 8 (Figure 7). The material used, together with the organization and venue of the workshop, were the categories that obtained a better evaluation by the assistants (Figure 7).

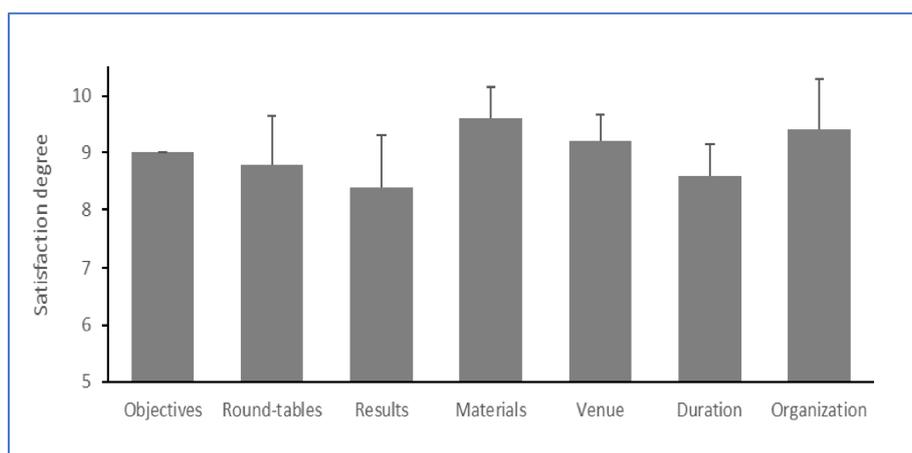


Figure 7. Average and standard deviation on the satisfaction degree of the participants according to each of the evaluated categories.

The attendants had comments on the time distribution along the workshop, suggesting less dedication to the plenary sessions in order to devote more time to round-tables and discussion without extending the length of the workshop, which for some attendees should be limited to one morning. Other participants suggested to provide more information previous to the workshop to gather more specific data which could be useful during round-tables. The general assessment of the workshop was very positive, with an average of 8.8 points.



Figure 8. Group picture of the Workshop attendees.

SUPPORTING IMPLEMENTATION of Maritime Spatial Planning
in the **NORTHERN ATLANTIC REGION**
Apoyo a la implementación de la Ordenación Espacial Marítima en el Atlántico Norte

SIMNORAT

CONSERVACIÓN E INVESTIGACIÓN

INTRODUCCIÓN

El presente informe describe los resultados de la investigación y conservación de la zona de estudio, así como de la zona de estudio. El informe describe los resultados de la investigación y conservación de la zona de estudio, así como de la zona de estudio. El informe describe los resultados de la investigación y conservación de la zona de estudio, así como de la zona de estudio.

VALORES NATURALES

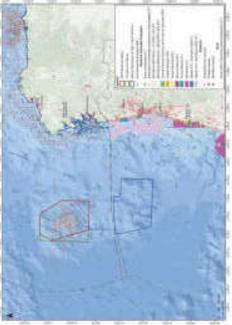
en la ZONA DE ESTUDIO

El presente informe describe los resultados de la investigación y conservación de la zona de estudio, así como de la zona de estudio. El informe describe los resultados de la investigación y conservación de la zona de estudio, así como de la zona de estudio.

NOTAS DESTACADAS DE VALOR

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OTROS STAKEHOLDERS




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SIMNORAT

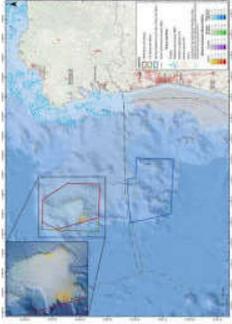
PESCA MARÍTIMA

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La zona de estudio

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OTROS STAKEHOLDERS




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SIMNORAT

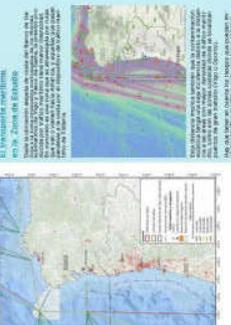
ENERGÍA

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El desarrollo energético

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OTROS STAKEHOLDERS




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SIMNORAT

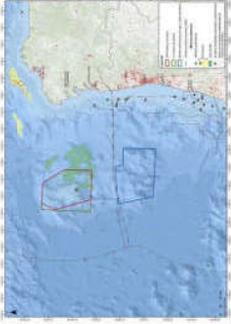
MINERÍA SUBMARINA

El presente informe describe los resultados de la investigación y conservación de la zona de estudio, así como de la zona de estudio. El informe describe los resultados de la investigación y conservación de la zona de estudio, así como de la zona de estudio.

Minería submarina

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OTROS STAKEHOLDERS




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SUPPORTING IMPLEMENTATION of Maritime Spatial Planning in the NORTHERN ATLANTIC REGION
 Apoyo a la implementación de la Ordenación Espacial Marina en el Atlántico Norte

ENERGÍAS RENOVABLES

SCHEMATIC

OTROS STAKEHOLDERS

ENERGÍA RENOVABLES

El presente documento describe el estado de la implementación de la Ordenación Espacial Marina (OEM) en el Atlántico Norte, con especial énfasis en el sector de las energías renovables. El objetivo principal es proporcionar un análisis de las oportunidades y desafíos que enfrenta esta industria en la región, así como identificar las acciones necesarias para facilitar su desarrollo sostenible. El documento se estructura en tres partes principales: un análisis de la situación actual, un estudio de casos de éxito y un conjunto de recomendaciones para mejorar la implementación de la OEM en el futuro.

OTROS STAKEHOLDERS

Este apartado describe a los actores clave involucrados en el proceso de implementación de la OEM en el Atlántico Norte, incluyendo a los gobiernos locales, regionales y nacionales, así como a la industria, la academia y la sociedad civil. Se detallan sus roles, intereses y formas de colaboración para asegurar una implementación efectiva y coordinada.



ENERGÍA RENOVABLES

Este apartado se centra en el análisis de las oportunidades y desafíos del sector de las energías renovables marítimas. Se exploran áreas como la energía eólica offshore, la energía undimotriz y la energía mareomotriz, evaluando su potencial y los obstáculos regulatorios y técnicos que enfrentan. Se incluyen ejemplos de proyectos piloto y buenas prácticas que han demostrado ser exitosas en la región.

OTROS STAKEHOLDERS

Este apartado describe a los actores clave involucrados en el proceso de implementación de la OEM en el Atlántico Norte, incluyendo a los gobiernos locales, regionales y nacionales, así como a la industria, la academia y la sociedad civil. Se detallan sus roles, intereses y formas de colaboración para asegurar una implementación efectiva y coordinada.

ANNEX 2: Workshop's agenda

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La Ordenación Espacial Marítima bajo un enfoque transfronterizo

Caso de estudio del Banco de Galicia y el Monte Submarino de Vigo y Vasco da Gama

AGENDA

TALLER TRANSFRONTERIZO DE AGENTES INTERESADOS Y USUARIOS MARINOS

Vigo, miércoles 28 de noviembre de 2018 – 8.30 a 17.00h

- 8:30 - 9:00** – Registro y Café
9:00 - 10:30 – Sesión Plenaria
- Bienvenida e introducción – (*CETMAR*)
 - El proceso de Ordenación Espacial Marítima en Portugal - (DGRM)
 - El proceso de Ordenación Espacial Marítima en España - (*MIITECO, Ministerio de Transición Ecológica*)
 - El Proyecto Europeo SIMNORAT - (IEO-UAV)
 - Objetivos y metodología del workshop - (*CETMAR*)
- 10:30 - 11:30** – Mesas Redondas: Ejercicio 1
- Identificación de **CONFLICTOS** (20') - **SINERGIAS** (20') - **GAPS** (20') , entre los sectores representados en cada mesa
- 11:30 - 12:00** – Pausa Café
12:00 - 13:00 – Mesas Redondas: Ejercicio 2
- Identificación de soluciones: **ACCIONES ESPECÍFICAS**
- 13:00 - 14:00** – Almuerzo
14:00 - 15:00 – Sesión Plenaria
- Presentación de conclusiones de cada Ejercicio de las mesas redondas (15' Presentación + 5' Preguntas)
- 15:15 - 15:30** – Pausa Café
15:30 - 16:15 – Conclusiones Finales del Taller
- 16:15 - 16:30** – Clausura del Taller - (*CETMAR*)

- **Preliminary considerations**

The attendees are informed that during the participation in the workshop, some photographs will be taken with the purpose of documenting with some graphic support the realization of the workshop and disseminating its celebration through social networks.

If any person wishes to show their desire not to appear in the photographs, is asked to communicate it to any of the members of the organization, or to the person at the registration table of attendees.

It is important to insist that the workshop is a practical exercise designed on a theoretical basis, with a merely informative purpose, which does not imply any type of decision or commitment on the planning of the activities that are carried out on the study area. Although the participants will be identified, the results report of the workshop will in no case relate the conclusions and results with the individual interventions and / or with the considerations and opinions shared during the workshop. Each participant will intervene in the workshop in relation to their current professional activity. It is not intended, in any case, that their interventions are representative of the entire sector in which they intervene, but of their particular experience and knowledge of the activity and the study area.

- **Work methodology**

- **At the reception, the signing of confirmation of presence will be requested to participants and the following material will be delivered:**

- 1- An identification card
- 2- A sheet / map with the description of the activity with which we relate to each participant.
- 3- Indication of the table number in which it should be located in the workshop room.
- 4- A notebook and a pen.

- **At the tables you will find the following material:**

- 1- The number corresponding to each table.
- 2- 1 map in paper size A1 in each sector of activity represented in each table.
- 5- 3-1. paper map of A1 size representing the relevant information on conservation and research.
- 3- Markers
- 4- Stickers-notes on which annotations are to be made.

- **In the living room**

Beside each table, panels have been set up to reflect the conclusions that each table identifies in the form of: CONFLICTS, SYNERGIES, GAPS, first (as a result of exercise 1) and SPECIFIC ACTIONS (as a result of exercise 2). Versions of all thematic maps in acetate are available to overlay with other maps.

- **Workshop development**

After the introduction there will be a quick round of presentation of all the participants.

After the presentations provided in the agenda, a review of the methodology will be carried out (as foreseen in this document).

The work at the tables will be developed as follows:

Each table will have designated: a **moderator**, a person **responsible for assisting the moderator** in the dynamization and one **rapporteur**.

During the first part of the work at the tables, the moderators will explain which two sectors are presented in each table, remember what is proposed in the project about the area and explain the maps that are available on the table, explaining especially what it is proposed from the conservation perspective.

Then there will be 5 minutes for a quick reading of the maps by the participants at the table.

EXERCISE 1: For a maximum total of 15 minutes, each participant at the table outside the project, will express their interest and / or level of specific competence on the geographical areas that are addressed in the workshop. They will be invited to make, if clearly identified, considerations about issues / activities and / or actors that are relevant and are not being taken into account, according to the information presented to them. (This information can be reflected and added to the maps during the session).

During the next 40 minutes, participants must identify and discuss possible conflicts that arise in relation to the conservation proposal made by the project, or with the sectors with which they coincide in space or time; potential synergies / opportunities in the same context and gaps of information and / or knowledge that would be convenient and / or necessary to address in order to advance in a potential planning process.

(Coffee break)

EXERCISE 2: Based on the debate developed in the first exercise and using the material enabled for the participants, identification of specific actions will be requested to solve or mitigate the consequences of conflicts of interest / use; take advantage of synergies and cover the information and / or knowledge needs identified.

This exercise will be with an open debate among the participants in the tables, trying that all participants freely express their proposals of solution with the help, when it is opportune, of the team of the project to identify them or formulate them.

PLENARY SESSION

The people responsible for moderating each table will present the conclusions reached. Each table will have a maximum of 15 minutes plus 5 minutes for questions / comments from the rest of the room.

During the plenary session, the person external to the project responsible for synthesizing conclusions from all the tables will try to transfer the most clear ideas and conclusions to a general summary panel that will be presented as a step prior to the closing of the meeting.



ANNEX 5: Stakeholders notes on the fact-sheets

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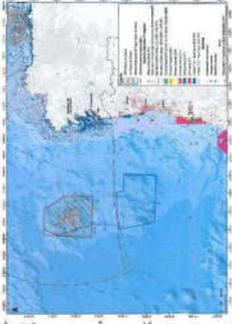
COMENTARIOS

En la zona de estudio se encuentran los siguientes elementos:

- Zona de estudio
- Zona de estudio
- Zona de estudio

OTROS STAKEHOLDERS

- EUIAC, Cerveceros
- Bañistas (por ejemplo, de los alrededores)
- Otros stakeholders (por ejemplo, de los alrededores)



CONSERVACIÓN E INVESTIGACIÓN

El presente estudio tiene como objetivo principal la conservación y el estudio de los recursos naturales de la zona de estudio. Para ello se han realizado una serie de actividades de campo y de laboratorio, así como un análisis de los datos obtenidos. Los resultados de este estudio se han utilizado para la elaboración de un plan de gestión de la zona de estudio, que tiene como objetivo principal la conservación y el estudio de los recursos naturales de la zona de estudio.

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SUPPORTING IMPLEMENTATION of Maritime Spatial Planning in the NORTHERN ATLANTIC REGION

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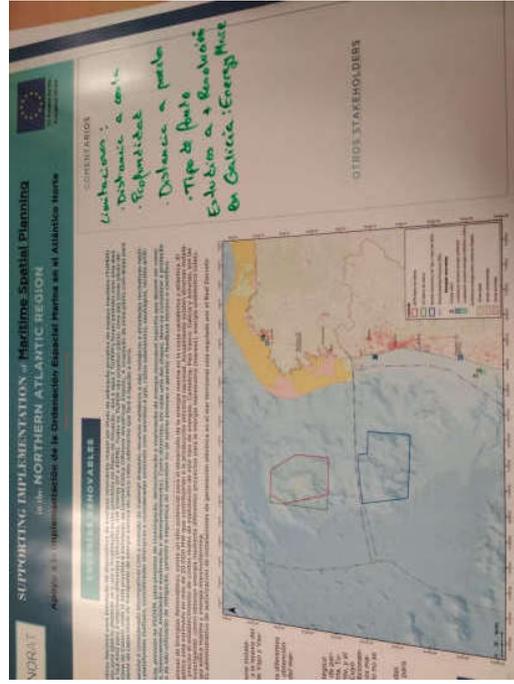
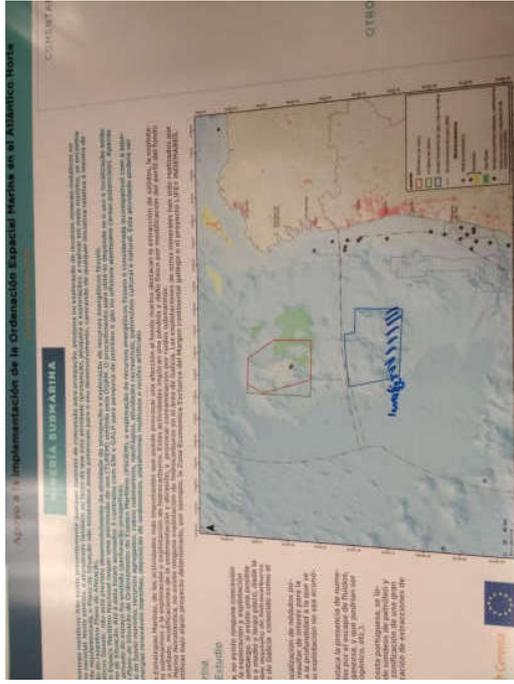
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ANNEX 5: Satisfaction questionnaire



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ENCUESTA DE SATISFACCIÓN

1. Indique del 1 al 10 su nivel de satisfacción general con el Taller realizado (siendo 1 un bajo nivel de satisfacción y 10 alto grado de satisfacción):

1	2	3	4	5	6	7	8	9	10

2. Evalúe del 1 al 10 su nivel de satisfacción en relación con los siguientes aspectos:

	1	2	3	4	5	6	7	8	9	10
Objetivos del taller										
Desarrollo de los grupos de trabajo										
Resultados obtenidos										
Material utilizado										
Lugar de celebración										
Duración del taller										
Organización del taller										

3. Indique, por favor, si mejoraría algún aspecto del taller:

4. Detalle, por favor, cualquier otro comentario que pueda resultar de interés:

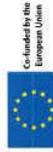
ANNEX 6: Signatures of Attendance

SIMNORAT

La Ordenación Espacial Marítima bajo un enfoque transfronterizo

Caso de estudio del Banco de Galicia y el Monte Submarino de Vigo y Vascos da Gama

APPELLIDOS Y NOMBRE	ORGANIZACIÓN	FIRMA
Azarieta Aljarra, Sagrario	MITECO	
Cadilla Castro, Joaquín	ORPAGU	
Campillos Llanos, Mónica	IBO	
Cervera Núñez, Cristina	IBO	
Costa, Ana Cristina	DGRM	
Fernández Cañamero, M ^a Luisa	CETMAR	
Fernández Otero, Rosa M ^a	CETMAR	
García Allur, Antonio	Fundación Lonxanet	
García García, Manuel	Marina Mercante	
García Peiteiro, Laura	CETMAR	
García Tascende, Manuel	Consellería do Mar	
Gómez Ballesteros, María	IBO	
Hernando, Margarita	ACIEP	
Lago Caméselle, Alejandra	Universidad de Vigo	
Lago Garza, Bébica	ARYI	
Marques, Marcia	UAveiro	
Martín Miguez, Belén	CETMAR	



SIMNORAT

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Caso de estudio del Banco de Galicia y el Monte Submarino de Vigo y Vascos da Gama

APPELLIDOS Y NOMBRE	ORGANIZACIÓN	FIRMA
Martínez Cedeira, José	CEMMA	
Meila Argüerey, Mercedes	INTEFA	
Méndez, Gonzalo	Universidad de Vigo	
Murciano, Carla	CEDEX	
Nieto Novoa, Beatrix	WWF- Galicia	
Núñez, Rosa	INECA	
Nys, Cécile	Universidad Brest	
Ovejero, Aida	Universidad de Vigo	
Pierce, Graham	IIM-CSIC	
Quimela, Adriano	UAveiro	
Ramos, Sandra	CIIMAR	
Riñero, Isabel	IEO Vigo	
Rosa, Francisco	Vianapresa	
Sandoval Rey, Antonio	Sociedade Galega Ornitoloxía	
Simas, Teresa	WawPC	
Sousa, Lía	UAveiro	
Sáiz Llanos, José Manuel	SASBIMAR	
Torres, Silvia	CETMAR	



6.7. Report “French National workshop on Improving Stakeholder Engagement (SeaTech Week – Brest, France – 10th October 2018)

SIMNORAT

Cross-Border Approach for Maritime Spatial Planning

REPORT

NATIONAL WORKSHOP - BREST (FRANCE)

Wednesday 10th of October

In 2014, the European Parliament and the Council of 23rd of July 2014 adopted a directive for a common framework for **maritime spatial planning (MSP)** in the Member-States (directive 2014/89/UE) to address the need for effective management of marine ecosystems and maritime activities and to avoid conflicts and promote synergies between different uses at sea. This directive imposes a set of common requirements for each state to make each planning document compatible with each other at different scales (local, regional, national). The maritime spatial planning (MSP) should: **reduce conflicts** between different uses; **promote investment**; **strengthen administrative coordination** through the promotion of a single tool; **facilitate cross-border cooperation** and **protect the environment** by identifying the potential impacts of each activity. It expires in 2021 and must be updated for a minimum period of 10 years [European Commission]¹.

Context

The European SIMNORAT (*Supporting Implementation of Maritime Spatial Planning in the Northern European Atlantic*) project aims to support the implementation of maritime spatial planning (MSP) in the OSPAR IV area and has as main objective to support Member States in the MSP Directive implementation and to develop a transboundary cooperation between the three countries (i.e. France, Spain and Portugal). This general objective led to 4 actions that make possible the understanding and analysis of the existing processes in the three countries:

- Identify existing tools for the MSP implementation;
- Analyse spatial demands (maritime activities and environment);
- Define spatial trends (maritime activities and environment);
- Analyse and improve stakeholder engagement processes.

The French national workshop, that took place on Wednesday 10 October 2018, is part of the actions related to stakeholder engagement and serves the purpose of understanding the stakeholder engagement process and identification of cross border needs. This workshop brought together the stakeholders of the North-Atlantic West-Channel and West-Atlantic French area.

Organized by UBO in partnership with SHOM and AFB, this workshop was held in Brest (France). It brought together 20 stakeholders from the French Atlantic area. The number of participants had been voluntarily limited to allow the setting up of small groups of discussion and to facilitate the animation of the role play "MSP challenge".

This national stakeholder workshop was organized in the context of a larger event: The SeaTech Week. This week is organized every two years in Brest and its objective is to bring together a large diversity of actors from the marine science and technology world. A day in plenary session was therefore proposed to the participants before the national workshop on the integrated maritime policy topic.

Objectives and methods

Objectives

The objective of this workshop was to contribute to the stakeholder engagement process in France by bringing together representatives of the different sectors (maritime economic activities and environment) who have an interest in the MSP process. The national workshop happened after an introductory day in plenary sessions dedicated to the two pillars of the integrated maritime policy, MSFD and MSP, on Tuesday 9 October 2018. So on the 10th was held the closed session of the French national workshop. This closed session was used to test a method of actors association

¹ For more information: https://ec.europa.eu/maritimeaffairs/policy/maritime_spatial_planning_en

by giving the participants the opportunity to play a 1h30 session of the role play game "MSP challenge". This serious game has been developed by Lodewijk Abspoel's team from the Ministry of Infrastructure and Environments, Wander Keijser from the Rijkswaterstaat and Igor Mayer from Signatures games from Delft University of Technology. The gaming session was followed by an exchange time where each participant could express himself/herself freely and share his vision of the issues of MSP.

Organization

The first day, the plenary sessions day of the 9th of October, was based on the two following framework directives: Marine Strategy Framework Directive (MSFD) and Marine Spatial Planning Directive (MSP). The four sessions were moderated by a chair who introduced the speakers and led the debates:

- Implementation of the MSFD and MSP framework directives in France: crossed views, chaired by D.Bailly (UMR AMURE, UBO);
- From the evaluation of the good ecological status (GES) to strategic regional documents (DSF in French), chaired by M. Chevrier (AFB);
- Available tools for monitoring the marine environment, chaired by J. Jordan (DML, MTES);
- Perspectives and international views, chaired by D.Carval (SHOM).

The national workshop, on the 10th of October, was accessible by registration only and was limited to 20 people due to the access conditions to the "MSP Challenge" board game and to facilitate the discussion in a restricted committee. In the first part of the session, participants were invited to take part in an animation where everyone could practice the planning of the maritime space within an imaginary zone. The second part was an open discussion to exchange about the MSP challenges. Considering that the participants represented administrations, the economics sectors and the conservation managers, they were all welcome to share their expertise and views, the three questions they were asked in order to initiate and facilitate the discussions:

- What are the challenges of a good articulation between the economic development needs and the conservation of the environment within the MSP process?
- What are the conditions for a good involvement of stakeholders in the MSP process?
- What are the needs for international coordination?

Methods

The "MSP challenge" is a playful roleplay game designed for decision-makers, managers and stakeholders with a more or less direct interest for MSP. The game board represents a fictitious sea area (the "Rica sea") adjoining three imaginary countries: Bayland, Peninsuland and Island. The objective for the participants is to achieve the sustainable development of each activity and to answer to the objectives of blue growth by carrying out the planning of the Rica Sea with chips symbolizing human activities and ecological functions.

Participants were split into the three countries in a homogeneous manner (gender, sector of activity, organization, function). Each one of these countries has development objectives and characteristics of their own. Each participant was invited to choose a "role" among the 7 offered (planner, environmental manager and representative of NGOs, representative of energy sector, representative of fish and aquaculture sector, port manager, shipping/maritime transport, marine aggregates extractor, yachter/sailor and tourist promoter). For the national workshop, the participant were asked to take a role that isn't his/her real profession In addition, supranational objectives were imposed to the participants in order to promote exchanges between countries:

- Reach 10% of marine protected areas in the coastal and marine area;
- Initiate the ecological transition by producing 50 GW of energy thanks to renewable energies.

The game session was organized around the following four steps:

- Step 1 - Getting started.
Appropriation of the game and roles (discovery of chips, board game, etc.)
- Step 2 - Negotiation.
Distribution of participants, according to their role, around the two negotiating tables for the achievement of supranational objectives.

The representatives of energy sector were invited to negotiate common areas of energy production and to determine the number of infrastructures to develop (i.e. the number of chips that must be placed on the game board).

The representatives of the conservation sector were invited to negotiate areas dedicated to marine protected areas and determine the percentage dedicated to environmental protection in their own country. Planners could participate to the negotiations and the other players were developing their own activities on the board by talking (or not) to each other.

- Step 3 - Discussion and game.

All the players were present around the board game and negotiated the development of their own sector (the conservation of the environment being considered as one sector of activity). The planner could facilitate discussions between the different players, approving or not the projects and appeal to the politician for arbitration. Politicians were members of the facilitating team whose role was to ensure that the national goals were respected by the participants and they could intervene for conflict resolution.

- Step 4 - Conclusion.

By country, planners were invited to make a summary of the discussions that happened in their country and what had been implemented to achieve national and supranational objectives

After a debriefing, the participants were then invited to have an open discussion structured by a set of key points and ideas formalized with post-its. The three questions, mentioned in the organization part of this document, had to be discussed so that stakeholders could expose their visions and highlight their perspectives. A chair led the debates.

Synthesis of discussions

Plenary session – Context and presentation of the integrated marine policy in France: implementation of MSFD and MSP

Session 1: Implementation of the Marine Strategy Framework Directive (MSFD) and the Marine Spatial Planning Directive (MSPD) in France: crossed views, chaired by D.Bailly (UMR AMURE, UBO).

Speakers:

F. Victor (DIRM NAMO), *Head of the marine and coastal policy coordination service*: Presentation of context, objectives and methodology for the conception of the French regional strategic document. Feedback for the North-Atlantic Western Channel (NAMO) area.

P. Karleskind (Regional council of Brittany), *Vice-president for the sea and port infrastructures*: Challenges of the MSP and stakeholder engagement. Feedback for Brittany region.

A. Quantel (CRPMEM), *Chair of the environment committee and representative of the syndicate union (CFDT) at the North-Atlantic Western Channel maritime council*: Challenges for the fishing sector in the implementation of MSP. Feedback on the institutional process of stakeholder engagement.

Synthesis of debates:

Clarifications are requested on the international dimension of MSP and on the consultation method applied in France to discuss with the cross-border countries of the marine spatial planning.

It is answered that the consultation of the neighbouring countries is an obligation from the directive for the strategic plan elaboration. In France, the consultation of neighbouring countries is initiated in an informal manner before the official consultation (public consultation step) and which then may continue over time. In Europe, the MSP implementation approaches vary from country to country. The discussion about MSP within the neighbour countries of France are more or less coherent with the French one. The French approach is an interesting base for Spain, which is starting its implementation, and which contrasts with the more cadastral approaches of the MSP implementation in the northern European countries.

A representative of the fishing sector pointed out that for some sectors, in particular fisheries, there exists European agreements and bodies such as the regional advisory committees which are now created by main maritime regions. However on the cross-border subjects, the exchanges happen outside of these organisations and they aren't officially heard to give advice.

Only the European level is mentioned whereas, with the Brexit and the upcoming exit of England from the European Union, the levels of discussions will change. On this point, it is specified that the global negotiations are made at the scale of the Europe of 27 which includes the United-Kingdom. The great majority of the difficult points are resolved through European agreements. For the rest, discussions are still ongoing but the European instructions are often discreet and there is really small visibility on the subject for the stakeholders. In the case of a rough Brexit, the fishing sector working in continental France and in the ultra-marine peripheral regions, could have to refer to the international law and especially to the Montego Bay convention.

The SRDAM (French regional schemes of development of marine aquaculture) and their place in the marine strategic documents (in French, "document stratégique de façade" - DSF) are discussed. The SRDAM do not exist within the Northern-Atlantic Channel-West (in French "Nord-Atlantique Manche-Ouest") marine area because there is few interest for this type of document in the Brittany region. The lack of participant and contact persons on this subject makes it difficult to produce type of schemas. The SRDAMs are not legally binding documents and they do not have the vocation to be part of the DSF because they are cadastral documents of a too small scale. If the SRDAMs aren't going to be annexed to DSF, they remain important for the development of aquaculture and the continuation of the discussions to reach the objectives set for 2020.

Session 2: From the good ecological status evaluation to the French strategic regional document (DSF), chaired by M. Chevrier (AFB).

Speakers:

M. Chevrier (AFB), *Head-project for technical coordination of MSFD*: Presentation of the framework for the good ecological status evaluation and for the production of environmental objectives.

R. Mongruel (Ifremer), *Co-coordinator and co-scientist leader for the economic and social analysis of the MSFD*: Presentation of the organisation and objectives of the economic and social analysis of MSFD.

F. Le Courtois (SHOM), *Co-scientist pilot of the descriptor 11 « Noise » of the MSFD*: Good ecological status and presentation of environmental objectives for the descriptor 11 with a particular interest for marine mammal topic.

H. Tréhein (DIRM SA), *Head-assistant of the marine and coastal policy coordination service*: Territory perspective by 2030 and « vocation maps » of the regional strategic document: the case of the French South-Atlantic seafloor.

Synthesis of debates:

The debate opens on the possible limits of the "vocations maps" whose hold is only marine and does not take into account the terrestrial areas. As part of the integrated coastal zone management, municipalities and local authorities are asking to be more and more involved. Except this seems difficult within the framework of the DSF because areas are cut zone by zone without any obvious link between the land and the sea.

The answer is that the DSF, by definition, can only be interested in maritime space. The absence of apparent link between the land and the sea is true only for the areas created for the "vocation maps". The objectives of the terrestrial documents will have to take into account those of the DSF and the other way round. For example, the SDAGE (French schemes of planning and management for water) has an obligation of compatibility with the DSF. In addition, the South Atlantic Coastal Maritime Council (CMF) has created a joint "land-sea link" commission (with CMF and river basins councils members) whose main objective is to ensure that this link is taken into account and to define these issues.

Furthermore, the environmental objectives of the DSF - in particular for fisheries - deserve more exchanges between stakeholders, State and bodies responsible of the development of these objectives. It is also recalled that 90% of maritime problems are exogenous and that the main sources of pollution come mainly from the land.

Session 3: The available tools for monitoring the marine environment, chaired by J. Jordan (DML).

Speakers:

V. Mabilia (CE - DG MARE), *Policy Officer*: The European Union and its vision of Marine Spatial Planning.

N. Alloncle (AFB), *Maritime Spatial Planning officer*: The place of the monitoring program in MSFD: structure and perspective for this second implementation cycle.

C. Satra-Le Bris (Ifremer), *Responsible of marine data infrastructure, Sextant*: Presentation and description of the potential of existing information within the marine data infrastructure, Sextant.

F. Quemmerais (AFB), *Officer and project manager of CARPEDIEM*: Evaluation of concomitant impacts through CARPEDIEM project.

B. Guichard (AFB), « *Marine mammals and sea turtles* » officer: Technical and technological innovation for the monitoring of marine mammals and sea turtles in the second cycle of MSFD.

F. Campuzano (Instituto superior técnico de Lisboa), *Researcher and coordinator of IFADO*: Presentation of the European project INTERREG « IFADO » to promote monitoring service and innovative technologies uses.

T. Folegot (Quiet Ocean), *President and executive chief*: Technological innovation for underwater sound measurement.

P. Le Niliot (AFB), *Deputy-director of the in charge of engineering*: The experience of the *marine natural park of Iroise for the observation and monitoring of the marine environment*.

Synthesis of debates:

Several questions were asked to the speakers to open the discussion:

- During the first cycle of the MSFD, the monitoring program was integrated into the environmental component, what will happen in this second cycle with its integration into the DSF?
- Is there a link - and if yes, which one - between GIMEL and Sextant?
- The simulation of human activities and habitats is it carried out in connection with the National Museum of Natural History (MNHM) which is also working on this subject?

The MSFD has an "economic and social analysis" component whose objectives are to evaluate the water uses and the potential dependence of activities on a good ecological status. One of the issues of this second cycle for the monitoring program is to set up a monitoring of activities. The integration of the MSFD in the DSF should promote synergies and broaden the scope of the institutional and environmental stakeholders in order to have more visibility on some activities for which it is difficult to collect standardized information.

For the GIMEL, it is specified that it is a working group of sea and coastal geographical data which integrates the "National council of geographical information" data commission. The aim of this working group is to establish a useful reference database of geographical data useful for everyone in order to have everyone using a sustainable reference over time. The link with Sextant does not exist directly, but it exists with MSFD so that everyone can use the same datasets. These objectives were reflected by the 2018 data collection implemented for the SIMM ("Marine Information System") which is a GIS that federates data driven by the "Ministry for the Ecological and Solidary Transition" and implemented by AFB (French Biodiversity Agency).

Finally, concerning the simulation of human activities, it is specified that the relationship matrixes between activities / pressures / sensitivities of the habitats and the different pressures used within the CARPEDIEM project are the data produced by the National Museum of Natural History. Work is currently ongoing to have a more precise typology.

The inter-comparability notion of data is then discussed. The data quality and their inter-comparability derive directly from the data and indicators production that are established according to protocols and for which the scientific pilots determine the quality levels. For MSFD, the process of collecting and reporting data are supported by a large number of scientific experts who assure the data robustness and quality. However, the scientific expertise shows a lack of robustness of some data with an ambition to improve this robustness for the second cycle by data calibration.

Clarification about the interdependencies of the two directives (MSFD and MSP) guidelines and about the use of telemetry and aerial photos for marine mammals monitoring is asked. The implementation of the two directives is done in the same document and the development of the sea and coastal strategies is the first step in the elaboration of the DSF. The adoption of the documents in 2021 will be in parallel with the MSFD action plan (PAMM in French).

Moreover, telemetry is a method used with very high resolution images and pixels of 30 cm on average. The purchase of these images is possible through the "Horizon 2020" project: EU4wild life. For quality, good temporal resolution is a prerequisite in addition to the projections made during on-site missions to verify the results. Added to this is a GSM network (through satellite links) that frames the data with information that are transmitted by these networks with publication of the results to the public. Researchers at the University of St. Andrews have published and produced catalogues of data coming from these networks, which did not exist until a few years ago.

Session 4: Closing of the day, conclusion and perspective, chaired by D. Carval (SHOM).

Speakers:

D. Bailly (UMR AMURE, UBO), *Deputy-director of AMURE laboratory and coordinator of the Ocean University Initiative:* Accessing and sharing data, focus on national observatories of the sea, coastlines and biodiversity.

J. Jordan (MTES-DML), *Head of Marine and Coastal Spatial Planning project:* Review of the implementation of the French Maritime Spatial Planning Directive and timeline.

E. Riblier (IFM), *President:* The protection and management of the ocean: the business of a few or the responsibility of all?

J-F. Pan (Ocean university of China), *Professor:* Monitoring and management of the marine environment in China.

Synthesis of debates:

It is reminded that it is up to the land to stop polluting the sea. The fact is that 90% of marine pollution comes from the land, and stakeholders are glad to see that big countries like China are taking measures.

The day is concluded on the poetic dimension of the sea which is often forgotten and which allow to consider another possibility for the protection of the oceans which is the emotion one. It is necessary to communicate while making people dream and not while scaring them, as it is also capital to promote the protection of the oceans through the prism of understanding and education.

Restricted session – « MSP challenge » role-play and post-it session

Session 1 – « MSP challenge »	
Chair	Manuelle Philippe (UBO, AMURE)
Facilitators	Sybill Henry (UBO, AMURE) David Matyas (UBO, AMURE) Cécile Nys (UBO, AMURE)
Reporting	Sybill Henry (UBO, AMURE)
Participants	Frédéric Alban (UBO, AMURE)
	Xavier André (ENSTA)
	Neil Alloncle (AFB)
	Denis Bailly (UBO, AMURE)
	André Berthou (SRPARB)
	Virginie Dujardin (LPO)
	Guillaume Duval (ENSTA)
	Mathieu Edet (ENSTA)
	Julia Jordan (DML - MTES)
	Yuji Kato (SHOM)
	Jean-Claude Lardic (SHOM)
	Erwan Lemahieu (ENSTA)
	Grégoire Lespinet (ENSTA)
	Armand Quentel (CRPMEM)
	Mathieu Renavote (ENSAM)
	Damien Saffroy (RTE)
	Nathalie Segalen (CRC)
Hervé Tréhein (DIRM SA)	
François Victor (DIRM NAMO)	
Daniel Zbib (Quiet Ocean)	

After a 1h30 animation of the roleplay game "MSP challenge", the participants were invited to gather around the board to observe the results and compare the proposals made for each country. Planners were invited to present their conclusions on the game and if the objectives were achieved or not.

Bayland case: Negotiations were very bilateral with Peninsuland to create a cross-border fishing area. The initial presentation of the game didn't show any "historical"/pre-existing activity like fishing. Only the natural elements were present (seagrass area, fish colony, etc.). This initial disposal allowed a lot of speculations, didn't offer a stable base and wasn't close to what really exists. The economic development of some sectors of activity did not necessarily give rise to exchanges between participants. Otherwise, the enforced energy objectives brought difficulties in terms of space allocation, as well as the objectives of 10% of marine protected areas that were decided in a cross-border area despite disagreements between the three countries.

Peninsuland case: The cross-border discussions with Island were positive for establishing a partnership to promote shipping. Those with Bayland were more complex on the definition of a fishing area. The energy objectives generated conflicts between the energy representative and the fishermen for space allocation, even if synergies were found through reconversion of activity (development of aquaculture seaweed farming).

Island case: As for other countries, the supranational objectives were difficult to accomplish and generated a lot of conflicts that were solved by discussions between all stakeholders with a set of adjustments on some projects or some protected areas. Cross-border negotiations were limited except for the establishment of a common protection area to limit the spread of pollution in the marine environment.

As one of the objectives of the workshop was to test new methods of stakeholder engagement, a questionnaire was distributed to the participants to collect their perception about the game and its interest. 50% of respondents had never participated to a serious game of this type; the other participatory tools they had tested before, are post-session and workshops. Unanimously, the use of this game was considered appropriate. Even though gaming mechanisms were judged to be simplistic compared to reality, 90% of participants recognized that this type of tool is useful in the MSP context in order to understand the constraints of each sector and the negotiating difficulties.

At 80%, the participants believed that the game is representative of the reality even if the conflicts are strongly minimized by the convivial aspect. Recreational fishing activities were forgotten in the roleplay, as well as terrestrial activities which have an impact on the marine environment quality and on some activities such as shellfish farming. In addition, the workshop brought together people whose knowledge of the MSP concept and whose involvement in the current process of implementation of MSP was different.

85% of participants knew about the concept of MSP and 43% were involved in the official implementation processes, either because they are in charge of the monitoring or implementation of MSP, or through the prism of the stakeholders' engagement mechanisms (maritime regional councils, citizen consultations, etc.). For half of them, this roleplay allowed them to change their view on MSP, in particular on the importance of knowing the issues of each sector and the negotiation phases to reach consensus. For the other half, more involved in the MSP institutional implementation process in France, this tool has only confirmed their existing feeling about MSP.

All agreed on the importance of the MSP implementation with a major issue on the process of stakeholder engagement to better understand the issues of each economic sector and environmental protection, but also to improve the acceptance of projects by stakeholders and citizens. The second main issue was the environment protection which must be considered in the same way as economic activities. Following by the issues of a better cross-border cooperation and the economic development of the activities.

Session 2 – Post-it session	
Chair	Denis Bailly (UBO, AMURE)
Facilitator	David Matyas (UBO, AMURE) Manuelle Philippe (UBO, AMURE) Cécile Nys (UBO, AMURE)
Reporting	Sybill Henry (UBO, AMURE)
	Xavier André (ENSTA)
	André Berthou (SRPARB)
	Paul Chiffolleau (ENSTA)
	Virginie Dujardin (LPO)
	Guillaume Duval (ENSTA)

	Mathieu Edet (<i>ENSTA</i>)
	Yuji Kato (<i>SHOM</i>)
	Erwan Lemahieu (<i>ENSTA</i>)
	Grégoire Lespinet (<i>ENSTA</i>)
	Armand Quentel (<i>CRPMEM</i>)
	Mathieu Renavote (<i>ENSAM</i>)
	Damien Saffroy (<i>RTE</i>)
	Nathalie Segalen (<i>CRC</i>)
	Hervé Tréhein (<i>DIRM SA</i>)
	François Victor (<i>DIRM NAMO</i>)
	Daniel Zbib (<i>Quiet Ocean</i>)
Method	Participants are invited to write a key idea on a post-it note in response to the first question. Chair takes a first note, opens the debate on the first idea and invites stakeholders to feed the discussion. At the end of the discussion (or the allowed time), participants are invited to answer at the two others questions on post-it of different colours to identify each key idea collected by each of the three topics.

What are the issues of a good articulation between the needs of economic development and environment conservation in the context of MSP?

One of the first issues identified is to ensure the **sustainability** of activities from a socio-economical point of view. MSP offers the possibility of **cohabiting**, in a restricted maritime area, a set of antagonistic activities. The long-term and sustainable aspect of the coexistence of the sectors of activity (including conservation) is highlighted, as well as the need to maintain exchanges between the stakeholder to ensure its long-term continuity. It is necessary to involving all stakeholders at the beginning of the process and take their views into account at every step of the process.

The **stakeholder engagement** is another issues. If MSP profits of a strong political will, a dialogue between the stakeholders is essential to ensure its successful implementation. According to the participants, this **communication** must be done with all the stakeholders in a transversal way (mixed approach between the circulation of information through top-down and bottom-up). The stakeholder engagement at the beginning of the process allows each stakeholder to express its priorities and issues in order to work in a spirit of prioritization and definition of specific objectives to accommodate the development of new activities while maintain existing activities.

Some participants indicate that forums for dialogue and exchange already exist for some activities such as fishing and that it might be appropriate to promote them in the MSP process. The main expectation of stakeholders on these engagement processes is to have a global coordination of the process in order to **promote compromises** and **reduce conflicts**.

Other need widely raised is **knowledge** which must on the one hand make it possible to define the needs of each sector of activity and on the other hand to characterize these sectors and the environmental issues. The improvement of knowledge is considered to be essential to produce well-defined references that can result to well-defined and accessible objectives for all the stakeholders. It is important that all acquired data can be shared and disseminated, including the ones about maritime activities and the ones about protection of the environment.

Finally, the need for a better consideration of the **land-sea link** was also mentioned during the discussions and in particular of the scales to be taken into account in the context of MSP. Indeed, some **terrestrial activities** such as agriculture or urban activities can impact the quality of marine waters and the activity of some sectors such as shellfish farming or tourism.

What are the condition for a good stakeholder engagement in MSP process?

The notion of **transparency** is regularly mentioned by the participants and constitutes, according to them, the indispensable condition for a good stakeholder engagement. Transparency required for the definition of the issues and objectives, but also on the development and decision-making processes for a better visibility and understanding of the implementation. Stakeholder involvement also offers the opportunity to **simplify** and **popularize** the MSP issues in order to communicate clearly and precisely on the general issues of MSP, and such, at a larger scale.

Strong political leadership with ambitions clearly affirmed in a coherent way contributes to the stakeholder engagement in the institutional implementation processes.

The participants insisted on the need of stakeholders' engagement to be a **real contribution with a real consideration of all opinions and contributions**, even partial ones. The MSP implementation should not be a prerequisite imposed by State but has to be done with stakeholder engagement at each step of the implementation process. However, the State should lead the discussions between stakeholder to allow the emergence of compromises. The arrogance of the "knowledgeable" and the "politicians" towards the stakeholders who work at sea and who know the marine environment must be avoided in order to facilitate discussions between all sectors of activity..

Good stakeholder engagement is also requiring a **fair representativeness** of stakeholder between different sectors but also within the same sector of activity.

The idea of **knowledge** is also mentioned at different levels: Knowledge of the diversity of stakeholders and the structures which they belong to, in particular to manage the turnover of representatives; Knowledge of different stakeholders to better understand the constraints and issues of other sectors and not to focus only on their own interests; Knowledge of the environments and activities to define a shared base of knowledge that can support protection and conservation.

Without overloading the existing mechanisms, the implementation of MSP could contribute to the creation of **forums for exchanges** between sectors of activity like the existing sectoral forums. According to the participants, MSP could also allow the development of **communication and education tools** to sensitize some sectors of activity (including conservation) to environmental and socio-economic issues.

The need to have **good local governance** is also suggested in order to strengthen the link between the different scales (local, national, European) and to facilitate information sharing.

Time is also a factor to be taken into account to allow a good stakeholder engagement and in particular for the realization of the socio-economic perspectives. Some participants mentioned the need to take the time needed to acquire knowledge and to integrate it into the implementation schedule.

Finally, the need to take responsibility for the failures and mistakes of the past in order to continually improve the processes of stakeholder engagement and implementation is also discussed.

What are the needs for international coordination?

For MSP to be relevant between countries, participants insist on the need to improve the existing coherence between national and supranational issues by identifying **common and specific issues** at national and cross-border scale.

If it is necessary to find relevant scales for cross-border MSP implementation, the creation of a common governance body or a specific discussion forum would allow each stakeholder, from each country, to express and to share their own issues. Indeed, the need to create inter and intra-sectoral links between professionals from different countries was highlighted, with the aim of defining common knowledge (measurement protocols, data, vocabularies, etc.) and issues references. This **stakeholder networking** from cross-border countries would facilitate the identification of issues and ensure better coordination of the interests of the same economic sector.

Participants also describe the need for **harmonization of legislation and control**. Indeed, if there is a legal framework for the implementation of MSP, the sectoral legislation of maritime activities is specific to each country. MSP could be an opportunity to initiate cross-border discussions in order to begin the definition of a common legal framework for the practice of some maritime activities.

The establishment of an arbitration authority is proposed by some participants. The objective is for this authority to have a clear mandate accepted by all stakeholders in each neighbour country concerned, to manage conflicts and make a firm decision. In the same way, it is suggested that a recognized national committee or representative of all stakeholders can defend the national interests of stakeholders whatever their sector of activity. This **national representativeness** would make it possible to represent the interests of each country and each sector in order to facilitate cross-border exchanges.

The participants also insist on the need for **multi-state negotiations independent** of the European Commission that could allow bi or trilateral negotiations between different neighbouring countries.

Finally, one participant mentioned the "high seas" case, which needs to be better taken into account in the context of MSP regarding the diversity of activities and nationalities that are often submitted to legislation that are specific to their own country.

Appendix 1 – Program

MARINE ENVIRONMENTAL PROTECTION POLICY: IMPLEMENTATION OF THE MARINE STRATEGY AND MARINE SPATIAL PLANNING DIRECTIVES

TUESDAY, OCTOBER 9 (ROOM “MÉRIDienne”)
French/English simultaneous translation

08:30 – 08:45. Welcoming participants

08:45 – 10:15. **The implementation of Marine Strategy Framework (MSFD) and Maritime Spatial Planning (MSP) Directives in France, cross-referencing**

10:15 – 10:45. Coffee-Break

10:45 – 12:00. **From the evaluation of good ecological status to the regional strategic documents**

12:00 – 14:00. *Sea Tech Week inauguration* and lunch break

14:00 – 15:00. *Sea Tech Week plenary: What future for marine bio-resources in Europe?*

15:15 – 16:30. **The available tools for monitoring the marine environment**

16:30 – 17:00. **End of session**

EUROPEAN PROJECT SIMNORAT: COME CHALLENGE YOURSELF! WHAT IF THE MARINE SPATIAL PLANNING WAS ENTRUSTED YOU?

WEDNESDAY 10 OCTOBER (ROOM 8)
Session in French only

08:45 – 09:00. Welcoming participants

09:00 – 10:45. **Introduction and animation of the roleplay game “MSP challenge”**

10:45 – 11:00. Coffee-Break

11:00 – 12:30. **Discussion and debates – Post-it session**

12:30 – 13:00. **Conclusion**

6.8. Symbol sheet for “MSP challenge” board game

LEGENDE

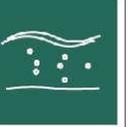
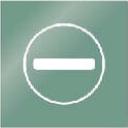
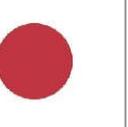
Eléments de la nature							
							
oiseaux	poissons	cétacées	tortues	crabes	corail & maërl	herbiers (zostères & posidonies)	frayères & nurseries
Energies renouvelables		Extraction		Gestionnaire espace naturel (Nature)			
							
éoliennes	hydroliennes	extraction de sable		habitat important	aire de haute biodiversité	prélèvements interdits	Aire Marine Protégée
———— câbles		■■■■■■■■■■ voie de navigation					
Pêche & Aquaculture							
							
pêche chalut & drague	pêche à la palangre	pêche au casier	aquaculture	culture d'algues	entreprises locales	bio-technologie	Voies de navigation des bateaux de pêche et aquaculture
Planificateur							
							
recherche scientifique	substances dangereuses	déchets	station d'épuration	aéroport	limites de la ZEE	grandes voies de navigation	voies de cabotage
Tourisme & Loisirs				Transport maritime & Ports			
							
point de vue	épaves	planche à voile	nautisme	capitale & port principal	grand port	marina	
							
plongée	pêche récréative	patrimoine culturel	loisirs à terre	hub	terminal	petit port	
							
plages	tourisme balnéaire	ferries	voies de navigation : nautisme	construction navale	ferries	voies de navigation : grandes voies	
			■■■■■■■■■■ ferries			———— cabotage	

Figure 6. Legend of the different MSP Challenge board game tokens.