



D15

Greece: Guidelines for the implementation of MSP: (a) stakeholder engagement strategy, (b) Framework to monitor and evaluate plan implementation and performance

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Abbreviations

BSR	Baltic Sea Region
EEZ	Exclusive Economic Zone
EU	European Union
GIS	Geographic Information System
HELCOM	Helsinki Commission
IOC	Intergovernmental Oceanographic Commission of UNESCO
MSF	Maritime Spatial Framework
MSP	Marine Spatial Planning
NGO	Non-Governmental Organization
NMSS	National Maritime Spatial Strategy
SEA	Strategic Environmental Assessment
SDSS	Spatial Decision Support Systems
VASAB	Vision and Strategies Around the Baltic Sea
YPEN	Ministry of Environment and Energy



1. Introduction

The report aims to provide the methodological framework for the implementation and monitoring of the Maritime Spatial Frameworks in Greece. More specifically, the report builds upon the results of ***D13. Governance scheme at national and local levels for Spatial Planning in relation to MSP in Greece*** and capitalizes on the experience from the national and local workshops conducted in Greece in the framework of ***D14. Greece: Workshops evaluation and lessons learned*** to enhance the existing governance scheme for MSP in Greece and to develop an integrated stakeholder engagement strategy.

The main objective is to engage key stakeholders' groups acting at different spatial levels from the beginning of the planning process to the eventual review of the plans. The identification of the stakeholders involved in the planning and implementation of MSP at each level of intervention (national, regional and local) as well as the links between the different spatial levels in terms of structures and mechanisms are essential in order to develop a competent and flexible governance scheme in Greece.

Moreover, the report provides a methodological framework to monitor and evaluate the implementation and performance of the Maritime Spatial Frameworks in Greece with the use of already tested and internationally accepted tools and mechanisms. The framework needs to take into account the particularities of Greece in terms of society, economy, environment and governance and also to integrate some key parameters for its effective implementation such as flexibility and transparency.

2. Stakeholder engagement strategy

The strategy aims to establish the objectives of stakeholder engagement through the different stages of the MSP process and indicate how the involvement of stakeholders is achieved at each stage. Capitalizing on international practice as well as tools and mechanisms that promote the active engagement of stakeholders in the MSP process is a first step towards setting up the framework for cooperation with key stakeholders' groups in MSP in Greece.

2.1. International practices

The active participation of all key actors and local communities is a necessary condition for the effective implementation of MSP. Participation of key stakeholders is essential at every stage of MSP and at various spatial levels (cross-border, national, regional, local) through appropriate and formally established participatory and consultation procedures.

Capitalizing on international experience of best practices can be of greatly assistance. In this context, it is useful to explore key representative **regulatory contexts** covering public participation and stakeholder involvement (i.e., conventions, legislative frameworks and recommendations or guidelines).

➤ Aarhus Convention and EU PP Directive (2003/35/EC)

The Aarhus Convention (adopted on 25 June 1998), grants the public right to access information (first pillar), participate in decision-making (second pillar) and access to justice for *environmental issues* (third pillar) in government decision-making processes on environmental issues at transboundary, national, regional and other levels. More specifically, the Aarhus Convention has been ratified by the EU Member States - but not by the Russian Federation - and its provisions were transposed in 2003 with the adoption of two directives on the first and second pillars of the Aarhus Convention (Convention on Access to Information, Public Participation in Decision-Making and Access to Justice in Environmental Matters, 1998): a) Directive 2003/4/EC of the European Parliament and of the Council of 28 January 2003 on public access to environmental information and b) Directive 2003/35/EC (PP Directive) of the European Parliament and of the Council of 26 May 2003 providing for public participation in respect of the drawing up of certain plans and programs.

In accordance with the minimum requirements set forth in Directive PP 2003/35/EC, the *public must be given early and efficient opportunities to participate in the development, modification, or review of plans or programs*. The Member States are responsible for determining the specific arrangements for public participation.

According to Article 2 of Directive PP 2003/35/EC, Member States are responsible for:

- Informing the public about proposals of plans and programs, their modification or review, through public notices or other means (electronic means where applicable); Providing any relevant information regarding such proposals to the public, including information on their rights to participate in the decision-making process and the competent authorities to address for submitting their comments and questions.
- Ensuring the public's right to voice their opinions and suggestions when all possibilities are available and prior to any decisions
- Ensuring that the outcomes of public consultation are taken into account while making decisions
- Ensuring that the competent authority - after taking into account the public's feedback and opinions - shall make reasonable efforts to notify the public of the decisions made and the reasoning supporting those decisions, including details regarding the public participation process.

➤ ESPOO Convention and SEA Directive 2001/42/EC

The Strategic Environmental Assessment (SEA) Protocol - on ensuring that individual Parties integrate environmental assessment into their plans and programs at the earliest stages - was adopted under the UNECE Convention and came into force in 1997. The Protocol provides a general requirement for Parties to notify and consult one another on any important projects under consideration that are likely to have significant transboundary environmental impacts (Convention on Access to Information, Public Participation in Decision-Making and Access to Justice in Environmental Matters, 1998).

The UNECE Protocol on Strategic Environmental Assessment to the aforementioned Espoo Convention (signed in Kiev, 2003) requires its parties to assess the environmental impacts of their official plans and programs in a transboundary context. The Espoo Convention has been ratified by EU Member States. Additionally, in the EU, the provisions and requirements of the Espoo Convention have been transposed by Directive 2014/52/EU of the European Parliament and of the Council (amending Directive 2011/92/EU) on the assessment of the effects of certain public and private projects on the environment (Veidemane, 2021).

The SEA Directive 2001/42/EC makes a distinction between consultation (Article 6) and transboundary consultation (Article 7). Before a plan or program is approved, authorities and the general public are given an early and effective opportunity to voice their opinions about the plan and the associated environmental report. Members of the public who will be impacted or are likely to be impacted or have an interest as well as relevant non-governmental organizations, such as those that support environmental protection, and other interested organizations, shall be identified by Member States as participants in the consultation.

At the same time and in case of significant cross-border impacts, the need to organize cross-border consultations with authorities and the public in neighboring Member

States is highlighted. The Member State on whose territory the plan is developed forwards a copy of the plan and the corresponding environmental report to the neighboring Member States before the plan is adopted. However, the detailed arrangements for information and consultation with the authorities and the public are left to the Member States (Veidemane. 2021).

➤ HELCOM-VASAB Maritime Spatial Planning Working Group

Focusing on the cross-border level, practices and experiences emerge from the cross-border structures of the Baltic Sea. In particular, in October 2010, a common Working Group on Marine Spatial Planning was established by HELCOM-VASAB to ensure cooperation between the Baltic Sea countries. Two of the ten "Baltic Sea broad-scale marine spatial planning principles" – agreed by the VASAB Commission and the HELCOM Heads of Delegation in order to provide directions for improving coherence in the development of MSP in the Baltic Sea region - refer to public participation.

The first principle "Participation and Transparency" seeks to involve competent authorities and national and regional stakeholders in the Baltic Sea Region, including coastal municipalities, in maritime spatial planning initiatives at an early stage to ensure public participation. Additionally, it is noted that planning procedures should be carried out in conformity with international law and be open and transparent. In the case of the second principle, "Transnational coordination and consultation", it points out the need for a common dialogue for coordination and consultation between the Baltic Sea States. All coastal countries, interested parties, and competent organizations should engage in this dialogue within a cross-sectoral framework (Baltic Sea Broad-Scale Maritime Spatial Planning Principles, 2010).

In addition, in order to achieve the objectives and principles of the HELCOM-VASAB Maritime Spatial Planning Working Group, guidelines are promoted that support the creation of governmental structures for transboundary and intersectoral consultations. Therefore, it is proposed to organize workshops and events, as well as information material on MSP in the framework of strengthening participatory processes. However, it is stated that *stakeholder participation is best organized at national level, as each country has different culture, legislation (regulations) and arrangements for organizing stakeholders*. As a result each country has to find its own way for organizing participatory procedures in accordance with the subsidiarity principle (Guidelines on Transboundary Consultations, Public Participation and Co-operation, 2016).

It is worth mentioning that the common HELCOM-VASAB working group on MSP meets one to three times a year, while monitoring and reviewing the results and findings of the regional project activities related to MSP. Also, several international programs under the supervision of HELCOM-VASAB are related to MSP and the participatory frameworks, such as Plan Bothnia, BaltSeaPlan, PartiSEApate, Baltic SCOPE and most recently Baltic LINES and Pan Baltic Scope and Capacity4MSP.

Table 1: Regulations covering public participation and stakeholder involvement at the European and global level

	Type of stakeholders	Key tasks and requirements	Time of intervention
Aarhus Convention	Public participation (identified by the relevant public authority)	To enable public engagement during the planning process, appropriate practical and/or other provisions must be in place within a transparent and fair procedure that grants the public all required information	Early public engagement when all alternatives are available and efficient public involvement can take place
PP Directive 2003/53/EC	Public participation (identified by the Member States)	The public is aware of all proposals for plans, has the right to comment and voice opinions when all options are available and before any decisions are made; the public is informed of the decisions made as well as the factors and considerations that led to these decisions	Opportunities for early and effective participation in the development, modification, or revision of the plans
ESPOO Convention/ Sea Protocol	The public concerned, including relevant NGOs	The interested public is given the chance to voice their opinions on the proposed plan and the environmental report.	Ensure early, timely and effective opportunities for public participation when all options are open
SEA Directive	Authorities which, by reason of their specific environmental responsibilities, are likely to be concerned by the environmental effects of implementing plans	Authorities and the public must have access to the SEA report Prior to the plan's adoption, it is necessary to provide an opportunity for commenting on the draft plan and the related environmental study.	Shall be given an early and effective opportunity within reasonable time frames
HELCOM-VASAB MSP Principles	All relevant authorities and stakeholders Public participation	Should be involved Should be ensured through open and transparent processes	At the earliest possible stage In compliance with international law
HELCOM-VASAB Guidelines	Stakeholders and general public	Detailed steps are outlined for transboundary consultation	To begin the consultation process before the maritime spatial plan is finalized

Source: Veidemane (2021)



Equally important is the capitalization of already tested **tools and mechanisms** to ensure the active engagement of stakeholders in the MSP process. The most useful examples are listed below in an effort to integrate the international experience in the development of the governance scheme in Greece.

➤ Stakeholder Plan

According to Ehler and Douvere (2009), the involvement of key stakeholders in the development of the MSP is necessary for several reasons such as the achievement of multiple objectives (social, economic and ecological). In general, all individuals, groups or organizations that are impacted by, associated with, or interested in MSP can be referred to as "stakeholders." However, engaging a great number of stakeholders in the wrong way or at the wrong time can be exceedingly time-consuming and detract from the desired outcomes. This is why in the early stages of the process it is important to answer the questions: who, when and how should be involved.

More specifically, during the preplanning and planning phases of the MSP it is necessary to involve as many stakeholders as possible to collect data and information on a wide range of expectations, opportunities and conflicts that take place in the management sector. In general, the greater the participation in the goal-setting phase, the greater the acceptance and legitimacy of the MSP.

A good practice is considered to be the development of a draft stakeholder engagement plan, as developed by the Marine Management Agency of England "South East Inshore and Offshore Marine Plan Areas - Consultation Draft Statement of Public Participation", which was used as a basis for defining the stakeholders involved in the different phases of planning and how they should be engaged (Ehler and Douvere, 2009). The parties involved were: Non-governmental organizations, certain interest groups and sectoral interest organizations, government agencies, industry representative groups, local authorities and other public authorities. In terms of the procedures and methods of engagement these were: Workshops, visits, targeted meetings and events, online updates, marine information system, one-to-one meetings, exhibitions and visits, attendance at stakeholder meetings, questionnaires, newsletters, stakeholder groups and social media (Marine Management Organisation, 2016).

➤ Advisory Committee or regular work group

Generally, Advisory Committees or regular working groups that represent the key stakeholders and support the planners in the process of MSP are considered effective instruments for engaging stakeholders in the planning process (Veidemann, 2021). Specifically in Belgium, the Advisory Committee, originally set up for the consultation process, is responsible for operating a permanent information forum for the implementation of MSP. At the same time, all the competent authorities coordinate their sectoral work in cooperation with the advisory committee (The European Maritime Spatial Planning Platform¹, 2016). In Denmark, the regular working group for maritime spatial planning consists of representatives of 17 authorities with activities and responsibilities at sea or along the coastline (The European Maritime Spatial Planning Platform², 2016).

➤ Consultation meetings

The most often employed technique are consultation meetings. The meetings are organized either locally in specific regions or thematically with specific stakeholders. The aim is to ensure mutual dialogue on sectoral and local interests. For example, the organization of public consultation events is a common approach in both the North Sea and the Baltic Sea. Interested parties are also encouraged to submit written remarks, exchange data and knowledge. These contributions have proven crucial in areas where information is scarce (e.g. coastal fisheries, underwater heritage). In Belgium, informal Consultation meetings were held during the review process of the Marine Spatial Plan 2020-2026 to collect information, views and comments and turn them into a first draft. The draft was then presented to the Advisory Committee, a special committee composed of all relevant Belgian federal and Flemish government departments, and the comments and suggestions were included in an updated version. The Federal Council and the coastguard structure were also consulted (on security-related issues) and a formal large-scale consultation process was finally launched. The public sent 145 comments via the online form and over 40,000 responses were received in writing (The European Maritime Spatial Planning Platform¹, 2016).

➤ Electronic Government Applications

The recently produced and published plans frequently use GIS platforms or web maps with various functions. For example and to facilitate stakeholder participation in the transboundary context, the Baltic Sea MSP GIS platform, known as BASEMAPS, has been developed. It is anticipated that some of the BSR nations may adopt and make the plans' digital versions obligatory (Veidemane, 2021). In Denmark, the maritime spatial plan itself is in the form of a digital map (The European Maritime Spatial Planning Platform², 2016). In addition, websites are being promoted to keep the relevant authorities and the public informed. In Germany an active website (<https://wp.bsh.de/en/>) has been set up to publish regular updates and bulletins, so that stakeholders are kept informed of ongoing activities. The same information used in the MSP process should be accessible to all sectors and interest groups on websites (The European Maritime Spatial Planning Platform³, 2016).

➤ Questionnaires & interviews

The questionnaire and interview method is used to understand stakeholder perceptions and obtain qualitative data on environmental or socio-economic impacts when no other data is available on certain aspects of MSP. In Poland, these methods were mainly used for the fisheries sector and stakeholder views regarding MSP (Ciółek et al., 2018).

➤ Stakeholder Involvement in Project Evaluation and Monitoring

Supervisory or advisory bodies set up the systematic participation of stakeholders in the plan's evaluation and monitoring. Establishing a data and information exchange between authorities is crucial to the monitoring of the plan since it allows for regular updates on the state of the environment and marine uses. The indicators approach has served as the foundation for the proposed monitoring and evaluation systems for

recently created MPAs. For instance, Latvia plans to conduct a mid-term assessment of the plan's implementation based on indicators and stakeholder feedback on the mid-term reports (Veidemane, 2021). Regarding the evaluation process, consultations with stakeholders and the Advisory Committee are carried out in Belgium while in Germany, the evaluation is achieved through the Advisory Committee consisting of legal, spatial and environmental experts, without the involvement of other actors (The European Maritime Spatial Planning Platform^{1,2,3}, 2016).

➤ Stakeholder Categories

The individuals, groups or organizations that should be considered for participation in the MSP include those that are affected or likely to be affected by the decisions of the Planning, depend on the resources of the marine management area and have a particular interest in the management of the area. For example:

- In Germany, the categories of stakeholders include international organizations, neighboring states, national governmental authorities, federal states, the private sector, universities and research centers, environmental NGOs, the public or groups of their representatives, and other consultancies or credit banks (Aschenbrenner & Winder, 2019).
- In Denmark, the actors involved include government agencies, coastal municipalities, NGOs, scientists and researchers, the general public, and relevant stakeholders in sectoral productive activities (The European Maritime Spatial Planning Platform², 2016).
- In England, the stakeholders include bordering nations and administrations, coastal partnerships, delivery partners, general public, local communities and local interest groups, government departments, industry groups, local and other public authorities, non-governmental organizations, certain groups and organizations of interest sectors, and other potential actors identified during the implementation of MSP (Marine Management Organisation, 2016).

Most of the examples on international practices presented so far refer to the Baltic or the North Sea since the countries involved are ahead on the MSP process compared to the Mediterranean countries (Figure 1). Given the particularities of the Mediterranean countries in terms of their geographic characteristics and governance systems, a more detailed overview of the state of implementation of Maritime Spatial Plans, the competent authorities established and the stakeholders' involvement practices currently put in place at the Mediterranean level is presented in Table 2.

Figure 1: MSP processes County overview – February 2022

	Plan Nr	(work) name of plan	Pre-planning (organisation)	Information collection / review	Future planning (visions)	Stakeholder dialogue	Draft MSP	Trans(national) Consultation	Revision of draft plan	Final SEA / further consultations	Final version MSP	Plan approval (politicians)	Implementation	Monitoring & evaluating
			<div></div>											
Belgium	3	Belgian MSP for the North Sea	Done	Spatial analysis	Long-term vision	Actions for implementation	Published 28 June 2018	Published 28 th May 2018	End of 2018	End of 2018	7 th December 2018	King approval 22 May 2019	Entry into force 20 March 2020	Review of the plan every 6 years
Bulgaria	1	Maritime Spatial Plan of the Republic of Bulgaria 2021-2030	Done	Spatial database from MarSPan Project, national data on territorial waters and EEZ	Strategy framework from MarSPan Project	Ongoing update, in-depth interviews, MSP Advisory Board	June 2020	Consultation from MarSPan Project	December 2020	July 2021	Upcoming	Upcoming	-	Reviewed every 10 years
Croatia	2	t.b.d	Done	Continuous	Strategy for Spatial Development (2017)	Consultation on Strategy for Spatial Development	State Plan for Spatial Development	-	-	-	-	-	-	-
Cyprus	1	t.b.d	Done 2017	Done - Continuous	MSP Policy Statement Jan 2021	Consultation on MSP Policy Statement Dec 2020	Started Sept 2020 – end by March 2021	May – July 2021	September 2021	Autumn 2021	Upcoming	Upcoming	Beginning of 2022	Review of the plan at least every 10 years
Denmark	1	Danish MSP	June 2017	Expert-workshops 2018	?	Stakeholder Workshops 2018	Early 2019	2019	2019	March 2021 – September 2021	2022	March 2021 (prior to public consultation)	2022	-
Estonia	1	Estonian MSP	Initiating process mid 2017	Early 2018	Future planning (visions)	Consultation initial outline May-June 2018	July 2018 – March 2019	April-June 2019	July-January 2020	February 2020 till summer 2021	Autumn 2021	February 2022	From February 2022	Review 5 years after adoption
Finland	1	Finnish MSP	Starting & Definition 2017	Baseline review early 2018	Future scenarios (fall/winter 2018)	Throughout the entire process	Early 2019	10 April – 10 May 2019	End of 2019	Consultation May-June 2020	Finalisation end 2020	18 December 2020	From 2021	From 2021
France	1	Sea basin Strategy Document (DSF)	National Strategy for the sea and the coast (2017)	"existing situation" of draft sea-basin strategy documents	Draft vision for each sea basin (January 2018)	Prior consultation (January to March 2018)	Draft Sea basin Strategy Document (sept. 2018)	March to June 2019	2020	Public consultation (Action plan) until August 2021	-	Upcoming	2022	Reviewed every 6 years
Germany	2	Baltic Sea MSP & North Sea MSP	Sketch developed 2018	Summer 2018 status quo	Scenarios (spring 2019)	Informal consultation & scoping (summer 2019)	1 st draft MSP & SEA (winter 2019/2020)	(inter)national consultations (early 2020)	Revised plan + SEA report (2020)	January 2021, 2 nd round May 2021	Final plan (2021)	1 st September 2021	2021 – 2022	-
Greece	1	t.b.d	Done	Done	National Spatial Planning Strategy for marine space	National Spatial Planning Council involved in MSP	2021	-	October 2021	-	-	-	-	-
Ireland	1	NMPF	Roadmap 2017- Establish group	Issues paper (September 2018)	Marine Planning Policy Statement (nov. 2018)	Public consultation (nov. 2019)	National Maritime Planning Framework (NMPF)	Public consultation (spring 2020)	2020	2020	July 2021	Upcoming	2022	-
Italy	1	t.b.d	Guidelines for MSP (late 2017) and other actions	Done	Started strategic objectives included in MSP guidelines	Started Technical Committee established (2017)	Sub-regions delimitation and mapping	-	-	-	-	-	-	-
Latvia	1	Latvian MSP	Roadmap drafted (2014), and ToR for planning	Early 2015	-	Throughout the entire process	Draft MSP (end 2015)	Mid 2015 first round	End 2016	Winter 2016/2017 2 nd round	End 2016 Final draft and SEA	14 May 2019	2019 - 2030	Annually, Report every 6 years
Lithuania	2	Comprehensive plan of Lithuania (incl maritime)	Based on 1st plan	Based on 1st plan	-	Throughout the entire process	Draft concept, October 2019	SEA Consultation on the Concept Oct – Nov 2019	Draft solutions, July 2020	August-October 2020	February 2021	29 September 2021	2021-2030	Evaluation of the 1st plan
Malta	1	Strategic plan for the environment and development	Call env. agency for MSP (2006)	Series of 16 topic papers (2004)	Strategic growth scenarios (2004)	Stakeholder engagement/ Technical Committee	Draft plan (early 2014)	Consultation round (June 2014)	-	-	Final version (end 2014)	Approval 2015	2016	Revision of 2nd phase (2021-2026) according to MSPD
Netherlands	3	Programme North Sea 2022-2027	Process planning early 2018	Ruimtekaart / spatial map April 2018	Spatial vision, eg. Based on PBL study May 2018	Stakeholder dialogues Summer 2020	March 2021	March 2021 – September 2021	-	-	March 2022	March 2022	2022	-
Poland	1	Polish MSP	Schedule summer 2016	Status/data collection 2 nd half 2016	Future cooperation (end of 2016)	1 st and 2 nd consultations (end 2017)	MSP V1, (early 2018)	National meeting/public Sept 2018)	December 2018 draft plan	January-February 2019	November 2020	24 April 2021	2021	At least after 10 years
Portugal	1	National Maritime Spatial Planning Plan (PSOEM)	National Ocean Strategy (2013-2020)	First PSOEM (2018)	First PSOEM (2018)	Spring 2018	Second PSOEM (2019)	December 2018 to January 2019	2019	2019	2019	December 2019	2021	-
Romania	1	Maritime Spatial Plan of Romania	Done	Spatial database from MarSPan Project	Strategy framework from MarSPan Project	Ongoing within MAASPLAN 85 II Project	January-February of 2021	Consultation from MarSPan Project	-	-	-	-	-	Reviewed every 10 years
Slovenia	1	Pomorski prostorski plan Slovenija	Spatial Planning Law (2017)	Core: basis for MSP (2013-2016-2019), Method: basis for MSP (2020)	Spatial development (land use) or sea (2030) + guidelines for the coastal area	Intersectoral coord. group (2014-2015), Action group (2017), Partnership (2020)	September 2020	January – March 2021	February – March 2021	April 2021	May 2021	July 2021	From July 2021 on	From June 2021 on
Spain	1	Ordination Plan of Maritime Space (POEM)	Done	2018	Draft POEM	Working group for the ordination of maritime space	Draft POEM in 2020	2020	-	July - September 2021	Beginning of 2022	Beginning of 2022	2022	-
Sweden	1	MSP Bothnian Gulf, Baltic Sea & Skagerrak	Road map report (Sept 2016)	Current status description (early 2015)	-	Dialogue winter 2016 – spring 2017	Draft MSP (winter 2017)	Consultation (spring-summer 2018)	Publication of final draft 14 th of March 2019	Final SEA / MSP (end of 2019)	Hand in proposal to government (December 2019)	10 February 2022	2022	At least after 8 years

Legend	
?	Version of plan (e.g. first MSP, second MSP, third MSP)
Description	Description
Upcoming/planned phases	Upcoming/planned phases
Completed/ongoing phases	Completed/ongoing phases
Current (working) name of the plan in English. Subject to change.	

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Source: The European Maritime Spatial Planning Platform⁴ (2022)

Table 2: Overview of the MSP implementation process and stakeholder involvement practices in the Mediterranean countries

Country	National MSP competent authority	Main MSP co-competent authorities	Existing Maritime Spatial Plans	Practices on Stakeholder Involvement
Croatia	Ministry of Physical Planning, Construction and State Assets	Croatian Institute for Spatial Development	YES (existing spatial plans cover the entire area of inner waters and territorial sea) NO single MSP plan * Pilot plans and projects are implemented	<ul style="list-style-type: none"> ▪ Consultations with the public ▪ Conferences and workshops bringing together regional stakeholders organized within the ADRIPLAN and SUPREME project (also suggesting mechanisms for transboundary cooperation on MSP)
Cyprus	Shipping Deputy Minister	MSP Committee (involving 15 members and replacing the Working Group on MSP and ICZM created in 2013)	NO (no legally binding Maritime Spatial Plans available) * Pilot plans and projects are implemented	<ul style="list-style-type: none"> ▪ Official and wider public consultation on the draft National Policy Statement for Maritime Spatial Planning with relevant stakeholders and the public completed on July 2021 ▪ Relevant public consultations will be conducted for the preparation of the Maritime Spatial Plan ▪ Stakeholder involvement foreseen within THAL-CHOR project and will continue within THAL-CHOR II project
France	Ministry for the Sea	Sea-basin maritime Council Regional Prefect and Maritime Prefect of each sea basin	YES (4 sea-basin strategies - "Documents Stratégiques de Façade") * Pilot plans and projects are implemented	<ul style="list-style-type: none"> ▪ Stakeholders involved in several stages through public consultation on the draft plans ▪ The Sea-basin maritime Council and the National Council for the Sea and Shorelines are responsible for guaranteeing the participation of relevant actors
Italy	Ministry of Sustainable Infrastructures and Mobility	Inter-Ministerial Coordination Table Technical Committee	NO (not officially completed or adopted plans) * Pilot plans and projects are implemented	<ul style="list-style-type: none"> ▪ Planning Conference for Emilia Romagna on bridging the gap between authorities and citizens for MSP within the PlanCoast project ▪ International events involving different stakeholders organised within the Shape project ▪ Consultation events implemented within the ADRIPLAN project
Malta	Planning Authority - Executive Council (falling within the Ministry for Transport,	MSP Technical Committee	YES (Strategic Plan for the Environment and Development adopted in 2015 and currently under revision)	<ul style="list-style-type: none"> - Consultations with different Ministries - Public consultations - Representations and views were submitted by an environmental NGO, the Catholic Church's

	Infrastructure and Capital Projects)		* Pilot plans and projects are implemented	Environment Commission and the Malta Developers Association (MDA) via media <ul style="list-style-type: none"> Report published to showcase how each contribution was considered and why it has been accepted or not
Slovenia	Ministry of the Environment and Spatial Planning - Spatial Planning, Construction and Housing Directorate		YES (Maritime Spatial Plan of Slovenia adopted in 2021) * Pilot plans and projects are implemented	<ul style="list-style-type: none"> Public presentations Consultation with stakeholders from both national and local levels including: <ul style="list-style-type: none"> Ministries National public institutions Coastal local municipalities Economic actors of different sectors Business support organizations Universities and research institutions NGOs
Spain	Ministry for the Ecological Transition and the Demographic Challenge - General Directorate for the Coast and the Sea	<u>Inter-Ministerial Commission on Marine Strategies</u> <u>Working group for Maritime Spatial Planning</u> <u>Marine Strategy Monitoring Committees</u> 17 autonomous regions and the 2 autonomous cities of Ceuta and Melilla	NO (currently in the process of approving five MSPs) * Pilot plans and projects are implemented	<ul style="list-style-type: none"> Meetings with representatives from different sectors (fisheries, environmental NGOs, R&D, Renewable energies, tourism, etc.) Workshops to provide information to maritime sectors and the general public on main advances, consultation processes and ways to participate, instructions on the use of InfoMAR etc. Public consultations for gathering and analyzing different sectors' needs

Source: The European Maritime Spatial Planning Platform⁵⁻¹¹ (2022)



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Therefore, the development of an effective cooperation framework for MSP in Greece should certainly take into account successful tools and mechanisms already implemented to enhance stakeholders' engagement and public consultation processes as well as the regulations/guidelines covering public participation and stakeholder involvement at the international level. In addition, the experience gained so far from the implementation of MSP in other Mediterranean countries and which also reflects the particularities of these countries in relation to governance structures and mechanisms must be also taken into consideration. As shown above in Table 2, stakeholders involvement at the Mediterranean level is achieved through more conventional methods compared to examples from the Baltic and the North Sea, focusing mostly on public presentations, meetings with key representatives from the public and private sector and open consultations during the various stages of the MSP process. Nevertheless, the emphasis given on public participation and stakeholder involvement tools and methods in both official and pilot consultation procedures indicates the countries' disposition to re-focus on more innovative and interactive approaches (such as working groups, electronic applications etc.).

2.2. Framework for cooperation with key stakeholders' groups in MSP in Greece

2.2.1. Key issues for consideration

Given the complexity of the Maritime Spatial Planning process and the involvement of many levels of institutions, economic operators and other private interests, it is necessary to set at an early stage a framework for cooperation and consultation with all involved parties. The stakeholder consultation in MSP procedures is crucial to achieve the planning goals and preserve the environmental standards.

Different stakeholders have different needs in order to work effectively on a project. An engaged stakeholder might need encouragement, constant feedback or extra resources while others might be involved because of their unique insight into a problem or their overall background and knowledge. In order to set an effective stakeholder engagement scheme it is important to adjust the approach according to the characteristics of the involved parties.

The cooperation between all interested parties during the preparation and implementation of the National Spatial Strategy for Maritime Space (NSSMS) and Maritime Spatial Frameworks (MSF) is a key challenge. The Law 4546/18 aims to activate a wide participatory decision-making process followed by a similar public consultation procedure (according to article 25 of the Law 4759/20). More specifically, regarding the NSSMS, the competent authority (YPEN) informs the co-competent Ministries about initiating the process for drafting the strategy in order to ensure the cooperation of the public authorities involved. The draft is then put to public consultation as defined in Law 4622/19 (article 61). Similarly, regarding the MSF, the competent authority (YPEN) informs the co-competent Ministries about initiating the drafting of the plan in order to ensure the cooperation of the involved public authorities during the plan configuration, while at the same time informs the relevant Regional Authorities. Finally, the draft is put to public consultation as defined in Law 4622/19 (article 61).

Key stakeholders actively participate in this consultation process through the National Council for Spatial Planning¹ (Law 4447/2016) both at the level of NSSMS and MSF approvals.

¹ The National Council for Spatial Planning consists of representatives from the following bodies: Association of Greek Regions, Central Union of Municipalities of Greece, Technical Chamber of Greece, Geotechnical Chamber of Greece, Economic Chamber of Greece, Hellenic Chamber of Hotels, Greek Tourism Confederation, Hellenic Federation of Enterprises, Hellenic Association of Business Park, Hellenic Confederation of Commerce and Entrepreneurship, Hellenic Property Federation, General Confederation of Greek Workers, Hellenic Confederation of Professionals, Craftsmen & Merchants, Union of Hellenic Chambers of Commerce, National Association of Agricultural Cooperatives, Association of Greek Engineers for Urban Planning, Spatial Planning and Regional Development, Association Of Greek Urban & Spatial Planners, NGOs and scientists (including Higher Education Institutes).

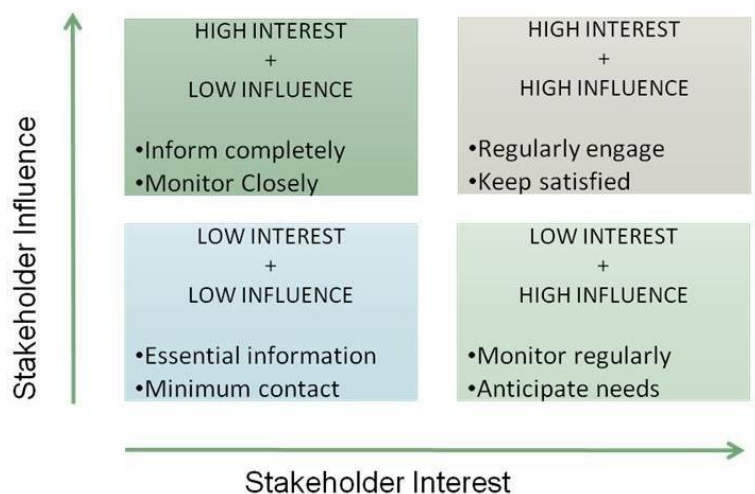
In any case and in order to significantly increase participation in the development, implementation, and monitoring of MSP policies and identify potential synergies, any approach should be based on the principles of equality, equity, transparency, and representativeness.

2.2.2. Steps for ensuring stakeholders cooperation

Building on the work of Gill et al. (2021) and the Association of European Border Regions (2019) and considering the specificities of Greece (institutional context etc.), four key steps can be identified for the development of an effective and realistic cooperation framework with stakeholders' groups in Greece.

Step 1: Stakeholder analysis and mapping

The first step in order to create a stakeholder framework is to identify and manage the actors. For this purpose a simple engagement strategy matrix can assist to define the level of interest and influence of each stakeholder and the amount of effort and engagement needed in each case.



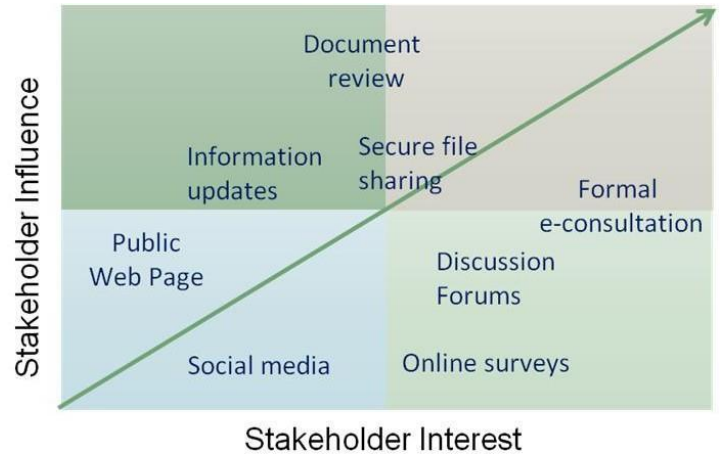
Source:
Own elaboration

Step 2: Purpose and vision

A key to long term effective stakeholder engagement is having a clear vision. When there is a clear vision of what the project aims to achieve, the engagement process becomes more meaningful for all parties involved. In MSP the main purpose of stakeholder engagement is to link public administration to civil society and create a commonly accepted MSP strategy for developing multiple activities and respecting the environment.

Step 3: Mapping of available tools

In terms of selecting digital tools for stakeholder collaboration, creating a map (list and availability of tools) and overlaying it on the engagement strategy matrix can help choose the most appropriate tools for each stakeholders group. The same procedure can be applied on traditional stakeholder engagement tools such as paper questionnaires, information roadshows, face-to-face meetings and newspaper advertisements.

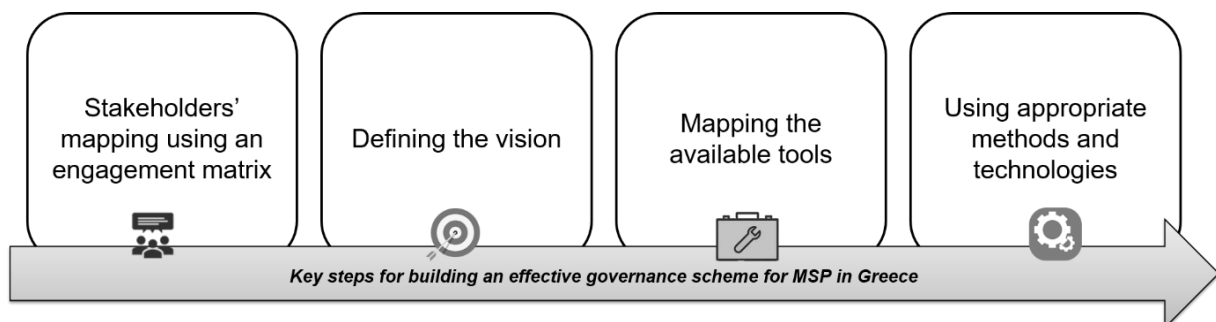


Source:
Own elaboration

Step 4: Appropriate methods and technologies

- **Secure workspaces** for gathering information, sharing ideas or contributing to a common project
- **Stakeholder management** for creating project teams, assigning permissions, tailoring communications and accessing each stakeholder
- **Secure file sharing** with a full audit trail, document locking and notification emails
- **Project team collaboration** using tools such as co-authored documents, custom online databases, RSS feeds, discussion forums and more
- **Task and project management** for managing, driving and evaluating stakeholder contributions
- **Consultation** using questionnaires, polls and comment forms
- **Social media sharing** to keep stakeholders engaged with public information

Figure 2: Key steps towards the configuration of the MSP governance scheme



Source: Own elaboration

2.2.3. *Enhancing the governance scheme for MSP and ensuring active stakeholder engagement*

At an operational level, as already presented in **D13. Governance scheme at national and local levels for Spatial Planning in relation to MSP in Greece**, the lead authority for the NSSMS and MSF is the Ministry of Environment and Energy (YPEN). Another main stakeholder authority is the Ministry of Maritime Affairs & Insular Policy. The cooperation between the two Ministries is ensured on the basis of a Memorandum of Cooperation (2020). An Inter-Ministerial Committee with representatives from the two Ministries has been set up in order to meet the objectives of the Memorandum of Cooperation. The Committee may be assisted by external specialized consultants and scientists selected by both cooperating Ministries, including private individuals or representatives of other Ministries, public bodies, scientific or other institutions. The consultants can be invited on a case-by-case basis and organized in working sub-groups depending on their expertise. Other important stakeholders from the central administrative authorities are the Ministry of Defense, the Ministry of Interior, the Ministry of Development and Investment, the Ministry of Finance, the Ministry of Civil Protection, the Ministry of Cultural Heritage, the Ministry of Rural Development and the Ministry of Tourism (MSPMED¹, 2022).

Another key stakeholder acting at the national level is the National Council of Spatial Planning, a consultation body with key representatives from sectoral productive activities, the Economic Chamber of Greece, the Technical Chamber of Greece, as well as relative associations and selected NGOs (MSPMED¹, 2022).

Drawing on the experience from the national and local workshops conducted in Greece in the framework of **D14. Greece: Workshops evaluation and lessons learned** (MSPMED², 2022) and capitalizing on the international best practices described in the present report, the governance scheme for MSP in Greece can be further enhanced in order to ensure the active engagement of stakeholders at the national, regional and local level.

More specifically, Special Sessions on MSP can be established within the National Council of Spatial Planning. The Council can provide opinions and submit proposals on key issues from the beginning of the planning process to the eventual review of the MSF.

Also important can be the role of the Insular Policy Council, acting both at the national and regional level and providing useful and more localized input to the central government (and specifically the Ministry of Maritime Affairs and Insular Policy).

At the *regional level*, the establishment of Advisory Committees - consisting of representatives from key productive sectors for MSP, NGOs, cultural heritage and environmental agencies, experts and research institutes – can assist the coordination of the competent authorities at a regional scale and provide valuable linkages between the regional and the national level as well as between the regional and the local level.

Moreover, the setting up of Regular Working Groups at the local level - including representatives from local authorities and local associations, clubs and organizations



with activities and responsibilities at sea or along the coastline (such as fishing clubs) – can provide valuable input on local factors but also facilitate the actual implementation of the plans.

The level of intervention (national, regional, local), the main tasks as well as the time of intervention of each stakeholder body is presented in the following matrix (Table 3). The enhanced governance scheme for MSP in Greece describing the key stakeholders, their interactions and links between the different spatial levels in addition to specific tools and mechanisms that can assist the coordination of the competent authorities and the consultation process is presented in Figure 3.



Table 3: Stakeholders' engagement matrix

Type of Stakeholder	Main level of intervention			Main tasks			Time of intervention			
	National	Regional	Local	Providing consultation and feedback	Updating and reviewing *	Linking different spatial levels**	Beginning of the Plan	During the planning process	During the implementation of the Plan	Reviewing the Plan
<i>Ministry of Environment and Energy</i>	X			X	X		X	X	X	X
<i>Ministry of Maritime Affairs & Insular Policy</i>	X			X	X		X	X	X	X
<i>Inter-Ministerial Committee</i>	X			X	X		X	X	X	X
<i>National Council of Spatial Planning-Special Sessions on MSP</i>	X			X	X		X	X	X	X
<i>Insular Policy Council</i>	X	X		X	X	X ¹		X	X	X
<i>Advisory Committee</i>		X	X	X	X	X ^{1,2}		X	X	X
<i>Regular Working Groups</i>			X	X	X	X ²		X	X	X
<i>General Public</i>	X	X	X	X	X			X	X	X

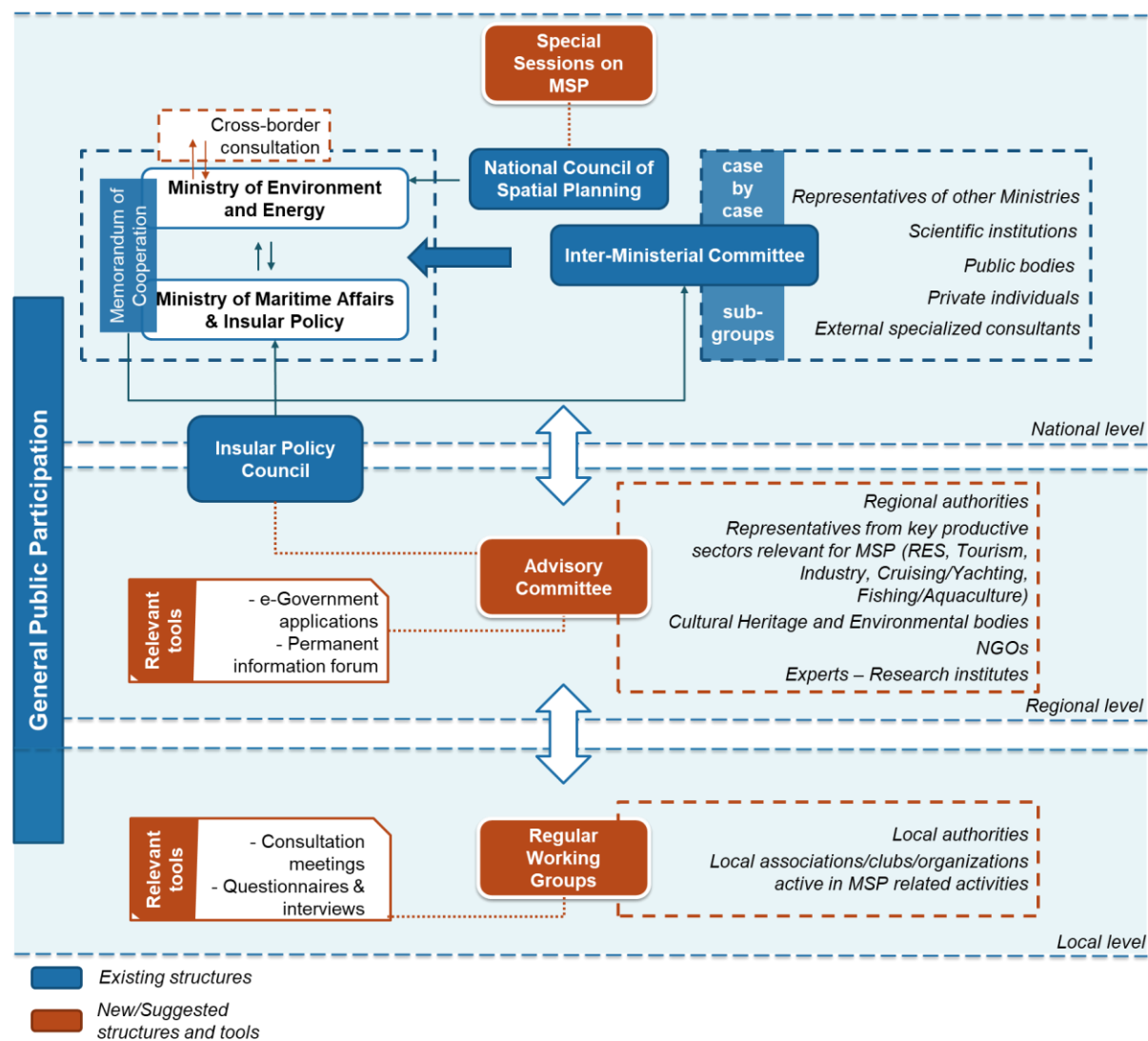
* Based on the inputs gathered using relevant tools (forums, e-applications, questionnaires and interviews, etc.)

** Linking: ¹National-Regional level, ²Regional-Local

Source: Own elaboration



Figure 3: Governance scheme for MSP in Greece



Source: Own elaboration

3. Framework to monitor and evaluate plan implementation and performance

Monitoring and evaluation constitute key mechanisms that assist the effective assessment of the goals of the MSF. It is a dynamic process that requires continuous and systematic collection and processing of information based on a defined methodological background. The procedure is not static and it does not follow the 'one size fits all' hypothesis since each Maritime Spatial Plan refers to specific areas with specific characteristics while taking into account the different conditions (legal, institutional, etc.) (Papatheochari T. and Coccossis H., 2016).

In this context, Law 4759/2020 states that the competent authority – Minister of Environment and Energy (YPEN)– is responsible for the preparation, implementation and evaluation of MSP by taking into account the special characteristics of each marine area, the existing and future uses and their impact on the natural resources, the environment and the cultural heritage. Land-sea interactions, the ecosystem approach and the sustainability principles are also to be taken into account in MSP. The competent authority evaluates the implementation of MSP every 5 years by drafting an evaluation report to document the need – or not - for revision. The report is submitted to the Minister of Environment and Energy and forwarded to the co-competent Ministries and Regional Authorities and posted on the website of the Ministry of Environment and Energy. In any case, the plan is reviewed at least every 10 years.

As already highlighted in ***D13. Governance scheme at national and local levels for Spatial Planning in relation to MSP in Greece***, the monitoring and evaluation process is achieved with the use of **indicators**. These indicators can be quantitative and/or qualitative and reflect the effectiveness, efficiency and equity of the results. In addition, they should contribute to the improvement, adaptability and flexibility of the MSF (MSPMED¹, 2022).

Both quantitative and qualitative indicators offer advantages and disadvantages. If they are created in a methodologically sound manner, quantitative indicators can provide a clear conclusion with no need for further interpretation (Pan Baltic Scope, 2019). On the contrary, qualitative indicators may reflect better the present situation. The different types of indicators can be categorized as follows (Varjopuro, 2019):

- Context indicators: Gather data on general trends in maritime sectors and marine environment. The data will be used to assess the plan's relevance.
- Input indicators: Gather data on actions and resources to develop the plans and tasks. The data will be useful in analyzing the prerequisites for successful planning.
- Process indicators: Compile data about the planning process, including the feedback from all stakeholders. The data will be useful in analyzing the planning process's quality, especially its equity and representativeness.

- Output indicators: Compile data on planning decisions and review the plan. The data will be useful in evaluating the plan's quality and relevance.

However, despite the importance of indicators in the monitoring and evaluation of the MSF, the range of information included should be explored carefully. A complicated set of indicators can produce a large amount of information but it may prove challenging to draw meaningful conclusions from it. For instance, the presentation of the evaluation of MSP in the federal state of Mecklenburg-Vorpommern in Germany provided an unsuccessful experience. A very complicated evaluating system was used in order to measure the effects of MSP resulting in not very usable information (Pan Baltic Scope, 2019).

A more effective approach could be a targeted and flexible indicator system - probably on steering effects and social-economic and environment changes. In this context, the **IOC/UNESCO** guide to Evaluating Maritime Spatial Frameworks provides a set of evaluation criteria and indicators that structure the collection and analysis of data as well as the overall evaluation of the MSP. The indicators provide indications on the prioritization of objectives and focus points for review. The characteristics of good indicators are listed in Table 4 (European Union, 2022).

Table 4: Characteristics of good indicators

Characteristics of good indicators	
Readily measurable	Using currently available instruments, monitoring systems, and analytical tools on the time scales required to support MSP
Cost-effective	When monitoring resources are scarce, how may efficient monitoring be carried out with the least possible expense?
Concrete	Directly observable and quantitative indicators are preferable to those reflecting abstract attributes since they are easier for different stakeholder groups to understand and accept.
Interpretable	Indicators should reflect factors that are important to stakeholders, and a wide range of stakeholders should be able to understand what they signify.
Grounded in Theory	Indicators should rely on acknowledged scientific theory as opposed to poorly defined theoretical links.
Sensitive	Indicators should be responsive to changes in the monitored features, such as being able to identify trends or impacts.
Responsive	Indicators should be able to measure the effects of management actions in order to offer quick and accurate feedback on the effectiveness and outcomes of these actions.
Specific	Indicators should reflect the attributes they are meant to assess rather than other factors, so that it is possible to separate the impacts of other factors from the observed response.

Source: European Union, 2022

More specifically, the operationalization of the IOC/UNESCO guide, includes the following steps (European Union, 2022):

1. The objectives of the MSP and its process need to be confirmed or re-confirmed in the case of a review. The selection of criteria and indicators needs to take place at the beginning of the planning process in order to provide input at all stages.
2. Setting the criteria as further specification of the objectives. The definition of the criteria determines what needs to be measured by the indicators. The outcome needs to be monitored, in terms of achieving the objectives, creating wider benefits or unlocking resources for the implementation.
3. Indicators need to be identified that can indicate the development for each criterion in order to be able to measure and map the achievements. Each indicator needs to support this purpose and therefore requires certain characteristics.

The indicators should represent the main parameters set by the stakeholders involved in the MSP process. These key parameters are related to the current and future conflicts (or synergies) of the various activities that take place in marine and coastal areas, the existing threats (degradation of the marine environment, degradation of coastal areas, climate change effects etc.) and the cumulative impacts of multiple activities taking place in the marine space. Table 5 summarizes the key points discussed so far on the indicators selection process and provides an example of the suggested linear function **objectives→criteria→parameters→indicators**.

Table 5: Suggested steps for the selection of indicators in MSP

	Objectives	Criteria	Parameters	Indicators	Data sources
	The plan's objectives as specified at the beginning of the planning process plan	What needs to be measured to achieve the specific objective	Main parameters set by the stakeholders ¹ to be taken into account	Selection of indicators to measure and monitor each criteria ²	Identification of potential data sources (statistical databases, geodatabases, field research, questionnaires etc.)
example	O.1. Protecting the environment	1.1. Impacts on ecosystems from existing and planned activities	Threats on existing protected areas Pressures on existing habitats ...	1.1.1. Level of contamination of seawater from heavy metals 1.1.2. Health of population of key indicator species...	...
		1.2. Cumulative impacts	Conservation and management of biodiversity ...	1.2.1. Number of hotspots 1.2.2. Rate of loss of protected areas...	...
		1.3. Actions to prevent environmental degradation and loss of resources	Existence of performance indicators designated for evaluating the plan ...	1.3.1. Number of environmental actions recommended in plan 1.3.2. % of environmental actions recommended in plan which have been implemented...	...
	O.2. Encouraging investments	...	...	...	...
	O.3. ...	...	...	...	...

¹ Since the specification of the plan's objectives takes place at the beginning of the planning process, the stakeholders to be consulted for the identification of the parameters for each criteria are the ones involved at the beginning of the planning process (see Table 2).

² The indicators used in the example are retrieved from existing sets of indicators introduced by the European Commission and World Tourism Organization
Source: Own elaboration

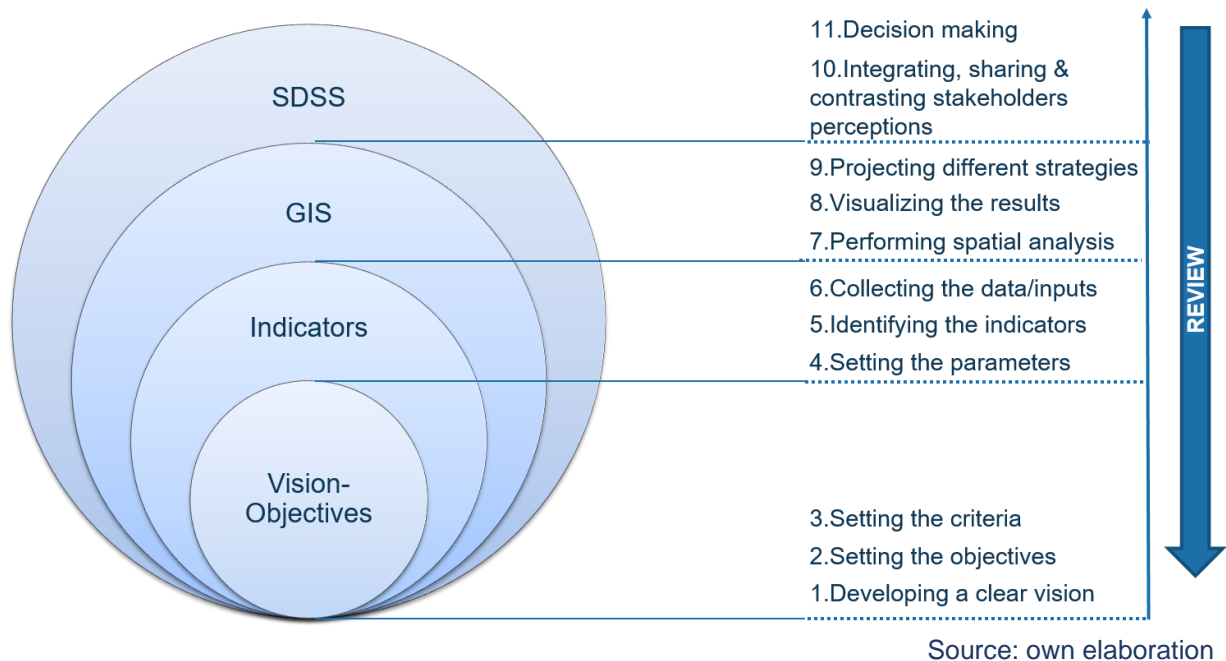
However, the criteria and indicators do not provide clear conclusions alone but need to be supported by other tools. The use of **Geographic Information Systems (GIS)** can facilitate the spatial analysis and visualization of the collected data and assist the planning of future uses in the marine space based on future projections. The application of Geographic Information Systems includes three steps:

1. Define existing conditions through data collection (and data management), including administrative, ecological, environmental and human uses data.
2. Use spatial ecological modeling, human dimension research methods and cumulative impact assessments to analyze existing conditions.
3. Project future conditions using underpinning models. A multitude of models exist to assess the ecological (e.g. MARXAN and EwE), social (see e.g. IUCN, 2016) and economic (e.g. InVEST) impacts of MSP scenarios.

Additionally, the use of **Spatial Decision Support Systems (SDSS)** can facilitate decision-making in MSP by enabling stakeholders to visualize trade-offs between different management strategies. To further encourage user engagement and collaboration, interactive DSS can be made available online and integrate, share, and contrast the opinions of various stakeholders regarding planning options. However, it should be noted that SDSS is an extensive process that requires time for compiling, organizing, managing, modeling, and analyzing large amounts of different types of data (Stamoulis & Delevaux, 2015).

To conclude, the planning process must be flexible in order to adapt to social, economic, environmental and governmental changes and to allow plans to be revised in due course based on a transparent and efficient monitoring and evaluation mechanism (Figure 4).

Figure 4: Key steps for monitoring and evaluating plan implementation and performance



Therefore, it is extremely important for the objectives of the MSF to be Specific, Measurable, Achievable, Relevant and Time-definable (SMART) and that they correspond to specific quantitative and/or qualitative indicators so that the results can be used to adapt the MSF in the next review cycle. Finally, the collection and continuous update of the necessary geospatial data – especially data related to human activities, marine ecosystems, society, economy and culture – is crucial for an effective monitoring and evaluation process.

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