Stakeholder involvement in the development of the maritime spatial plans for the Black Sea

Diane VANCEA, Natașa VĂIDIANU, Alexandru BOBE, Mihai GÎRȚU*

*Ovidius University of Constanța, Romania
Motivation: Directive imposes stakeholder involvement

Directive 2014/89/EU on maritime spatial planning

Article 6. Minimum requirements for maritime spatial planning

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

Article 9. Public participation

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

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

...but does not specify either the stakeholders or the consultations
Outline: Steps to take

Questions to answer:
- Who are the stakeholders?
- What kind of consultations?

1. Identify stakeholders and their needs and interests
   - Construct stakeholder register

2. Analyse stakeholder needs and influence
   - Develop prioritized stakeholder matrix/map

3. Establish diverse stakeholder engagement strategies
   - Personalized engagement plan
   - Engagement calendar

4. Involve stakeholders in consultations
   - Organize consultations
   - Monitor progress

5. Evaluate stakeholder engagement
   - Improve stakeholder matrix/map
   - Review engagement plan
1. Identify stakeholders, their needs and interests

Law no. 88/2017 for the approval of the Government Ordinance no. 18/2016 on Maritime Spatial Planning.

Art. 13. (1) MSP Committee consists of representatives of:

a) Ministry of Regional Development, Public Administration and European Funds;
b) Ministry of Economy & Ministry for Business Environment, Commerce and Entrepreneurship;
c) Ministry of Transport;
d) Ministry of Waters and Forests;
e) Ministry of Agriculture and Rural Development;
f) Ministry of Foreign Affairs;
g) Ministry of Internal Affairs;
h) Ministry of National Defense;
i) Ministry of Culture;
j) Ministry of Energy;
k) Ministry of Communications and Information Society;
l) Ministry of National Education & Ministry of Research and Innovation;
m) National Agency for Mineral Resources;
n) ‘Danube Delta’ Reserve.

The Committee develops and monitors the implementation of the MSP.
1. Identify stakeholders, their needs and interests

What does ‘stakeholder’ mean?

“any group or individual who can affect or is affected by the achievement of the organization’s objectives”

(R.E. Freedman, Strategic Management: A Stakeholder Approach, 1984, p. 4)

“A person, group, or organization that has direct or indirect stake in an organization because it can affect or be affected by the organization's actions, objectives, and policies.”

(https://www.businessdictionary.com/definition/stakeholder.html)
1. Identify stakeholders, their needs and interests


- Business stakeholders – as direct beneficiaries
  - firms, business associations, investors
  - suppliers & competitors
- Unions
- Government – as policy makers / regulators
- Government – as beneficiary of taxes and jobs
- Authorities / implementing agencies
- Environmental groups
- Commercial Courts of justice
- Experts / consultants / policy researchers
- Concerned citizen groups
- Media

Directive 2014/89/EU, Art.8. ...possible interests may include:

- aquaculture and fishing areas,
- installations and infrastructures for the exploration, exploitation and extraction of oil, of gas and other energy resources, of minerals and aggregates, and for the production of energy from renewable sources,
- maritime transport routes and traffic flows,
- military training areas,
- nature and species conservation sites and protected areas,
- scientific research,
- submarine cable and pipeline routes,
- tourism
- underwater cultural heritage
## 1. Identify stakeholders, their needs and interests

### Stakeholder register

<table>
<thead>
<tr>
<th>Institution</th>
<th>Name</th>
<th>Position</th>
<th>Contact info.</th>
<th>Needs / Interests</th>
<th>Influence / Power</th>
<th>Person responsible</th>
<th>Issues identified</th>
<th>Action for resolution</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Agency for Fishery and Aquaculture</td>
<td>Marian MANAILA</td>
<td>Director</td>
<td><a href="mailto:anpadobrogea.ct@anpa.ro">anpadobrogea ct @anpa.ro</a>; <a href="mailto:anpadobrogea_tl@anpa.ro">anpadobrogea_tl @anpa.ro</a></td>
<td>Fishery and aquaculture development</td>
<td>Define &amp; implement policies; Control</td>
<td>Marius SKOLKA</td>
<td>Conflicts with environment</td>
<td>Consultation</td>
</tr>
<tr>
<td>Romanian Naval Authority</td>
<td>Alexandru MEZEI</td>
<td>General Director</td>
<td><a href="mailto:rna@rna.ro">rna@rna.ro</a></td>
<td>Navigation safety &amp; ship security; Ship routing</td>
<td>Define &amp; implement policies; Control</td>
<td>Diane VANCEA</td>
<td>Naval routes in conflict with military exercise zones</td>
<td>Consultation</td>
</tr>
<tr>
<td>National Agency for Mineral Resources</td>
<td>Sorin GAL</td>
<td>President</td>
<td><a href="mailto:namr@namr.ro">namr@namr.ro</a></td>
<td>Exploitation of mineral resources</td>
<td>Define &amp; implement policies; Control</td>
<td>Mihai GIRTU</td>
<td>Conflicts with transportation, tourism, environment</td>
<td>Consultation</td>
</tr>
<tr>
<td>GSP (Petroleum Services Group)</td>
<td>Gabriel COMANESCU</td>
<td>CEO</td>
<td><a href="mailto:office@gspoffshore.com">office@gspoffshore.com</a></td>
<td>Drilling and extraction of natural gas</td>
<td>Lobby for extraction of resources</td>
<td>Alexandru BOBE</td>
<td>Conflicts with transportation, tourism, environment</td>
<td>Consultation</td>
</tr>
</tbody>
</table>
2. Analyze stakeholders needs and influence

**Stakeholder Influence/Interest Matrix**

- groups stakeholders based on their level of **authority** (power/influence) and their level of **concern** (needs/interests)
- reveals level of attention required

- **Latent stakeholders** → low attention
- **Expectant stakeholders** → moderate attention
- **Definitive stakeholders** → high attention

[Diagram showing Stakeholder Influence/Interest Matrix with low, medium, high levels of power/influence and interests/needs]

[https://www.jisc.ac.uk/guides/change-management/stakeholder-engagement](https://www.jisc.ac.uk/guides/change-management/stakeholder-engagement)
2. Analyze stakeholders needs and influence

Examples of Black Sea MSP stakeholders and their position on the Stakeholder matrix/map:

1. MRDPAEF
2. R&DI (Antipa, DD)
3. Ro Naval Authority
4. Fishery, Aquaculture, associations
6. Municipalities
7. Environmental NGOs
8. Business associations
9. Min. Health
10. Individual business
11. Media

Stakeholder power/influence

Stakeholder interests/needs
3. Establish stakeholder engagement strategies

Directive 2014/89/EU – Preamble(21): A good example of public consultation provisions can be found in Art.2(2) of Directive 2003/35/EC.

<table>
<thead>
<tr>
<th>Stakeholder score</th>
<th>*</th>
<th>**</th>
<th>***</th>
<th>****</th>
</tr>
</thead>
<tbody>
<tr>
<td>Level of engagement</td>
<td>Inform</td>
<td>Consult</td>
<td>Involve</td>
<td>Collaborate</td>
</tr>
<tr>
<td>Goals</td>
<td>Provide stakeholders objective information to assist in understanding problem and alternative solutions</td>
<td>Obtain from stakeholders feedback on analysis, alternatives and decisions</td>
<td>Obtain from stakeholders suggestions for alternative solutions</td>
<td>Give stakeholders a more active role in decision making</td>
</tr>
<tr>
<td>Examples of actions</td>
<td>• Fact sheets • Web sites • E-mail newsletters</td>
<td>• Surveys • Public meetings • Focus groups</td>
<td>• Workshops • Deliberative polling</td>
<td>• Advisory committees • Consensus building</td>
</tr>
</tbody>
</table>

International Association for Public Participation, Canada / IAP2 Spectrum Review - Summary of Engagement Process (2017)
3. Establish stakeholder engagement strategies

### Stakeholder Engagement Plan

<table>
<thead>
<tr>
<th>Stakeholder</th>
<th>Type</th>
<th>Inform</th>
<th>Consult</th>
<th>Involve</th>
<th>Collaborate</th>
<th>Performance indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>Min. Reg. Dev.</td>
<td>***</td>
<td>E-mail newsletters</td>
<td>Surveys</td>
<td>Workshops</td>
<td>Advisory committees</td>
<td>Participation</td>
</tr>
<tr>
<td>Public Admin.</td>
<td>Collab.</td>
<td></td>
<td>Public meetings</td>
<td>Deliberative polling</td>
<td>Consensus building</td>
<td>Feedback quality</td>
</tr>
<tr>
<td>European Funds</td>
<td></td>
<td></td>
<td>Focus groups</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Romanian Naval Authority</td>
<td>***</td>
<td>E-mail newsletters</td>
<td>Surveys</td>
<td>Workshops</td>
<td></td>
<td>Participation</td>
</tr>
<tr>
<td>Authority</td>
<td>Involve</td>
<td></td>
<td>Public meetings</td>
<td></td>
<td></td>
<td>Feedback</td>
</tr>
<tr>
<td>Environmental NGOs</td>
<td>**</td>
<td>E-mail newsletters</td>
<td>Surveys</td>
<td></td>
<td></td>
<td>Participation</td>
</tr>
<tr>
<td>NGOs</td>
<td>Consult</td>
<td></td>
<td>Interviews</td>
<td></td>
<td></td>
<td>Feedback</td>
</tr>
<tr>
<td>Media</td>
<td>*</td>
<td>E-mail newsletters</td>
<td></td>
<td></td>
<td></td>
<td>Participation</td>
</tr>
<tr>
<td></td>
<td>Inform</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Feedback</td>
</tr>
</tbody>
</table>
3. Establish stakeholder engagement strategies

Engagement calendar

<table>
<thead>
<tr>
<th>Forms of consultation recommended by EC*</th>
<th>Date</th>
<th>Location</th>
<th>Stakeholders engaged</th>
<th>Deliverables</th>
<th>Person responsible</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public meetings</td>
<td></td>
<td></td>
<td></td>
<td>Gather information</td>
<td></td>
</tr>
<tr>
<td>Surveys</td>
<td></td>
<td></td>
<td></td>
<td>Gather information</td>
<td></td>
</tr>
<tr>
<td>Interviews</td>
<td></td>
<td></td>
<td></td>
<td>Gather information</td>
<td></td>
</tr>
<tr>
<td>Focus groups</td>
<td></td>
<td></td>
<td></td>
<td>Gather information</td>
<td></td>
</tr>
<tr>
<td>Workshops</td>
<td></td>
<td></td>
<td></td>
<td>Present alternative solutions</td>
<td></td>
</tr>
<tr>
<td>Deliberative polling</td>
<td></td>
<td></td>
<td></td>
<td>Obtain a final solution</td>
<td></td>
</tr>
<tr>
<td>Consensus building meetings</td>
<td></td>
<td></td>
<td></td>
<td>Obtain a final solution</td>
<td></td>
</tr>
<tr>
<td>Information seminars</td>
<td></td>
<td></td>
<td></td>
<td>Present final solution</td>
<td></td>
</tr>
</tbody>
</table>

4. Involve stakeholders in consultations

MSP examples

Project: MARSPLAN-BS – Cross-Border Maritime Spatial Plan for the Black Sea – Romania and Bulgaria

- Funded by EC (EASME/EMFF), with 2.048.921 Euro, between 14.08.2015-13.02.2018; PM: Diana ȚENEÁ, MRDPAEF

- Main goals:
  - to support the implementation of the MSP Directive
  - to create an MSP institutional framework for Romania-Bulgaria cross-border

Project: MARSEA – Development of an integrated framework for MSP in Romania

- Funded by UEFISCDI, Romania, with 120.000 Euro, between 01.10.2015-30.11.2017; PI: Natașa VĂIDIANU, Ovidius University

- Goals:
  - to engage stakeholders and produce MSP scenarios;
  - to develop MSP policy recommendations for Romania
5. Evaluate stakeholder engagement

Stakeholder participation review

<table>
<thead>
<tr>
<th>Stakeholder</th>
<th>Score</th>
<th>Current and desired state</th>
<th>Engagement level</th>
<th>Reparatory action</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Unaware</td>
<td>Resistant</td>
<td>Neutral</td>
</tr>
<tr>
<td>...</td>
<td>****</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>...</td>
<td>****</td>
<td>-</td>
<td>Current</td>
<td>Desired</td>
</tr>
<tr>
<td>...</td>
<td>***</td>
<td>Current</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>...</td>
<td>***</td>
<td>-</td>
<td>Current</td>
<td>-</td>
</tr>
<tr>
<td>...</td>
<td>**</td>
<td>-</td>
<td>-</td>
<td>Current</td>
</tr>
<tr>
<td>...</td>
<td>**</td>
<td>-</td>
<td>Current</td>
<td>Desired</td>
</tr>
<tr>
<td>...</td>
<td>*</td>
<td>-</td>
<td>Current</td>
<td>Desired</td>
</tr>
<tr>
<td>...</td>
<td>*</td>
<td>Current</td>
<td>-</td>
<td>Desired</td>
</tr>
</tbody>
</table>

This project is funded by the European Union through the European Maritime and Fisheries Fund.
Examples of stakeholder consultations

Project: MARSPLAN-BS
- 10 thematic workshops
- 1 scientific conference
- 3 stakeholder consultations in Sf. Gheorghe, Eforie and Mangalia
- Stakeholder consultations in Bulgaria
- 1 kick-off and 1 final conference

Project: MARSEA
- 2 workshops

Stakeholder workshops
- Why are they important?
  - flexible and easy to organize;
  - allow for diversity and balanced representation;
  - encourage discussions and reaching conclusions;

Stakeholder workgroups
- Why are they important?
  - keep stakeholders informed and involved
  - make reaching conclusions easier
  - contribute to stability and continuity by preserving the ‘memory’ of past discussions and decisions
Examples of stakeholder consultations

MARSPLAN-BS - Stakeholder consultation workshop in Eforie (Nov. 16, 2016)

Stakeholders present

- NIMRD “G. Antipa” and Ovidius University - Constanta, Danube Delta Institute - Tulcea
- Romanian Naval Authority & Constanta Port Administration
- Coast Guard Constanta & Emergency Inspectorate Dobrogea
- Maritime Hydrographic Directorate
- Eforie City Hall
- INOMAR (tourism cluster) & fishery associations
- Sustainable Development Group Constanta (NGO)

Issues and conflicts

- Tourism ※ fishing & environment (unauthorized coastal development)
- Tourism ※ fishing & environment (jet-skies & marine entertainment)
- Fishing ※ environment (anchor zones not always respected)
- Touristic port development ※ environment
- Military exercise zones ※ economic activities and environment (Midia region)
Examples of stakeholder consultations

MARSPLAN-BS - Stakeholder consultation workshop in Mangalia (Dec. 18, 2017)

Stakeholders present

- NIMRD “G. Antipa” & Ovidius Univ. - Constanta, Danube Delta Inst. - Tulcea & URBAN-INCERC
- Romanian Naval Authority & Constanta Port Administration
- Coast Guard Constanta & Emergency Inspectorate Dobrogea
- National Agency for Environmental Protection
- Maritime Hydrographic Directorate & Water Administration Dobrogea – Litoral
- Delfinul Fishermen’s association
- Public Health Direct. & Min. of Agric. Rural Dev.

Issues and conflicts

- Coastal erosion → sanding
- Fishing ✖ environment (anchor zones not always respected)
- Tourism ✖ fishing & environment (jet-skies)
- Natural gas drilling and pipelines ✖ fishing, tourism, environment (Tuzla-23 August region)
- Terminals for liquefied gas, bitumen ✖ environment (Mangalia port)
Examples of stakeholder consultations

- Constanta County Council - Urbanism and Territorial Planning
- Constanta Municipality,
- National Agency for Fisheries and Aquaculture,
- Romanian Water Administration Dobrogea-Litoral,
- Maritime Hydrographic Directorate,
- NIMRD “G. Antipa” Constanta,
- Maritime Ports Administration Constanta,
- Environmental Protection Agency Constanta,
- Danube Delta Federation of Fish Producers,
- ROMFISH National Association,
- RO PESCADOR Association,
- Junior Group,
- NGOs: Mare Nostrum, Green Urban,
- Civic Group Green Barricade,
- Eurolevel SRL, USONIA SRL,
- Dan Memet Design Office,
Examples of stakeholder consultations in MARSEA

Issues
- Lack of clear legislation
- Lack of dialog among stakeholders
- Bureaucratic barriers

1st Workshop (June 2016)
Examples of stakeholder consultations

Examples of stakeholder consultations in MARSEA

2nd Workshop (September 2017)

Issues and conflicts

- Stakeholders not aware of MSP
- Business stakeholders not aware of possible conflicts
- Environmentalists more aware than entrepreneurs
Conclusions

Business stakeholders
- have a relatively poor understanding of European and national planning regulations
- do not attend or do not actively participate in consultations
- do not anticipate the risks of lack of involvement

Authorities should
- act more coherently, with more consultations between regulating and licensing agencies
- be more active in informing stakeholders and the public

Consultation actions should
- follow a progressive sequence
- involve all stakeholders
- allow for periodic review and improvement
Thank you for your attention!

Diane VANCEA, Natașa VĂIDIANU, Alexandru BOBE, Mihai GÎRȚU*

Ovidius University of Constanța, Romania

*mihai.girtu@univ-ovidius.ro