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LESSONS LEARNED BY 9 MARITIME SPATIAL PLANNING PROJECTS IN THE BALTIC SEA REGION

A study of EU-funded transnational public sector projects

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Abstract

This thesis analyses the projects that are used to produce coherent transnational Maritime Spatial Planning (MSP) in the Baltic Sea Region (BSR) by the EU, in accordance with the MSP directive. As the number of projects have increased, there are so many that there is a possibility that knowledge generated in the projects does not reach subsequent projects. The research was carried out by way of a qualitative content analysis, and used a framework based on planning theory, MSP theory, projectification theory, knowledge management and organisational learning. The coupling of theories allowed for identification of positive and negative consequences of using projects, and what mechanisms facilitate for knowledge management within temporary organisations such as projects. Basing the analysis on planning theory and MSP theory allowed the research to focus on what knowledge was relevant to the knowledge generating process. Together in the framework the theories made it possible to process the large amount of data in the analysis and produce comprehensible results. The findings indicate that when projects have a stable core of participating civil servants and organisations, it is easier to retain knowledge between projects. The results also point towards good knowledge retention in general between MSP projects that are designed to build on one another, but less so regarding the knowledge retention from the supporting research projects, suggesting that closer collaboration might be in order for the generated knowledge to come to good use.

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1 Introduction

Between the years 2000 and 2018, the EU has funded over 14.000 cross-border cooperation projects (Keep.eu, 2019). Out of those, more than 50 have concerned the cross-border cooperation of Maritime Spatial Planning (MSP) in the Baltic Sea Region (BSR). Maritime Spatial Planning[1] is a part of the European Integrated Maritime Policy, aiming for cross-border coherency between the member states by introducing a new policy tool (Zervaki, 2015).

The European Commission estimates that over 5 million jobs are supplied by the European Maritime sector and generating somewhere in the vicinity of €500 billion every year. The Commission expects that the amount of jobs generated could rise steadily. This is due to one of the new and expanding sectors in the Blue Economy, Offshore Energy, commonly realised as offshore wind farms. The marine sector used to be comprised of the extraction of living and non-living resources from the sea, shipping, shipbuilding and tourism, but the new energy sector has further boosted the maritime sector, which is estimated to double its global output to 2030 (European Commission, 2017, p. 3). A driver for this Blue Growth is Maritime Spatial Planning (MSP) (European Commission, 2017, p. 21). IOC-UNESCO defines MSP as "*a public process of analyzing and allocating the spatial and temporal distribution of human activities in marine areas to achieve ecological, economic, and social objectives that usually have been specified through political process.*" (Ehler and Douvere, 2009).

To support the MSP directive, the Commission is using the European Regional Development Fund (ERDF) through Interreg to fund transnational MSP projects in EU territorial waters and Exclusive Economic Zone (EEZ). The Baltic Sea Region (BSR) has eight member states sharing the same body of water, plus one non-member state, Russia. The projects in the BSR will combine at least eight different languages, terminology, and planning traditions. This can cause considerable problems in coordination and cooperation and result in projects that don't reach their goals.

At the same time, the state of the oceans are declining (Ocean Health Index, 2019). Even in this decline, there are some positive news. The health of the Baltic Sea has improved

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[1] MSP can be used for both Marine and Maritime Spatial Planning. Different organisations use different terminology. The use of Maritime in this thesis is based on EU terminology. See Ehler et.al. (2019) for more information on terminology.

slightly in some areas (HELCOM, 2018. P. 4). In the quest for a healthier Baltic Sea, HELCOM, together with the EU and HELCOM member states have pointed out MSP as one of the ways forward, towards healthy and living seas (HELCOM, 2018, p. 144).

It is clear then that MSP is seen as important both for continued economic growth as well as environmental protection. That this is recognised by the EU is clear with the implementation of the Marine Spatial Planning directive [2](European Commission, 2014 Directive 2014/89/EU). The need to balance both of those aspects puts the organisations responsible for the national MSP under pressure from multiple fronts. There is the time pressure from the directive, that states that the first MSP should be in place by 2021, from the stakeholders in the Blue Economy that aims to exploit the sea, and from environmental groups that wish to preserve the seas.

These projects all have experiences where they learn something, be it a positive experience, a challenge or a failure. The projects also produce recommendations on the subjects or themes that they worked on. All this knowledge needs to reach their intended targets, be it the national organisations responsible for MSP, the politicians or other stakeholders. If the knowledge produced in these projects is not taken up by the organisations that would benefit from it i.e. subsequent projects and nationally responsible MSP organisations, the value of these cooperation projects could be called into question.

1.1 Research problem

National MSP in the Baltic Sea is conducted at different horizontal levels. One is the national level, where the national or regional organisation responsible for the national MSP goes through a lengthy MSP process to produce MSP. Another level is in EU-funded cross-border projects. After seventeen years of projects, the total tally is up to at least 52 projects in the Baltic Sea which are completed or in progress (MSP platform, 2019).

Both within the EU funded MSP projects and within MSP, evaluation of the planning process is an important part of the process itself (Carneiro, 2013, General Accounting Office, 1992). Evaluation of MSP projects and processes have so far been a low priority, both by national organisations and decision-makers (Carneiro, 2013, p. 215). A lack of evaluation leads to a lack of knowledge on what parts these projects and processes have succeeded and failed to accomplish. Good evaluations lead to better decisions in the long run (General

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[2] This directive will be further explained in the background and the part regarding MSP theory.

Accounting Office, 1992), which leads to better Maritime Spatial Plans (Carneiro, 2013). The quality of the evaluation is important, the better the evaluation, the clearer what the project has produced (General Accounting Office, 1992). While some evaluations are available for the projects, not all of them contain information about how the project has worked and if the knowledge generated in the project is sustainable.

Along with external evaluation, internal reflections are needed to see what lessons were learned in a project (Duffield and Whitty, 2015). If the knowledge from a project is not taken up in the surrounding organisations, there is a risk that these projects continue to try to reinvent the wheel e.g. by aiming to produce that same sort of data that another project has already generated. The short time spans for implementation is also a reason behind the lack of evaluations (Carneiro, 2013). With this distinct lack of evaluation, it is hard to tell if the results are used and if so, by whom.

The outputs from the MSP projects in the BSR tend to be composed of recommendations or data that is supposed to be used in national or cross-border processes (see appendix 1). Preferably, these recommendations should not be the same from every project, as that would mean that the knowledge of previous projects have not been absorbed into the new project, or that no action has been taken by decision-makers. With the number of projects concerning MSP rising in the BSR, so too increases the risk that a project comes and goes without managing to have an impact. The reach and sustainability of a project and its recommendations and lessons learned is important to study from an outside perspective to determine if the project adds something to the process, such as new data, relevant recommendations or a new way to work with MSP. As an added problem, if the projects do not add anything to the transnational planning process, they could be an ineffective use of funds.

Research question: *In what way has the lessons learned and project recommendations from Maritime Spatial Planning projects in Baltic Sea Region been absorbed into new Maritime Spatial Planning projects in the Baltic Sea Region between 2002 and 2017?*

Follow-up question: If there is a lack of progress in the recommendations and lessons learned, what are the possible consequences?

1.2 Purpose

The aim of this thesis is to give an overview of the achievements of several MSP projects in the BSR, their recommendations and lessons learned. A contemporary overview of these projects is missing, as is an overview of what problems have been identified during the MSP project process since 2002. Hopefully, this should give a clear view on whether the amount of time given to the MSP projects in the EU programme periods is enough or not, and if they follow up on previous projects. The aim is also to find out what recommendations the projects give concerning the transnational cooperation in the BSR.

1.3 Relevance of the study

This thesis has its starting point in the EU cohesion policy, with the EU-projects funded by the ERDF. As the fund aims to increase cohesion between the member states, in this case the goal is to make sure that the member states all work in a cross-border and transnational way to ensure cohesive MSP in their respective sea basins. This text will also problematise how projects are the preferred way of funding development and innovation in the EU, and how that possibly affects the cooperation in the BSR, for better or for worse. This study has been proven relevant due to the interest it has garnered by organisations active within and around MSP projects and need studies such as this to guide future decisions.

In a recently released report which was ordered by the Swedish Agency for Economic and Regional Growth, the authors express doubt over the effect of the projects funded by the European Regional Development Fund, claiming that there are unclear objectives and the follow-up mechanics that are in place is mostly inadequate for the purpose (RAMBOLL, 2018, p. 8). If these identified inadequacies identified in one part of the ERDF exists in the programmes that fund the MSP projects in this analysis, it should be brought to light so that it can be remedied.

2   Background

MSP is the process of dividing sea space and prioritising different uses. Different uses on the sea can co-exist or must be exclusionary. Wind farms are an example of a stationary activity in the sea which cannot co-exist with shipping. If a shipping fairway were to go through a wind farm, disaster could strike. Therefore wind farms have well-proportioned safety distances, to make sure that the two does not take up the same area in space (Jongbloed, Van der Wal and Lindeboom, 2014). Wind- and mussel farms, on the other hand, has a possibility of co-existing, resulting in two activities sharing the same space (Buck, Ebeling and Michler-Cieluch, 2010). A common way to visualise this is with maps made from layers, forming a geographical information system (GIS). One layer of the map then represents offshore wind farms, another layer shows the areas used for shipping lanes and so on, overlaid on a map of the coastline.
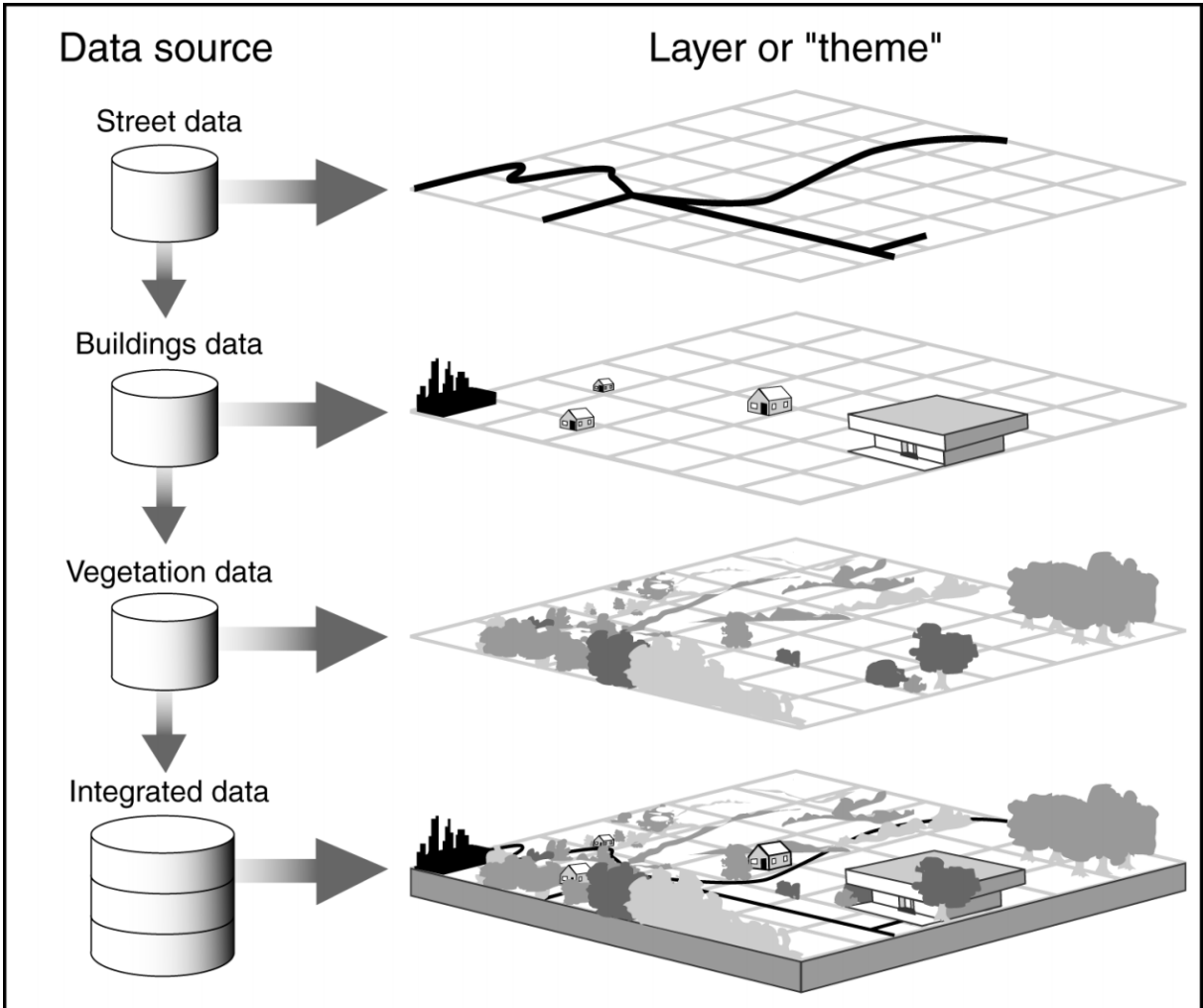

Figure 1 Visualisation of a GIS map system and how the layers form a coherent picture of the area (Koontz, 2003, p. 3)

Maritime Spatial Planning (MSP) was first used to plan marine conservation areas at the great barrier reef in Australia (Calado, Fonseca, Ansong et al., 2019, p. 442). Since then, the European discussion on MSP had been on a standstill until 2001, when Vision and Strategies around the Baltic Sea (VASAB) brought up the topic (Ehler, Zaucha and Gee, 2019). Together with the realisation that the Blue economy was a possibility for economic growth, the interest for MSP was increased, resulting in an increased amount of scientific articles on the subject between 2007 - 2009, and an ongoing discussion in academia (Ciołek, Matczak, Piwowarczyk et al., 2018, Ehler et al., 2019, Flannery and Cinnéide, 2012, Payne, Tindall, Hodgson et al., 2011). In 2014, the EU MSP directive established a common European framework for MSP (European Commission, 2014). In this directive, member states (MS) with a coast line are obliged to have MSP prepared to 2021. There are several minimum requirements stipulated in the directive; the MS should take into consideration land-sea interaction, as well as social, economic and environmental aspects, in a way that is coherent across internal EU borders. This should be done in cooperation with other MS and third countries, with the involvement of additional stakeholders (Ehler et al., 2019).

While planning on land often uses economic analysis to determine plans, much of what the ocean produces does not have a price tag, and such methods cannot resolve conflicts of interest in the sea (Ehler et al., 2019). Instead, public choice mechanism has been used in the planning. This method requires involvement of stakeholders and a careful consideration of societal values in the process. To have a well-functioning process that results in sustainable plans which also promotes economic growth, many parts of society must take part in the process. If parts are missing, the process suffers (Ehler et al., 2019).

While this process might seem bureaucratic and expert-driven, it is a political process at its core, with the final plans having to be approved by political bodies at different levels, depending on what horizontal level the plan is developed for, e.g. municipal, county, federal or national.

Multiple processes are going on simultaneously, the process of projectification of the public sector (Godenhjelm, Lundin and Sjöblom, 2015), the process of Maritime Spatial Planning (Ehler et al., 2019) and the process of organisational learning (Duffield and Whitty, 2015). These processes will be further explained in the theory chapter.
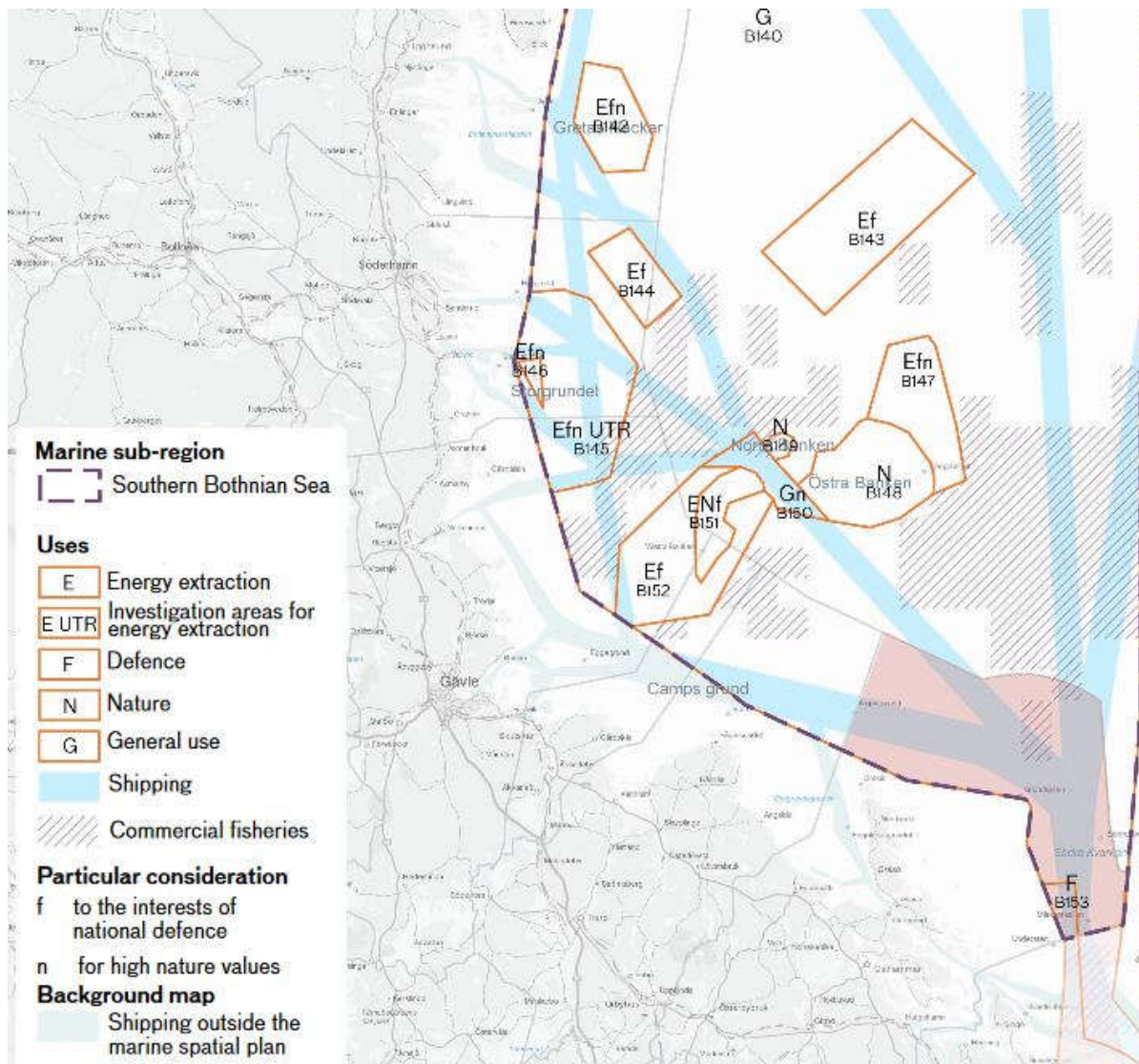
Figure 2 A map for the Swedish international consultation on the Maritime Spatial Plans with legend, showing the different sectors and activities depicted on the map. (Swedish Agency for Marine and Water Management, 2018)

The interconnected nature of the sea makes MSP inherently transboundary, and is as such subject to challenges that come with a transboundry process. This includes but is not limited to different legislations and planning cultures (van Tatenhove, 2017). Article 11 in the directive states that the EU Member States (MS) should cooperate to have coherent plans across marine regions. This should be done through existing structures, networks of competent authorities or other methods that comply with the cooperation stipulation (European Commission, 2014 art 11). In the Baltic Sea, the regional cooperation structures are the Helsinki Commission (HELCOM) and Visions & Strategies Around the Baltic Sea (VASAB). HELCOM coordinates and supervises environmental work in the BSR, while issuing recommendations to make the Baltic Sea healthier (HELCOM, 2019). VASAB is an

intergovernmental spatial planning body that aims to promote cooperation in the BSR that prepares policy and facilitates knowledge exchange between its members (VASAB, n.d.). The network between the nationally responsible organisations for MSP are managed through HELCOM and VASAB in the region. Another method that is available and that fulfils the conditions in the cooperation article of the directive is the project form. Projects and temporary organisations are commonly used in both the public and private sector, and are a common method used by the EU regional funds. Projects has been widely used in MSP both before (van Tatenhove, 2017) and after the implementation of the MSP directive in 2014 (see list of projects in Appendix 2).

3 Delimitations

The geographical area covered in this thesis is the Baltic Sea Region. The BSR is defined in EU cohesion policy and used as a project area by the European Development Fund through INTERREG, as well as the first EU Macro-regional strategy (EUSBSR, 2019). It is comprised of the EU MS that border the Baltic Sea, Denmark, Sweden, Finland, Estonia, Latvia, Lithuania, Poland, Germany and the non-MS Russia. As many MSP-related projects have taken place in the BSR and it has a large number of member states taking part, it is a pertinent geographical delimitation.

The projects selected for analysis were completed between 2002 and 2017. The year 2002 is chosen since that was the start of the BaltCoast project, which was the first project that brought a spotlight on MSP

Figure 3 A map depicting the Baltic Sea Region and the countries bordering it, plus Norway. "Creative Commons Baltic Sea Map" by NormanEinstein is licensed by CC BY-SA 3.0

(Zaucha, 2014). While there are projects completed in 2018, these have not made all of their output available as of yet, or have yet to publish any of it, and are therefore not possible to analyse in full.

To further limit the number of projects and have a manageable quantity, only projects with a budget of at least € 1.000.000 will be considered. This means that smaller projects will not be a part of the analysis, but the larger ones have the possibility to produce more knowledge and is thus more interesting to analyse. Another delimitation is that there must exist a project homepage of some sort where the materials are easily accessible. If no easily

accessed way of spreading the results exists, the results do not matter, since it will be harder for those searching for the outputs to find.

Projects that are listed as vital for a national MSP process are included as well, regardless of budget. For example the project PlanCoast is mentioned by Ciołek et al. as being influential on the Polish MSP, and will therefore be included in the analysis (Ciołek et al., 2018). While this will leave some projects that concern environmental research out of the evaluation, it is more important to focus on the projects that focus on the MSP process. The analysis will focus on projects with Interreg (Interreg, 2014) or DG Mare (European Commission, n.d.) funding, projects funded by other funds, such as the Life IP (European Commission, 2019b), will not be analysed. Interreg is the managing body of the ERDF and responsible for the projects that fall under regional development and cohesion policy, while the projects funded by DG Mare are from the Eurpean Maritime and Fisheries Fund (EMFF). LIFE IP projects are instead managed by DG Environment and funds very large and broad projects in environment and climate change.

After applying the delimitations stated above, a total of nine projects were selected for analysis. A presentation of these projects and data surrounding it is presented in Appendix 1- Project data.

4 Theory

4.1 Planning theory

Historically, spatial planning has ended at the shoreline in most European countries, due to the behaviour and limitations of the sea (Jay, 2010). But with the advent of more and more activities at sea, the demand to compartmentalise the sea space in a sector-based quilt has arisen. The question then is how the MSP process should look. Planning theory has several competing theories. In contemporary planning, the difference is between a top-down and a bottom-up approach. The top-down approach is called rational planning and is based on the material needs and benefits of the decision-maker. Ideally, rational planning quantifies the values of everything in the planning area and then makes economic decisions based on the largest benefit. This should ideally follow a strict plan with an expressed goal, down to execution and followed by an evaluation (Nyström and Tonell, 2012, p 90 - 91).

The bottom-up method is that of communicative or collaborative planning. It is a contrast to the stark logic of the rational planning method and reaches instead towards qualitative methods and interpretations of material. It is about communicating and collecting different views, instead of using a purely cost-benefit based analysis on activities and developments (Nyström and Tonell, 2012, p. 100 - 101). The process of communicative planning involves different stakeholders to high degree, in part to implant a sense of ownership on the issues. The reasoning behind this is that stakeholders that have an interest in the use of the sea, be they private or public, will be more interested in the process (Healey, 1997, p. 268). The use of communication in communicative planning aims to gain more knowledge about uses in the planning area, and to build a knowledge bank. At the same time, the communication can also be a way to further integration and communication between different stakeholders (Nyström and Tonell, 2012, p. 101).

Regardless of which planning theory one subscribes to, planning is a cyclical process. Evaluations are an important part of the process, either as ex-ante (before), interim (during), or ex-post (after) (Nyström and Tonell, 2012, p. 91 - 92) . Evaluations can concern the outputs from a planning process, or the process itself. It could also be an evaluation of how the planning process have succeeded in implementing the targets set by a decision-maker (Nyström and Tonell, 2012, p. 245). Evaluation is, as Vedung puts it, "[…]the process of distinguishing the worthwhile from the worthless, the precious from the useless" (1998, p. 2).

The evaluation is a way to make sure that the public sector has delivered in its aims and given value for the money invested in the process (Vedung, 2010, p. 263). As the projects in this case are part of the MSP process, these should be evaluated as well. This distinction between what is useful and what is not in a process is equally as important in MSP, which will be discussed below.

4.2   Maritime Spatial Planning

Tomas Andersson, one of the Swedish pioneers of MSP at the Swedish Agency for Marine and Water Management (SwAM) describes MSP as "a process to prepare society to meet an uncertain future and try to guide the development of space (and the use of resources) in a desirable direction" (Ehler et al., 2019, p. 11).

The process is important, perhaps even more important than the plans themselves. In the process, different methods and different scopes are used to engage the stakeholders, and the methods used can impact the outcome of the plans (Ehler et al., 2019). The process is a fairly lengthy one, involving data collection, the consultation of various stakeholders of both the public and private variety, citizen participation and in the end, evaluation (Ehler et al., 2019).

In this process, the MSP projects play a large part in the transnational cooperation in the BSR. While the BSR has been an early adopter of transnational cooperation through MSP pilot projects (van Tatenhove, 2017), it has not reached a point where the interaction is without obstacles (Janssen, Varjopuro, Luttmann et al., 2018). Problems noted in the cooperation between the countries in the BSR is that they are at different stages in their MSP process, the countries have different planning traditions and legislation, different ministries or agencies in charge of MSP and there is also the problem that terminology and data standards might differ between the countries (Janssen et al., 2018, van Tatenhove, 2017). With the help of EU-funded transnational projects, national Maritime Spatial Plans have been developed in Germany (Zaucha, 2014). Other BSR countries e.g. Sweden and Lithuania have used projects to test the waters and make pilot plans in parts of their sea space (Zaucha, 2014).

Spatial planning is not an EU-competence (Qiu and Jones, 2013), but the transnational cooperation regarding MSP in the BSR is nonetheless mostly funded by the EU, with the Commission in an active role (Janssen et al., 2018). The interest from the Commission

regarding the transnational cooperation in MSP is clear in the MSP Directive, where it stipulates that member states shall use the existing regional structures to facilitate cooperation, along with the networks and competent national authorities (European Commission, 2014, article 11 paragraph 2).

The transnational cooperation outside of EU-funded MSP projects consists of consultations according to international agreements, mostly regarding environmental assessments, and through two expert groups, the 'Maritime Spatial Planning Member State Experts Group for Integrated Maritime Policy' and the 'Joint Maritime Spatial Planning Working Group of HELCOM and VASAB'. The former takes an EU wide perspective, while the HELCOM/VASAB group has a focus set more on the BSR. The goal of both groups is to keep the members informed of progress in the MSP process. Neither group produces much in the form of outputs (Janssen et al., 2018, p. 205).

EU projects also have a cyclical nature, but not in the same way as the planning process. Many of the EU MSP-projects are part of regional programmes, which are steered by the programme period goals. These goals are set by ERDF and implemented by the different Interreg programmes. This is part of the cohesion policy of the EU, which among other things works for better transnational cooperation between the member states. The programmes started in 1990 and run in 6-year cycles, the current period being 2014 - 2020. The current focus is on smart, sustainable and inclusive growth (European Commission, 2019a). On the subject of the revision and cyclical nature of MSP, Ehler et al. (2019, p. 13) suggest that there is a certain amount of path-dependency to MSP, even when subsequent revisions to the plan take new findings into account.

To ensure understanding of what has worked and not in the process, evaluation is an essential part in the MSP process (Carneiro, 2013), but the heterogeneity and difference in progress in the national MSP process is a hindrance towards a unified evaluation system (Huntington, Cappel, Wrona et al., 2018, p. 37). Carneiro (2013) has suggested a generic evaluation framework, adaptable to MSP processes at different stages. In the evaluation of the plan making process, five steps are proposed:

1.1 Stakeholder participation	Process for facilitating stakeholder participation
	Degree of effective participation
	Influence of participation on the final plan
1.2 Validity of data and analyses	Incorporation of best available information
	Use of suitable methods and technologies
	Robustness, clarity and reproducibility of analyses
1.3 Consideration of alternatives	Methods for scenario-building
	Comprehensiveness and adequacy/justification of scenarios
	Procedures and methods for scenario assessment
1.4 Prospective impact assessment	Comprehensiveness and robustness of impact assessment methods
	Incorporation of assessment results in draft and final plan
1.5 Adequacy of resources (for planmaking)	Evolution of resources over the plan-making process, incl. sources of funding
	Ratio between available and necessary resources

Table 1 Steps/Modules and criteria in the MSP evaluation framework, part 1: Evaluation of plan-making process (Carneiro, 2013, p226)

The framework consists of steps for ex-ante evaluation, e.g. evaluation of the plan contents, plan implementation, plan outcomes and impacts as well, but that is outside the scope of this thesis and will not be delved further into. The analysis in this thesis will focus on step 1.2, the validity of data and analyses, and touch on 1.4, prospective impact assessment.

4.3 Projectification

Projectification in the public sector is the study of the consequences that comes with the increased number of projects in the public sector (Godenhjelm et al., 2015). Projects are a common way to implement or innovate public policy. What is not as common as the number of projects, is studies on the effect that these projects have on the development of policy and innovation, and how they affect the public sector (Godenhjelm et al., 2015). There is a risk that projects does not result in innovation or policy, but instead in an endless row of projects with no tangible results (Forssell, Fred and Hall, 2013).

The project form can be used in a way where the objects are clearly defined, and the focus is on the output of the projects. The use of projects in such a way is made to legitimise what the organisation does, or to make the organisation look decisive. Looking at projects as a process on the other hand, makes the project a part of a much larger picture than the organisational microcosms of the singular project. The focus can then be to change the processes used in the grant-receiving organisation. Another possibility, which does not have to be separated from the process-changing goal of one or multiple projects, is to encourage innovation in the process area in which the projects operate. This can all be directed by the

government agencies granting the funds, or as is the case in the national and cross-border MSP process, the EU funds through the calls for proposals (Fred, 2018).

When the funding party sees the project as a process, the result might not even be relevant. Instead, the project itself is the end product (Fred, 2018, p 23). A meta-study conducted in the Swedish city Malmö, which examined 30 project evaluations found that the knowledge gained and the results presented rarely makes it into the permanent organisation (Forssell et al., 2013). A project that runs its course and produces results which are then not taken care of, could be a waste of funds.

The EU is a driving force behind the projectification of the European public sector and has made the project form a prerequisite for receiving funds from the regional funds (Fred, 2018, p 17, Godenhjelm et al., 2015). It is also used as the primary way to implement policies (Sjöblom, Löfgren and Godenhjelm, 2013). While these projects are supposed to be a faster way to implement policy and create innovation, a concept like MSP has a long-term view - target years of 2030 or 2050 is not unusual. As a combined environmental and blue growth based policy area, the long view is necessary (McGowan, Jay and Kidd, 2019, p. 348). Combining this long term thinking with the demand for relatively quick results through projects is a daunting task. The disruption of having to move the process from one project to another might disrupt the process (Sjöblom et al., 2013). It is important that there are mechanisms in place to secure the results of a project if there is to be any longevity in the results that the project produces (Godenhjelm et al., 2015).

The MSP projects in the BSR are part of the larger process of projectification and might be subject to project related risks, such as failing to produce what was intended or getting disrupted in the process and having to start over some part of the process, leading to a loss of time and funds.

4.4   Organisational learning and Knowledge management

Organisational learning and Knowledge Management are theories about how organisations learn and how they keep that knowledge. It is relevant to incorporate this theory in this research since projects produce new knowledge (Lindner and Wald, 2011) which need to be incorporated in the permanent organisations and the projects that come after them. While projects are commonly associated with the private sector (Bučková, 2015, Lindner and

Wald, 2011), the public sector has a long history of using projects for innovation and knowledge generation (Duffield and Whitty, 2015).

While the permanent organisation oftentimes has ingrained ways in the organisational culture to maintain generated knowledge, this is a feature that is naturally missing from temporary organisations such as projects (Lindner and Wald, 2011). This makes knowledge management between projects challenging. This challenge is enhanced by factors such as project teams with different cultures and if the project is geographically diverse (Lindner and Wald, 2011), as is the case in transnational projects.

4.4.1 Lessons learned

The result of organisational learning is that an organisation can change the way it approaches a problem or how it solves a complex situation with the help of lessons learned from a project (Ekambaram and Jałocha, 2018). If knowledge is absorbed in this way into an organisation, it can also become part of the organisation in other ways than just official documents, but as a part of daily work and decision-making (Duffield and Whitty, 2015). A majority of projects have a process for lessons learned, but only a small minority actually follows through on that process.

To be able to make sense of the results from the projects, the organisations must be able to take part and understand the lessons learned from the projects. Generally, organisations have a hard time learning the lessons from a project, whether it be the successes or the failures of projects. This failure of learning from mistakes extends from private firms into government organisations and affects planning as well as other areas (Duffield and Whitty, 2015).

Even though most organisations that use the project form in their work have plans for dissemination of the results and plans for learning lessons, guides, models and general know-how, many still fail to learn from their projects. The reason for failure in learning from previous projects can be institutional, cultural or social, but at the same time, these factors can also be solutions to the problem by identifying the obstacles to learning and changing patterns that hampers learning (Duffield and Whitty, 2015).

But the result from failing to learn is the same, whatever the reason. The danger in not learning the lessons from previous projects is that the next project can fail, and the one after that, wasting time and money for everyone involved, including taxpayers who fund the public

sector projects (Wirick, 2009, p. 18). Other reasons pointed out by Wirick (2009) for failure in public sector projects is stakeholder conflict, competing projects, badly assessed project risks, the political process, loss of budget, labour laws specific to government employees, a failure to satisfy oversight agencies, bad subcontracting, or failure to identify the project goals, just to name a few possible pitfalls.

While project management and participants are often loathe to share what went wrong in a project (Duffield and Whitty, 2015), some projects might have lessons learned about what could be made better in another project. If this reaches and is understood by other project managers and implemented in how the next project operates, the next project can use this knowledge to avoid those shortcomings that others suffered and make a better project.

An example on how different cultures can affect learning environments is brought up by Ekambaram & Jałocha (2018) where they compare two organisational cultures, in a case study of two Polish and Norwegian municipalities which differ in levels of trust, and how this affects the learning process. A higher level of trust between persons is believed to enhance the learning process and having participants in projects that know and trust each other could then improve the learning process between projects.

The most important factors for knowledge transfer between projects and permanent organisations, and the building of a knowledge culture in between projects is, according to Lindner & Wald (2011), a fostered knowledge culture within the projects. Knowledge Culture is defined as "the individuals' willingness to share knowledge and on mutual trust" (Lindner and Wald, 2011, p. 881).

To sum it up, the recommendations for knowledge to spread between projects is based on learning lessons and spreading those lessons, a degree of trust, a culture of willingness and openness and sharing of knowledge. The projects in the case analysed in this thesis will be analysed on how well their recommendations and lessons learned have managed to transfer between the projects, and by that give a sense of how much of the knowledge generated that has been retained.

5 Hypotheses

Using the theories of Projectification, Knowledge Management and Organisational learning, it is possible to construct hypotheses regarding the results of the analysis conducted in this thesis. Projectification and organisational learning both posit that organisations fail to learn from projects for different reasons. What this depends on can vary, from different logics, to knowledge failing to pass through the all the relevant layers in an organisation.

Organisational learning implies that everyone in the organisation needs to take part in absorbing the knowledge, it is instead posited that one person having the knowledge from a project being enough that the organisation learns it. Overlap in participation between projects would by organisational learning mean that the knowledge from previous projects is in the new project just by that overlap. This could then lead to less risk that the project makes the same mistakes or suffers the same setbacks as previous projects.

Hypothesis 1 (*Organisational Learning and Knowledge Management*) Projects where the participation does not overlap with other BSR MSP projects will have less reach and sustainability.

With the European Union stipulating in the MSP directive that all member states should plan their sea spaces, it also has a responsibility in facilitating this transnational endeavour. The costs to live up to the directive is non-negligible and placing the burden on the member states alone might not bring the desired results for the legislation. Since the EU is not allowed to steer the national planning, the way the EU can facilitate plans that live up to the standards set by the directive is by funding projects aimed at strengthening the national and transnational process. But the ambition from the EU to increase the number of projects relating to MSP can then have the effect that there is too much data generated by the projects, and some of it does not get taken in by the national MSP organisations.

Hypothesis 2 (*Projectification*) The number of projects in the BSR has snowballed and the results of all of them are not possible to take in, resulting in projects that re-hash what other projects have already done

6 Analysis strategy

By building on the theories presented, the goal of this analytical strategy is to guide the analysis and provide strict frames to act within. Planning theory, MSP theory, projectification, organisational learning and knowledge management all add the parts needed to build the analysis strategy.

The large number of projects in the BSR produces a large amount of documentation. It is not unknown for a project to produce over 1000 pages of material. Texts are not the only outputs of these projects, there is also for example different maps, mapping cod spawning grounds, sediment sea beds or ship movements. (see e.g. BALANCE, Baltic Scope and SeaGIS in appendix 1) This material is produced and then disseminated at conferences, tweeted out and posted on web pages. But the reach of a project's outputs is hard to judge by the way it is disseminated, since the fact that it is presented does not in fact mean that the outputs from the projects have been assimilated into the larger knowledge base of an organisation, temporary or permanent. The proposed way to study the reach and sustainability of a project's outputs is to examine it together with other projects in a chronological fashion to see what impact a project has had on the following projects, by virtue of output inclusion in the following projects. Other indicators were considered as well, such as tracing project goals through the projects, and how the MSP project process differed or stayed the same between projects, but these were deemed to time intensive to be able to do in the scope of this thesis.

Another way the analysis aims to follow up on a project's output is to compare the recommendations and lessons learned from a project. The analysis time frame is between the period of 2002 - 2017, and during this period it is then assumed that the projects that work on MSP recommendations and cross-border cooperation works in a cumulative way: that each project builds on projects that came before it. That project could then work with the recommendations from the project/projects before them, producing new recommendations and lessons learned to the projects that follows those, until there are no more recommendations to add and lessons to learn.

By analysing the project outputs with the help of a strict chart based on the presented theories, the recommendations, sustainability, reach and lessons learned of the projects, the collected data from a number of projects will be able to form an image regarding the reception and longevity of a project within the MSP community.

During the reading of the project outputs, four questions guided the process:

- What are the lessons learned?
- Who participates?
- What are the project recommendations?
- What other projects are referenced in the texts?

Projectification theory opens the possibility that the goal of the project from the view of the organisation might not be the outputs of the projects, but rather to change the process in the organisations that are part of the project. As this study does not examine the organisations outside of the projects, the analysis will instead analyse the change of process over time, as an indicator of changed processes within the organisations. While a different process between two projects does not indicate organisational learning in and of itself, a change in process between two projects with a similar staff can indicate that lessons have been learned and the process has evolved. If the same challenge or failure appears in subsequent projects, this can indicate that the process has not evolved, depending on if the lesson learned is possible to be solved by the projects working in another way. If, on the other hand, a project has seemingly no impact on following projects, there are several possible reasons for this. The results from the project could have been irrelevant for the other projects, the reasoning behind starting the project might have been wrong, or the culture and organisation in the project might not have lent itself for a prudent knowledge transfer, to name a few reasons based in the previously presented theories. In organisational learning and knowledge management, the lessons learned and the ability to transfer knowledge between temporary organisations are brought up as an important part of the process. The analysis will examine this with the help of the project recommendations, and the published lessons learned, as this indicates what the project has worked with during the duration.

6.1 Theoretical triangulation

Document analysis is usually used in conjunction with another method to limit the bias that can be present by using a single qualitative method (Bowen, 2009). To lessen that bias in this study, the analysis is triangulated in the following two ways: The document analysis consists of two kinds of documents being analysed. First, there is the project outputs, which gives the view of the project participants on what the projects have produced, how it will be used and what possible impact it will have. Secondly, the analysis contains evaluations

by funding organisations which evaluate how well the projects have managed to reach their intended targets, and the usability of the project outputs.

The second source of triangulation is the two theories of projectification and organisational learning, on which the analytical framework is partly based on. The first hypothesis is based on projectification and the second is based on organisational learning. The use of theoretical triangulation is to make sure that the study does not have a bias towards one theory to explain the analysis (Flick, 2007).

7 Method

The primary method used in this thesis is a qualitative content analysis, also known as thematic coding or conventional/flexible content analysis (Schreier, 2014, p 5). Documents provide a good insight regarding how a process has changed over the years (Bowen, 2009), which fits the purpose of tracking project development chronologically.

The study is relying purely on documents as a source, and as a result of that, the number of documents is high. In total, 71 documents have been analysed in full for the study[3], with several documents being discarded after skimming and reading, deemed to have no input in the questions posed while reading. To produce empirical evidence from this mass of project output and evaluations, the analysis is done in NVivo 12 where the data can be analysed in several ways. This process will be described in further detail later in this chapter.

The data collection has in a small way been part of the analysis of the reach of the projects. The starting point for the data collection has been the EU MSP platform (msp-platform.eu) which collects MSP knowledge for dissemination. The projects that were found using the Baltic Sea basin limitation were added to a list of possible projects to analyse. These projects were then sorted, and most multi-basin projects were rejected for analysis, while all the projects that centred on the BSR were eligible for analysis. There was no distinction made between MSP projects or research projects related to MSP for this paring of the projects. Following the guidelines in the delimitations part, the projects were then pared down to the nine that were analysed.

Of these nine projects, evaluations have been possible to find online for just two, Plan Bothnia and Baltic Scope. For PartiSEAPate and BaltSeaPlan, parts of the evaluations were acquired from Interreg, but as those documents are for internal use only, they consist of just notes on outputs and conclusions. This means that a comprehensive outside view of the project is available for Plan Bothnia and Baltic Scope, but this is either missing or not as comprehensive for the other projects.

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[3] See appendix 3 for full list of projects and documents.

Project name	Type of project	No. of documents	Years active
BaltCoast	MSP	2	2002 – 2006
BALANCE	Research	33	2005 – 2007
PlanCoast	MSP	1	2006 - 2008
BaltSeaPlan	MSP	5	2009 – 2012
ARTWEI	Research	2	2010 – 2013
Plan Bothnia	MSP	2	2010 – 2012
SeaGIS	Research	6	2011 – 2014
PartiSEAPate	MSP	9	2012 – 2014
Baltic Scope	MSP	10	2015 - 2017

Table 2 The projects that were analysed, along with project type, number of documents per project and years active.

To find the outputs from the projects, the guideline for this analysis was that only documents available on the project homepages were eligible for analysis. The reasoning behind this delimitation was that projects where the output was not available with that amount of effort would not be readily available for the MSP organisations in the BSR. The material from the homepages were downloaded and skimmed to see if they had any material relevant to the analysis. Those documents that passed the examination then went into the actual analysis.
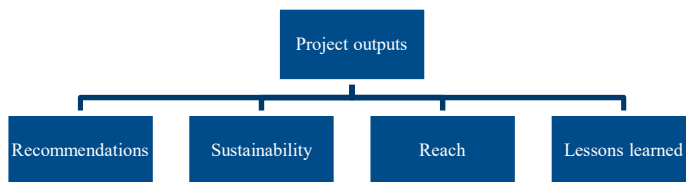
Figure 4 The coding scheme for the document analysis showing how the outputs were coded (Own model)

The analysis started by assessing the collected data, skimming and applying relevant codes to relevant text. In this phase, the data was divided into top level nodes in a superficial examination, identifying meaningful passages of text (Bowen, 2009). As the code frame is set beforehand, based on the analytical framework, no new nodes are formed, but sub-nodes of the main nodes are created as themes emerge within the nodes. With a set code frame, it is not a question of so much identifying themes, but rather find the themes that fit in the pre-

determined categories. The skimming is followed by a more thorough reading, partly to make sure that the data is presented objectively, and partly to make sure that no parts of the material has been missed. For validity and reliability, one document was coded as a pilot exercise, and then coded again after a period of two weeks, and the results were satisfactory. Executive summaries have not been coded, except when an executive summary was the only output available.

The four nodes are *recommendations*, *sustainability*, *reach* and *lessons learned*. Recommendations is the node for all recommendations made by the projects. Sustainability collects the mentions of earlier projects, either as part of the text, or when mentioned as a source in a report. Reach contains those who have worked in the project, both organisations and those named in reports. The lessons learned node collects all those instances when a project communicate what has been learned during the work process.

After the coding of the documents was completed, the analysis tools in NVivo helped with finding larger themes in the nodes by querying the different nodes and sub-nodes on word frequency. The parts deemed most significant in this process was then read again and summarised in the analysis part. This leads to an analysis that is broken down by themes within the nodes e.g. recommendations regarding data or the forming of groups.

Sub-nodes: Lessons learned have the sub-nodes Positive, Failure and Challenges. This represents the different kind of lessons learned and how they are presented in the project outputs. Positive lessons are those where the project succeeded and how this came to pass. Failures are moments where the project did not manage its task or ran into some unforeseen obstacle that hindered the goals. Challenges are when an obstacle is presented not so much as a recommendation, but more as a lesson learned or a fact of working within the organisations and the projects. The sub-nodes for Reach are Participation and Dissemination. Participation of countries and organisations is analysed in a quantitative way, where the participation is counted and analysed. The participation is broken down in countries and regional entities i.e. HELCOM and VASAB. It is then further broken down into national planning authorities, regional and/or local planning authorities, academia, and other stakeholders. It is done in this way to get a good oversight and to be able to analyse the rate of participation per country, and what organisations have taken part in the project. This part of the analysis was not done in

NVivo but was instead carried out in an excel spreadsheet[4]. Participation regarding persons involved is used to determine the stability of participants between projects.
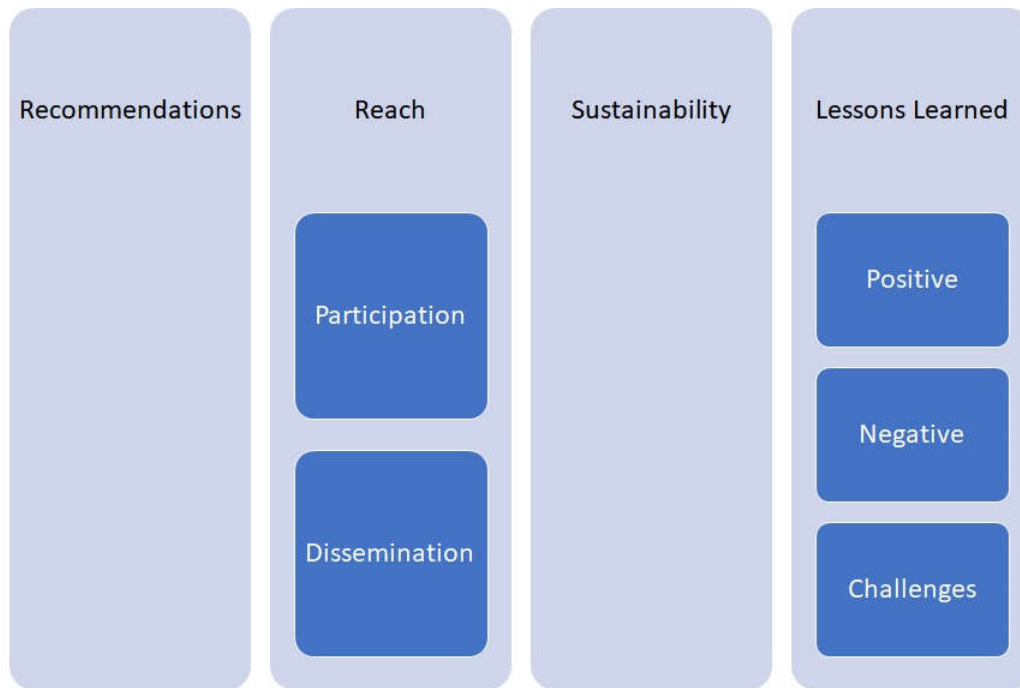
Figure 5 The coding scheme with the sub-nodes that became relevant during coding (Own model)

7.1 Method discussion

The study of documents is a stable method, and the possibility of further reviews of the texts to dispute or corroborate the claims made in this thesis is possible with the same material but different views (Bowen, 2009). To avoid biased selectivity (Bowen, 2009), the available documents have been collected from publicly available sources, screened for relevance and then been selected or discarded for the study based on the data contained in the documents. In most projects, all available documents from the official webpage has been included in the study, but in BALANCE the summary documents are not included, and in the case of BaltSeaPlan, only the summary documents are included. The decision to do it this way is a conscious one, because of the large number of available documents. It was preferred to include a larger number of projects in the analysis for more diverse data. Therefore, the detailed reports from BaltSeaPlan are not a part of this analysis, only the summarising reports. The reason for including the detailed reports from BALANCE is to balance the number of sources between research and MSP projects. If only the summaries of from BALANCE would

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[4] The resulting spreadsheets are presented in appendix 2

have been chosen, the number or sources regarding research projects would have been dwarfed. There are problems associated with this approach, since a detailed report might have interesting findings that does not make it into a summary, but the risk was deemed to be outweighed by the reward of being able to include more projects.

While quantitative content analysis might be used in a hypothesis proving way, qualitative document analysis is more descriptive regarding the source material (Schreier 2014, p 5). This helps with giving a good overview of the material, which is one of the purposes of this thesis and thus a prudent method to use.

7.1.1 Other possible methods that could have been used

A common way to study projects is meta evaluations, where several project evaluations are examined to evaluate the evaluations. Among other things, a meta evaluation analyses how well the evaluation correlates with reality, regarding claims around the usability of results as an important part of the meta evaluation (Davidson, 2005). A meta-study of the project evaluations could have been done in this case, on the two full evaluations available, but it was deemed that the project overview would be more important. For the projects where evaluations or parts of evaluations are available, these will be part of the analysis.

Both a survey and interviews have been considered to be part of this analysis but were discarded for a couple of reasons. Both interviews and surveys suffer from the long time-span being analysed, many of those who have worked in the earlier projects have changed positions and might not want to talk about those early projects. Another hurdle for using surveys is the short time in which a master's thesis is to be produced, making a survey, targeted towards busy professionals and getting answers was not certain to work within the time allotted and was therefore discarded. While either of those two methods would have increased the validity of the thesis, they would have decreased the chances of completion in time. A third option was used, theoretical triangulation, which was presented earlier.

8 Results

Following is a project-based overview of the analysis. The results part will then delve deeper into each project and what it has added to the different nodes. The analysed data will mostly be presented in chronological order, to ease the understanding of how the projects have used the knowledge generated in previous projects.

Over 1500 pieces of texts were coded in the process, and there is no place to present all of this data in the results part, therefore the most prevalent themes will be the ones that make up the results presented below. The analysis will first focus on the lessons learned and the recommendations of the projects, followed by the sustainability of the projects and their reach. The goal is to identify general themes in the lessons learned and the recommendations nodes over time.

A cluster analysis based on word similarity in the project outputs shows that there are many similarities between the texts. One project stands out from the others in its own cluster and that is the BALANCE project. The rest of the projects, along with a few of the BALANCE outputs are all part of the same branch, showing similarities in contents. This shows how a research project might differ from projects which focused more on MSP, even though the end goal of the project aims to support MSP. (SeaGIS is exempt from the cluster analysis, since the project outputs were in Swedish, and thus not comparable to the other projects on word similarity.) The figure is presented on the next page.
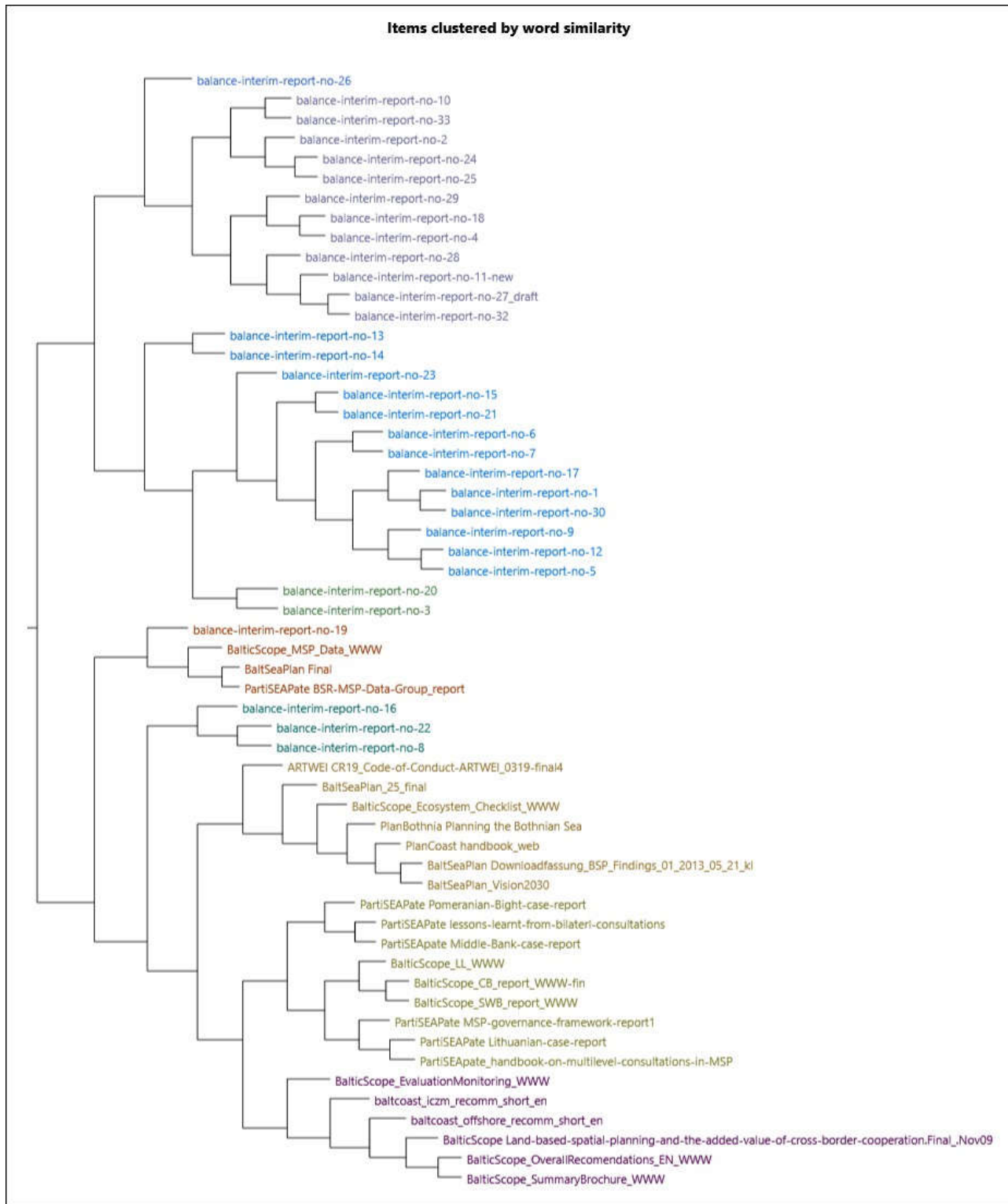
Figure 6 A cluster analysis on the similarity between the different project outputs. Notable is how the research project BALANCE and its detailed reports stand out. (Own model)

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8.1 Lessons learned

Overall, the project outputs had 707 identified lessons learned. Out of those 707 lessons conveyed, an overwhelming amount, 446 of them, were categorised as challenges encountered during the project and 204 were categorised as positive. 57 were classified as failures, i.e. when the project had failed reaching one of its goals, how that happened and what was learned from it. While some of the challenges could be seen as failures by a project, the overall theme in the text of the data coded as challenges does not present it as a failure for the project, but most of the time as an obstruction that needs to be overcome at some point in the process to make the MSP processs as good as possible.

Figure 7 Graph showing the distribution of the lessons learned in the project output. (Own graph)

Three projects are the main contributors to the lessons learned node, and three documents in particular. It is the BaltSeaPlan report Findings - experiences and lessons from BaltSeaPlan (Schultz-Zehden and Gee, 2013), the Artwei book Transboundary management of Transitional Waters–Code of Conduct and Good Practice examples (Artwei, 2012) and the Baltic Scope report Lessons Learned: Obstacles and Enablers When Tackling the Challenges of Cross-Border Maritime Spatial Planning - Experiences from Baltic SCOPE (Kull, Moodie, Giacometti et al., 2017). The Baltic Scope report alone stands for 191 of the coded references over all three sub-nodes. The rest of the projects are represented as well, but to a fairly small extent. As there is an overweight towards challenges, the results portion regarding challenges will be much longer than the parts regarding positive and failures.

8.1.1 Data

8.1.1.1 *Challenges*

The largest challenge in the projects seems to be the lack of data. The BaltCoast project points out that due to the project being in the very early stages of the MSP process for those countries, there is no data available on current priorities, meaning that the project worked in the dark, leading to spatial claims that were hard to corroborate (BaltCoast, 2005, p. 3). The data available was neither up to date, nor objective, dependable, pertinent or similar enough to be compared (BaltCoast, 2005, p. 3). The BaltCoast project did see the use of presenting data in GIS format, but much of the data was not available in this format or not possible to present in GIS-format (BaltCoast, 2005, p. 3).

Alongside the last two years of the BaltCoast project, the BALANCE project aimed to produce data for use in marine planning, but it too faced a number of challenges regarding questionable data. For example the data on adult fish habitats was not of adequate quality, but the data on fish habitats in earlier stages of life was of a much better quality, resulting in incomplete maps regarding adult fish habitats (Nielsen, Kvaavik, Borgstrøm et al., 2007, p. 57). Another challenge was the marine landscape maps, where the data points used for the maps were hard to come by and the points available had a long distance between them. This meant that the trust in the map was low, and it was a future challenge to make a confidence rating for the maps, to show explicitly how well they could be trusted (Dinesen, Andersen and Reker, 2008, p. 8). A third part of BALANCE that was challenged by the lack of reliable data was the mapping of Natura2000 habitats in the Stockholm Archipelago (Wennberg, Nöjd and Lindblad, 2008). All in all, a large amount of activities was challenged by the lack of reliable data (Bergström, Bergström, Isæus et al., 2007). National data was often inaccessible to the project (Al-Hamdani, Reker, Alanen et al., 2007, p. 10), sometimes due to the data being classified as was the case in Sweden (Erlandsson and Lindeberg, 2007, p. 2), or due to methodological differences in "collecting, storing and classification of marine environmental data" (Al-Hamdani et al., 2007, p. 10). The challenge of interacting with stakeholders with incomplete data is brought up in the BALANCE project, in combination with pressured schedules, the lack of data to present to the shareholders when implementing environmental

protection areas such as Natura2000 areas resulted in a loss of trust from the public (Haldin and Ekebom, 2007, p. 2). Once again, there was a need for better data, so the civil servants could do their jobs. But the BALANCE project did not think that the future marine planners would have the time to use the correct data anyway, at least if they were going to work with blue corridors, the concept where marine protected areas have pathways between them to ensure that fragile species can move more freely in the sea (Martin and Nilsson, 2006). The lack of data is still relevant in the BaltSeaPlan project, which started two years after BALANCE ended (Schultz-Zehden and Gee, 2013). The challenges that popped up during the BaltSeaPlan project was that data was either difficult to acquire or it was missing (Schultz-Zehden and Gee, 2013, p. 45), it did not come in a spatial format or what did was insufficient (Schultz-Zehden and Gee, 2013, p. 46) and the quality of the data was still seen as a major problem (Schultz-Zehden and Gee, 2013, p. 48). BaltSeaPlan also claimed that it was undesirable to carry out mapping in research projects, since the short time span of these projects results in even more selective data coverage and a lack of coherence in the data. Looking back at BALANCE, the project does not cover all of the BSR, but rather selected spots of the marine landscape (Lindeberg, Aigars, Daunys et al., 2006). The BaltSeaPlan trouble with data also extends to data that has to be purchased from national institutions, or having trouble with stakeholders which monopolised their data and only released biased data for the project (Schultz-Zehden and Gee, 2013, p. 49). A challenge that sorts under both data and differences between member states is how data from different countries on the same topic can have different standards (Schultz-Zehden and Gee, 2013, p. 49). BaltSeaPlan also noted that data that was supplied by HELCOM on environmental topics were not in standards that were usable by MSP professionals, and the lack of data concerning cumulative environmental effects was also noted as a challenge in the project (Schultz-Zehden and Gee, 2013, p. 52). The data collection was also found wanting in regards to fisheries and the effects of fishing in the BSR (Schultz-Zehden and Gee, 2013, p. 64-66). While the BaltSeaPlan project does ask for more data, it also cautions against collecting data that has no use for the planning process, wasting time and resources in the process (Schultz-Zehden and Gee, 2013, p. 136).

Plan Bothnia, which ran at the same time as BaltSeaPlan, also pointed out the problems with national data sets, which stop at the border or are closed (Backer, Bergström, Fredricsson et al., 2012, p. 118). The PartiSEAPate project which followed after the BaltSeaPlan project, found it challenging that the data was not collected in one place, which

made it harder for planners to find the data needed for planning, and lifts the fact that both PlanCoast and BaltSeaPlan have argued for a common database and a BSR MSP Data group that can collect and handle data to make sure that it is usable (Gee and Jay, p. 6-7). This data should be harmonised, consistent and better prepared than what was available at the time of the project (Gee and Jay, p. 10). What made the goals of harmonised transnational data in the BSR such a challenge was the fragmentation of data which could be publicly or privately owned, and in different systems which the planners had to get used to. The SeaGIS project tried to amend this by letting the users download data to their own system (Gee and Jay, p. 11). The most important data gap was that of human activities, such as ferry routes, where the need for coordination was identified as pressing (Gee and Jay, p. 12). At the time of the PartiSEAPate project, the HELCOM Map and Data service was already up and running, but the data was deemed of too low resolution, or not detailed enough (Gee and Jay, p. 14). With all of these challenges, managing a standardised way of handling data in the BSR was deemed too grand a goal (Gee and Jay, p.21).

The Baltic Scope project was the next project in a line spanning all the way back to the BaltCoast project, through PlanCoast, BaltSeaPlan and PartiSEAPate, which also identified the need to collect more data in the BSR (Urtāne, Kedo, Vološina et al., 2017, p. 42). Overall, the challenges regarding data is much the same in Baltic Scope as it was in the earlier projects, data sets are not complete (Urtāne et al., 2017), data differs between countries (Varjopuro, 2017), or national data has not been completed yet (Andersson, Johanneson, Gustafsson et al., 2017). The lessons learned document has the most references to data challenges. Among those, the possible fragmentation of data if the current GIS experts would change jobs(Kull et al., 2017, p. 39), the different regulations surrounding the data which made sharing difficult, and the fact that the MS were at different stages in their MSP and as such had different data needs (Kull et al., 2017, p. 41).

Projectification theory talks about projects as a way to show initiative (Fred, 2018), but if the same problems persist over these many years in regards to the data sharing across borders, it could be called into questions if these projects are able to follow through on their processes as intended when the same rules and regulations always gets in the way.

8.1.1.2 Failures

The failure factors identified in the projects have a lot in common with the challenges. There have been cases where too much data has been collected, or the project group has been unable to agree on how to interpret the data (BaltCoast, 2005, p. 3). Or lessons learned that the work with streamlining data is very time-consuming (Artwei, 2012, p. 72), or that data from neighbouring countries was not made available (Artwei, 2012, p. 75). The experience concerning the lack of time to gather and prepare data from BaltCoast and Artwei are repeated in BaltSeaPlan (Schultz-Zehden and Gee, 2013, p. 73), and the time allotted to Baltic Scope was not enough to finish discussions regarding what data should be part of the joint mapping efforts (Urtāne et al., 2017, p. 87). Baltic Scope also brings up the failure to finish the project goals in some cases due to data that was not harmonised and the lack of a platform for sharing usable data (Kull et al., 2017, p. 96).

Once again, problems with data from neighbouring countries are in the way, and a lack of time for the projects to finish their work is cited as a reason for failure.

8.1.1.3 Positive

There are also cases where data has been readily available, and this is put forward as a success story when that is the case (Artwei, 2012, p. 72). Both PartiSEAPate (Andersson and Matczak, 2014) and Baltic Scope (Kull et al., 2017, p. 28) see the data sharing that was done in the projects as a positive lesson learned, along with BaltSeaPlan (Schultz-Zehden and Gee, 2013, p. 138), though all of them deem that more cooperation and data collection is still necessary.

8.2 Project recommendations

The projects have all in all contributed with over 600 recommendations on various themes. Presented here are two of the themes which have the most relevance to the focus of this thesis; data, and the formation of transnational groups which concern the MSP process.

8.2.1 Data

Data recommendations are the most common ones, just as with the challenges in the lessons learned part. The BaltCoast project suggest the formation of a coordinating unit that supports data gathering, collection and evaluation (BaltCoast, 2005, p. 5) and that national institutions should keep data on offshore uses up to date through "a GIS-based fact tank" (Platz, Cieślak, Grönlund et al., 2005, p.4). The BALANCE project recommends that all data generated by national organisations should have the same standards and should be available for all, and that all data collected or produced during EU-funded projects should be publicly available (Al-Hamdani et al., 2007, p. 105). The project also suggested an information network which harmonises data, and that this should be supervised by a suitable transnational organisation in the BSR (Al-Hamdani et al., 2007, p. 106). BALANCE also contained a number of recommendations regarding the BALANCE data portal, which is no longer accessible, but the data is available at HELCOM (HELCOM, 2010). The PlanCoast handbook suggest a central institution which would be the hub where all data should pass through and also manage the distribution of the data (Schultz-Zehden, Gee, Ścibior et al., 2008, p. 51). BaltSeaPlan has recommendations on MSP data infrastructure and specifications, data exchange and a data group (BaltSeaPlan, n.d.). These recommendations once again bring up the need for a BSR data portal and a BSR data group, possibly brought about with the help of the HELCOM/VASAB MSP expert group (BaltSeaPlan, n.d.). The data should be open for all registered users, and the proposed expert group should make sure that the data is usable (BaltSeaPlan, n.d.). Artwei also proposes a platform for data to be shared in the BSR (Artwei, 2012, p. 43). The project also recommends that data that is to be used in a cross-border context should be multilingual (Artwei, 2012, p.72) and the importance of internal and external evaluators of the data collected (Artwei, 2012, p. 106). PartiSEAPate once again brings up the relevance of an expert group, which should bridge the distance between planners and data experts (Gee and Jay, p. 25). This group should take cues from the planners on what sort of data is needed and then facilitate the sharing of the spatial data, but this cooperation is not possible until the data is standardised. As this would take a long time, an inventory of the data should be drawn up at first and the BSR as a whole should agree on what data is needed to procure (Gee and Jay, p. 26 - 27). In 2015, terms was agreed on a data expert sub-group for the HELCOM/VASAB MSP EG (HELCOM, n.d.), and the Baltic Scope

project wanted this group to function as a focal point for a decentralised spatial data infrastructure (Andersson et al., 2017, p. 69). Baltic Scope also continued the recommendation that national organisations should pool their resources and share their data (Andersson et al., 2017, Baltic SCOPE, 2017, Kull et al., 2017, Urtāne et al., 2017).

8.2.2 Groups

Over the years, there have been a number of suggestions for groups to be established. Besides the data groups mentioned above, some examples of groups the projects recommend are as follows; BaltCoast wanted international groups that targeted specific issues (Platz et al., 2005, p. 7), the BALANCE project wanted groups of stakeholders (Feucht, Lamp and Germany, 2006, Haldin and Ekebom, 2007, p. 11) and a group for the BALANCE data portal (Holmberg, Nyberg, Lindberg et al., 2007, p. 29). The BaltSeaPlan project also argued for stakeholder groups (Schultz-Zehden and Gee, 2013, p. 139), while PartiSEAPate argued the case for expert groups on various subjects, which should produce recommendations (Schultz-Zehden and Gee, 2014, p. 32 - 33). The groups should work on subjects suggested to them by the VASAB secretariat (Schultz-Zehden and Gee, 2014, p.36). The Baltic Scope project pushed for the HELCOM/VASAB MSP working group to become a permanent fixture in the BSR MSP work, so the shared experiences could lead to closer cooperation (Baltic SCOPE, 2017, p. 14). The Baltic Scope project also brought up the BaltSeaPlan idea of stakeholder groups, for cross-border cooperation on complex issues (Andersson et al., 2017, p. 69). These group recommendations are based on the challenges found within lessons learned, and the data-related recommendations. The different data groups suggested would hopefully solve the problems with harmonisation of data and data availability. From the recommendations, some of the groups has been formed, for example the data expert group. As the knowledge regarding the need for these groups seemingly gets integrated in the project structure, the recommendations that do not get realized might not reach their intended targets or do reach them and are dismissed.

Summing up the results of the recommendations and lessons learned, the data collection, data generation and data sharing seems to be the part of the process which most projects see as a challenge and want to impact policy and regional cooperation on.

8.3 Sustainability

The results from the project sustainability analysis will be presented in reverse chronological order, since the earlier projects does not have that many previous projects to learn from. Other projects may be mentioned in these reports, but the only results presented here will be those that regard the other projects in the analysis and future projects.

The Baltic Scope project looks both backwards and forwards, and the upcoming project Baltic LINes (started 2016) to harmonise and collect data in the BSR, going so far as to have recommendations aimed towards that project (Urtāne et al., 2017). The Baltic Scope reports also state that they do build on the results of BaltSeaPlan and PartiSEAPate (Andersson et al., 2017, p. 11), but aims to go beyond those projects and have the explicit goal to have the researchers in the back seat and the planners in the front seat (Urtāne et al., 2017, p. 14). The selection of the four focus sectors, shipping, energy, fisheries and environment are also attributed to previous projects, BaltCoast, BaltSeaPlan, PartiSEAPate from the southern part of the BSR, Plan Bothnia from the northern part and BALANCE which had a more pan Baltic approach (Urtāne et al., 2017, p. 21). PartiSEAPate is also seen as a good foundation to stand on regarding the subjects stakeholder involvement & public hearing, and participants that had partaken in multiple projects reflected that the learning process which started in BaltSeaPlan and PartiSEAPate continued in Baltic Scope (Kull et al., 2017, p 88). BaltSeaPlan, PartiSEAPate and Plan Bothnia are also mentioned as projects which touched upon the process of evaluation and monitoring in the Baltic Scope report on the same subject (Varjopuro, 2017, p. 18).

In the PartiSEAPate data group report, recommendations from the BaltSeaPlan project is reproduced, and references made to the PlanCoast handbook on how data should be collected and handled (Gee and Jay, 2014, p. 6). It also mentions the SeaGIS project, but lament the fact that the data base is only available in Swedish and Finnish, and requires a computer with access to both left- and right clicking (Gee and Jay, 2014, p. 16). The report also notes that it is possible to make a maritime spatial plan using HELCOM data, as was done in the Plan Bothnia project (Gee and Jay, 2014, p. 23). In the case report from Lithuania, it is stressed that a tool that was used, the 'Boundary GIS web application', was a result from the BaltSeaPlan project (Blazauskas, Langas, Depellegrin et al., 2014, p. 6). In a report on a MSP governance framework, the BaltSeaPlan Vision 2030 document (Gee, Kannen and Heinrichs, 2011) is referenced as goals for a sustainable Baltic Sea (Schultz-Zehden and Gee,

2014, p. 8), the minimum requirements for MSP recommendations from the Plan Bothnia project are also used in the report (Schultz-Zehden and Gee, 2014, p. 10) and reflects on the role played by BaltCoast, PlanCoast, BaltSeaPlan and Plan Bothnia recommendations in national MSP processes (Schultz-Zehden and Gee, 2014, p. 19). Another thing that the report brings up is the value added by the projects BaltCoast, PlanCoast and BaltSeaPlan bringing professionals together and making the BSR MSP network more close-knit (Schultz-Zehden and Gee, 2014, p. 41).

The SeaGIS project did use parts of the BALANCE project outputs (Perus, 2014, p. 26), but when trying to use the variable photic/aphotic zone from the BALANCE project in their own project, the output data from BALANCE was deemed to have too low geometric resolution (SeaGIS, 2014, p. 6).

The results from the MSP pilot project was possible to use by the Swedish national MSP organisation as a pilot plan for the area, as well as the regional authorities, or at least as an inspiration for future plans (COWI, 2015, p. 19). The Plan Bothnia report also makes use of a map produced in the BALANCE project which depicts Quaternary deposits in the Baltic Sea (Backer et al., 2012, p. 27, 146).

The BaltSeaPlan project used a MSP planning cycle that was developed during the PlanCoast project in the Findings report (Schultz-Zehden and Gee, 2013, p. 6), and also lifts the positive effects of having participants that already worked together in a transnational context in the BaltCoast and PlanCoast projects (Schultz-Zehden and Gee, 2013, p. 11).

It becomes clear here that the MSP projects are part of chain of projects that follow one another and try to make the most out of previous experiences. The recommendations to future projects that goes on in Baltic Scope once more indicates that there is much work left to be done, and that the projects would be served by being longer.

8.4 Participation

The chain of projects that is BaltCoast -> PlanCoast -> BaltSeaPlan -> PartiSEAPate -> Baltic Scope has a lot in common regarding participation, especially in the German core of the project. As seen in Appendix 1, table 8, the German national planning authority has been part of all of them, and Poland has only missed out on BaltCoast, making it a part of the core group as well, alongside Sweden which has only missed out on PlanCoast.

The Artwei and SeaGIS projects had no national planning authorities taking part, and for the BALANCE project, it is unclear if any national planning authority took part in the project.

Academia and research institutions have been involved in an official capacity in all projects except BaltCoast and PlanCoast, while HELCOM has only taken an active participating part in Plan Bothnia and Baltic Scope. VASAB has participated in BaltCoast, Plan Bothnia, PartiSEAPate and Baltic Scope, but has acted as subcontractors in some of those projects. Other stakeholders such as WWF (BaltSeaPlan and BALANCE), Baltic Environmental Forum Latvia (BaltSeaPlan, PartiSEAPate) and the EUCC Coastal Union Germany (Artwei) have only participated in no more than two projects each.

This stability in project participation across the MSP projects breeds familiarity between participants and should potentially lead to the mentioned trust which allows for an easier learning process as suggested by knowledge management theory.

8.4.1 Dissemination

BaltSeaPlan dissemination efforts involved workshops in cooperation with the WWF in Estonia, Latvia and Lithuania (Schultz-Zehden and Gee, 2013, p. 40), and through discussions in the HELCOM/VASAB working group on MSP (Schultz-Zehden and Gee, 2013, p. 40). The Artwei project describes its dissemination activities as participation in HELCOM meetings, where the good practices and code of conduct outputs from the project was presented (INTERREG, 2019). Plan Bothnia attempted to disseminate the materials produced in the project via a website, and held three public conferences to inform about the work conducted, and one conference was held together with a sister project which took place in the North Sea (Backer et al., 2012, p. 123). These events can be seen as examples, and all projects have engaged in some sort of dissemination, often in the form of a webpage and/or a conference, but it may not be part of the reports published through the project. The dissemination attempts are mostly aimed at the those most interested in the project outputs, except Plan Bothnia which had a webpage that was aimed at the public.

9 Discussion

As seen in the lessons learned and recommendations regarding data collection, data use, and data harmonisation, the problems have persisted since the start of the MSP process. The theme that runs through the data collection is the troubles that come with national and private data collection, which might be fragmented and in some cases secret or not shared with outsiders. Both the research projects and MSP projects agree on the need for a centralised data collection with harmonised and easily accessed data. It is suggested by the recommendations in the MSP focused project cycle of BaltCoast -> Plan Coast -> BaltSeaPlan -> PartiSEAPate -> Baltic Scope, that the temporary organisations are aware of the problems, but that the support from the policymakers and funding bodies in the BSR does not offer the needed support to implement the suggestions. As the MSP process is a long-term undertaking, it might suffer from that long-term view and not be prioritised for funding and change of policies, as suggested by projectification theory, if the decision-makers do not deem it necessary to change policy, but instead just support more projects that come to the same results. As the same obstacles come up again and again, the current infrastructure and legislative support regarding data sharing does not seem to be sufficient for the purpose of MSP. This points for a need to strengthen the possibilities for sharing data across borders for the good of the MSP process, otherwise these projects run the risk of never having reliable data.

With data being a central part of the early MSP process, it is natural that projects, such as those analysed, have a heavy focus on collection, harmonisation and dissemination of data. A question is raised regarding the MS that already have a plan in place: how reliable are those plans when the data quality is questionable, which it is if one is to trust the lessons learned and recommendations. With the discrepancies in data detected and the lack of harmonisation alongside the absence of cumulative effects on the environment that is identified in the projects, the earlier plans in the BSR seems to be based on data that was not sufficient for a proper MSP process, with all that it entails. While this can be explained with different planning traditions and thresholds for data reliability, the projects that have followed after the plans were put into place have pointed towards large deficiencies in data. With the transnational data not available, as evidenced by the lessons learned from the projects recommendations and lessons learned, the consultations on the spatial plans produced by the countries in the BSR up until 2017 allegedly suffers from a lack of knowledge on certain

issues where data is missing. As the plans are revised every few years in the planning cycle, the new data generated could lead to revisions based on e.g. cumulative effects, but some activities might be too well entrenched in their spatial positions that the revised plans are subject to the path-dependency argued in the literature overview (Ehler et al., 2019, p. 13). Path-dependency in the planning process might make it almost impossible to change what activities are given priority in certain areas once the plans are implemented. In the literature it is argued that this is avoided by a diligent planning process, but the knowledge in this case can only be as good as the available data. If the data is provided by interest groups, it might be biased, as claimed in the BaltSeaPlan Findings report. The interest groups identified with this practice was environmental protection, fisheries and defence, all of which have a large spatial footprint regarding sea use.

The successful suggestions brought forth by the projects indicates how much easier it is to influence organisations that take part in the projects. The problem with national data not being available or fragmentised has been apparent almost since the start, but still there is data missing or not being shared. On the other hand, the project recommendations to expand the MSP working group succeeded. That this would happen had HELCOM and VASAB not taken part in the projects with their own personnel seems unlikely, given the literature on organisational learning.

The overlap in members between projects like BaltSeaPlan, PartiSEAPate and Baltic Scope has clearly led to a retention in organisational knowledge within the project sphere in the BSR. A reflection regarding the project outputs is that when a project has a lessons learned report (Kull et al., 2017) or a findings report (Schultz-Zehden and Gee, 2013), the insight in what the project has worked with and what obstacles has been there drastically goes up. If done well, it is a valuable help for the projects coming after, or for organisations to take in what the projects has learned in a more comprehensible format. As can be seen in the list of project outputs (appendix 3), the overlap in participation from the national organisations is more static and the same names return for many of the reports. This stability in participation also helps with the organisational learning in the projects, according to theory. Of course, much of the knowledge generated by working in previous projects can be internalised and the project process does not need to be learned from project reports. There is a theme where some of the projects analysed in this thesis does not manage to make much of an impact on the projects that follow, such as Artwei, BALANCE and SeaGIS. The common theme for these

three projects is that they are categorised as research projects rather than MSP projects, and thus operate in another space than the more MSP focused projects.

The short time span of the projects seems to be a problem, as has been mentioned in the failures section of lessons learned. The short time period for a process that spans much longer makes it impossible to have a coherent transnational cooperation unless the national organisations can come to an agreement about funding for transnational cooperation, or cooperation in transnational projects. The transnational MSP process would probably be served better by fewer, but longer projects, for the sake of coherence. Running longer projects might not make them as attractive to decision-makers though, since they no longer convey the image of a quick way to implement policy and innovate.

In the data outputs, both BALANCE and SeaGIS start data portals to supply the planners with data. This is one of the problems that is taken up in the other projects, that the data is fragmented and kept in different data bases. As such, one can assume that even though the projects are aware of the previous projects, as SeaGIS attempted to use at least one data set from BALANCE, that competition between the portals was inevitable. Multiple portals should be worked against, not towards, if one were to follow the recommendations from the MSP projects. Funding agencies that approve projects that start new data portals for MSP could make use of a more stringent evaluation process of the funded projects, to make sure that the generated recommendations also reach the funding bodies.

10 Conclusion

In conclusion, the projects in the BSR have made many recommendations and learned many lessons, but ultimately it seems that many lessons learned are the same. The blame for this repetition would be unfair to place solely on the projects, as legislation on some of these issues are beyond the projects sphere of influence. The MSP projects seem to have adapted to the short time span of the projects, and as long as funding is secured for the next phase of projects, even aiming recommendations for the upcoming project.

Research question: *In what way has the lessons learned and project recommendations from Maritime Spatial Planning projects in Baltic Sea Region changed between 2002 and 2017?*

Regarding the research question posed in this endeavour, the answer is that the lessons learned, and the recommendations are much within the same subject, still in the data collection and refinement part of the process. But the lessons learned, and the recommendations have become more focused as the countries involved in the projects come further along in their MSP process and realise what data is needed. A number of the recommendations from earlier projects seem to have been handled or is not a problem anymore.

Answer to the research question: *The lessons learned and the recommendations of the projects have become more focused and specific between 2002 and 2017.*

There were also two hypotheses posed which involved the theories projectification and organisational learning and knowledge management.

Hypothesis: Projects where the participation does not overlap with other BSR MSP projects will have less reach and sustainability.

Hypothesis one has turned out to be fairly correct, in that the projects that have overlapping participation the results are more commonly discussed and referred to in other projects. The chain of projects that have been discussed earlier, of BaltCoast -> Plan Coast -> BaltSeaPlan -> PartiSEAPate -> Baltic Scope, draws heavily from the earlier projects, but less so from the projects BALANCE, Artwei and SeaGIS. It is therefore not possible to reject the first hypothesis.

Hypothesis: The number of projects in the BSR has snowballed and the results of all of them are not possible to take in, resulting in projects that re-hash what other projects have already done

Hypotheses two is not supported by the findings in this analysis, as the majority of projects in the analysis have had at least a marginal influence on the other projects. Hypothesis two is thus rejected.

10.1 Suggested further research

A way to build on this research would be to use more or different projects, either from the BSR or other sea basins in the EU, to see if the results put forth in this thesis are generalisable to other projects, or if the results say more about the BSR than MSP projects in general. As this thesis has only analysed 9 of the MSP projects in the BSR, there are many projects left to examine. A larger sample size might make it possible to draw conclusions with more generalisability.

This thesis focuses on the lessons learned and recommendations of the projects. Another possible focus is to examine the process in the projects, and research if and how the process has change between the projects, as an indication about how well knowledge is maintained between projects and showing if the process changes as the participants gain more experience both at national and transnational level.

11 References

(A separate reference list, containing all documents included in the document analysis is available in Appendix 3)

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12 Appendix 1 - Project descriptions

A brief overview of project goals

BaltCoast 2002 - 2006

The BaltCoast project which ran from 2002 - 2006, had participants from Denmark, Estonia, Finland, Germany and Sweden. As it was an early project, the goal was to take stock of current capabilities, alongside multiple pilot projects in the Baltic Sea. The BaltCoast project was an umbrella project for 17 other, smaller projects, which focused on different topics within Spatial Planning and Integrated Coastal Zone Management (ICZM), the interaction between land and sea spaces. The recommendations available from the project focuses on ICZM and offshore wind power.

Balance 2005 - 2007

The BALANCE project was comprised of a number of sub-projects, with an environmental mapping focus. The results were also supposed to be a help for future MSP: "The BALANCE activities in the pilot areas shall lead to the development of generic tools and guidelines for marine spatial planning in the Baltic Sea. In a longer perspective, the management practises should improve in order to better safeguard and protect marine resources.

PlanCoast 2006 - 2008

The aim of this project was to facilitate effective planning in coastal and marine areas, by ways of modern tools up to date information

BaltSeaPlan 2009 - 2012

BaltSeaPlan sought to bridge the hard divide between ICZM and MSP that had been present in previous projects, and to implement terrestrial planning elements in MSP. This was to be done while building on the previous projects BaltCoast, PlanCoast and Balance.

Artwei 2010 – 2013

The goal of the Artwei project was to work out a way to cooperate over management of transitional water bodies[8]. This was done in a number of projects which covered a large number of transitional water bodies in the Baltic Sea.

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[8] Transitional waters are the areas where rivers or other water with low to no salinity meets salt water.

Plan Bothnia 2010 - 2012

The Plan Bothnia project was a pilot project where Sweden and Finland made a joint pilot MSP in the Bay of Bothnia. The goal of the project was to act as a progenitor for upcoming MSP activities in the BSR and test the HELCOM/VASAB principles.

SeaGIS 2011 - 2014

The goal of SeaGIS was to produce a knowledge base, accessible by both relevant organisations and civil society, to increase coordination possibilities regarding exploitation and environmental protection in the Kvarken region.

PartiSEAPate 2012 - 2014

A goal of the PartiSEAPate project was to develop a governance model concerning MSP, to ease the transnational and cross-border cooperation and have the model serve as a recommendation for HELCOM/VASAB guidelines.

Baltic Scope 2015 - 2017

The Baltic Scope project was designed to increase transnational cooperation in the BSR region between the nationally responsible authorities for MSP, to find solutions to shared and cross-border issues.

13 Appendix 2 – Project data

Interreg is the most widely used instrument by the EU to increase regional cohesion and trans boundary cooperation (Dühr, Stead and Zonneveld, 2007) and is also funding a significant amount of MSP projects. There are also other ways to get funding for MSP projects through the EU, such as DG MARE, the commissions department for maritime affairs and fisheries, or outside funding from academia.

Project/year	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Start	End	Budget	Fund
Balt Coast	■	■	■	■	■												2002	2006	3,000,000	INTERREG
Balance				■	■	■											2005	2007	4,300,000	INTERREG
PlanCoast					■	■	■										2006	2008	2,000,000	INTERREG
BaltSeaPlan								■	■	■	■						2009	2012	3,700,000	INTERREG
ARTWEI									■	■	■	■					2010	2013	1,408,400	INTERREG
Plan Bothnia									■	■	■						2010	2012	500,000	DG Mare/EMFF
SeaGIS										■	■	■	■				2011	2014	1,043,858	INTERREG
PartiSEApate											■	■	■				2012	2014	1,000,000	INTERREG
Baltic SCOPE														■	■	■	2015	2017	2,600,000	DG Mare/EMFF
Sum projects year:	1	1	1	2	3	2	1	1	3	4	5	3	2	1	1	1		Sum:	19,552,258	

Table 3 Table of projects with years active, budget and fund. (Own table)

The project period analysed starts in 2002 and ends in 2017. The oldest project is BaltCoast, which is also the longest running project of those analysed. The mean length of the analysed projects is 3,5 years. The period with the most projects up and running is the 2009 - 2014 period, with as many as 5 projects at the same time. The Total funding is 19,5 million euros, which gives a mean budget per project of 2,1 million euros.

Project/participation	DK	EE	FI	DE	LA	LI	PL	SE	HELCOM	VASAB	National Planning authorities	Local/regional planning authorities	Stakeholders*	Academia	Participants
Balt Coast	1	1	1	1				1		1	1	1			DK EE FI DE SE
Balance	1	1	1	1	1	1		1					1	1	DK EE FI DE LA LI
PlanCoast				1			1				1	1	1		DE PL
BaltSeaPlan	1	1		1	1	1	1	1			1		1	1	DK EE DE LA LI PL SE
ARTWEI	1					1	1	1					1	1	DK LI PL SE
Plan Bothnia			1					1	1	1	1			1	FI SE
SeaGIS			1					1				1		1	FI SE
PartiSEApate				1	1	1	1	1		1	1	1	1	1	DE LA LI NO PL SE
Baltic SCOPE	1	1		1	1		1	1	1	1	1			1	DK EE DE LA PL SE
Sum projects year:	5	4	4	6	4	4	5	8			6	4	5	7	
Participation in %	56%	44%	44%	67%	44%	44%	56%	88%			67%	44%	56%	78%	

Table 4 Table of participation in the selected projects, divided by member state and organisation (Own table)

Out of the BSR countries, Sweden has been the most active, which is possibly explained by the fact that Sweden shares a border with every other BSR country. Academia has been present in almost all of the projects as an active partner, along with national planning authorities. The fact that national planning agencies have taken part in such a large part of these is interesting, since an overview of all of the projects showed the opposite regarding participation of national organisations.

Project name	Period	Budget (€)	Programme/Funding organisation	Category
Balt Coast	2002 - 2006	3,000,000	INTERREG III B: Baltic Sea Region Programme 2000-2006	BSR project
BaSIM	2004 - 2007	1,824,000	Interreg IIIB: Baltic Sea Region Programme 2000-2006	BSR project
VELMU	2004 - 2016	Unknown	Finnish Government Programme	Not EU-funded
Decision Support	2005 - 2007	1,909,224	INTERREG III B: Baltic Sea Region Programme 2000 - 2006	BSR project
Balance	2005 - 2007	4,300,000	INTERREG III B: Baltic Sea Region Programme 2000 - 2006	BSR project
DEDUCE	2005 - 2007	1,656,950	INTERREG IIIC South Zone programme	Multi-Basin project
Baltic Master	2005 -2007	1,408,400	INTERREG IV A: South Baltic Programme 2007-2013	BSR project
PlanCoast	2006 - 2008	2.000.000	INTERREG III B: CADSES Programme 2000-2006	Multi-Basin project
East-West Window	2007 - 2008	503,104	BSR INTERREG III B Neighbourhood programme - TACIS strand	BSR project
OffshoreGrid	2009 - 2011	1,386,368	Research Programme	Multi-Basin project
BaltSeaPlan	2009 - 2012	3,700,000	INTERREG IV B: Baltic Sea Region Programme 2007 - 2013	BSR project
NANNUT	2009 - 2012	1,330,280	Central Baltic Interreg IVA Programme 2007-2013	BSR project
Plan Bothnia	2010 - 2012	500,000	EU DG Mare – European Integrated Maritime Policy	BSR project
HISPARES	2010 - 2012	929,000	Central Baltic Interreg IVA Programme 2007-2013	BSR project
Seanergy 2020	2010 - 2012	1,243,781	European Commission: Intelligent Energy Europe	Multi-Basin project
ARTWEI	2010 - 2013	1,408,400	INTERREG IV A: South Baltic Programme 2007-2013	BSR project
Sea meets land	2010 - 2013	3,620,811	INTERREG VIA Öresund - Kattegat - Skagerrak programme	BSR project
COEXIST	2010 - 2013	3,777,931	FP7, Cooperation, Food, Agriculture and Fisheries, and Biotechnology (KBBE)	Multi-Basin project
TOPCONS	2010 - 2014	1,716,755	Interreg2007-2013 South-East Finland-Russia ENPI CBC	BSR project
MARMONI	2010 - 2015	5,900,000	European Union LIFE+ Nature and Biodiversity program	BSR project
AQUABEST	2011 - 2013	3,744,989	Interreg 2007-2013 Baltic Sea Region	BSR project
MARISPLAN	2011 - 2014	Unknown	Academy of Finland - Research Programme on Climate Change (FICCA)	Not EU-funded

SeaGIS	2011 - 2014	1,043,858	Interreg IV A Botnia Atlantica 2007-2013	BSR project
ecodump	2011 - 2014	849,150	South Baltic Cross-border Co-operation Programme 2007-2013 (INTERREG)	BSR project
Baltic Maritime science park	2011 - 2014	Unknown	EUBSR Project	BSR project
Coastal and maritime spatial planning	2011 - 2015	518,072	Interreg IVA: Estonia-Latvia Programme	BSR project
Vectors	2011 - 2015	16,581,571	European Commission FP7 Capacities Programme	Multi-Basin project
GAP	2011 - 2016	7,610,162	European Commission FP7 Capacities Programme	Multi-Basin project
PartiSEApate	2012 - 2014	1,000,000	INTERREG IV B: Baltic Sea Region Programme 2007 - 2013	BSR project
MONALISA 2.0	2012 - 2015	24,000,000	EU Trans-European Transport Network (TEN-T)	Multi-Basin project
DISPLACE	2013 - 2013	Unknown	Seventh Framework Programme (FP7) – Research and Innovation programme for 2007-2013	Multi-Basin project
NABEL-MSP	2015 - 2017	Unknown	R & D project, funded by the Federal Agency for Nature Conservation	Not EU-funded
Baltic SCOPE	2015 - 2017	2,600,000	European Maritime and Fisheries Fund (EMFF)	BSR project
BaltSpace	2015 - 2018	2,000,000	BONUS Programme 2010-2017	BSR project
BalticAPP	2015 - 2018	2,000,000	BONUS	BSR project
SustainBaltic	2016 - 2016	1,300,000	Interreg Central Baltic	BSR project

Table 5 Table of all projects considered for analysis (Own table)

Dühr, S., Stead, D. and Zonneveld, W. 2007. The Europeanization of spatial planning through territorial cooperation. *Planning, Practice & Research,* 22**,** 291-307.

14 Appendix 3 – List of documents

The documents used in the analysis have been documents that are easily available, since documents that are not available on public web pages a hindrance to the reach of the project results.

Table 6 Table of all documents analysed

Artwei:

Two Documents:

Transboundary management of Transitional Waters–Code of Conduct and Good Practice examples (Artwei, 2012)

Artwei evaluation (Acquired from Interreg, author unknown)

Balance:

33 Documents:

Delineation of BALANCE pilot areas (Lindeberg, Aigars, Daunys et al., 2006)

Development of a methodology for selection and assessment of a representative MPA network in the Baltic Sea – a strategy. (Andersson and Liman, 2006)

Feasibility of hyperspectral remote sensing for mapping benthic macroalgal cover in turbid coastal waters — a Baltic Sea case study (Vahtmäe, Kutser, Martin et al., 2006)

Literature review of the "Blue Corridors" concept and its applicability to the Baltic Sea (Martin, Makinen, Andersson et al., 2006)

Evaluation of remote sensing methods as a tool to characterise shallow marine habitats (Wennberg, Malmberg, Sundblad et al., 2006)

BALANCE Cruise Report: The Archipelago Sea, 18/7 – 18/8 2006(Kotilainen and Reijonen, 2006)

The BALANCE Cruise Report: The Kattegat, 1st of April-23rd of November 2006 (Dahl, Hansen and Leth, 2006)

BALANCE Stakeholder Communication Guide (Feucht, Lamp and Germany, 2006)

Model simulations of blue corridors in the Baltic Sea(Bendtsen, Söderkvist, Dahl et al., 2007)

Towards benthic marine landscapes in the Baltic Sea (Al-Hamdani, Reker, Alanen et al., 2007)

Fish Habitat Modelling in the Archipelago Sea (Bergström, Sandström and Sundblad, 2007)

Evaluation of satellite imagery as a tool to characterise shallow habitats in the Baltic Sea (Bergström, Evertson, Karås et al., 2007)

Harmonizing Marine geological data with the EUNIS habitat classification (Erlandsson and Lindeberg, 2007)

Intercalibration of sediment data from the Archipelago Sea (Reijonen and Kotilainen, 2007)

Biodiversity on boulder reefs in central Kattegat (Lundsteen, Dahl and Tendal, 2008)

The stakeholder-nature conservation's best friend or its worst enemy (Haldin and Ekebom, 2007)

Baltic Sea Oxygen Maps 2000─2006 (Hansen, Keul, Sørensen et al., 2007)

A practical guide on Blue Corridors (Martin and Nilsson, 2006)

The Balance Data Portal: Background, documentation and perspectives (Holmberg, Nyberg, Lindberg et al., 2007)

Pelagic habitat mapping: A tool for area-based fisheries management in the Baltic Sea (Nielsen, Kvaavik, Borgstrøm et al., 2007)

Mapping marine habitats in Kattegat (Dahl, Leth, Al-Hamdani et al., 2008)

E-participation as tool in planning processes (Feucht and Pitkänen, 2007)

The modeling of Furcellaria lumbricalis habitats along the Latvian coast (Muller-Karulis, Jermkovs and Aigars, 2007)

Towards a Representative Network of Marine Protected Areas in the Baltic Sea (Liman, Andersson and Huggins, 2008)

Towards an Assessment of ecological coherence of the marine protected areas network in the Baltic Sea region (Piekäinen and Korpinen, 2008)

Mapping and modeling of marine habitats in the Baltic Sea region (DRAFT) (Dinesen, Andersen and Reker, 2008)

GIS tools for marine spatial planning and management (Snickars and Pitkänen, 2007)

Essential fish habitats and fish migration patterns in the Northern Baltic Sea (Bergström, Korpinen, Bergström et al., 2007)

Mapping of marine Natura 2000 habitats in GIS–a case study from the Stockholm archipelago and Archipelago Sea (Wennberg, Nöjd and Lindblad, 2008)

Guidelines for harmonisation of marine data (Bergström, Bergström, Isæus et al., 2007)

BALANCE Conference Delegate Notes (BALANCE, 2007)

BaltCoast

2 Documents:

BaltCoast Work Package 1: Co-ordination of offshore uses Conclusions and recommendations Executive Summary (Platz, Cieślak, Grönlund et al., 2005)

THE ROLE OF SPATIAL PLANNING IN INTEGRATED COASTAL ZONE MANAGEMENT FINDINGS AND RECOMMENDATIONS FROM THE INTERREG III B BALTCOAST PROJECT (BaltCoast, 2005)

Baltic Scope

10 Documents:

Land-based spatial planning and the added value of cross-border cooperation - Background Paper (Giacometti and Lange Scherbenski, 2015)

Towards Coherent Cross-Border Maritime Spatial Planning in the Central Baltic Sea – Case Study Report From the Baltic SCOPE Project (Urtāne, Kedo, Vološina et al., 2017)

The Ecosystem Approach in Maritime Spatial Planning (Ruskule, Kopti, Käppeler et al., 2017)

Evaluation and Monitoring of Transboundary Aspects of Maritime Spatial Planning: A Methodological Guidance (Varjopuro, 2017)

Lessons Learned: Obstacles and Enablers When Tackling the Challenges of Cross-Border Maritime Spatial Planning - Experiences from Baltic SCOPE (Kull, Moodie, Giacometti et al., 2017)

Mapping maritime activities within the Baltic Sea (Nicolas, Frias and Backer, 2016)

Recommendations on Maritime Spatial Planning Across Borders (Baltic SCOPE, 2017b)

Baltic SCOPE – Better Together Sharing the Baltic Sea: How Six Countries Improved Their Maritime Spatial Planning (Baltic SCOPE, 2017a)

Coherent Cross-border Maritime Spatial Planning for the Southwest Baltic Sea (Andersson, Johanneson, Gustafsson et al., 2017)

Interim evaluation study of the implementation of the direct management component of the EMFF Regulation (Articles 15 and 125) (Huntington, Cappel, Wrona et al., 2018)

BaltSeaPlan

5 Documents:

BaltSeaPlan evaluation (Interreg, n.b.)

BaltSeaPlan Vision 2030 Towards the sustainable planning of the Baltic Sea space (Gee, Kannen and Heinrichs, 2011)

Strategic Environmental Assessment in MSP. Recommendations from the German and Polish experience. (Nolte, Michalek, Zaucha et al., 2011)

Findings Experiences and lessons from BaltSeaPlan (Schultz-Zehden and Gee, 2013)

BaltSeaPlan Recommendations (BaltSeaPlan, n.d.)

PartiSeaPate

9 Documents:

Preparatory Work for Establishing an Expert Subgroup to the HELCOM/VASAB MSP WG on MSP Data, Spatial Data Infrastructure and an MSP Data Network in the Baltic Sea Region (Gee and Jay)

PartiSeaPate Evaluation (Acquired from Interreg, author unknown)

Lessons learnt from Bilateral consultations on MSP (Andersson, Käppeler and Wesolowska, 2014)

Lithuanian model case: case study report (Blazauskas, Langas, Depellegrin et al., 2014)

Lessons learnt from the Middle Bank case study (Andersson and Matczak, 2014)

MSP Governance Framework Report (Schultz-Zehden and Gee, 2014)

Transnational Cooperation and Dialogue in the Pomeranian Bight / Arkona Basin (Jay and Gee, 2014)

Handbook on Multi-level Consultations in MSP (Matczak, Przedrzymirska, Zaucha et al., 2014)

Plan Bothnia

2 Documents:

Ex post evaluation of the transitional financial programme of the Integrated Maritime Policy (IMP) and of two preparatory actions for maritime spatial planning (COWI, 2015)

Planning the Bothnian Sea—key findings of the Plan Bothnia project (Backer, Bergström, Fredricsson et al., 2012)

PlanCoast

1 Documents:

Handbook on Integrated Maritime Spatial Planning: Experience, Tools & Instruments, Case Studies: from the INTERREG IIIB CADSES PlanCoast Project (Schultz-Zehden, Gee, Ścibior et al., 2008)

SeaGIS

6 Documents:

Preparatory workshop document

Guide för lämpliga undersökningsmetoder av marina miljön havsplanering: Rapport framtagen inom
SeaGIS-projekt (Perus, 2014)

Havet som kommunal angelägenhet: Planeringsförutsättningar i kommunerna kring Kvarken
(Pettersson and Andersson, 2014)

Planera för havet: friluftsliv i planeringsprocessen (Ericson, 2014)

Samarbete för ekosystembaserad planering av havsmiljön med hjälp av GIS (presentation)

RAPPORT framtagen för SeaGIS Marint kartunderlag för svenska delen av Kvarken(SeaGIS, 2014)

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Uncategorized References

Interreg n.b. BaltSeaPlan evaluation.