WHO DECIDES AT SEA?

A case study research on stakeholder participation in Marine Spatial Planning during Dutch offshore wind energy development

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PREFACE

This thesis for the completion of the master Environmental and Infrastructure Planning at the University of Groningen is a product of a combination of two personal interests. My first interest touches on the development of solutions in so-called complex environments. We live in an environment, especially the Netherlands, in which the space around us is limited. However, everyone makes specific claims regarding this limited space because of personal interest. Therefore it is challenging to develop tailormade solutions that are somehow fitting for everyone. This aspect, to come to these solutions is fascinating me since I started studying, and became in terms of stakeholder participation a key element in this thesis. My second interest touches on the current energy transition. An essential aspect of this transition are issues regarding the spatial implementation of renewable energy sources such as solar panels and wind turbines. This issue, on spatial implementation, forms the connection between my first and second interest. It led to this thesis on the spatial implementation of offshore wind energy in the Dutch North Sea, with a focus on the process of stakeholder participation.

Through this preface, I would like to thank the stakeholders I have interviewed for their time and providing the data as the basis for this thesis. Furthermore, I would like to thank my thesis supervisor Rozanne Spijkerboer, for her knowledgeable advice, guidance, and enthusiasm regarding the subject of this thesis..

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ABSTRACT

Currently, the concept of Marine Spatial Planning (MSP) is coming to the test. MSP aims to provide adaptable, area-oriented, and integrative solutions for the limited available marine space. Stakeholder participation is an essential part of the process to create these kinds of solutions (Douvere, 2008; Ehler & Douvere, 2009; Jay, 2010b). However, in literature is debated to what extent MSP is able to balance the interests of different stakeholders. In particular in situations where high priority is given to the development of offshore wind energy, in order to meet future renewable goals (Kannen, 2014; Scarff et al., 2015; Jones et al., 2016; Flannery et al., 2018). It seems that in current MSP literature, a gap exists regarding the further development of stakeholder participation from overall aims and visions on an overall strategic level, down to specific objectives and approaches on the lower project level.

Therefore this thesis aims to develop new insights, into how this gap in MSP theory regarding stakeholder participation can be decreased, in order to balance the interests of stakeholders. To touch on this aim, a case study research is applied, focusing: firstly, on evaluating stakeholder participation in MSP, in the case of offshore wind energy development, by measuring the degree of created public value among stakeholders. Secondly, exploring the possibility to learn lessons from the concept of public value management (PVM). The PVM concept elaborates on six different objectives for stakeholder participation at the project levels (Moore, 1995; Heifetz & Laurie, 2001; Stoker, 2006; Benington, 2007; Heifetz et al., 2009).

The case study research focusses on the development of offshore wind energy in the Dutch North Sea. By applying a combination of a policy document analysis and semi-structured interviews with relevant stakeholders, for data-gathering and triangulation, a broad analysis, from multiple angles, is created of the particular case. These results from the analysis, form the basis for evaluation of the case study, and exploring the possibilities to learn lessons from PVM for further MSP development.

The main conclusion of this research is that stakeholder participation in MSP is unable to create public value for the different stakeholders in the case study. The limitations of the government mainly explain this conclusion during the planning and development of offshore wind energy development in the North Sea. However, there are different possibilities to learn lessons from PVM to decrease the gap in current MSP literature.

ABBREVIATIONS

BZK	Ministry of Interior and Kingdom Relations - Ministerie van Binnelandse Zaken en Koninkrijksrelaties
EC	European Commission
EU	European Union
EV	Environmental Manager
EZK	Ministry of Economic Affairs and Climate - Ministerie van Economische Zaken en Klimaat
I&M	Ministry of Infrastructure and the Environment – Ministerie van infrastructuur en milieu
I&W	Ministry of Infrastructure and Water Management - Ministerie van Infrastructuur en Waterstaat
MSP	Marine Spatial Planning
NGO	Non-Governmental Organization
NPM	New Public Management
NWEA	Dutch WindEnergy Association

OWE	Offshore Wind Energy
PL	Project Leader
PM	Public Manager
PV	Public Value
PVM	Public Value Management
RVO	Netherlands Enterprise Agency Rijksdienst voor Ondernemend Nederland
RvS	Council of State – Raad van State.
RWS	Directorate-General for Public Works and Water Management – Rijkswaterstaat
SP	Stakeholder Participation
TPA	Traditional Public Administration
TSP	Terrestrial Spatial Planning
UNESCO	United Nations Educational, Scientific and Cultural Organization

FIGURES

Figure 1: Research Framework of this paper.
Source: Author.

Figure 2: Strategic Framework for stakeholder participation in MSP.
Source: Ehler & Douvere, 2009 – Adjusted by Author.

Figure 3: Ongoing stakeholder participation model
Source: Gopnik et al., 2012; Ehler & Douvere, 2009 – Adjusted by Author.

Figure 4: Three Nodes of Networked Governance.
Source: Benington, 2009 – adjustments made by author.

Figure 5: The Strategic Triangle.
Source: Moore, 1995 – adjustments made by author.

Figure 6: Conceptual Framework to explore the possible lessons from PVM for the gaps in participation in MSP.
Source: Author.

Figure 7: Three nodes of governance and classification of interviewees in case study.
Source: Benington, 2009 – adjustments made by author.

Figure 8: Designated Wind Energy locations developed according to the third round policies.
Source: EZ & I&M (2014).

Figure 9: Information regarding the Plot Decision instrument.
Source: I&M & EZ (2016).

TABLES

Table 1: The strengths and weaknesses of the two applied data collection methods.
Source: Yin, 2018 – Adjustments made by author.

Table 2: Policy documents for the document analysis.

Table 3: Overview of different Interviews.

Table 4: Procurement planning for wind energy development at Sea.
Source: SER, 2013.

Table 5: Currently Existing offshore Dutch windfarms.
Source: I&M & EZ, 2016.

Table 6: Six point of advice regarding Marine Spatial Planning.
Source: I&M & EZ, 2014a.

TABLE OF CONTENTS

1. INTRODUCTION

1.1 Increasing pressure on stakeholder participation in the marine environment

The seas and oceans have always been areas of high potential for humankind. It functions as a regulator for the climate system, it is a primary source of providing food, it is a large reserve of natural resources such as oil and gas, it is used for recreational purposes, and it is a potential in terms of renewable energy (Jay, Ellis & Kidd, 2012). Trough time human activity at sea and the development of interests related to the potential of the sea have increased. Humankind, started fishing, extracting oil and gas and using the marine area to facilitate transportation and recreation. Because of this current intense use and furthermore still increasing demand, the spatial limitations of the marine environment are getting evident (Ritchie & Ellis, 2010). The proliferation of interests is negatively influencing the marine environment in terms of increasing pollution, habitat deterioration, and uncertainty among stakeholders (Jay et al., 2012). Especially the fast emergence in demand for offshore wind energy (OWE), in the past decade, has further underlined these spatial limitations (Jay, 2010b). The limitations at one side and the increasing demand from different users on the other side are making it more relevant to develop sustainable approaches and frameworks for the use of the marine environment (Ehler & Douvere, 2009; Collie et al., 2013). Therefore, recent attention in the literature is focusing on how to manage and plan the marine environment, especially the marine-areas with a large number of interests, such as the North Sea (Douvere, 2008).

In the past decade, Marine Spatial Planning (MSP) has become a popular concept and strategy in literature for organizing the limited space in the marine environment (Douvere, 2008; Ehler & Douvere, 2009; Ritchie & Ellis, 2010; Smith, Maes & Stojanovic, 2011; Jay et al, 2012). By focusing on adaptable, area-oriented, ecosystem-based, integrative, participative, and future-oriented solutions, this concept formulates a possible answer to the limitations of the marine environment, due to rising interests (Douvere, 2008; Ehler & Douvere, 2009; Jay, 2010a; Smith et al., 2011). However, to create these kinds of solutions, stakeholder participation is an essential aspect throughout MSP processes. The management of a large number of different expectations, interest, and conflicts among stakeholders is essential for the successful MSP (Ehler & Douvere, 2009; Douvere, 2010; Jay, 2010a; Ritchie & Ellis, 2010; Pomeroy & Douvere, 2008; Portman; 2016; Gopnik et al., 2012). Therefore, the focus of this thesis is stakeholder participation, as an essential part for successful MSP processes.

However, the performance and effectiveness of stakeholder participation in MSP processes are subject to discussion in the literature. Firstly, Kannen (2014) and Schubert (2018) are mentioning that MSP processes still have a sectoral focusses because of economic interests, leading to the exclusion of other stakeholder interests. Secondly, Jones, Lieberknecht & Qiu (2016) and Flannery & Ellis (2016) are touching on the limitations in MSP processes regarding the capabilities to implement overall strategies on stakeholder participation in practice. Thirdly, Scarff, Fitzsimmons & Gray (2015), Jones et al. (2016) and Flannery, Healy & Luna (2018) are mentioning the differences between the explained stakeholder participation in literature in comparison to the practice. These authors mention that the assumed democratic nature of the process, in theory, leads to miss use by the so-called 'elite actors' in practice. Finally, Jay (2010b) is elaborating on the limitations of MSP to deal with unequal growing interest between the mostly prioritized OWE development and other interest. Therefore, the different authors call for further research into the aspect of stakeholder participation in MSP (Jay, 2010b; Kannen, 2014; Scarff et al., 2015; Jones et al., 2016; Flannery et al., 2016; Flannery et al., 2018; Schubert, 2018). This gap in the literature regarding stakeholder participation in MSP is the focus, in terms of academic relevance, for this thesis.

Overseeing the literature, it seems that there is insufficient attention for the execution of stakeholder participation, leading to complications in practice. The translation from rather abstract formulated strategies for stakeholder participation, towards specific approaches in practice seems to be limited (Jay, 2010b; Scarff et al., 2015; Jones et al., 2016). Therefore, in this thesis, a clear separation is made between a strategic level and a project level. The strategic level focusses on overall aims and abstract formulations regarding the aspect of stakeholder participation in MSP. In this thesis, this will mainly focus on the development of policies regarding stakeholder participation in MSP concerning OWE development. The lower project level focusses on examining

the effects coming from the policies on the strategic level. So, how are the aims at the strategic level translated to specific methods and objectives for stakeholder participation on the lower project level. Throughout the different chapters of this thesis, the difference between the strategic level at the one hand and the project level, on the other hand, is a homing aspect.

Because of the debated limitations and gap in MSP literature regarding stakeholder participation, this thesis is exploring the possibilities for learning lessons from the concept of creating public value and the adhering Public Value Management (PVM). Where stakeholder participation in MSP is mainly focused on the strategy level, PVM explains and discusses different objectives and methods essential for stakeholder participation at a project level as well (Moore, 1995; Heifetz & Laurie, 2001; Stoker, 2006; Benington, 2007; Benington & Moore, 2011; Bryson, Crosby & Bloomsberg, 2014). The concept of public value creation is an idea focusing on solutions for complex problems through deliberative decision-making by involving relevant stakeholders. During the process towards decision-making, in which interests of stakeholders are combined, for example, leads to the perceived public value among the stakeholders involved (Moore, 1995; Stoker, 2006; Benington, 2007; Meynhardt, 2009; Bryson et al., 2014). PVM is focusing within this concept, on the process of stakeholder participation on the mentioned project level. In PVM literature, six different objectives with adhering methods are explained to balance the different interests of stakeholders in complex situations to create public valuable solutions (Moore, 1995; Heifetz & Laurie, 2001; Randall & Coakley, 2007; Heifetz, Grashow & Linsky, 2009; Benington, 2007; Benington, 2009; Benington & Moore, 2011). As discussed, this is a missing element in the MSP literature. Therefore, this thesis uses the six objectives from PVM literature to firstly, examine the effects of the decision-making at a strategic level, by looking into these objectives on the project level in the case study. Secondly, this thesis is exploring the possibilities to use PVM theory for decreasing the gap in MSP literature.

1.2 The case study – balancing interests in the North Sea during OWE development

Although the North Sea is one of the most intensively used marine areas in the world, over the past decade, the adjacent governments decided to increase this intensive use by developing plans for OWE development (Douvere, 2008). These plans are influenced by the EU green energy directives 2020, implemented in 2009 (EU, 2009). Given these influences, in relatively the same period, Dutch policies on renewable energy and the North Sea increasingly focused on OWE development. In the first National Water Plan 2009-2015 (V&W, VROM & LNV, 2009a) and adhering Policy Document on the North Sea (V&W, VROM & LNV, 2009b), OWE development is marked as a 'matter of national interests', in order to among others accelerate the development process. Furthermore, since 2013, the Energy Agreement for Sustainable Growth is setting an objective for 2023, in which 16% of the total Dutch energy consumption should come from renewable sources. A large part, from the development of OWE in the Dutch part of the North Sea (SER, 2013). A substantial increase in MWs in a limited period, in comparison to the at that point, developed OWE capacity. This increase in OWE development in the Dutch North Sea is pressurizing the limited available space and, therefore, the interests of the other stakeholders in that same area. Illustrating for this pressure are, for example, firstly the different coastal municipalities that expressed their contrary views and concerns on limited input in the decision-making process regarding the OWE developments (Zuidervaart, 2016). Furthermore, in June 2018, among others, the OWE development, led to protests from the fishery sector, which had the feeling that they were overruled by the governmental decision-making process (Hakkenes, 2018). The negative perceptions among the affected stakeholders regarding the participation processes in spatial planning of the marine area, on the one hand. On the other hand, the ambitions and priorities for OWE development seem to be leading to friction in the limited available space in the Dutch North Sea. This seemingly friction between different interests is the societal relevance for this thesis.

Furthermore, these developments regarding spatial planning and OWE development in the Dutch North Sea, show similarities with the debates in MSP literature, in which MSP is not able to balance the interests of stakeholders. Especially in situations in which specific interests, such as OWE development, are prioritized (Jay, 2010a; Kannen, 2014; Schubert, 2018). In the light of the current situation within the Dutch North Sea, regarding OWE, and the similarities with the debates in MSP literature on stakeholder participation, it becomes relevant

to examine these developments. Therefore, this thesis focusses on stakeholder participation in MSP in the so-called round 3 of OWE development in the Dutch North Sea, through a case study research.

1.3 The research problem, aim, objective, and questions

Currently, MSP coming to the test. Debates in current literature increasingly focus on questioning the extent to which stakeholder participation in MSP can balance the interests and creates value. In particular, in situations were high priority is given to OWE development in order to meet renewable energy targets, the limitations of MSP are observable (Jay, 2010a; Qiu & Jones, 2013; Kannen, 2014; Scarff et al., 2015; Jones et al., 2016; Flannery et al., 2018; PWC, 2018). The current situation in the Dutch North Sea is comparable to this previously outlined situation. To meet renewable energy goals in 2020, 2023, and beyond, a substantial increase of OWE is necessary (SER, 2013). Due to these increasing interests in the marine environment, awareness, regarding the limited available space in the Dutch North Sea area, is rising. For this reason, over the past decade, spatial planning at sea has obtained increasing attention in different policy documents. The first and second National Water Plan (V&W, VROM & LNV, 2009a; I&M & EZ, 2015a), the successive first and second Policy Document on the North Sea (V&W, VROM & LVN, 2009b; I&M & EZ, 2015b), the (Revised) Governmental Structure Vision for Wind energy at Sea (I&M & EZ, 2014b; I&M & EZ, 2016) and lastly the integral management plan North Sea 2015 (IDON, I&M MinDef, LNV & RWS, 2011), touch on the importance of spatial planning at sea. This focus on spatial planning in the North Sea is qualified in this thesis as under the concept of Marine Spatial Planning (MSP).

When reviewing the literature regarding MSP and considering the explained gap, it is questionable if stakeholder participation in MSP is able to balance the interests of stakeholders and create public value. Especially in situations in which increasing priority is given to OWE development. Therefore, the overall aim of this thesis is to develop new insights into how the current gap in MSP theory regarding stakeholder participation can be decreased, in order to balance the different interests in the limited available marine space. In order to reach this aim, the objective of this thesis is to apply a case study research, focusing: firstly, on evaluating stakeholder participation in MSP, during round 3 OWE development, by measuring the degree of public value creation. Secondly, exploring the possibilities to learn lessons from the concept of PVM. The problem statement, aim, and objective, lead to the following research question:

> *To what extent is Marine Spatial Planning able to create public value for stakeholder in the case of the round 3 offshore wind energy development in the Netherlands, and how can public value be improved?*

To answer the main research question the following sub-questions are defined:
Literature question:
- *Which factors influence stakeholder participation in MSP theory and through which objectives and methods is public value created?*

Evaluation questions:
- *How did decision-making, regarding MSP on a strategic level, influence the results of balanced stakeholder participation on a project level, concerning the case of OWE development?*

Explorative question:
- *To what extent is it possible to learn lessons for MSP from the six objectives of PVM, in the light of the case study?*

1.4 Research framework and outline

Figure 1, presents the research framework of this thesis. In the first chapter, academic and societal relevance are leading to a research problem, aim, objective, and different questions. Due to the demarcation of the research field, the second chapter focusses on discussing the theory on the relevant concepts for answering the questions. Different elements on stakeholder participation in MSP and PVM are at the end of chapter two combined into the conceptual framework. The conceptual framework functions as a lens for the selection and analysis of the data. The third chapter explains the appropriate research methods for a case study analysis and the gathered data. The fourth chapter, based on the conceptual framework, presents, interprets, and explains the results, from the data collection process. The fifth chapter is discussing the results in the context of the theory on MSP and PVM. Finally, the fifth chapter focusses the conclusion, by answering the questions, by reflecting on the limitations of this thesis and, in the end, by making recommendations for further research.
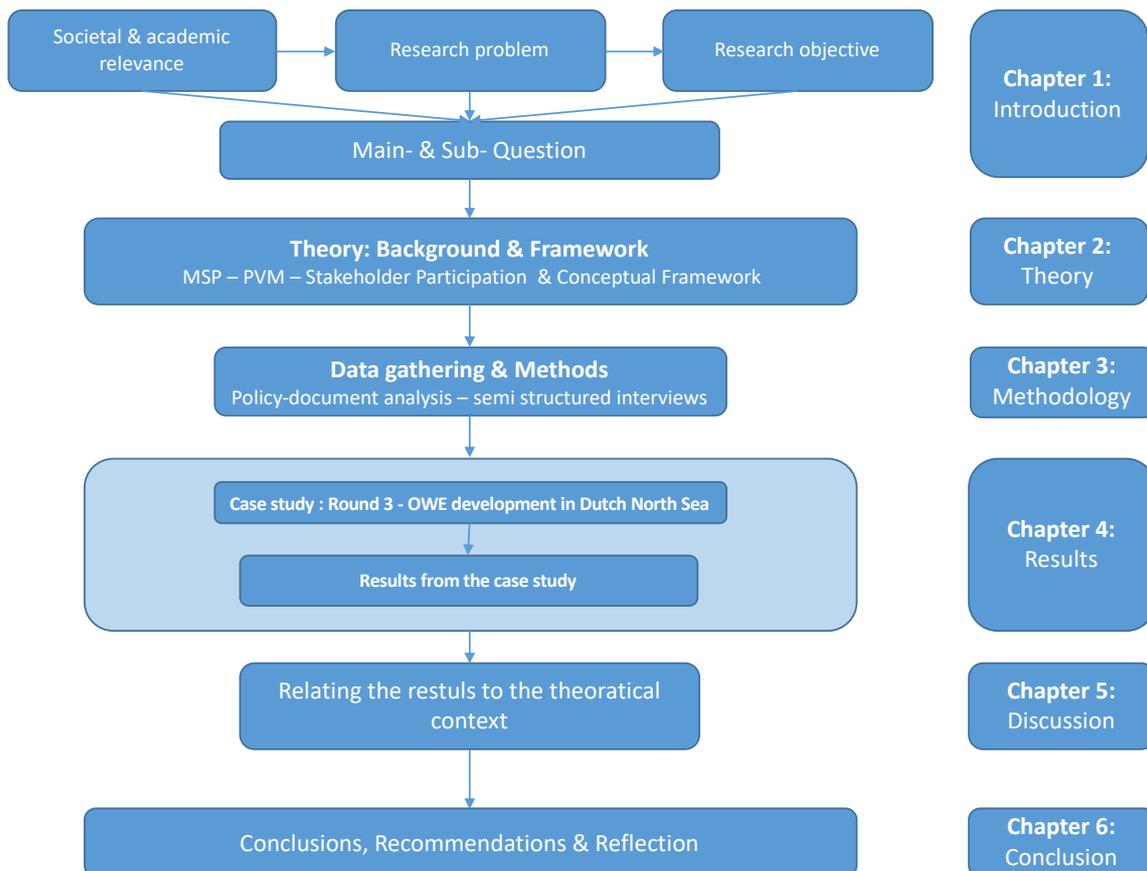

Figure 1: Research framework.
Source: Author

2. THEORY & FRAMEWORK

This chapter comprises three different parts. The first paragraph 2.1 will give a comprehensive overview of the theory of Marine Spatial Planning (MSP). It starts on firstly, explaining the concept of MSP in general, secondly, focusing on stakeholder participation and the three key elements of stakeholder participation on a strategic level, and finally, discusses the current limitations of stakeholder participation in MSP. The second paragraph 2.2 will give an overview of the theory regarding Public Value Management (PVM). It starts on firstly, describing the emergence of the concept and the concept, secondly, linking the PVM and MSP concepts and finally explaining different objectives and adhering approaches for applying the concept at a project level. The final paragraph 2.3 presents the conceptual framework, based on the theory in the first and second paragraphs. This conceptual framework will function as a lens through which the case study will be examined in the successive chapters.

2.1 Marine Spatial Planning

2.1.1 The emerge of a new approach in the marine environment

Looking at the past of marine-area development, spatial planning tools to guide these developments were limited. The traditional stakeholder interest at sea, such as fishery, mining of gas and oil, transportation, and nature protection were considerably easy to manage without planning tools for dealing with possibly conflicting interests. The supply of the available marine space exceeded the demand (Douvere, 2008; Schubert, 2018). However, in the past decades, global changes occurred, which had a considerable influence on the supply and demand proportions of the marine-area. The need for more food, energy supply and transportation over sea, because of fast population growth, a growing consumer demand, and the rapid technological changes, have a negative influence on the capacity of the marine-area (Douvere, 2008; Ritchie & Ellis, 2010; Douvere & Ehler, 2009; Pinarbasi et al., 2017; Schubert, 2018). Recently, new activities such as the OWE development and the preservation of nature are adding more pressure to the limited marine-area as well (Schubert, 2018; Douvere & Ehler, 2009). Because of lacking frameworks, for balancing these interests, different problems in the coordination between the actors occurred (Douvere, 2008; Ehler & Douvere, 2009; Schubert, 2018). Examples of these conflicts are: Firstly, conflicts between two or more users over one particular marine area; Secondly, conflicts in which the use of the marine area harms the marine area; Thirdly, Gaps between the different authorities that are involved in the management of the marine area; Fourthly, gaps in the interaction between the use of offshore capacities and the onshore demands; Finally, uncertainty for investors related to marine development and users of the ocean resources.

These emerging problems at sea, need a new approach in governing. According to literature, an approach similar to the current already existing comprehensive terrestrial planning traditions (Smith et al., 2011; Jay et al., 2012; Pinarbasi et al., 2017; Schubert, 2018). Marine Spatial Planning (MSP) is in such developed as an answer to this problem. This relatively new concept aims to manage and balance multiple interests and actors in the marine area in an integrative way. MSP is an integrative, area-based and future-oriented approach (Douvere, 2008; Douvere & Ehler, 2009; Smith et al., 2011; Jay et al., 2012; Jones et al., 2016; Pinarbasi, 2017, Schubert, 2018). In the literature mentioned above, mainly two different definitions are used to describe MSP. The earlier definitions focus in particular on the goal of preservation of the ecosystem and less on other interests in the marine area. This thesis focusses on the latter definition related to the engagement of stakeholders with a broad varying spectrum on interests. The definition of Douvere and Ehler (2009) from the UNESCO Intergovernmental Oceanographic Commission and Man and the Biosphere Program is used. This definition is the following:

> *"Marine Spatial Planning is 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 are usually specified through a political process" (Douvere & Ehler, 2009; P.10).*

Nowadays, policies on international, national, and local levels are integrating MSP ideas. The concept is developed in a small time window of approximately two decades and is a leading concept in creating an instrument for the management of human activity at sea (Scarff et al., 2015; Pinarbasi et al., 2017). MSP is focusing on making deliberate choices relating to the ecological, economic, and social objectives in the marine area. The main objective, in the end, is, to create a certain level of value for all the different actors and interests involved. In order to achieve these different values six key components are defined in the literature (Douvere & Ehler, 2009; Douvere, 2008; Smith et al., 2011; Jay et al., 2012; Scarff et al., 2015).

2.1.2 The key components in MSP

Over the past decade, the literature is increasingly focusing on discussing the MSP concept. Different authors refer to six key components as critical for successful MSP processes (Ehler, 2014; Douvere, 2008; Ehler & Douvere, 2009; Douvere, 2010; Ehler, 2009; Jay, 2010b). These are the following:

- **Adaptability.** MSP should be open to learning from experiences and innovation during the development, the implementation and evaluation phases of the process. To actually develop a long-lasting MSP process it should be flexible in terms of adaption to future developments such as policy changes on a small scale and the results of climate change on a big scale (Douvere, 2008; Ehler & Douvere, 2009; Gopnik et al., 2012; Ehler, 2009; Jay, 2010b; Douvere, 2010; Scarf et al., 2015; Portman; 2016; Schubert, 2018).
- **Area-oriented approach.** Instead of the traditional sector-oriented approach in MSP the area-orientation is essential because different claims are made to the same area. These different claims should be balanced, which can be done by having the area-oriented development as a primary goal instead of one sector (Ehler & Douvere, 2009; Ehler, 2009; Jay, 2010b; Schubert, 2018).
- **Ecosystem-based.** The aim of ecosystem-based MSP is to balance ecological, economic, and social interests related to the resources of the marine-area (Ehler & Douvere, 2009; Douvere, 2010; Jay, 2010b). Originally, MSP is developed from this ecosystem-based approach. Currently, MSP is addressing a broader spectrum of issues in the marine-area (Schubert, 2018).
- **Integrative approach.** MSP addresses multiple objectives, plans, and furthermore aims to integrate a broad spectrum of interests, and to take into account time and space. The integration of different sectors and objectives is striving for security by decreasing the chance of unexpected events, which can harm the long-term perspective of a plan. The goal is to be a holistic approach (Ehler & Douvere, 2009; Douvere, 2010; Jay, 2010b; Scarff et al., 2015; Portman, 2016; Schubert, 2018).
- **Participatory.** The active engagement of stakeholders from almost the start of a process is a key component throughout MSP processes, in all different key components. Because MSP is addressing issues and interests in an area, instead of a single sector, solutions need to meet the different expectations of different stakeholders. Furthermore, it creates ownership among stakeholders and legitimacy to the process. The objective is to create value for the different stakeholders involved by balancing the interest through deliberative decision-making. This value creation is done by thinking about methods, processes and involving the right stakeholders (Ehler & Douvere, 2009; Douvere, 2010; Jay, 2010b; Ritchie & Ellis, 2010; Pomeroy & Douvere, 2008; Portman; 2016; Gopnik et al., 2012).
- **Future-oriented/long-term development.** The long-term development, and in such orientation on the future is the last component of MSP. Key in the development of these visions is transparency to the different stakeholders (Douvere, 2008; Ehler & Douvere, 2009; Schubert, 2018; Gopnik et al., 2012).

2.1.3 The overtime MSP process

The above presented six components are the backbone of MSP as described in the different literature. According to Douvere (2008) and Ehler & Douvere (2009), these components are interwoven with an ongoing four phases model, shown in figure 2. The following four steps define the model:

- **The pre-planning and analysis phase**. This first phase consists of identifying the need for MSP and establishing the legitimacy for the process. Furthermore, the goal of the process is defined, the way of

organizing stakeholder participation, and financial support. At the end of this phase, the strategy is defined (Douvere, 2008, Ehler & Douvere, 2009; Ehler, 2014).

- **The implementation phase**. This second phase is about implementing the developed plan and strategies to enable change and encouraging improvements through programs, regulations, and incentives (Douvere, 2008, Ehler & Douvere, 2009; Ehler, 2014).

- **The monitoring of outcomes phase.** This phase focuses on monitoring of the strategy and plans that are implemented. So keep track if the planned strategies have the desired outcome (Douvere, 2008; Ehler & Douvere, 2009; Ehler, 2014).

- **The evaluation phase.** This evaluation phase is about assessing effectiveness, time scales, and mechanisms. Based on the evaluation, it is essential to develop improvements and define how these improvements can be applied. These

Figure 2: Strategic Framework for stakeholder participation in MSP.
Source: Douvere (2008) – Adjusted by Author.

adaptions will be fed back, through a feedback loop in the system, into the first phase and the whole process starts again. Therefore, this is the end and the beginning of a new planning cycle (Douvere, 2008; Ehler & Douvere, 2009; Ehler, 2014).

Because of this feedback loop the process of MSP, it is an ongoing process. Through evaluation and development of new plans based on this evaluation, MSP can deal with unpredicted events and overtime changes in the context and is, therefore, able to be adaptable and future-oriented (Ehler & Douvere, 2009). Noticeable in this conceptualization is the particular role of stakeholder participation, as an essential component in every phase of the ongoing process. Stakeholders, and the way they are involved influence the decisions regarding the eventual allocation of the marine area. Therefore, the inclusion of the stakeholders is a critical component to a successful outcome of MSP processes (Douvere, 2008; Ritchie & Ellis, 2010; Ehler & Douvere, 2009; Pomeroy & Douvere, 2008; Schubert, 2018). The following paragraph 2.1.4 focusses on the importance of stakeholder participation in MSP processes.

2.1.4 Stakeholder participation in MSP processes

MSP is focusing on addressing multiple objectives, related to social, economic, and ecological development in a field with a variety of interests, expectations, and conflicts. Therefore, the management of these different issues and the stakeholders related to them is important for the final results of MSP processes. (Ehler & Douvere, 2009; Douvere, 2010; Jay, 2010b; Ritchie & Ellis, 2010; Pomeroy & Douvere, 2008; Portman; 2016; Gopnik et al., 2012). Relevant stakeholder management could lead firstly, to a better understanding regarding the complexity of the marine area because of the conflicting interests. Secondly, the creation of ownership towards the developed plans and increase mutual trust and understanding. Thirdly, to generate and consider new possibilities. Fourthly, to explore the possibilities for the multiple uses of space. Finally, to develop and increase the capacity of the planning team, especially by including local knowledge Ehler & Douvere, 2009; Pomeroy & Douvere, 2008; Ehler, 2014).

Furthermore, according to Ritchie & Ellis (2010), it is necessary to understand that there are no hard guidelines for successful stakeholder participation processes since every situation is different. Although, these differences in strategy and methods per situation, a process framework on a strategic level is defined in the literature regarding stakeholder participation in MSP. The framework is existing out of three strategies that,

through interaction, create stakeholder participation. The process framework and strategies can be adjusted and applied to different situations (Ehler & Douvere, 2009; Pomeroy & Douvere, 2008; Ehler, 2014). Ehler & Douvere (2009) define these different strategies as firstly, defining who should be involved in an MSP process; secondly, defining when to involve stakeholders; finally, defining how to involve the stakeholders. As previously mentioned, the result of deliberative considering these different steps during a decision-making process, leads to acceptance for the outcomes and value for the different stakeholders (Ehler & Douvere, 2009; Douvere, 2010; Jay, 2010b; Ritchie & Ellis, 2010; Pomeroy & Douvere, 2008; Portman; 2016; Gopnik et al., 2012).

The following subparagraphs, explains the three different process outlines. These different steps are the current backbone in MSP literature on stakeholder participation and are used for the creation of the conceptual framework at the end of this theory chapter.

2.1.4.1 Who should be involved

The first step in stakeholder participation is to identify the essential stakeholders for involvement in the participation process.

"Stakeholders are individuals, groups, or organizations that are, or will be, affected, involved or interested - positively or negatively - by MSP measures or actions in various ways" (Ehler & Douvere, 2009; P.45).

In the majority of the MSP related situations, a variety of stakeholders, with different interests, are existing. Therefore it is essential to identify and valuate these different interests sufficiently. Examples of essential aspects to consider are firstly, who are impacted by the decision-making in the marine area. Secondly, who are depending on the resources in the marine area. Thirdly, who are making legal claims to an affected location. Fourthly, who have an interest related to the overall management of the area because of environmental reasons (Ehler & Douvere, 2009; Pomeroy & Douvere, 2008; Ritchie & Ellis, 2010). This first step should result in a clear overview of the different interests and roles of stakeholders. This overview leads to considerations regarding interactions, such as differences in power relations, between the stakeholders and willingness to participate. These considerations are essential for the final participation of the stakeholders in such a way that they are included at the right time and can contribute to the process (Ehler & Douvere, 2009; Ritchie & Ellis, 2010; Jay, 2010b; Flyfbjerg, 2003).

In the conceptual framework, this key component that, needs to be considered in decision-making, is considered on a strategic level of policy development. It is one of the three key components for MSP at a strategic level.

2.1.4.2 When to involve stakeholders

After identifying the stakeholders and their roles, in the second key component, it is essential to determine the timing regarding the involvement of these stakeholders into the MSP stakeholder participation process. The literature focusses on early involvement of stakeholder in the planning cycle, and should further spread over the rest of the process structurally. The early involvement leads to the creation of ownership and trust, which will results in legitimacy towards the MSP process and the final plans (Reed, 2008; Gopnik, Fieseler & Crowder, 2011; Pomeroy & Douvere, 2008; Ehler & Douvere, 2009). The four phases in which the stakeholders should be encouraged to involve are the following (Gopnik et al., 2012; Pomeroy & Douvere, 2008; Ehler & Douvere, 2009):
- **The MSP Pre-Planning Phase:** Stakeholder participation is essential to define different objectives and the aim of the future MSP process. This phase focusses on creating an overview of the interests and roles of stakeholders and a common goal and vision. The together created aims and views should be discussed after finalizing it.
- **The MSP Development & Evaluation Phase:** This phase focusses on the presentation of different options and consequences to the selected stakeholders. Within this step is the degree of participation

directly linked to the creation of higher legitimacy of the different options. Most of the time, this phase leads to trade-offs and a consensus between stakeholders.

- **The Implementation Phase:** In this phase, the developed plans, based on the key components of MSP, are implemented.
- **The Post-Implementation Phase:** In this phase, the stakeholders are encouraged to take part in the evaluation related to achieving the goals and objectives of the process. It is essential to include as many as possible stakeholders to analyze if the

Figure 3: Ongoing stakeholder participation model. *Source: Gopnik et al. (2012); Ehler & Douvere (2009) - Adjusted by Author*

goals and objectives are met in the previous phases. The results from this phase are the starting point for the ongoing cycle presented in figure 2.
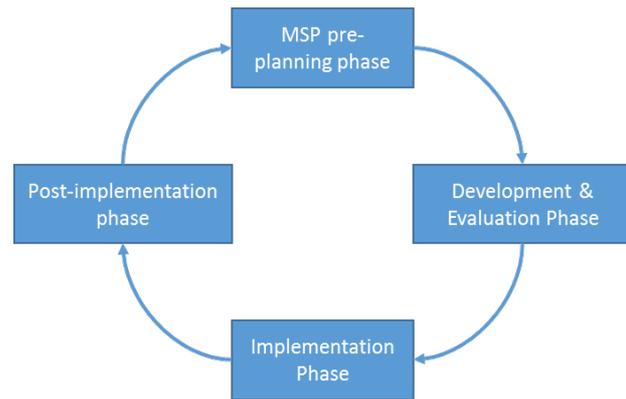
According to the literature, these are the four major phases leading to successful stakeholder participation within MSP processes. In the conceptual framework, this is the second of the three key components, which needs to be considered on a strategic level in order to influence the results on the project level in terms of timing.

2.1.4.3 How to involve stakeholders

The third step for stakeholder participation in MSP focuses on the different methods to make participation possible. Many different approaches and ways can be chosen for optimal stakeholder inclusion. Strategies and techniques differ from purely top-down communication and consultation ways to a horizontal negotiation way by which different stakeholders are equal (Ehler & Douvere, 2009). Since all MSP processes differ because of the local context they are developed in, one right way of stakeholder inclusion does not exist either (Jay et al., 2012). For every problem, different approaches should be applied (Pomeroy & Douvere, 2008; Ehler & Douvere, 2009). It is essential to pick the appropriate way of participation because when the involved stakeholders have the feeling that they are not being heard, the MSP process can be damaged in terms of legitimacy and credibility (Flannery et al., 2018).

Further pitfalls, from general literature on stakeholder participation are, for example, differences in language between involved stakeholders, which means, that interests, background, and context of stakeholders influenced their perspective and opinion, leading to less understanding (Forsester, 1982; Glasbergen & Driesen, 2005). Furthermore, the influence of power differences on stakeholder participation processes can heavily influence the outcome of such a process (Flyvbjerg, 2006). Finally, the role of the coordinating party, which is usually the government, is an important aspect. In the past top-down and traditionally steered processes often led to limited solutions because the inclusion of participation processes was neglected (Glasbergen & Driesen, 2005). These are some examples of the broad variety of issues that should be addressed or influence participation processes. It illustrates that the chosen strategies and methods for achieving stakeholder participation are essential and should be considered per problem. In the conceptual framework, this is the third of the three key components regarding balanced stakeholder participation that needs to be considered on a strategy level for having a successful result on the project level.

This subparagraph 2.1.4, explains the three, in the literature, discussed, key components for stakeholder participation in MSP. These three questions of who, when, and how are addressed to give an overview of stakeholder participation in the theory of MSP. These three key components will be an essential part of the conceptual framework. In the coming up paragraph 2.1.5, the current state of MSP will be discussed, with a particular focus on the stakeholder participation aspect. Some of the above-given examples regarding the

methods related to stakeholder participation are currently debated in MSP literature and therefore, will be explained.

2.1.5 Debates in MSP practice

In the past decade, the literature regarding MSP is growing. The first part of this decade existed mostly out of a more or less the technical development of MSP. The Step-by-Step guide by Ehler & Douvere (2009) is a relevant example of this technical conceptualization of MSP. The literature published in this first part mainly describes MSP in different process phases as presented in figures 2, 3 & 4 (Ehler & Douvere, 2009; Douvere, 2008). Furthermore, the six key components are showing that MSP could be a sustainable solution for the scarcity of marine area. However, in the second half of the last decade, the development of MSP is coming to the test. Several key components, referred to in subparagraph 2.1.2 , are debated in the literature. Following are four explanations of debates regarding the component of stakeholder participation within MSP.

The first debate focusses on the point that MSP is tending to operate as an area-oriented approach to address and combine the different interests in a particular area. However, the reality is that MSP until now is insufficiently able to be an area-oriented approach. The MSP processes are still driven by sectoral objectives, often related to specific strategic objectives related to, for example, economic gains and renewable energy targets (Jones et al., 2016; Kannen, 2014; Schubert, 2018). These sectoral-objectives for OWE lead to the exclusion of the interests of other stakeholders because they are less important since only the objectives of specific sectors matter (Jones et al., 2016; Schubert, 2018; Kannen, 2014). Furthermore, the MSP processes are designed in such a way that conflicts will be avoided in favor of the strategic objective (Jones et al., 2016; Ritchie & Ellis, 2010).

The second debate focusses on the problems with regards to being an integrative and holistic approach. These approaches should, according to theory, lead to long-term and sustainable options. In order to achieve the integrative and holistic components, it is crucial to follow the step-by-step and cyclical and participative approaches. Practice, however, shows that these linear type and technical structured processes were in general, not successfully implemented (Jones et al., 2016; Flannery et al., 2016). Different initiatives to realize integrated cooperation led to fragmented and more complex solutions because these initiatives were for example developed too late in the planning process, with a limited scope and were to abstract for appropriate implementation (Scarff et al., 2015; Jones et al., 2016). The results of these fragmented and complex practices have negative influences on stakeholder participation as well, because of increasing uncertainty among the participating stakeholders. The debate in the literature is calling for more integration with and from terrestrial spatial planning because overtime more experience is developed regarding the social and political aspects of spatial planning (Douvere, 2008; Scarff et al., 2015; Jay et al., 2012). These limitations of stakeholder participation within MSP are leading to the next debate.

The third debate focusses on the key component of stakeholder participation within MSP. In theory, as presented in figure 2, stakeholder participation is essential during almost all phases of the MSP process because of reasons such as the creation of legitimacy (Ehler & Douvere, 2009; Douvere, 2010; Jay, 2010b; Ritchie & Ellis, 2010; Pomeroy & Douvere, 2008; Portman, 2016; Gopnik et al., 2012). However, the earlier formulations regarding the theory of stakeholder participation are not consistent in practice (Ritchie & Ellis, 2010). The MSP and stakeholder participation processes in practice seem to be much more top-down and technical influenced compared to the directions and visions in theory. Power relations, short-term visions, and sector-oriented approaches affect the processes, which results in difficulties for stakeholders to participate (Scarff et al., 2015; Jones et al., 2016; Flannery et al., 2016; Flannery et al., 2018). Along the line, this will harm the democratic character of the process and therefore, the legitimacy of the decision-makers (Flannery et al., 2018; Reed, 2008). Flannery et al. (2018) are even stating that MSP is currently becoming a post-political approach. They describe them as following:

"Planning processes afflicted by the post-political condition hide their undemocratic nature by appearing to offer progressive changes (e.g., bottom-up decision-making or an emphasis on

environmental issues) while facilitating and accelerating the agenda of elite actors" (Flannery et al., 2018; P.32).

General debates in the literature are concentrating on the fact that MSP should focus increasingly on balanced stakeholder participation. The authors are pleading for more research related to this topic of stakeholder participation, especially for more knowledge about the influences of power and long-term participation. The current knowledge regarding these types of issues is insufficient, which contributes to the mentioned gap.

The final debate focusses on the recently fast increasing interests and pressure on the marine area from renewable energy development. In the past years, governments agreed on future renewable energy goals. Renewable energy from OWE is currently seen as a solution to meet these goals (Jay, 2010b). Until now the OWE developments were heavily subsidized by governments, but due to the rapid improvements, the private sector can develop OWE without the subsidies on the construction of wind turbines. However, subsidies still exist on the installation of the backbone towards the shore. Nevertheless, wind energy is becoming increasingly profitable (Van der Walle, 2018; Zuidervaart, 2018; PWC, 2018). Furthermore, governments have a considerable interest in OWE development since it is an solution for meeting future standards. The debate in the literature, therefore, focusses if the power position of wind energy at sea is too big in comparison to other interests. Thus, it is questioned to what extent MSP in the current state can deal with these unequal growing interests (Jay, 2010b; Qiu & Jones, 2013; Jones et al., 2016; Flannery et al., 2018; PWC, 2018)

The different debates mentioned above show that stakeholder participation in MSP in practice appears to be limited able to balance the different interests. Notably, the increasing interest in the production of OWE shows the gap in stakeholder participation in the current theory of MSP (Jay, 2010b; Qiu & Jones, 2013; Jones et al., 2016; Flannery et al., 2018; PWC, 2018).

The following paragraph 2.2, explains and discussed the emergence and the concept of the creation of public value and its management. The particular management objectives and methods on a project level, following from overall strategy to meet the goals of the public value concept, are later ones used in the conceptual framework as possible methods to fill in the gap in current MSP practice.

2.2 Creating Public Value & Management

2.2.1 Emerge of a new paradigm in public administration

Two decades ago the thinking about the creation of public value by the government emerged. This emergence can be traced back as a reaction to the paradigms of Traditional Public Administration (TPA) and New Public Management (NPM). The TPA paradigm was the general idea of government during the '50s and '60s and can be defined as top-down, bureaucratic, and hierarchic. However, due to critiques on the monopolistic style in service provision and the bureaucratic character, the perspective on administrative management started to shift. This shift resulted in the rise of the NPM paradigm, which is a market-oriented approach to management based on the Neo-Liberal thinking of that time. Private sector management styles should be applied to the public sector in order to create a small public sector based on efficiency and effectiveness. In the end, the market would determine what is needed (Moore, 1995; Rhodes, 1996; Stoker, 2006; O'Flynn, 2007; Alford & O'Flynn, 2009; Meynhardt, 2009; Benington & Moore, 2011; Bryson et al., 2014). However, from the '80s onwards, the NPM ideas became problematic, since it was too market driven. Therefore, it negatively influenced functions and groups less integrated into the market, which were nevertheless of importance to society. Furthermore, the perception that the market could cope with all kinds of problems changed (Moore, 1995; Stoker, 2006; Benington & Moore, 2001). The negative impact of NPM triggered the thinking about a new management paradigm for government, towards the redefinition of how we as collective and society think about the role of the government and, the functioning and its purpose. This debate resulted in a new paradigm regarding the creation of public value (PV) by the governmental organizations for the different individuals and collectives within society (Moore, 1995; O'Flynn, 2007; Stoker, 2006; Meynhardt, 2009; Benington & Moore, 2011).

After explaining this new perspective on administrative management in order to create public value in the following subparagraph 2.2.2, its connections and possible extensions to MSP are explained.

2.2.2 The Creation of Public Value

Mark H. Moore (1995) was one of the first to publish on the idea of creating PV, as a response to the previously mentioned paradigms of TPA and NPM. Moore (1995) aimed at discussing and changing the role of the government in society in general towards a creator and stimulator for creating PV for its inhabitants. Moore (1995) was concerned about the current practices in which the governmental focus was:

> *"Downward, toward the reliable control of organizational operations rather than either outward, toward the achievement of valuable results, or upward, toward renegotiated policy mandates" (Moore, 1995; P.17).*

Therefore, from 1995 onwards, an increasing amount of literature is published on the concept of creating PV. Other related management approaches are known by names as New Public Service (Denhardt & Denhardt, 2015), Public Value Management (Stoker, 2006), and New Public Governance (Osborne, 2010). This thesis will stay close to the approach that was created in 1995 by Moore (1995), and developed in the past two decades by Moore (2013) and different other researchers such as Stoker (2006), Benington (2007; 2009), Meynhardt (2009), Alford & O'Flynn (2009) and Bryson et al (2014). The following two definitions are appropriate for determining public value as used in this thesis.

> *"Public Value is more than a summation of the individual preferences of the users or producers of public services. The judgment of what is public value is collectively built through deliberation involving elected and appointed government officials and key stakeholders" (Stoker, 2006; P.42). Hence, "What the public values and what adds value to the public sphere" (Benington, 2007; P.7).*

In order to guide and facilitate this process for creating public value, Moore (1995) elaborated on the role of the so-called Public Manager (PM). Moore (1995) explains that the:

> *"public managers are to be seen as explorers who seek to discover, define, and produce public value. They become important agents in helping to discover and define what would be valuable to do. In short, public managers become strategists rather than technicians" (Moore, 1995; P.20).*

Since the first development of public value by Mark H. Moore (1995), the creation of PV had become an approach by which through deliberative interactions between stakeholders, value is created. Bennington (2007 & 2009) furthermore categorized the different stakeholders into the three nodes of governance model, in which he determines the Government, Market, and Civil Society. Figure 4 shows this model with the nodes of governance. The cross-border interactions between these three different nodes, which all have the same share, lead to the creation of value. Within these nodes, for example, economic, social, cultural, political, and ecological interests are represented (Bennington, 2007; O'Flynn, 2007).
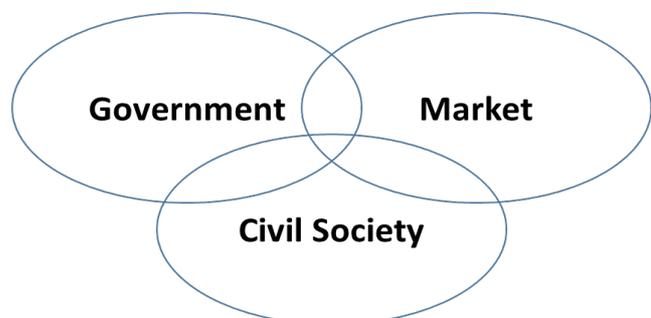

Figure 4: 'The three nodes of governance'.
Source: Benington (2009)

2.2.3 Connecting the creation of Public Value and Marine Spatial Planning

The ideas regarding creating PV and the ideas in MSP show similarities in various aspects. Noticeable is the crucial focus on the cross-border interaction between the different actors and stakeholders in both the

creation of PV (Moore, 1995; Stoker, 2006; Bennington, 2007; O'Flynn, 2007) and in the MSP theory (Douvere, 2008; Ehler & Douvere; 2009; Gopnik et al., 2012; Scarf et al., 2015). Furthermore, the focus on creating approaches and strategies for complex situations is an aspect that is in both the concept of creating PV and MSP elaborated on (Moore, 1995; Stoker, 2006; Douvere & Eher, 2008; Jay et al., 2012).

When focusing on the aspect of stakeholder participation in the two concepts, more similarities are noticeable. Both concepts are discussing the importance of deliberative decision-making based on the purposeful inclusions of different stakeholders. To be able to make this kind of decision-making possible, comprehensive consideration of the who, when and how questions in relation to stakeholder participation are explicitly and implicitly mentioned in the creation of PV and MSP literature (Moore, 1995; Stoker, 2006; Bennington, 2009; Douvere, 2008; Ehler & Douvere, 2009). Both approaches evolved in a relatively same way, given the underlying ideas of the concepts. Furthermore, similar aspects regarding the role of stakeholder participation and strategies in theory to define these deliberative decision-making processes are defined. Therefore, the connections between the concept of creating PV and MSP is showing common aims and objectives.

However, the particular strategies in creating PV, regarding the execution of stakeholder participation, differ from MSP. As mentioned in the paragraph 2.1.5, regarding the current debates in MSP, there is lacking attention in the literature on the execution of stakeholder participation, which leads to complications during the process. The current frameworks, in theory, are not able to deal with these complications (Kannen, 2014; Scarff et al., 2015; Flannery et al., 2016; Jones et al., 2016; Flannery et al., 2018). This aspect is different from the theory in the creation of PV. For the actual creation of this value, an approach to Public Value Management (PVM) is developed, that provides a framework and different methods within this framework on a project level. Stakeholder participation is an essential aspect in this management approach and therefore the methods providing input for the appropriate management of stakeholders (Moore, 1995; Stoker, 2006; Bennington, 2007; Bennington, 2009; Heifetz et al., 2009; Bao, Xuejun, Larsen & Morgan, 2012; Moore, 2013).

The following subparagraph 2.2.4, gives an explanation regarding this framework and the different management strategies for stakeholder management.

2.2.4 A Framework for Public Value Management

Subparagraph 2.3.2, touches on the role of the PV as an explorer and strategist for creating PV through deliberative decision-making (Moore, 1995). A 'strategic triangle' developed and elaborated on by Moore (1995), Benington (2009), Alford & O'Flynn (2009), Bennington & Moore (2011) Bryson et al. (2014) should function as a framework to guide the PM in decision-making processes. PMV and the PM have a position in the middle of the 'strategic triangle,' shown in figure 5. The PM should bring the three components of the triangle in alignment in order to develop a strategy since only the combination of these three components can lead to a strategy that creates PV. Therefore, this is the actual management in order to create PV, management strategies for stakeholder participation that are missing in current MSP literature (Moore, 1995; Stoker, 2006 Benington, 2009; Benington & Moore, 2011; Alford & O'Flynn, 2009; Bryson et al., 2014). The three components within the

Figure 5: The "Strategic Triangle".
Source: Benington & Moore (2011) – adjusted by author

strategic triangle that are important for the creation of public value, and should be aligned by the PM, are the following (Moore, 1995; Stoker, 2006; Alford & O'Flynn, 2009; Bennington, 2009; Bennington & Moore, 2011; Bryson et al., 2014):
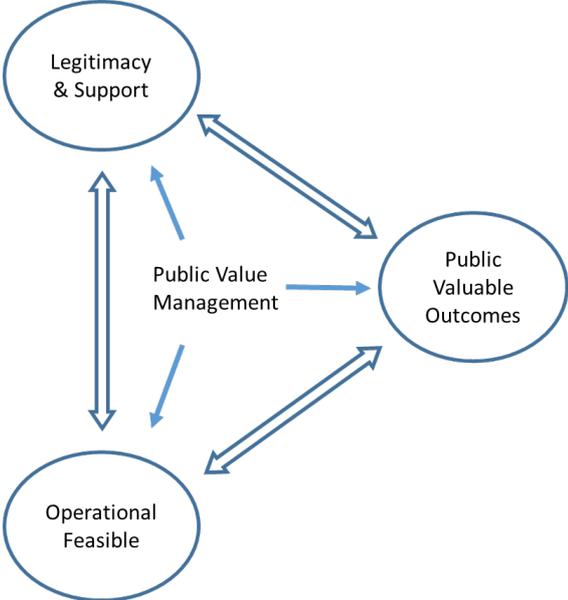
- The first component is the aim of a strategy that achieves substantially **public valuable outcomes**. Therefore, it should exist out of different values based on what gives the most value to the different stakeholders involved.
- The second component is the aim of a strategy gains sufficient and ongoing **legitimacy and support** from the key authorities in politics and other stakeholders to proceed with the development.
- The third component is the aim of a strategy that is **operationally feasible**. The developed strategy should be feasible in terms of finance, technology, organizational capabilities, and the project team has to deliver the output in terms of PV.

The PM is working in the middle of the order to create a strategy which in practice mostly results in trade-offs in order to achieve alignments between the stakeholders (Benington & Moore, 2011).

The main issue of in achieving this alignment between these components is the management of different stakeholders and their possibly conflicting interests. The PMs have to balance and guide the stakeholders, their interests, and interactions between them to create PV (Stoker, 2006; Benington, 2009; Benington & Moore, 2011). Bao et al. (2012) are adding to this, that the focus of the PM's approach is on diplomacy and his scope on vertical and horizontal integration that results in a commonly reached strategy and agreement related to the problem. Therefore, the PM is a consensus builder that flourishes on trust and legitimacy.

The above subparagraph 2.2.4 explains briefly, the framework in which the PMs are working on a strategy for delivering public value and the importance of stakeholder participation within this framework. Until this point, in theory, the concepts of MSP and PVM are relatively on the same line. However, as discussed in the paragraph 2.1.5, it is questionable how the awareness regarding the importance of a stakeholder participation process is translated to lower levels, to make participation actually possible and create an successful process (Scarff et al., 2015; Jones et al., 2016; Flannery et al., 2016; Flannery et al., 2018). In theory regarding the concept of PVM, this translation to actual objectives and adhering methods on lower project levels is discussed. The literature focusses on six different objectives and methods that are necessary to create public value (Moore, 1995; Heifetz & Laurie, 2001; Randall & Coakley, 2007; Grashow & Linsky, 2009; Benington, 2007; Benington, 2009; Benington & Moore, 2011). The following subparagraph 2.2.5, explains these six different objectives from PVM.

2.2.5 Objectives for Public Value Management

The literature on the creation of public value explains six objectives with adhering methods for a PM to create PV within the strategic triangle. These objectives are tools to the PM at the project level, in order to balance the different interests of stakeholders and create PV in the end. The following six objectives are defined (Moore, 1995; Heifetz & Laurie, 2001; Randall & Coakley, 2007; Heifetz et al., 2009; Benington, 2007; Benington, 2009; Benington & Moore, 2011):

IDENTIFICATION OF THE PROBLEM TYPE AND STAKEHOLDERS: This first objective refers to getting a detailed overview of the problem and identification the perceived issues. The identification is important for determining if it is a simple problem with a straight forward solution or a complex problem which needs an adaptive solution. The outcome is the basis for the next step, which focusses on determining the different stakeholders and their willingness to participate during the processes towards decision-making. Heifetz et al. (2009) are referring to this aspect as determining the 'Ripeness' of an issue, which is the willingness of people to involve and take responsibility for the decisions made. A comprehensive identification at the start of every process is important since further strategies and approaches are based on the type of the problem, the stakeholders and their willingness to participate (Moore, 1995; Benington, 2007; Randall & Coakley, 2007; Heifetz & Laurie, 2001; Bennington & Moore, 2011; Koppenjan et al. 2011; Heifetz et al., 2009).

FOCUS THE ATTENTION OF STAKEHOLDERS: The second objective relates to developing approaches to focus the attention of stakeholders to the key issues, at the appropriate time. In an increasingly complex process, the differences in experience, assumptions, values, habits, and interests among stakeholders influence the involvement into a participation process. Despite these differences, the PM should create a situation in which all these different stakeholders participate at the appropriate moment. In order to facilitate this timing, it means to

create awareness and urgency, which leads to sufficient momentum among stakeholders for participation. Furthermore, important is to get the stakeholders open-minded towards participation, because, for example, they still have a feeling that they can have an attribution to the process. Overseeing this objective, it is a matter of timing and early involvement (Moore, 1995; Heifetz & Laurie, 2001; Benington, 2007; Randall & Coakley, 2007; Heifetz et al., 2009).

THOUGHTFUL FRAMING OF THE ISSUES: This third objective is referring to the long-term strategic overview the PM should have during the process by keeping the overall eye on the bigger picture and the ability to translate this overview to short-term actions on the project level. Benington (2007) is referring to the strategic overview as a view from a "balcony" on the problem and the short-term action as the "battlefield" where the current interactions are happening. According to Heifetz & Laurie (2001) and Benington (2007), it is crucial that the PM can move between the balcony and the battlefield. According to Heifetz et al. (2009) the ability to translate strategies to action on a project level is an act of "thoughtful framing" in order to facilitate appropriate stakeholder participation during the execution of the actions. To achieve this appropriate stakeholder participation through thoughtful framing, communication about the actions on a project level is a critical aspect that enables the stakeholders to understand the issues and each other and are therefore able to participate. PMs and stakeholders should talk the same "language" to understand each other. Thoughtful framing is, therefore, an action in which the PM is focusing on the stimulation of communication and understanding between the PM and other stakeholders and among the stakeholders. The thoughtful framing of the issues will lead in the long-term to improving strategic results (Moore, 1995; Heifetz et al., 2009; Benington, 2007; Randall & Coakley, 2007; Heifetz & Laurie, 2001).

CREATE OWNERSHIP AMONG STAKEHOLDERS: The fourth objective relates to the creation of ownership among the different stakeholders. The PM needs to create an environment in which stakeholders will take their responsibility for getting a solution to the problem. Heifetz & Laurie (2001) refer to this as 'Giving the work back to the people'. The PMs are not appointed to solve the problems of the different stakeholders. Their task is to guide the process of getting a solution, together with the stakeholders. The stakeholders should work together on a solution to their shared problems. Furthermore, it stimulates the stakeholders to take more responsibility for the process and the results. Solving the problems together leads to the creation of shared solutions with different interests integrated, resulting in the ownership and empowerment of the stakeholders in the end. Because of this approach, pre-defined targets can change over time because of the input from stakeholders (Moore, 1995; Heifetz et al., 2009; Benington, 2007; Randall & Coakley, 2007; Heifetz & Laurie, 2001).

ALIGNMENT OF INFLUENCE AMONG STAKEHOLDERS: The fifth objective focusses on the alignment of the influences of the different stakeholders that are involved. A key aspect is that the PM must deal with power differences between the stakeholders. In practice, this will especially mean the protection of voices from stakeholders with limited power, on a micro level. It is the job of the PM to give the smaller parties a voice and balance them, taking in account, the larger parties. Align the different influence of the stakeholders, in order to reduce conflicting situations, which lead to a better-balanced playing field for participation in terms of influence. However, this is a challenging objective for the PM to implement (Moore, 1995; Heifetz & Laurie, 2001; Benington, 2007; Randall & Coakley, 2007; Heifetz et al., 2009).

CREATE A HOLDING ENVIRONMENT FOR STAKEHOLDERS: The final objective is focusing on the regulation of distress in order to create a holding environment for stakeholder participation. It is up to the PM to create this environment, which should be on the one hand safe and on the other hand challenging for the stakeholders. Heifetz & Laurie (2001) use an analogy of a pressure cooker:

> *"A public manager needs to regulate the pressure by turning up the heat while also allowing some steam to escape. If the pressure exceeds the cooker's capacity, the cooker can blow up. However, nothing cooks without some heat" (Heifetz & Laurie, 2001; P.40).*

This holding environment is again a challenging objective to achieve because a PM is now responsible for direction, protection, orientation, and creating a norm and some pressure. Therefore, to get to equilibrium is a

complex process, nevertheless necessary in order to address complex problems (Moore, 1995; Heifetz & Laurie, 2001; Benington, 2007; Randall & Coakley, 2007; Heifetz et al., 2009).

These six objectives with adhering methods from Public Value Management theory are included in the conceptual framework at the project level since these are formulated in theory as objectives for balancing stakeholders towards an appropriate strategy. Therefore, these six objectives can be used to examine the case study. In the case study is examined how every point is perceived in the eye of the different stakeholders. These perceptions lead in the end to a conclusion in which is considered which of the six-dimensions mentioned above could be of importance for reducing the gap in current MSP.

The next paragraph 2.3, combines different aspects mentioned above from theory on MSP and PVM into a conceptual framework, which is the basis for further research in this thesis.

2.3 Conceptual framework for creating public value through MSP and PVM

This paragraph presents the conceptual framework in order to meet the research aim and objective and answer the main question. Figure 6 presents this conceptual framework, which is the theoretical lens through which the case study is examined. The basis for this conceptual framework lies in the above-explained theory on MSP (Douvere, 2008; Ehler & Douvere, 2009; Smith et al., 2011; Jay et al., 2012) and the theory regarding the creation and management of public value (Moore, 1995; Heifetz & Laurie, 2001; Stoker, 2006; Benington, 2007; Heifetz et al., 2009; Benington & Moore, 2013). The framework is a merger between the most relevant aspects regarding stakeholder participation in MSP and six objectives from PVM.

MSP literature defines three key components for stakeholder participation at a strategic level, shown in the first box at the left side of figure 6. These three strategic key components are; who - which stakeholders should be involved, when - should these stakeholders be involved, and how - should the stakeholders be involved. Paragraph 2.1.4 discusses these components. Through a process of deliberative decision-making, in which an answer is developed to the three key elements, an overall strategy regarding stakeholder participation in an MSP process is created. Since the combination and interaction between these three components is the basis for stakeholder participation in MSP, the first box from the left in the conceptual framework represents these three key components. As shown in figure 6, deliberative decision-making on a strategic level regarding stakeholder participation should influence and lead to specific results in stakeholder participation processes on the lower project levels. However, the MSP theory regarding the development of stakeholder participation processes is limited to the strategic level. Limited explanation and attention are given to the translation of the aims from a strategic level to the project levels. As discussed in paragraph 2.1.5, in practice the consequences of these limitations in stakeholder participation processes in MSP are observable (Kannen, 2014; Scarff et al., 2015; Jones et al., 2016; Flannery et al., 2016 Schubert, 2018; Flannery et al., 2018). In this thesis, this is designated as the gap in MSP literature.

Given the gap in MSP literature regarding the translation towards objectives and methods for the lower project levels, the concept of creating Public Value is connected to the components of stakeholder participation in MSP. Paragraph 2.2.3, explains and discussed this connection between these two concepts. The second box from the left in figure 6 presents the six objectives for stakeholder participation in order to generate public value. In short, in the Public Value literature, a 'strategic triangle' is discussed and developed on a strategic level. The strategy is focused on firstly, creating a publicly valuable outcome for stakeholders involved. Secondly, gaining legitimacy and support among different stakeholders. Thirdly, aiming at operational feasibility, which is connected to the capacity of the stakeholders. Compared to MSP, which stays at the strategic level, the strategic triangle in the concept of creating public value is translated to more specific objectives and methods at a project level. These are the six objectives in PVM. These six most essential objectives for PVM are explained in paragraph 2.3.5 and are embedded in the middle box of the conceptual framework. The assumption is, that these six objectives from PVM show to what extent decisions regarding stakeholder participation on a strategy level, are effectively translated into specific objectives at the project level.

The deliberative decision-making regarding stakeholder participation on a strategy level (first box from left), influences the six different objectives from PVM on a project level (second box). Six objectives that are, according to PVM literature, essential for successful stakeholder participation processes. The extent to which these six objectives at a project level are addressed determines the degree of balanced stakeholder participation in MSP (third box) and in the end the creation of public value in the round 3 processes (fourth box).

Summarizing, by analyzing the round 3 situation regarding the OWE development in the Dutch North Sea, from the influence of the decisions made at a strategic level on the outcomes at a project level, an answer to the research question is formulated. Through the conceptual framework is: Firstly evaluated to what extent MSP is able to balance stakeholder interests and creates public value. Secondly, it is explored if it is possible to learn lessons from PVM for decreasing the gap in MSP literature.

The following third chapter discusses and explains the methodology regarding this conceptual framework. Through a policy document analysis and in-depth interviews, the suggested relations in the conceptual framework are examined in the case study.
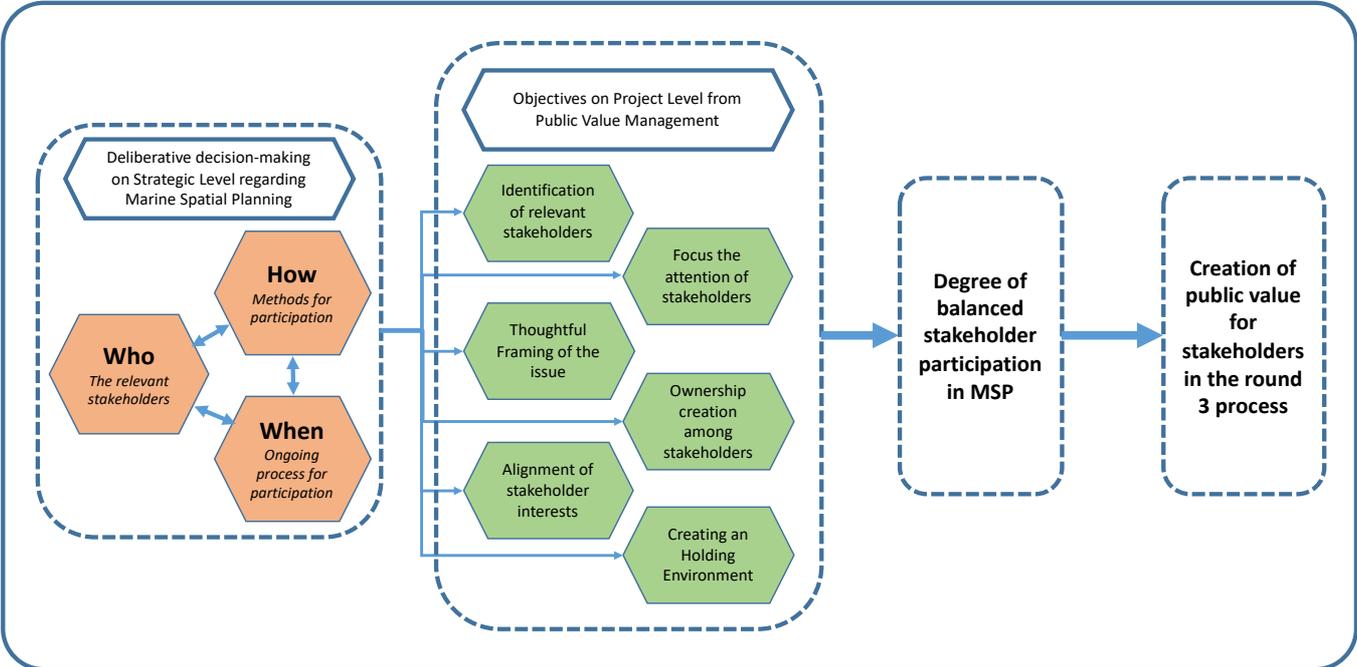

Figure 6: Conceptual Framework for evaluating if public value is created through MSP and explore how further lessons can be drawn from PVM.
Source: Author.

3. METHODOLOGY

This chapter explains the methodology of this thesis. The research method is a qualitative case study with two different methods of data collection in order to triangulate the data. This method is a combination of Yin's (2018) theory on case study research and O'Leary's (2010) theory on qualitative research. The chapter touches on explaining the research method, the case study approach, the strategy for data gathering and analysis and finally touches on ethics.

3.1 Research design

Firstly, the basis of the research design of this thesis is a qualitative approach. This qualitative approach has the goal, according to O'Leary:

"To gain an intimate understanding of people, places, cultures and situations thorough rich engagement and even immersion into the reality being studied" (O'Leary, 2010; P.114).

Kvale (2007) is furthermore adding, that complex settings and situations, which arise among others through a large amount of different interests from stakeholder, asks for a qualitative research method. A quantitative approach, in which a research in a social science environment is approached under similar rules as in physics and biology, cannot describe and discuss social phenomena in such an way as a qualitative research method (Kvale, 2007; O'Leary, 2010). Since this thesis focusses on researching, explaining and discussing a social phenomenon by perceptions of stakeholder, a quantitative research method is not in line with the research objective. Therefore a qualitative research method, in which subjectivism and interpretations are taken into account, is choses (O'Leary, 2010).

Secondly, the previous chapter 2 elaborated on the theoretical background for this approach. Chapter 2 explains and discusses the relevant theoretical concepts related to the main research question and research objective, leading to the conceptual framework (figure 6). In this conceptual framework, different factors, which in theory, influence the balanced outcome for stakeholders, are included. Based on the conceptual framework, the process of data gathering is done by a policy document analysis and semi-structured interviews, related to the case study. In paragraph 3.4, the choice for these methods and the advantages and disadvantages will be explained and discussed.

Thirdly, the basis for the further data gathering process lies in the evaluation research. According to O'Leary (2010), the evaluative research method focusses on determining the value of specific events and initiatives. Through evaluation, the effects and consequences from specific events are identified and furthermore, from these identifications, opportunities for improvement and modification become observable (O'Leary, 2010). Since this research method has both a broad evaluative and explorative nature, it applies to the aim and objective of this thesis, in which focus on firstly evaluating the case study and secondly exploring the possibilities to learn lessons from PVM. Through the conceptual framework in figure 6, in combination with this research method, an answer can be formulated.

Finally, it is important to mention and explain the balance between the longitudinal and cross sectional methods in this thesis. A longitudinal research method focusses on a certain phenomenon by assessing a single case through multiple repeated observations over a longer period in time (Yin, 2018). The policy document analysis regarding the overtime development of stakeholder participation in round 3 is the longitudinal part of this thesis. Stakeholder participation is examined by focusing on a strategy level on the who, when and how aspect within the different policy documents. The objective of this part is to examine which strategies regarding stakeholder participation are developed in these documents, and see to what extend these policies changed in the period from 2009 until 2017. A cross-section research method focusses on explaining a certain phenomenon by examine different groups of people at one moment in time (O'Leary, 2010). In this thesis, the cross-section study focusses on the examination of stakeholder participation among the different stakeholders at the project level in the case study. The objective of the cross-section method is to examine what the current situation of

MSP and stakeholder participation in the case study is and which improvements can be made for future. Since the cross-sectional method focusses on collecting different perceptions from different points of view it is suitable method for evaluation of the case study and exploring possible lessons.

The different methods are combined in one specific case study research. Therefore the next paragraph 3.2 explains the case study design in this thesis.

3.2 Case study design

Through creating an insight into the development and decision-making processes, in the light of the research aim and objective, an answer to the research question is formulated. Creating this insight is done by applying a qualitative case study research. According to Yin:

> *"a case study is an empirical inquiry that investigates a contemporary phenomenon within its real-life context, especially when the boundaries between phenomenon and context are not clearly evident" (Yin, 2018; P.15)*

Applying this method to the research aim and objective creates an in-depth insight into the specific situation because different data gathering methods are used (Yin, 2018). The literature discusses the effectiveness of case study research because of different opposing views. Opponents are claiming that knowledge from theory should be more valuable than knowledge obtained in practice. Furthermore, that a generalization based on a case study research is not possible since it is founded on a single case and are therefore not useful for theory development (Flyvbjerg, 2006). According to Yin (2018), it is therefore essential to develop a reliable and valid research framework to avoid the risk of inconclusive and biased answers. For creating a valid case study framework, three aspects are crucial. These aspects are:

- Firstly, to use multiple sources of evidence. Yin's (2018) opinion is that in order to create a sufficient overview of the case, it is necessary to use multiple sources in data gathering. This principle of using multiple sources to build a valid and robust case is better known as triangulation (Jick, 1979; O'Leary, 2010). A policy document analysis and semi-structured interviews are applied in this thesis for triangulation purposes.
- Secondly, create a case study database. Yin (2018) elaborates on the importance of an accessible database, which is built on the raw data from the data gathering process. By making this accessible, readers of this thesis can check and verify whether the right statements and conclusions are made. Therefore, it should contain the raw data, free of opinions, and interpretations of the author. However, because of ethical reasons, such as anonymity of the interviewees, these transcripts will be anonymous.
- Thirdly, maintain a chain of evidence. This part focuses on the readers understanding of the different steps made within the research process towards the conclusion. The reader should have an insight into where the conclusions are based on (Yin, 2018). To maintain the chain of evidence, this thesis will be structured in a step-by-step way. A distinct research design, a case study analysis framework, an explanation about the data collection process and referencing to literature and other relevant sources. Finally, attached in the appendix are the codebook and the interview guides.

By holding on to these three steps, in combination with a discussion and reflection on the results, the case study becomes representative.

3.3 Case study selection & demarcation

This paragraph briefly explains the demarcation of the case study. For this thesis has been chosen for a case study research on the OWE development during round 3 in The Netherlands. The choice is based on the rapid developments over the past two decades in OWE policy and practice. These developments are separated into three different rounds, named round 1, round 2, and round 3, and are mentioned in the "Rijksstructuurvisie voor windenergie op zee" (I&M & EZ, 2014b). The first paragraph 4.1 of the result chapter is explaining the differences per round. Due to the limited effectiveness of rounds 1 and 2, round 3 was developed. The

developments in the current round 3 on OWE development concerning stakeholder participation in MSP will be the case study and the demarcation of this thesis.

Furthermore, the combination of changing policy and increasing demand for OWE led probably to increasing pressure on the limited availability of space in the North Sea. Finally, round 3 is a topicality because the tender phase regarding the development and building of the different sides within designated zones is almost finished. Therefore, the OWE developments in round 3, concerning MSP processes are relevant and interesting to be studied.

3.4 Methods of data collection

In this thesis, the existing literature on MSP and PVM, policy documents related to the case study, and semi-structured interviews with the selected stakeholders with different opinions are used for gathering the data. The literature study, which is the groundwork for the conceptual framework, is used as the basis for developing the policy document analysis and the structure of the interviews. The following subparagraphs discuss the policy document analysis and semi-structured interviews as methods for data collection. Table 1 shows the strengths and weaknesses of both methods for data collection.

Source of Evidence	Strengths	Weaknesses
Documentation	- **Stable** – Can be reviewed repeatedly. - **Unobtrusive** – Not created as a result of the case study. - **Specific** – Can contain the exact names, references and details of an event. - **Broad** – Can cover a long span of time, many events and many settings.	- **Retrievability** - Can be difficult to find. - **Biased Selectivity** – If the collection is incomplete. - **Reporting Bias** – Reflects (unknown) bias of any given document's author. - **Access** – May be deliberately withheld.
Interviews	- **Targeted** – Can focus directly on case study topics. - **Insightful** – Provides explanations as well as personal views (e.g., perceptions, attitudes and meanings).	- Bias due to poorly articulated questions. - Responds bias. - Inaccuracies due to poor recall. - Reflectivity (e.g., interviewee says what interviewer wants to hear.

Table 1: Strengths and Weaknesses of the applied data collection methods.
Source: Yin (2018)

3.4.1 The policy documents

According to Yin (2018), a document analysis, in this thesis, policy documents, is a comprehensive tool for a case study research. Apart from the strengths of the document analysis, it is crucial to be aware of the weaknesses in developing a selection strategy. In this thesis, the retrievability of, and the access to the policy documents are limited risks since the documents are governmental policies which most of the time have a successive nature and are freely accessible. Furthermore, regarding the two points of biases of Yin (2018) triangulation is crucial. The semi-structured interviews with stakeholders from different backgrounds will function as triangulation for the policy documents.

This thesis is focusing on OWE development in round 3. Therefore, the policy document analysis aims to create a broad insight into the decision-making regarding MSP and stakeholder participation on a strategic level. The selection strategy regarding the relevant documents is based on three elements; firstly, that the policy documents touch on MSP processes and OWE development; secondly, the policy documents refer to each other on the specific topic related to the research objective; thirdly, if the policy documents are mentioned during the interviews.

Regarding the second, element the National Water Plan 2009-2015 and the National Water Plan 2016-2021 form the basis for selection (V&W, VROM & LNV, 2009; I&M & EZ, 2015a). These two documents are the general policy documents for all water (management) and MSP related issues in the Netherlands. Based on the overarching goals in the NWP's more specific directives and policies are created in order to reach the overarching goals. Therefore, from the two NWP's, specific documents on the North Sea area and OWE development are derived. The Energy Agreement (SER, 2013) applies specifically to the third selection element. This document is included because it is relevant for discussing the strategy for stakeholder participation after the development of national climate objectives. Since this document was often referred to during the interviews and in successive documents, it is a valuable contribution to this thesis.

The following table 2, lists the policy documents by year, topic, author, reference, and relevant pages or chapters. The decision regarding the analysis of relevant parts is made after scanning the document in order to filter the irrelevant parts given the objective of this thesis and selection strategy. References regarding these documents in the following chapters will be made by quoting to the particular names of the documents.

Year	Name	Authors	Reference	Page
2009	National Water Plan 2009-2015 (Nationaal Waterplan 2009-2015)	Ministry of Housing, Spatial Planning and Environment (VROM). Ministry of Transport, Public works and Water management (V&W). Ministry of Agriculture, Nature and Food quality (LNV).	V&W, VROM & LNV (2009a).	196 t/m 215
2009	Policy Document on the North Sea 2009-2015. (Beleidsnota Noordzee 2009-2015).	Ministry of Housing, Spatial Planning and Environment (VROM). Ministry of Transport, Public works and Water management (V&W). Ministry of Agriculture, Nature and Food quality (LNV).	V&W, VROM & LNV (2009b).	Chapter 2.2, 2.10, 3, 6, 7.
2011	Integral Management Plan North Sea 2015 – Revision on 2005 plan (Integraal Beheerplan Noordzee 2015 – Herziening op plan uit 2005).	Interdepartmental Directors Counsel North Sea (IDON). Ministry of Infrastructure and Environment (I&M). Ministry of Defense (MinDef). Ministry of Agriculture, Nature and Food quality (LNV). Rijkswaterstaat (RWS)	IDON, I&M, MinDef, LNV & RWS (2011)	Chapter 1, 3, 5.
2013	Energy agreement for sustainable growth* (Energieakkoord voor duurzame groei)	Social-Economic Board (Sociaal-Ecnomische Raad) exists of: Governmental organizations Different NGO's Different Private Parties	SER (2013)	Chapter 1, 4.2.2.
2014	Feasibility study Wind energy at Sea within 12-mile zone. (Haalbaarheidsstudie Windenergie op Zee binnen de 12-mijlszone).	Ministry of Infrastructure and Environment (I&M). Ministry of Economic Affairs (EZ).	I&M & EZ (2014a).	The whole document.
2014	Governmental Structure Vision for Wind energy at Sea. (Rijksstructuurvisie Windenergie op zee).	Ministry of Infrastructure and Environment (I&M). Ministry of Economic Affairs (EZ).	I&M & EZ (2014b).	Questions related to Stakeholder participation

2014	North Sea 2050 Area Agenda (Noordzee 2050 Gebiedsagenda)	Ministry of Infrastructure and Environment (I&M) & Ministry of Economic Affairs (EZ)	I&M & EZ (2014c)	Second and third part regarding energy transition at sea & Multiple use of space;
2015	National Water Plan 2016–2021 (Nationaal Waterplan 2016-2021)	Ministry of Infrastructure and Environment (I&M) Ministry of Economic Affairs (EZ).	I&M & EZ (2015a).	Chapter 1, 6, 7.
2015	Policy Document on the North Sea 2016-2021. (Beleidsnota Noordzee 2016-2021).	Ministry of Infrastructure and Environment (I&M). Ministry of Economic Affairs (EZ).	I&M & EZ (2015b).	Chapter 1, 2, 3, 4, 5, 7.
2016	Governmental Structure Vision for Wind energy at sea. Addition on area Hollandse Kust (Rijksstructuurvisie Windenergie op zee. Aanvulling gebied Hollandse Kust).	Ministry of Infrastructure and Environment (I&M). Ministry of Economic Affairs (EZ).	I&M & EZ (2016).	Whole document.

Table 2: Policy documents and memos for the document analysis. *Selected by Author*

*The above presented energy agreement is not a document that is in a concrete line with the other policy documents. However, it is relevant to analyze since in all the policy documents after 2013 refer to it as the new standards for OWE development.

3.4.2 Semi-structured Interviews

The second data collection method in this thesis are in-depth semi-structured interviews. This method is a more flexible type of interviewing in which the researcher is able to structure an interview in such a way that the needed date will be gathered, however unexpected and new data can be gained as well (O'Leary, 2010). Furthermore, according to Yin (2018) interviews are an important part in collecting data for a case study research, since most of the case studies are in-depth studies focused on human behavior and perceptions. Table 1 shows the strengths and weaknesses regarding this method, according to Yin (2018).

Given the objective of this thesis, semi-structured interviews are a suitable way in dissecting different opinions and perceptions and leave room open for new information and opinions on the case study. The interview guide will be adapted to this type of interviewing by developing an overall line through the interviews, nevertheless leaves room for new information (O'Leary, 2010). Given the weaknesses in table 1, it is important to construct the interview guides thoughtfully in order to minimize biasedness. Furthermore, in the discussion and reflection in the last chapters the results from the interviews will be further discusses on biasedness and inaccuracies. The aim of the semi-structured interviews is to do a cross-sectional evaluation on stakeholder participation in relation to OWE development and exploring the possibilities of lesson learning from PVM, to fill the gap in MSP.

The selection strategy for relevant cross-sectional interviewees is based on two different phases. In the first phase, the identification an selection of the relevant interviewees is done based on the documents regarding the round 3 OWE development, the literature on MSP (Ehler & Douvere, 2009; Ritchie & Ellis, 2010; Pomeroy & Douvere, 2008; Portman, 2016; Gopnik et al., 2012) and the website of the 'Noordzeeloket' (I&M, 2017). In the second phase, the different stakeholders are categorized based on the model by Bennington (2009) and Moore (2013) in which they described three nodes of governance. Figure 7 shows
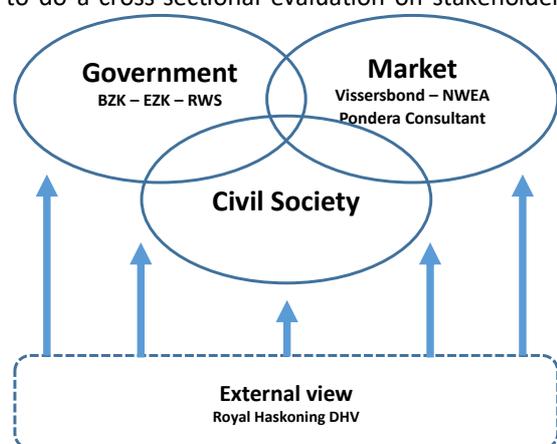
Figure 7: Three nodes of governance and classification of interviewees in case study. *Source: Benington (2009) – adjusted by author*

a by the author adjusted model, with the classification of stakeholders included. Chapter 2.3.2 further explains the theory regarding the functioning of the model. Since the model is an element in theory on PV creation and to maintain structure in this thesis, it was found relevant to use. Table 3 shows the categorization over the three different nodes.

However, during the categorization of the interviewees two difficulties appeared regarding the node of 'civil society', which will be later in-dept reflected on in the reflection part of the last chapter. Firstly, planned was to categorize nature conservation advocacy groups in this node. However, not one of the relevant groups was willing to participate in this thesis. Secondly, gradually became clear that the North Sea environment is limited comparable to the onshore situation, on which the model of the three nodes of governance is essentially based. Therefore no interviewees were in the end categorized within this node. Nevertheless, the data from the interviews with the stakeholder within the other two nodes is very sufficient to do further analysis.

Furthermore, it is important to mention the role of Royal Haskoning DHV as external expert. This stakeholder was integrated by the government after the round 3 process, for the development of the 'Routekaart 2030'. However, this stakeholder got through the MSP processes for the development of this 'Routekaart' a comprehensive insight into the previous decision-making and overall perception to this process. Because of this insight is decided to include this stakeholder as well as an external expert on the whole process. A visualization is shown in figure 7 by adding an extra node to the model.

Finally, references to the interviewees in the results and conclusion chapter of this thesis are done by referring to the function and organization of the interviewees. Furthermore, the interviews were conducted in Dutch. Therefore, the quotes from the interviewees are translated from Dutch to English.

No.	Node	Organization	Function	Date/ duration	Place
1.	State	Ministry of Interior and Kingdom Relations (BZK)	Policy developer & project leader.	08/06/2018 01:46 hour	Den Haag (in person)
2.		Rijkswaterstaat (RWS)	Environmental Manager.	19/06/2018 01:18 hour	Den Haag (in person)
3.		Ministry of Economic Affairs and Climate (EZK)	Policy developer & Project leader.	25/06/2018 00:58 hour	Groningen (By telephone)
4.	Market	Dutch WindEnergy Association (NWEA)	Senior project manager offshore wind energy.	26/07/2018 1:03 hour	Groningen (By telephone)
5.		Vissersbond	Secretary of the Board.	30/08/2018 1:01 hour	Groningen (by telephone)
6.		Pondera consultants	Consultant renewable energy and environmental management.	29/08/2018 1:04 hour	Groningen (by telephone)
7.	External Expert	Royal Haskoning DHV (RHDHV)	Consultant in process management and stakeholder participation	19/12/2018 1:01 hour	Groningen (by telephone)

Table 3: Overview of the different conducted interviews.

3.5 Towards the result chapter

In order to create relevant results in the light of the research aim and objective, the policy documents and semi-structured interviews were analyzed by following the codes from the codebook, attached in the first appendix.

The policy document analysis in this thesis focusses on results regarding the official decision-making on MSP concerning OWE development on a strategic level. The codes used to analyze the different policy documents are defined at the strategic level of the codebook and are based on the theory of chapter 2 and the first box of the conceptual framework. The analysis process firstly focusses on inserting and coding the relevant parts of the policy document, shown in table 3, with Atlas TI. software and secondly analyses these results in order to come to a comprehensive overview. Paragraph 4.1 and 4.2 of the following chapter presents the noticeable results from the policy document analysis.

The analysis of the semi-structured interviews focusses on a cross-sectional evaluation and exploration. In light of the theory from O'Leary (2010), the following approach is developed in this thesis to meet the systematic standards regarding the analysis of qualitative data. Firstly, after conduction the interviews, it is essential to organize and prepare the raw data for the analysis (O'Leary, 2010). Therefore, based on the recordings and notes of the interview, transcripts of these interviews were established. Secondly, it is necessary to sort and code the data since a part of the data is probably irrelevant in the light of the research objective and question. The coding of the different transcripts is done with the help of Atlas TI. software. The used codes, shown in the first appendix, are determined through the theory in chapter 2 and the different variables in the second box in the conceptual framework on a project level. Finally, through the coding process, the relevant parts of the interviews regarding the research objective and question could be sorted. The sorting process led to the development of relevant results for evaluation and exploration, presented in the following chapter 4.

3.6 Ethics

In terms of ethics, during the whole research, it is crucial for the researcher to stay independent. The independence of the researcher in this case study is secured. The researcher had limited experience and knowledge on the subject of this thesis and was in such able to do independent research.

Regarding the semi-structured interviews, it is of interest to create open non-steering and not suggestive questions in order to get answers from the interviewees. This is done in the interview guides, which are included in the appendix of this thesis to give the reader the change to judge if this point of interest was reached. Furthermore, at the start of every interview is indicated that the interviewees would remain anonymous, and the question was asked if the interview could be recorded for analysis purposes. These records are only of use for the creation of transcripts of the interviews. These transcripts are sent to the interviews after completion to check whether the researchers understood the information in the right way. Only after approval from the interviewees, the transcripts were used in the analysis. Finally the different quotes used from the interviewees are sent to the interviewees to get confirmation on the use of these sentences.

4. RESULTS

This fourth chapter presents and explains the results after the analysis of the data. Paragraph 4.1 focusses on the context of the Dutch OWE development. By briefly explaining the development in the three different rounds, the reader obtains a global insight into the overtime changing policy structures. The objective is to briefly explain the changing role and responsibilities per round of the involved governmental ministries.

Paragraph 4.2 focusses on five noticeable results in strategic policy development regarding MSP in round 3. The first box of the conceptual framework is applied in order to analyze the included policy documents, extended with interview results. The objective is to obtain an insight into the decision-making on strategy level to determine specific trends and influences in MSP concerning OWE development.

Paragraph 4.3 focusses on the effects of strategic policy development on the project level. The second box of the conceptual framework, in which six objectives regarding stakeholder participation are determined, is applied in the analysis of the conducted interviews. The objective of this paragraph is to firstly, evaluate the effect of round 3 policies regarding stakeholder participation on a project level and secondly, to explore possible lessons for stakeholder participation in MSP.

4.1 Defining the decision-making context of OWE planning

This paragraph aims to create an overview of the developments in decision-making regarding OWE planning in the Dutch North Sea and the overtime changing responsibilities of the government. By getting an insight into the previous decision-making processes in the previous rounds, the reader can get a better understanding of the current round 3 policies and responsibilities in decision-making. In the first part of the paragraph, round 1 and 2 will be explained, and in the second part, the round 3 and current general policy will be elaborated on. The results are based on the data from policy documents and interviews.

4.1.1 Towards the Round 3 policy structure

In 2009, the system regarding the designation and zoning of OWE in the Dutch part of the North Sea changed. A shift towards a spatial planning approach in which increasing acknowledgment is given to stakeholder interests. This shift was noticeable in the National Water Plan (2009), as the round 3 OWE developments, which is the start of the case study in this thesis (V&W, VROM & LNV, 2009a). In order to understand these developments in the different rounds, it is essential to obtain information regarding developments in previous rounds.

Round 1: At the start of this round, the OWE development was still new and uncertain. Furthermore, the technical implementation was still an extensive challenge. Besides, the technical challenges, concerns came up about the spatial implementation of the OWE in the North Sea. In the end, this led to the designation and construction of two OWE areas. These are Egmond aan Zee and Prinses Amalia, located at the height of Ijmuiden. According to the project leader from BZK and different policy document, round 1 was more or less an experiment organized by governmental Ministries to discover if this would work out in future and if OWE would be achievable in the Netherlands (IDON et al., I&M, MinDef, LNV & RWS, 2011; I&M & EZ,2014b).

Round 2: The round 2 policies are a response to the previous round. Within the ministries, the experiments from the first round gave positive signals for further OWE development. The new policy aimed at exclusion policies for complete avoidance of conflicts among stakeholders. Market parties were allowed to choose an area in the North Sea area by themselves and apply for a permit for that specific location. Only a few restrictions existed. The possible areas should be outside of the 12 sea miles zone, the shipping routes and some specific places such as military training areas and protected areas because of ecological reasons. During the first round process, concerns were already rising about the spatial implementation of the OWE because of conflicting interests. In order to avoid any conflicts with other stakeholders, the exclusion policy should focus on limiting the interaction between different stakeholders. According to the project leader from BZK and the environmental manager from RWS, this led in practice to a liberal policy in which only a few areas were prohibited from OWE

development (IDON, I&M, MinDef, LNV & RWS, 2011; I&M & EZ, 2014b). The project leader from the Ministry of Interior and Kingdom Relations referred to this policy as:

"Planting a flag on the moon, and then we will see if the projects would be feasible and if the government could subsidize them. So if a business case could be developed at all" (Project Leader, BZK).

The round 2 policies resulted in 83 initiatives regarding OWE development from different parties, nineteen of these parties requested a permit, twelve OWE projects received a permit from which three finally were subsidized. These are the OWE areas Luchterduinen at the coast of Noordwijk and the two Gemini areas north of the Wadden Islands (I&M & EZ, 2014b).

Nevertheless, round 2 policies were in practice problematic for both the involved governmental ministries as well for the market parties. The project leaders from BZK and EZK, the environmental manager from RWS and the project manager from NWEA in particular, referred to the problematic policy in which the market parties had much freedom for developing interests and applying for permits for specific areas. For the governmental ministries, the policies resulted in a very high and unstructured workload since 83 initiatives where deployed. The issue for the market parties was the non-transparent regulation and permit requirements, which led to uncertainty regarding investments in OWE development. Furthermore, the high costs of the OWE construction were a significant issue as well. According to the project leader from BZK and environmental manager from RWS, the hoped-for cost price reduction did not work out as planned in the beginning, and a more liberalized market style would not work yet in OWE development. In order to make OWE feasible at large-scale standardization processes and economies of scale should be implemented. For subsequent improvements, the policies should be less liberal, and the government should actively step into the planning of OWE development.

4.1.3 The round 3 policy structure

The round 3 policies are a response to the limitations in the previous rounds. The aim of the round 3 policies is that the government is taking back the control and planning over de OWE development instead of leaving it to the market as in round 2 (IDON, I&M, MinDef, LNV & RWS, 2011; I&M & EZ, 2014b). According to the project leader from BZK:

"The role of the market parties in the third round is limited. They only have a specific role during the tender phase. The rest of the process is under the responsibility of the government; designate the areas, assign the lots within the areas, the environmental impact reports (MERs) and all discussions with other parties and different stakeholders. When a decision regarding the completion of a designated area is taken, the government is responsible for the coordination of objection and appeal procedures" (Project Leader, BZK).

In round 3, the market parties are only responsible for a tiny part of the whole development and construction process. The government takes over

Figure 8: Designated Wind Energy locations developed according to the third round policies.
Source: EZ & I&M (2014).

the responsibility of the rest of the planning process. The government, in this case, the ministries of economic affairs (EZ) and infrastructure and the environment (I&M), became the leading authority in the planning and permitting of the OWE areas. Since the political formations in parliament, these ministries are known as Ministry for Economic Affairs and Climate Policies (EZK) and Ministry of Infrastructure and Water management (I&W). The consultant from Pondera consultants mentioned regarding the role of the government:

> *"The situation in the second round was not in favor of societal wishes, a large number of costs had to be made, and the operationalization of the OWE development should go faster. We had to go for a different approach in which the government should be the organizing party" (Consultant, Pondera Consultants).*

The formal governmental decision-making regarding the specific locations of the OWE areas is the so-called 'Kavelbesluit,' or plot decisions. Figure 9 is a brief overview of the content of these plot decisions (I&M & EZ, 2014b). The designated zones are Borssele, Hollandse Kust (Noord & Zuid), Above the Waddeneilanden and Ijmuiden Ver. The building of the first and second zone, shown in figure 8, is planned to be finished before 2020, and the third and fourth zone until 2023. The directives regarding this change in policy are presented in the National Water Plan (2009) and further developed in the policy documents subsequently to this national policy (IDON, I&M, MinDef, LNV & RWS, 2011; I&M & EZ, 2014b).

This first paragraph 4.1 of the results chapter shows the overtime developments in the planning and construction of OWE. Round 1 was more or less an experimental phase. Round 2 can be described more or less as a neoliberal perspective in which the market got extensive opportunities to develop plans for the construction of offshore wind turbines. In the round 3 structure, the debates regarding OWE development were pressurized by global and national dynamics. The government took control over the development and became in this situation to lead the process to ensure an increase in OWE development.

When taking into account literature from Moore (1995), Stoker (2006) and Benington (2007) in the second chapter, the government can be seen as the PM

> **"Kavelbesluit" – *Plot decision:***
> *Plot decisions are a new instrument in the 'Wet Wind op Zee' (Wet WoZ) which is approved by parliament and operational since 2015. Plots are smaller areas within the general designated wind energy areas. By means of the plot decision instruments the government demands location specific requirements for the construction of OWE in a specific plot. During the tender phase, the different consortiums can apply for these different plots. The best offer at the end of this phase will receive a governmental funded subsidy and the exclusive right to construct and maintain OWE turbines within the specific plot (I&M & EZ, 2016).*

Figure 9: Information regarding the Plot Decision instrument.
Source: I&M & EZ (2016).

in the case of the OWE development. The government, therefore, seems in this particular round responsible for the development of MSP processes and stakeholder participation.

4.2 Decision-making regarding MSP on a strategic level

The following paragraph explains five noticeable results in decision-making regarding MSP on a strategic level. Firstly noticeable, is a changing perspective on the importance of MSP in OWE development processes. Secondly, the paragraph touches on the increasing pressure on MSP due to the execution of the Energy Agreement after 2013. Thirdly, it touches on and explains a seemingly unbalance in the abstract formulations in MSP processes in comparison to specific targets for OWE development. Fourthly, it explains the noticeable postponement of stakeholder participation in policy documents. Finally, this paragraph explains the demand for further development of stakeholder participation and MSP processes from Stakeholders.

4.2.1 Recognition of MSP processes

Noticeable is the shifting perspective from the first National Water Plan 2009-2015 onwards, regarding the fact that the available space in the Dutch North Sea area is decreasing due to increasing human interests and spatial claims (I&W, VROM & LNV, 2009a). Acknowledged is that the OWE development is an interest with considerable impact, spatially and on other stakeholders. Nevertheless, in order to handle this impact, the first NWP focusses on:

"Create a healthy, resilient, and open marine ecosystem that is used in a sustainable way. Economical, ecological, and social-cultural values should be balanced, based on the principals of people, planet, and profit" (V&W, VROM & LNV, 2009; P.198).

From the first NWP (I&W, VROM & LNV, 2009a) onwards, the connections to implementation of MSP processes in the planning process of the OWE development, and in guiding the different interests in the North Sea Area, becomes a red thread through the different analyzed documents. Mainly aims regarding the integration of stakeholders, in order to make multiple uses of space possible, and including stakeholders into the decision-making process are examples of these recurring aspects (I&W, VROM & LNV, 2009a; V&W, VROM & LNV, 2009b). The awareness regarding the scarcity led to a revision of the Integral Management Plan for the North Sea. This management plan originated from 2005 and was set for ten years from then, to give Rijkswaterstaat (RWS) guidelines and handles for managing the North Sea area, and the limited space (IDON, I&M, MinDef, LNV & RWS, 2011). The revised Management Plan focusses increasingly on balancing OWE development with regards to other interest in MSP related processes. The integration of stakeholders and create solutions through multiple uses of space, for recreational shipment and fishery, are again notable issues in the revised Management Plan. These issues are addressed because of the increasing spatial claim from OWE development (IDON, I&M, MinDef, LNV & RWS, 2011). Similar ideas regarding the importance of stakeholder participation for multiple uses of space and integrative solutions are mentioned in successive documents to the first NWP and PDNS. According to the Energy Agreement: "Deliberative weighting of the different interests with regards to the spatial use" is a critical aspect in OWE development (SER, 2013; P. 48). Furthermore, the governmental structure vision for wind energy at sea touches on the importance of the formal processes and comprehensive Environmental Impact Assessments and creates room for further development of multiple uses of space in combination with OWE development (I&M & EZ, 2014b).

The second NWP 2016 – 2021 is even more explicit than its predecessor and touches furthermore on the changing perspective regarding the marine environment. The document formulates that the government is explicitly responsible for:

"The development in deliberative fine-tuning with other functions in the North Sea" (I&M & EZ, 2015a; P.48).

Examples of functions are the multiple and shared use of space, the possibility for shipping through the OWE areas, and the distance to mining location (I&M & EZ, 2015a). On the strategic level is a positive vision towards MSP processes in order to develop OWE observable. Different documents through time all touch on the

importance of MSP processes and stakeholder participation, because of limited marine space, with lots of interests among different stakeholders. The documents and all the different interviews as well touched on the decreasing availability of marine space due to increasing interests. In particular, from the increasing demand from OWE development. This increasing demand from OWE development is the second noticeable results, which is influencing the policy development and decision-making on the strategic level.

4.2.2 Increasing pressure on MSP from OWE development

As previously mentioned, due to the fast increasing demand from the OWE sector, urgency for the development of MSP concepts was developed, in order to deal with OWE and other interests. The OWE development, therefore, led to increasing pressure on MSP practices in the Dutch case. In particular noticeable are the developments in terms of pressure after the Energy Agreement for Sustainable Growth (SER, 2013) entered into force, which entails concrete targets regarding OWE development. The agreement is the result of a comprehensive co-operation between different governmental organizations, private organizations, financial institutions, and NGOs in order to strengthen the energy transition.

The following explanation is given to illustrate the increasing pressure from OWE targets on MSP processes in the North Sea. Table 4 shows the targets from the energy agreement for the year of procurement, capacity in megawatt per year, and year of operationalization of the named capacity. Table 6 shows the currently existing OWE areas.

Procurement planning Wind at Sea		
Procurement in	**Wind capacity in MW**	**Operational in**
2015	450 MW	2019
2016	600 MW	2020
2017	700 MW	2021
2018	800 MW	2022
2019	900 MW	2023

Table 4: Procurement planning for wind energy development at Sea.
Source: SER, 2013

Currently existing OWE areas		
Name	**Year of built / operational in**	**Capacity in MW**
Egmond aan Zee	2005 / 2007	108 MW
Prinses Amalia	2006 / 2008	120 MW
Luchterduinen	2013 / 2015	129 MW
Gemini Parken	2016 / 2017	600 MW

Table 5: Currently existing OWE areas in the Dutch part of the North Sea.
Source: I&M & EZ, 2016

These different targets lead to a procurement total of 3450 MW in 2019 in order to reach for the 2020 and 2023 goals of 14% respectively 16% of energy from renewable energy sources (SER, 2013). The comparison with the in 2013 existing capacity in OWE megawatts is noticeable. Until 2013, a period of 8 years, 357 MW of OWE are built in the North Sea area (Egmond aan Zee – Prinses Amalia – Luchterduinen). Striking is that in a period of 5 years, this amount should be doubled with a factor nine. Furthermore, according to the Energy Agreement (SER, 2013), critical in these developments are cost-reductions for construction with 40%, acceleration of the designation process of suitable areas, and creating economies of scale through standardization. This example is illustrating the further increasing pressure on MSP processes in the North Sea due to OWE development. Finally, after the execution of the Energy Agreement in 2013, the targets were adopted and referred to in the different North Sea related and analyzed documents as main objectives on which policy development is focused.

Due to this pressure, it is questionable to what extent MSP can deal with this increasing pressure, especially from 2013 onwards. The explanations in the following subparagraphs 4.2.3 are raising doubts regarding this question.

4.2.3 Signs for unbalance in stakeholder participation

The contradiction, regarding unbalanced stakeholder participation, lies in, on the one hand, noticeable abstract formulated aims regarding MSP, and on the other hand, explicitly formulated targets in combination with a high priority for OWE development. The analyzed documents, with exception of the feasibility study and the 2050 area agenda, all stay at an abstract level in determining strategies and methods for MSP. This abstract formulation is contrasting with the in 4.2.2 specific targets regarding preferences for OWE development, the amounts of MW's, and cost-reduction in construction (I&W, VROM & LNV, 2009a; V&W, VROM & LNV, 2009b; IDON, I&M, MinDef, LNV & RWS, 2011). An example of the seemingly high priority for OWE development is that OWE was appointed as 'matter of national interest' in the first NWP (V&W, VROM & LNV, 2009b).

Although the successive second NWP 2016 – 2021 is a little more specific regarding MSP and stakeholder participation in compare to its predecessor, the appointment for OWE as a matter of national interests got renewed, and is even steering on complete avoidance with other matters of national interests in this second NWP. Furthermore, the cost-reduction aspect is increasing in priority as well, possibly influenced by the Energy Agreement (SER, 2013; I&M & EZ, 2015a). The following quote from the second NWP is an illustrating example regarding the focus on cost-reduction:

"The government carries the responsibility for efficient use of space, cost-reduction, and acceleration of construction of OWE" (I&M & EZ, 2015a; P.51).

Administrative considerations and decision-making, regarding new locations, must be a balance between low costs and limited adverse effects on other stakeholders. In the same policy document, it seemed that the government explicitly chose the cost-reduction aspect. The following quote is an example to underline this decision-making:

"At a near distance to the coast, the realization of wind energy is cheaper compared to remote areas. Therefore, the Cabinet wants to add a strip two nautical miles to the areas of the Hollandse Kust North and South within the 12-mile zone, in order to make the area spatially and cost efficient for users" (I&M & EZ, 2015a; P.51).

This quote shows the direction of governmental and political decision-making. In the feasibility study and 2050 area agenda, prior to the second NWP, the effects of this direction in which cost-reductions become more important compared to the stakeholder's interests were criticized (I&M & EZ, 2014a; I&M & EZ, 2014c). To give a better insight into these considerations and decision-making, and to underline the above-made assumptions, an example regarding the OWE development within the 12-mile zone is given.

The example of the 10- & 12-mile zone

By appointing OWE development as a "matter of national interests" in the NWP 2009-2015, an exception for OWE development within the 12-mile zone was created (I&W, VROM & LNV, 2009a). Prior to, the commissioning of the NWP 2009-2015 this zone was closed for the development of substantial buildings, placed for over a more extended period. The new rules created an exception for projects seen as a matter of national interest. These projects were allowed within the 12-mile zone, as long as no adverse effects occurred for the protection of the coast. Furthermore, damage for recreation, horizontal pollution, and fishery should be brought to a bare minimum (V&W, VROM & LNV, 2009a).

According to the Consultant from Pondera consultants, because of the benefits of cost-reductions through standardization, a feasibility study on wind energy within the 12-mile zone was executed.

Standardization in the planning process is critical for achieving these cost benefits, resulting in practice into permitting areas with 700mw or a multiple of this amount. According to the consultant from Pondera Consultants, the standardization leads on the one hand into cost reductions because of increasing benefits in connecting the wind turbines to power inverters and the onshore backbone connection. According to the consultant, one-third of the total development costs. On the other hand, because of the standardization of OWE areas, to reach cost reductions, the pressure on MSP increases due to the increasing spatial claim of these areas. Although the spatial claim is increasing and an MSP process is more complex and pressurized, these cost-reductions are according to the documents necessary to make OWE attractive as an investment product for the private market (I&M & EZ, 2015b). Therefore the development between the 10- & 12- mile zone became attractive.

The option to build within the 12-mile was for the first time opened in the first NWP (I&W, VROM & LNV, 2009a). In the Governmental Structure Vision for Wind at Sea, the demand for OWE development closer to the coast for cost-reduction purposes was repeated (I&M & EZ, 2014b). Looking on the above case, the prior feasibility study, regarding OWE development with the 12-mile zone, touched explicitly on different demands towards the ministries of EZ and I&M regarding methods for MSP when the plans are executed (I&M & EZ, 2014a). However, it is difficult to determine if these demands are translated into the second PDNS (2015-2021) because this document is rather abstract in objectives regarding MSP, in the case of OWE development (I&M & EZ, 2015b).

The abstraction level also applies to the document regarding the further formalization of the OWE areas, which is voted on by parliament. This document, the Governmental Structure Vision for Wind Energy at Sea; addition on the area of Hollandse Kust (I&M & EZ, 2016) is the formal change of the NWP 2016-2021 (I&M & EZ, 2015a) regarding the additional areas for the Hollandse Kust, in order to make the standardization regarding the in total 1400Mw of OWE possible. Prior to the actual decision, an Environmental Impact Assessment (EIA) is composed in which the different aspects regarding the area and stakeholder interests are weighted and examined in order to get an overview of the impacts of a potential decision. The conclusion of this extensive EIA among the effects for different stakeholders is positive if mitigating measurements are made for the stakeholders. Again abstract formulations regarding MSP, in compare to very explicit decision-making.

The example of the 12-mile zone is an illustration of the contrasting issues with one hand a strong focus for cost-reduction in OWE development, which will affect the available space for other stakeholders, and on the other hand, the abstract formulated aims and strategies for MSP to guide the OWE developments. It seems that these two issues are unbalanced and a higher priority is given to the fast planning of OWE, which is pressurizing the ability of MSP to balance the other interests.

4.2.4 Postponement of stakeholder participation

The previous subparagraphs are discussing the abstract formulations and unbalance between MSP and OWE development. Furthermore, due to these abstract formulations, postponement of stakeholder participation is observable.

In the Governmental Structure Vision for Wind at Sea, the postponement is possibly most observable. The structure vision aims to designate possible locations for OWE development and formalize these particular locations (I&M & EZ, 2014b). Formalize in this context means that a majority vote in parliament leads to the execution of this document. Therefore, it seems to be logical, that prior to the set-up of this document, different stakeholder participation processes took place in order to facilitate and strive for MSP targets. However, after analysis, the Structure Vision does not focus yet on the further completion in terms of multiple uses of space and integration of stakeholders, on the designated locations. The Structure Vision describes the designated areas as "gross" space. Gross space means that in order to come to the "net" space, among others, further stakeholder participation process still needs to be done. The aim is that this should be combined in the tender phase for the different plots within the, in this document designated gross areas (I&M & EZ, 2014b).

The seeming postponement of stakeholder participation is furthermore reflected in the results from an EIA, as part of the Structure Vision. The following quote is an illustrating example:

"In the designation process for wind energy areas, still issues concerning the other user functions and the marine ecosystem are not cleared yet. These issues may reduce the space for offshore wind energy within the designated areas" (I&M & EZ, 2014b; P.27).

Furthermore, this quote could show that I&M & EZ (2014b) acknowledge the issues with stakeholders, and are therefore already foreseeing that this will affect the amount of net space for wind energy construction. However, further specific demands regarding the MSP process towards the permitting of the net space are, besides the concerns of the different stakeholders, not given (I&M & EZ, 204b). Furthermore, striking is, that decision-making, on a strategic level, is already made, before the MSP processes are executed.

Later on, the postponement is further observable and discussed in the 2050 area agenda (I&M & EZ, 2014c) and the PDNS 2015 – 2021 (I&M & EZ, 2015b). In the PDNS, the following noticeable short quote is illustrating the limitations in the transition from gross to net space due to the postponement of stakeholder participation.

"The issues regarding the balancing of the different stakeholders and the marine environment within the designated areas still need to be resolved" (I&M & EZ, 2015b; P.88)

Overlooking the postponement issues, a couple of times is referred to the gross space as an area that still completely has to be developed to become the net space. Every time the transition between the gross to the net area is referred to as problematic; however, actions are pending. Therefore, it almost seems to be that, in combination with abstract formulations, the postponement of stakeholder participation is done on purpose in favor of the OWE development.

4.2.5 The demand for explicit strategies and methods in MSP processes

In the light of the above subparagraphs, it is noticeable that in the analysis of the Feasibility Study Wind Energy at Sea within 12-mile zone (I&M & EZ, 2014a) and the North Sea 2050 area (I&M & EZ, 2014c) different critiques, advises and demands are formulated regarding the MSP process. The 2050 Area agenda is, in particular, focusing on the multiple uses of space, and achieving this through stakeholder participation. The 2050 area agenda is questioning, and moreover disqualifying, the previous policies on multiple uses of space explained in the first NWP (V&W, VROM & LNV, 2009a) and the PDNS 2009 – 2015 (V&W, VROM & LNV, 2009b). The disqualification of this particular MSP process concerning OWE development is founded in the unbalanced weighting of interests, as the basis for decision-making. The following quote is illustrating this unbalances priorities of the government in the previous MSP processes:

"The policy – as mentioned in the Policy Document on the North Sea 2009-2015, as part of the national water plan – is focused on firstly developing one function (mainly offshore wind energy) and then looking into multiple uses" (I&M & EZ, 2014c; p.35).

The multiple uses of space are until the publishing date of the 2050 area agenda still underdeveloped. Therefore, the advice with concerning an increase in effective multiple uses of space focuses on the process MSP, and is the following:

"Cooperation in the early phases of study and design can be a solution" (I&M & EZ, 2014c; p.35).

These two illustrating quotes underline the previously found results regarding the unbalanced stakeholder interests for decision-making and the issues regarding postponement of stakeholder participation. The effectiveness of the current formulated policies on MSP is questioned and furthermore how to bring these policies into practice (I&M & EZ, 2014c). According to the 2050 area agenda, especially the wind energy areas

have one of the highest potentials in terms of the combination with other functions and stakeholders. In the coming decades, this potential should be used for multiple uses of space (I&M & EZ, 2014c).

Furthermore, the Feasibility Study formulated six points of advice towards the Ministry of Economic Affairs (EZ) and the Ministry of Infrastructure and Environment (I&M). These are procedural steps and methods, which are based on the deliberative dialogue with the different stakeholders and should be applied in MSP processes if the decision is made to proceed (I&M & EZ, 2014a).

Six point of advice regarding MSP		
	Points of advice	**Summary**
1	Look at the bigger picture	Do not only explicitly zoom in on the 12-mile zone, but also start looking across borders for cooperation.
2	Choose for multiple uses of space	Different options for ecological development, fishery, and sand supplementation are possible, for example.
3	Look for cohesion with other search areas	Do not see the different designated areas as self-contained places. These places have to be seen in the bigger picture. The assumption is that this will be beneficial to other stakeholders.
4	Creation of support	Think about new ways of obtaining support for the developed plans. Different ways are possible; for example, how can the people who feel the disadvantages from the OWE development get an economic profit from the development. Furthermore, at which specific time in the process are the stakeholders involved.
5	Carefulness for speed	The government should take the feelings more seriously and not only care about facts and numbers.
6	Communication is key	Communicate open and fairly and create space for input from the different stakeholders.

Table 6: Six points of advice regarding MSP for the responsible governmental authorities from the feasibility study.
Source: I&M & EZ, 2016

There are two ways to interpret these six points towards the government from the feasibility study (I&M & EZ, 2014a). Firstly pure as an advice to the government for future development, but secondly, even more critical, as a warning to the decision-making of the ministry of I&M and EZ concerting the area. The stakeholders could have the current feeling that no concrete policies regarding their participation are developed nor existing, and therefore, explicitly advising the points mentioned above.

4.3 Effects of the MSP strategy at the project level

The following paragraph 4.3 explains the results from the analysis of the interviews. The objective is: firstly, to evaluate the implications and effectiveness from decision-making regarding MSP concerning OWE development, in order to determine the degree of public value creation, on a project level. Secondly, this evaluation is the basis for exploring the possibility to learn lessons for stakeholder participation in MSP from PVM. This paragraph is separated into six parts, similar to the six objectives and methods from PVM, with explanations regarding the noticeable results.

4.3.1 Identification of the stakeholders

The first objective focusses on the identification of the relevant stakeholders in the light of the type of problem that is faced. Based on the identification, in which the interests, willingness to participate, background, and different connections between stakeholders are discovered, the following methods for effective stakeholder participation are developed. (Moore, 1995; Heifetz & Laurie, 2001; Benington, 2007; Randall & Coakley, 2007; Bennington & Moore, 2011; Koppenjan et al. 2011; Heifetz et al., 2009).

Difficulties in identifying the stakeholders

Since round 3, the government has the primary responsibility for MSP and spatial planning. According to the environmental manager from RWS, who is responsible at a project level for stakeholder participation processes:

> *"Before the start of a stakeholder participation process, you analyze the different stakeholders. What is their interest and how large is this interest. Is the stakeholder for or against the project and why. Only knowing the position of the stakeholder is not enough. The thoughts at the foundation of this position are important. Furthermore, it is important to determine how much influence a stakeholder has. Based on these points, the willingness of a stakeholder to participate can be determined"* *(Environmental manager, RWS).*

The environmental manager has a comprehensive view regarding the importance of the identification of stakeholders and their willingness to participate. This opinion is compared to the project leaders from BZK and EZK more on a project level. The project leader from EZK only refers to the importance of a comprehensive identification in an early stage, and RWS considers the practical implications. The above view is a relatively similar view to the project manager from BZK, who furthermore adds, that the other stakeholders in the project area must be open and willing to participate as well. It must become an effort from both sides to participate.

However, in the case study, the identification and selection of the relevant stakeholders was a complex activity. According to the environmental manager from RWS, a complexity increasing aspect were the different advocacy groups such as NWEA, Natuur & Milieu, VisNet, Vissersbond, and more. These different advocacy groups seem to be one party. However, their constituencies are differing, which results in a variety of interests; resulting in increasing complexity in identifying the relevant stakeholders and determine their willingness to participate. Especially the willingness was a problematic issue during the identification process. Both the environmental manager from RWS and the project leader from BZK referred to a perceived connection between the willingness to participate and if the stakeholder is in favor of the project or not. The environmental manager from RWS mentions:

> *"There is a noticeable difference between the willingness to participate among stakeholders. Some of them are very proactive, which are in particular the stakeholders in favor of the project such as the wind energy sector and the NGO's. Some stakeholders have more difficulties with participation because of opposing views"* *(Environmental manager, RWS).*

Adding to the above perceptions regarding willingness, the consultant from Pondera mentions as well that this willingness to participate is a problematic issue. This is problematic because some parties are pertinent against certain developments and projects, which is, therefore, influencing their willingness negatively. These difficulties in the identification and the relation, regarding the willingness of stakeholders, between if they are in favor or not in favor of a project, is corresponding with other findings. According to the Project Manager of the Dutch WindEnergy Association (NWEA) at one hand, the identification of the relevant stakeholders is indeed a complicated process. Nevertheless, from the perspective of NWEA, their interests were relatively well identified, which is a result of the well-maintained connections with the ministry of EZK. Therefore, the willingness to participate in different projects is very high among the members of NWEA. However, according to the secretary of the Vissersbond, on the other hand, the interests of their sector were very limited identified by the leading governmental parties. The following quote illustrates his perception:

> *"There have been meetings which we attended. During these meetings, the governmental parties made notes of our contributions regarding our interests; in the end, our comments did not linger. Sometimes I even have to do an afterward call and say to the project leader: "Why didn't you write that down. I held a comprehensive story there". They then just do not remember that completely" (Secretary, Vissersbond).*

The stakeholder manager from Royal Haskoning DHV (RHDHV) further substantiated these different perceptions regarding the identification of the different stakeholders and underlined again the relevance to determine the interests of stakeholders in an early phase. When looking at the perceived problems in the identification, the stakeholder manager mentions that these are also a result of the particular role of the ministry of EZK. Their focus, and their lacking experience in stakeholder participation processes. This particular point is later on further discussed.

Summarizing, the above results illustrate that the stakeholder identification process in the case study is indeed a complex process. In the case study, the sufficient identification of stakeholders depends on the positive or negative attitude of stakeholders towards the plans. This attitude is, in the end, influencing the perceived willingness among the stakeholders to participate in the further process. Awareness towards this issue between positive and negative attitudes and the willingness to participate can, therefore, be a valuable lesson. Influencing the willingness is the starting point regarding focusing of the stakeholders on the issues that matter, and is the following discussed objective.

4.3.2 Focus the attention of the stakeholders

The second objective focusses on the aspect of focusing the attention of the stakeholders on the relevant problems. Focus attention is done by generating urgency and momentum among the stakeholders in order to stimulate the appropriate timing and willingness for participation. In complex processes, in which different stakeholders and interests are involved, the PM should create a situation in which these stakeholders are aware of the different problems and therefore want to participate (Moore, 1995; Heifetz et al., 2009; Benington, 2007; Randall & Coakley, 2007; Heifetz & Laurie, 2001). Three noticeable results, concerning this second objective, are observable. Firstly, the degree of awareness and sense of urgency among the stakeholders regarding the rapid developments in OWE development. Secondly, the momentum created by the government in order to participate at the right time. Finally, the perceptions regarding a balanced quantity in stakeholder processes.

Lacking awareness about rapid developments

The first noticeable trend is focusing on awareness and sense of urgency regarding the decision-making in round 3 on OWE development. The results from the interviews show similarities in this subject. The project leader from EZK mentioned that due to rapid developments, in terms of fast decreasing cost prices of OWE development, the demand for locations in the North Sea increased rapidly. The project manager from NWEA

adds that this is mainly a result of the round 3 specific policies and the Energy Agreement from 2013. However, the extent and impact of these rapid developments were only limited noticed by other stakeholders in the North Sea, due to low awareness and a missing sense of urgency. Noticeable is that the project manager from EZK, the project leader of NWEA, environmental manager from RWS, and the secretary of the Vissersbond all share this opinion regarding the missing sense of urgency. Both the environmental manager from RWS and the project manager from NWEA used an example from the coastal municipalities and their inhabitants to describe this limited awareness. The project manager used the municipality of Zandvoort as an example for a stakeholder who came in action against the OWE developments at a point in time at which the permitting process was done already. The municipality of Zandvoort had no sense of urgency and was "sleeping" during the permitting process for OWE areas. The environmental manager from RWS added furthermore that the inhabitants were limited in the supply of information regarding OWE development. The project leader from EZK took an example concerning the fishery sector to illustrate this missing sense of urgency during the policy development. He mentions that:

> *"Back in time when the NWP's were developed, for example, the thought in the fishery sector was: wind energy development is very costly and therefore not feasible at large scale yet. At that time, they did not pay attention to this, or they did not seem sharp enough. Although, the stakeholders were questioned, and the NWP documents were sent to parliament, for official approval, no real reactions were given" (Project leader, EZK).*

This statement is in line with the perceived sense of urgency in the fishery sector. According to the secretary of the Vissersbond, the awareness regarding the rapid growth and their sense of urgency to understand what was happening was insufficient. The fishery sector underestimated the fast increase, which was according to them a result of the increasing demand and the stimulating policies from the government for OWE development. The stakeholder manager from RHDHV added to this that if they had the urgency, they would have acted differently.

However, currently, due to the rapid increase, the sense of urgency and awareness is present but should have been developed in an earlier stage.

Importance of momentum

The second noticeable result focusses on the creation of the above-described awareness, in terms of momentum by the governmental policy makers. The creation of momentum is a critical aspect in focusing the attention of stakeholders. The environmental manager from RWS and the project leader from BZK underline and add to this critical aspect that the appropriate time is the period in which the stakeholders can influence the project. However, the perceptions regarding the created momentum during the round 3 process are in line with the perceptions on the sense of urgency. According to the environmental manager from RWS, it is a complicated process to integrate the appropriate stakeholders at the right moment in time because of the number of stakeholders and interests. The creation of momentum to involve the stakeholders at the right moment in time was, therefore, during the round 3 projects still a problematic issue. Awareness is an essential aspect for future stakeholder processes as well. The project manager from NWEA recognized these problems and elaborated on the importance of information supply in combination with earlier notices regarding the plans from the developing parties, to create awareness. According to the project manager, this is necessary:

> *"Because you want to overcome situations in which uncertainty and unpredictability exists and parties get the feeling this is taking too long and therefore move to a foreign country" (Project manager, NWEA).*

Noticeable is that, although NWEA is in favor of OWE development, they still need the creation of momentum to be efficient in their work. Important to recognize is that all different stakeholder needs the appropriate momentum at which they are involved. The stakeholder manager from RHDVH adds that it is necessary to create new impulses for momentum during the process. For example, the recent negotiated Climate Agreement in

which many stakeholders are participating, since it will affect their interests. According to the stakeholder manager, these types of developments create pressure and therefore, momentum.

Balanced quantity of participation processes

The third noticeable result focusses on the adverse effects of too many different stakeholder processes at once. This result is a response to the different stakeholder processes later in the case study and during the development of the "Routekaart 20/30". From one side, it shows that the different stakeholders are actively involved; however, on the other side, too many uncoordinated processes are negatively influencing the focus of stakeholders to the important issue. According to the interviews, this feeling of too many processes is perceived among both governmental and market parties.

The environmental manager from RWS recognized the influence of too many different processes taking place at the same time. The project leader from BZK had a comparable opinion regarding the negative influence of too many processes. According to the project leader, it is:

> *"Important in the near future is to find a better balance between the different stakeholder participation processes. Currently, they are involved in too many different projects. Better management of involvement is necessary because there is an overlap in the processes. Resulting in too many different islands" (Project leader, BZK).*

This opinion is on the same line with the perception of the secretary of the Vissersbond, who furthermore added that the fishery sector, as a relatively small stakeholder, has limited resources and is therefore not able to actively participate in every process. The problems regarding the differences in resources between stakeholders is, later on, discusses in the fifth subparagraph 4.3.5.

Summarizing, the objective of focusing the attention of stakeholders, it seems that the perceptions of the different interviewees are mainly on the same line. Due to the rapid OWE developments, the different stakeholders were limited aware of the significant impact, resulting in a lacking sense of urgency. Furthermore, the governmental parties were insufficiently able to improve the sense of urgency by creating momentum for participation among the stakeholders. Nevertheless, it is still essential to coordinate the participation processes to keep the attention focused on urgent problems. From these results, lessons can be drawn on the importance for the PM to be able to focus the attention of stakeholders by creating a sense of urgency and momentum towards the problem.

4.3.3 Thoughtful framing of the issues

The third objective focusses on explaining the importance of translating strategies regarding long-term targets into short-term actions on a project level. This translation is a matter of "thoughtful framing" in order to make it possible for stakeholders to understand these actions on a project level. The communication, often referred to as 'language', from the PM towards the stakeholders, and the communication among the different stakeholders is, therefore, an important aspect to gain understanding in the issue and each other's interests (Moore, 1995; Heifetz & Laurie, 2001; Randall & Coakley, 2007; Benington, 2007; Heifetz et al., 2009). Two noticeable results concerning this objective are observed. Firstly, the importance of understanding among stakeholders towards the project and each other's interests. Secondly, problems in understanding within the governmental ministries, organizations, and directorates are observable.

The importance for understanding among stakeholders

The project leader from the ministry of BZK and the environmental manager from RWS acknowledged the importance of communication in order to create mutual understanding during the stakeholder participation projects. Especially the project leader refers to the importance of creating understanding and promoting the same language. The project leader mentions:

"It is more than just having a conversation. It is also relevant to talk each other's language. Which in many processes is the bottleneck. Stakeholders think that they hear each other, but understanding is a second issue. Through MSP are stakeholders more aware of the fact that messages must be framed differently, in order to fit into the process" (Project leader, BZK).

Furthermore, this particular understanding among stakeholders regarding each-others interests and the governmental plan leads to, according to the project leader from BZK, transparency and traceability in decision-making. Even if stakeholders have conflicting interests, they know why a particular decision is made. According to the environmental manager from RWS, this shared feeling regarding understanding, led in practice to the organization of different stakeholder meetings. By applying, for example, serious gaming and creating on scale models at the beach. During these meetings, it is essential to focus on "joint fact-finding". The joint fact-finding process focusses on creating an understanding of the differences and similarities among stakeholders and towards the project through conversations. Conversations in which different interests are discussed, to gain understanding, lead in the end to shared solutions.

However, this is a complicated process. In the case study, the environmental manager mentions that because so many different interests and stakeholders are included, it becomes difficult actually to create a mutual understanding of the overall plans and different interests among stakeholders. The resistance from the coastal municipalities because of horizon pollution is an illustrating example. According to the consultant from Pondera, the communication was sufficient in this case. Only the understanding was limited. Therefore, Pondera advised EZK and RWS to invest even more into the communication to improve the understanding. For example:

"Strive for low-threshold ways of doing this. Create a website, for example, at which visualizations are presented towards these particular groups" (Consultant, Pondera).

The advice from Pondera consultants on investing more in communication to increase understanding was done, with the help of onshore scale models of OWE development; however, these came relatively late in the round 3 processes. The problems in timing are in line with the more negative perception regarding understanding from the stakeholder manager from RHDHV. The stakeholder manager mentioned that:

"What I understood from the Fishery organizations is that they during the round 1, 2 & 3 processes were informed and furthermore had the opportunity to give their vision. However, during the "Routekaart" processes, compared to round 1, 2 & 3 at an early stage were included. Earlier were informed in what actually the plan was, why that was the plan, and how to incorporate their interests" (Stakeholder manager, RHDHV).

Noticeable is that improvements are made; however, in round 3, these improvements were too limited. The project manager from NWEA recognized the above opinions from the stakeholder manager from RHDHV and the consultant from Pondera. According to the project manager, the members of NWEA had a good overview and understanding of the situation, which is different, when comparing it, with the fishery sector. According to the project manager of NWEA, this compromise is therefore connected, to the perception among stakeholders, to what degree their interests are incorporated in the plans at the end of the process. Furthermore, the project manager from NWEA adds, that it is challenging to create understanding regarding different interests if stakeholders are convinced of their own interests and are therefore not open to listen or learn from others.

Problems in understanding within government

The second result focusses on communication and framing to create understanding across governmental stakeholders since many different directorates and ministries are involved. Although the project leader from EZK elaborated on the weekly meetings with the critical stakeholders within the government, the stakeholder manager from RHDHV had a contrasting perception. According to the stakeholder manager, communication towards understanding was not only lacking between the government and other stakeholders

but also within the government. In the perception of the stakeholder manager from RHDHV, the co-operation between and even within the ministries was insufficient during round 3. The different ministries and directorates were limited to their specific field of interest, and multilateral talks were ineffective during the round 3 processes. According to the stakeholder manager:

"A collective conversations and discussion about the difficult opposition of interests did almost not took place at all" (Stakeholder manager, RHDVH).

These limitations within the government resulted in less understanding among the governmental stakeholders and furthermore resulted in adverse effects on the capability of the government to take a role as one government during the round 3 processes towards external stakeholders. According to the stakeholder manager:

"It took a while before a smooth co-operation developed between the different ministries and directories. During the process towards "Routekaart 20/30," it was uncovered that the current coordination and decision-making to function is one government was utterly insufficient in the North Sea area" (Stakeholder manager, RHDHV).

This example illustrates the limitations of the government during round 3 in terms of co-operation and lacking understanding. When taking into account that the government during round 3 was mainly responsible for the policy and strategy development, the lacking co-operation and coordination could negatively influence the outcomes of the policy development processes. In the subparagraph 4.3.5, on the alignment of the stakeholders, the limitations of the government are further discussed.

Summarizing, it seems that a broad spectrum of stakeholders is acknowledging the importance to learn from each other and obtain an insight into each-others interests for understanding purposes. Noticeable is, however, that during round 3, this perception was insufficiently translated into concrete actions. The main noticeable reason seems to be the limited capabilities of the government to frame the issue to make it understandable, which could be a result of the limited capabilities to operate as one government.

4.3.4 Create ownership among stakeholders

The fourth objective focusses on the creation of ownership among the different stakeholders towards the project. The stakeholders should work together, facilitated by the PM, for example, on a mutual solution to the problem. It is essential to give the different stakeholders the responsibility to get to this mutual solution together. In order to get to a particular situation, the integration of different interests and solutions in multiple uses of space of limited space is necessary. Finally, it is essential in this approach, especially for the PM, to be flexible in changing the predefined targets (Moore, 1995; Heifetz et al., 2009; Benington, 2007; Randall & Coakley, 2007; Heifetz & Laurie, 2001). The analysis of the interviews led to three main results on the project level in the case study. Firstly, it seems that the current integration of interests to create multiple uses of space is limited to small-scale projects and pilots. Secondly, the results show the limited possibilities for the integration and multiple uses of space due to the current permitting system. Finally, the perceived importance of a new mindset among all involved stakeholders, including the PM, is necessary.

Only small-scale pilots regarding the multiple use of space

The first noticeable result focusses on the effect of the strategies regarding the multiple uses of space. As mentioned in the previous paragraph 4.2, on the decision-making on a strategy level, multiple times across different policy documents are referred to the importance of creating multiple uses of space. However, the documents are abstractly formulated on how to achieve these solutions. From the interviews, it seems that the claims on strategy level regarding multiple uses of space are translated into limited and small-scale integration at the project level. During the interview, the project leader from EZK and the environmental manager from RWS referred mainly to pilot projects, when it came to the multiple uses of space and creating ownership in the end.

These pilots are, for example, touching on testing to what extent passage for recreational shipping through wind parks is possible. Furthermore, how nature conservation within the wind areas is possible. Finally, what kind of options are possible for the fishery sector within the wind parks by, for example, crab baskets.

However, noticeable is that in the perception of the project leader from BZK, the current projects are limited. The project leader from BZK mentions that:

"In the NZ area, the practices regarding the multiple uses of space are currently minimal. Everything is laid out parallel, next to each other. The large majority of functions are planned side by side" (Project leader, BZK).

This perception of the project leader is in the same line with the even more negative perception of the secretary of the Vissersbond. The secretary mentions regarding these pilots that:

"Fishery only gets a few breadcrumbs, so occasionally a pilot is done to asses for example what the effect is of fishing with smaller nets in between the wind turbines. However, at the time at which these offshore wind areas are designed and designated to an area, there is no room for participation" (Secretary, Vissersbond).

These pilots are seen in the perception of the Fishery sector as some 'wipes for bleeding', since the pilots are limited applicable. The stakeholder manager from RHDHV underlines perception from the project leader from BZK and the secretary of the Vissersbond. The following quote from the stakeholder manager is an illustrating example of his perception of the multiple uses of space in the case study:

"These projects are more or less incantation formulas that are credible in politics, but for the practical stakeholders such as the fishery sectors these pilots are not a solution at all" (Stakeholder manager, RHDHV).

Nevertheless, on the other side, the project manager from NWEA and the consultant from Pondera consultants are adding to this discussion that it is simply not possible to combine all the interests. Therefore multiple uses of space are only limited possible, and choices should be made regarding the integration and multiple uses of space.

In round 3, therefore only limited activities and pilots regarding the multiple uses of space were deployed. In the perceptions of the different stakeholders, two underlying issues are essential for this current situation. Firstly the current permitting system and secondly the current mindset should be changed to make this possible.

The limitations of the current permitting system

The second noticeable result, which is limiting further multiple uses of space and integration of interests, focusses on the current permitting system. As assumed in the second paragraph 4.2 of this chapter, it seems that strategies and methods for the integration of stakeholders, to create ownership, are missing. The results from the interviews strengthen these assumptions. According to the project leader of BZK, there is a problem in the translation from the 'Routekaarten' and overall NZ policies, set by majority vote in parliament, towards the permitting of the different projects. According to the project leader:

"In-between the 'Routekaart', which is set by parliament and the formal permitting system, is a gap. This is not good. Why? The permitting procedures are always focusing on a concrete plan. In these procedures is examined if the concrete plans fit into the policy frameworks. The problem, however, is that these 'Routekaarten' are set on such a high abstraction level that it is difficult to examine these concrete plans. In the past, this was sufficient, but currently, with the increase in complexity due to increasing interests, this is insufficient" (Project leader, BZK).

Bridging the described gap in the current system, described by the policy leader of BZK, is currently difficult. The project leader furthermore mentions on this issue that from a spatial planning side, there is a demand to integrate the possibilities for integration. The following quote is an illustrating example of this demand on the one hand and the perceived limitations due to cost-reductions, on the other hand:

"We want a good functioning policy system, in which we say the inclusion of interest, multiple uses of space, and a good integrated story. However, on permitting level, no commitment regarding these issues is shown. There it only appears to be ballast, nonsense, and hassle. These things only cost money. So we are not doing it" (Project leader, BZK).

The project leader from BZK furthermore gave an example of an OWE company, who wanted to integrate nature into their OWE area. However, in the end, the company did not proceed with these nature development activities because of the restrictions given by the permits. These permits are not adjusted to the possibilities of multiple uses of space. Furthermore, according to the project leader, a limitation of the permit is that they are handed out on a first come, first serve basis. Therefore, it is more difficult to integrate other interests from stakeholders since the first plan is probably granted.

During the interviews with the environmental manager from RWS, project leader from EZK and the project manager from NWEA, the assumptions of the project leader from BZK were confirmed. According to the project manager, for example, the creation of nature within OWE areas is limited feasible because the development of nature is only temporary and has to be removed after a certain period, due to the permits. A structural solution should be developed. According to the project manager from BZK, in order to facilitate multiple uses of space, a new permitting system is necessary. 'Broad' permitting should become possible to move away from the currently very sectoral focused permitting system. This new mindset for multiple uses of space and ownership is discussed in the following result.

A necessary new mindset for ownership creation

The third noticeable result is the shared perception among the interviewees that there is a demand for a new mindset regarding the creation of ownership in combination with OWE development. According to the environmental manager from RWS, much room for improvement is available. In the new mindset, problems should become mutual problems that lead to ownership and shared solutions. The project leader from BZK recognized this missing aspect as well. According to the project leader:

"Every stakeholder is thinking out of its own frame of reference. We should focus on determining the connections between the different stakeholders. These are needed to actually create value in terms of integration. That will be the challenge for the future" (Project leader, BZK).

This change in mindset is also a necessity for governmental organizations that are involved. The government should become much more flexible by changing current existing regulations to make integration and ownership in the future possible.

Although in the perception of the project manager from NWEA, the multiple uses of space is a proper development, but it is also a very complex process. The following explanation from the project manager from NWEA and the consultant from Pondera Consultants is, therefore, a good illustration for the limitations in the current mindset regarding sectoral thinking. Furthermore, it shows the complexity of creating multiple uses of space. In the perception of interviewees from NWEA and Pondera consultants, the multiple uses of space are generally seen in the wind sector as an extra and an increase in risk to their investment, in the shape of wind turbines. In short, banks and other financing institutions are financing the OWE turbines. A higher risk, due to for example the multiple uses of space, leads to higher risk premiums on the financing agreements between the lender (wind energy consortiums) and the owner (banks) for the financing options. The price of OWE development will increase if these risks are allowed into the wind parks. Therefore from the perspective of the

OWE sector, multiple uses of space are only possible to a certain extent and with a limited amount of other functions.

According to the fishery sector, on the other side, the government should demand more integration of interest through regulation on the OWE sector. The secretary of the Vissersbond used the example of the United Kingdom, where it is more common in the OWE practice to integrate the stakeholders. If a consortium wants to develop OWE, they have to include other interests or provide mitigating measurements. The UK practice is an entirely different approach compared to the Dutch practice. According to the secretary:

"In the Netherlands, it is just about the money, less expensive the better" (Secretary, Vissersbond).

Furthermore, the secretary mentions that, although it is difficult to realize, the fishery sector should become a shareholder in the OWE development projects. According to the secretary, the examples from onshore construction could be helping.

Summarizing, the above-described results show a dilemma for governmental policy developers. At one, hand more security in the development by choosing for sectoral approaches, standardized processes to reduce risks and create cost-price reductions; on the other hand, this results in limitations for the participation. Nevertheless, in the perception of stakeholders, the government chooses for the approaches regarding cost-reductions. Furthermore, it turned out, due to the limitations in permitting system, that the government is limited able to increase ownership in plans. In practice, this decision-making regarding cost-reductions and the limitations of the permitting system only let to small-scale initiatives regarding multiple uses of space and integration of stakeholders. In order to better understand the above governmental decision-making, the following subparagraph 4.3.5 discusses results regarding the context of the government.

4.3.5 Alignment of influence among stakeholder

The fifth objective focusses on the alignment of the stakeholders. The main issue in this part is dealing with the differences in influence and power of the stakeholders. The objective for the PM is to create a balanced playing field, in terms of influence, for the participation among stakeholders. It is crucial to enable smaller parties to have a voice in the process to keep track with the larger parties (Heifetz et al., 2009; Benington, 2007; Randall & Coakley, 2007; Heifetz & Laurie, 2001). After the analysis of the interviews, two noticeable results are observable. Firstly noticeable, is the actual unbalanced influence distribution among the different stakeholders and limited protection from smaller voices. Secondly noticeable, is the governmental context that leads to these limitations for a balanced playing field regarding influences of stakeholders.

Unbalanced distributions of influence

The first result is the perceived differences in influence due to resources and scope between the larger, global operating, OWE companies and the smaller and local-focused stakeholders, fueled by governmental preferences. According to the project leader from BZK, the difference between the stakeholders is a result of the rapid developments in the demands for OWE development. According to the project leader from BZK:

"Multinationals as Shell, Siemens and Mitsubishi have considerable resources and are developing their implementation on a completely different level. In perspective from these companies, the level of the North Sea is just a small part. Their scope is different. Their attitude, therefore, as well. Wind energy is, in their perspective, just an investment product. This is different from the other stakeholders, which are more place and time-bound" (Project leader, BZK).

Noticeable is, however, the perception of stakeholder manager from RHDHV on this issue. From the perspective of the manager, because of this scope, the multinationals could more easily adapt to requirements, on multiple uses of space, for example, due to their available resources. However, currently, these resources in the OWE sector, in combination with high priority and societal support for OWE, have a negative influence on

the participation processes and smaller stakeholders. The following quote is an illustrating example in the perception on this point from the fishery sector:

"They find oil and the Indians must leave, which applies to our situation. Oil and gas extraction is less attractive, so wind energy becomes the new economic deal with loads of political power, a large lobby and broad societal support for construction on the short term. So we are just passed away. The only thing that is left for us is to file complaints at the Council of State" (Secretary, Vissersbond).

In the interviews with the governmental parties (BZK, RWS, and EZK), NWEA, and Pondera consultants are referred to the possibility of filing complaints at the Council of State (RvS). These stakeholders mention that if stakeholders do have any difficulties with the plans, they always can file complaints and start an official appeal procedure. However, according to the secretary of the Vissersbond, the available resources, in terms of time and money, of smaller organizations limit these stakeholders in starting the procedures. By this, their voice is limited.

A furthermore restriction for starting appeal procedures is the predicate matter of national interest on the OWE development, as discussed in the paragraph 4.2. The consultant from Pondera consultants mentioned the example of the coastal municipalities, which is an illustrating example of this issue. According to the consultant, the aim of giving the predicate national interest to a project is to speed up specific projects, because it is marked as essential for the whole nation. Therefore, the right of municipalities to start appeal procedures at the RvS is not possible anymore. Through different side roads, these coastal municipalities are still able to start these procedures. However, it is again an example of suppressing the smaller voices in the participation process.

A possible explanation for these limitations in the protection of smaller voices can be found in the context of governmental organizations.

Governmental context leads to limitations for a balanced playing field
The second result, which is explaining the above-perceived imbalance, focusses on the context of the governmental authorities responsible for the round 3 processes. As explained in paragraph 4.1, the government is responsible for decision-making, MSP processes, and stakeholder participation in the case study. Therefore, the government is responsible for the weighting of interests.

The directorate Energy of the ministry of EZK has the primary responsibility for OWE development. Other ministries and departments are involved when there are overlaps with their policy terrains. To illustrate, RWS was involved by EZK into the projects to organize the stakeholder participation processes. According to the project leader of EZK, this was necessary because RWS had sufficient knowledge and experience for these kinds of participation processes. The environmental manager from RWS mentioned on their integration into the project:

"From a perspective of management and practicability, we as RWS are involved. During round 3, for example, we got the assignment to develop the plot decisions. However, formally, it is a decision of the minister of EZK, together with some other ministers, but the minister of EZK is in the lead. Basically, we are doing it for the ministry of EZK" (Environmental manager, RWS).

Furthermore, according to the environmental manager, in the end, the goal of the ministry of EZK, and therefore, the goal of RWS is to implement OWE. These goals resulted in a tight schedule for realization. The environmental manager mentioned that these schedules resulted in dilemmas regarding; integration of stakeholders on the one hand and keeping up with the schedule on the other hand. In the end, the way to go is to stick within the tight schedule. Only in exceptional situations, at higher administrative levels, which are the directors-general, secretaries-general, and ministers, there can be decided if the schedules can be loosened up.

As mentioned in the end, the ministry of EZK is in the lead of the whole project. The context in which EZK, until round 3 was operating, is very different from processes in which many stakeholders have an interest. According to the stakeholder manager from RHDVH, this is one of the underlying, influencing factors on the decision-making and limited ability to align the stakeholders and create a balanced playing field. The ministry of

EZK has a very different background compared to the ministry of I&W. The latest, for example, has a much longer tradition regarding stakeholder participation processes. According to the stakeholder manager:

> *"The approach in policy development by EZK is focused on fast decision-making and doing business quickly. The economic interest is their main concern. This interest had a large influence on the development of offshore wind energy. They wanted to avoid large subsidies. It should not cost too much" (Stakeholder manager, RHDHV).*

This point of view is an essential perception for explaining the tight schedule mentioned by the environmental manager from RWS and the limitations for balancing the playing field of influence among the different stakeholders. Because of the increase in demand and supply for OWE development, the economic interest has been rapidly increasing as well. The economic tradition and limited experience in stakeholder processes of EZK is, therefore, an important influencing factor for seemingly insufficient protection of smaller voices.

Summarizing, the above results show an unbalanced distribution of influences among stakeholders. This unbalance is maintained due to substantial differences in resources and seemingly one-sided policies. It seems that the smaller voices are insufficiently protected, resulting in an unbalanced playing field for stakeholder participation. An explanation for the problems mentioned above is found in the governmental context as the main responsible actor for participation and MSP processes. Lessons from these results can mainly be drawn on the particular role of the stakeholder, responsible as PM, for the participation process. Therefore, the following subparagraph 4.3.6 explains and discusses the results regarding the holding environment and the ability of the PM to create this.

4.3.6 Create a holding environment

The final objective focusses on the creation of a holding environment for the different stakeholders by regulating distress. At the one hand, this should be safe for the different stakeholders to participate by, for example, ensuring their input. At the other hand, it should be challenging for the stakeholders. In theory, the analogy of a pressure cooker is used as an example. Some pressure should exist, however, too much pressure is having an adverse result on the holding environment. The PM is responsible for creating this holding environment through the regulation of distress (Moore, 1995; Heifetz et al., 2009; Benington, 2007; Randall & Coakley, 2007; Heifetz & Laurie, 2001). After analysis, two main results are observable. Firstly, feelings of overpressure and the mismanagement of distress, influenced by contextual factors. Secondly, limitations in participation due to political choices made in parliament, which again are influenced by different contextual factors.

Feelings of overpressure and mismanagement of distress

The first result focusses on overpressure on the holding environment. A part of the paragraph 4.2 describes the high priority within the policy documents on OWE development. This high priority in the policy document is again observable in the analysis of the different interviews. It seems that in some of the perceptions of the stakeholders, an over-pressurized environment is created during round 3. The project manager from NWEA has a positive perception regarding the environment in which OWE developed over the past decade. The OWE sector was able to adapt successfully to the developments during the round 3 processes. However, the project manager acknowledges the fact that the Energy Agreement from 2013 is a source of pressure on the other stakeholders. An illustrating example of the overpressure, in concurrent with other distress, is the fishery sector. In June 2018, it came to protests from the fishery sector. According to the secretary of the Vissersbond:

> *"One of the reasons why we protest is the very rapid development of offshore wind energy and the 'rucksichtloze' implementation into the North Sea, leading to a very difficult situation for the fishermen" (Secretary, Vissersbond).*

During the interview, the secretary of the Vissersbond mentions that this protest will be a beginning if the government will not start listening to the Fishery sector. As illustrated in the quote in paragraph 4.3.1, the fishery sector has a strong feeling that the government is not listening to them. This feeling, in combination with the high pressure from the stimulating policies and climate goals, leads to a situation overpressure. The protests in June 2018 from the Fishery sector are, according to the secretary, an expression of this phenomenon.

However, as mentioned, this situation is the concurrence of pressure and other distress. The fishery sector and other governmental and market parties acknowledged as well in the interviews that changes from different sides currently threaten the fishery sector. The environmental manager from RWS commented that:

> *"This is a difficult issue because the fishery sector not only has issues with the development of offshore wind energy. They currently face the Brexit, the pulse fishery discussion, the fact that they cannot enter nature conservation areas and that they face a landing obligation (aanlandplicht). They have the feeling that they are pressurized from different sides. The offshore wind energy development functions as the "straw that breaks the camel's back" (Environmental manager, RWS).*

This quote shows, on the one hand, the result of overpressure on a stakeholder in the process; on the other hand, it is a good illustration of the difficulty to create a holding environment. Primarily when a large number of stakeholders are involved that are furthermore influenced by other contextual influences. The management of distress is, therefore, linked to the first objective, the sufficient identification of the stakeholders.

Limitations in creating a holding environment due to political choices

The second result focusses on the impact of political choices on the creation of a holding environment for stakeholder participation. The members of parliament make these political choices. Formalization of these choices is done in policy documents, discussed in paragraph 4.2 of this results chapter. Therefore, the different stakeholders refer to these policy documents as the official guidelines and objectives, and it, therefore, influences their perception regarding stakeholder processes. An illustration of such a view is the one from the consultant of Pondera Consultants who mentions:

> *"It is a political decision that there has to come offshore wind energy. It is a decision taken with a majority of parliament in a democratic system, as we know it in the Netherlands. Although there are negative side effects of these developments, for the rest of society overall, it is probably better to implement this" (Consultant, Pondera consultants).*

The environmental manager from RWS is also referring to the objectives in terms of timing and schedules that are in the end leading in processes. These objectives are made in parliament and therefore binding. The following quote from the environmental manager illustrates this perception:

> *"In the end, there is a general political objective, regarding the development of new renewable energy sources, which we have to shape and achieve …. As a civil servant, it is our task to execute the decisions made in politics" (Environmental manager, RWS).*

Especially noticeable is that the interviewees from governmental organizations refer to these political choices, in cases when issues become more complex between them and other stakeholders. The already made political choice is leading. The political choices are, therefore, influencing the participation processes. However, questionable is how these political choices are made and influenced. An example of influences are lobbying actions towards the members of parliament in order to influence these choices. The project manager from NWEA, the secretary of the Vissersbond, and the consultant from Pondera Consultants mentioned this issue during the interview as well. Many other processes become important in lobbying. Examples of issues are; the importance of the energy transition perceived in society, the power of money in case of the OWE sector, and the influence of tradition and sentiment in the case of the fishery sector. Therefore it is essential to address issues

of stakeholder participation in the policy document to formalize these as well. The current lacking of these formalized processes is discussed in the paragraph 4.2 of this results chapter.

Summarizing, it is firstly essential to mention the high complexity in creating a holding environment. The examples from round 3 show that the management of distress is a complicated manner, especially in an environment with stakeholders that are influenced by other contextual issues. Nevertheless, when focusing on the case study, it shows: firstly, that there is a difference in perception regarding a holding environment among stakeholders that benefit from the changes, the OWE sector, and are damaged by the changes, the fishery sector. Secondly, the case study shows the impact of one-sided policy development in which processes for stakeholder participation are insufficiently defined. Furthermore, the influence of contextual factors on the choices regarding participation and OWE development.

Regarding lesson drawing on this objective, the results show the importance of taking into account the contextual and background issues of the different stakeholders and earlier decision-making. The contextual background of stakeholders is essential for creating a holding environment.

5. DISCUSSION

The following chapter exists out of two parts. The first part discusses the results from the case study in the light of the three components of stakeholder participation and debates in MSP theory. The second part discussed the results regarding the role of the government in the case study concerning theory. The objective of the second part is to give a further contextual explanation of the results of the first part. This chapter elaborates that the main results from the case study in this thesis regarding MSP concerning OWE development are similar to conclusions in MSP literature on stakeholder participation. In general, the recent debates in MSP literature apply to the case study of this thesis. Therefore, in terms of a contribution to the existing literature, this thesis is further substantiating the claims in the literature, with evidence from the case study, on the limitations of stakeholder participation in MSP in a situation of OWE development. Finally, this chapter furthermore disuses the possibilities for extending the literature and makes recommendations for further research.

WHO – The first key component for stakeholder participation in MSP focusses on identifying the appropriate stakeholders and their interests. From the analysis of the case study, it seems that the government, as the planner, stakeholder manager, and decision-maker, is aware of the importance for the appropriate identification of interests, although it is a complex process. However, in practice, this awareness seems to be linked to the attitude and willingness of stakeholders towards the direction of the plans. To illustrate this contradiction, on the one hand, NWEA, as a pro-OWE organization, has a feeling that the government sufficiently does the identification of their interests. On the other hand, the Vissersbond, which has a negative attitude towards OWE development, has the feeling that their interests are insufficiently identified. According to the literature, this first step of identification of all relevant interests is crucial, since it is the foundation for further accurate strategies on stakeholder participation in MSP (Pomeroy & Douvere; 2008; Ehler & Douvere, 2009; Ritchie & Ellis, 2010). In this light, it seems questionable to what degree the identification of stakeholders was comprehensive, or only in favour of single interests that have a positive attitude towards OWE development. A question in line with the current debate in MSP literature, in which MSP is still a sectoral focussed approach instead of an area-oriented one (Kannen, 2014; Jones et al., 2016; Schubert, 2018). Furthermore, this result again underlines the importance of comprehensive identification of stakeholders in the development of MSP processes and the specific role for the government during this identification.

WHEN – The second key component for stakeholder participation in MSP focusses on the importance of at which point in time, the stakeholders are involved. The results from the case study show a trend in overtime postponement of stakeholder participation for MSP, in OWE development. An illustrating example is the explanations regarding the transitions from 'gross' to 'net' space in the first and second NWP (I&W, VROM & LNV, 2009a; I&M & EZ, 2015a). The aim is to include MSP processes and stakeholder participation during the process from 'gross' to 'net' space. However, this transition in practice is leading to postponement and too late participation, affecting the MSP process. This rather abstract formulation, in combination with the conclusions from the 2050 area agenda (I&M & EZ, 2014c), and results from the interviews with stakeholders, are leading to questions regarding the effectiveness of this key component in the case study. It is questionable, because postponement and abstract formulations, in combination, with a lacking sense of urgency and momentum to participate, lead to ineffective participation.

The MSP literature is elaborating on an ongoing cycle regarding timing for stakeholder participation, which from theory seems to be comprehensive and applicable to practice (Gopnik et al., 2012; Ehler & Douvere, 2009). However, the results from the case study show more similarities with the recent more critical debates in the literature regarding this key component. According to the literature of Kannen (2014), Jones et al. (2016), and Schubert (2018), the postponements mentioned above and abstract formulations can be again seen as sectoral objectives of the governmental institutions because of, among others, economic development and benefits. Lacking importance for other opposing interests in the same area could lead to the exclusion of these interests. According to Flannery et al. (2018), these sectoral-approaches, which should look like democratic planning processes by framing it as MSP, will, in the end, harm the legitimacy of decision-makers. Besides more specific formulated policies regarding timing, the results showed that it is necessary to create incentives for the

stakeholder to start participating as well. Therefore, in order to extend the literature on the when component, the results showed that the creation of awareness about future developments and the right momentum for participation are crucial incentives for stakeholders. A sense of urgency among the stakeholder is necessary for start participating. However, the appropriate management of the number of participation processes is essential, since for example, according to the results, too many leads to unclear situations. Recommended is, therefore, to do more research on the management of awareness, momentum creation, and the appropriate number of processes.

HOW – The third key component for stakeholder participation in MSP focusses on different methods for stakeholder participation in MSP. The main results are firstly the missing steps in translating abstract policy formulations to specific plans, and secondly unbalanced decision-making between different interests due to prioritizing OWE development.

Firstly, the previous mentioned abstract formulations are also observable in how to develop MSP stakeholder participation and furthermore translate it from a strategic to a project level. In the policy documents and during interviews is referred to the importance of multiple uses of space, integration of stakeholders, and inclusion of stakeholder. However, these aims and strategies stay on an abstract level in terms of formulation and actions and are only sparsely translated to more large scale concrete approaches on a project level. The feasibility study wind energy at sea (I&M & EZ, 2014a) and the 2050 area agenda (I&M & EZ, 2014c) underlined the limitations of the abstract formulations on multiple uses of space and integration of stakeholders. Furthermore, during the interviews, different stakeholders touched on the limitations in permitting to make MSP possible. In practice the abstract formulations and limitations in permitting led only to small-scale pilots regarding multiple uses of space. Pilots that are in the perception of the involved stakeholders, insufficiently compensating the losses due to OWE development. The abstract formulations, in combination with missing formalizations, to make MSP possible, are contrasting to the very specific determined aims, objectives, and approaches for OWE development. These results are in line with the conclusions from Scarff et al. (2015) and Jones et al. (2016). Both articles touch on the too abstract formulated policies with limited scopes, resulting in limitations during implementation. Flannery et al. (2016) are mentioning that technical planning structures are negatively influencing MSP processes as well. The limiting rules for MSP in the permitting system are comparable to the conclusions from Flannery et al. (2016). The above results underline the conclusions in the literature regarding the limited capabilities of MSP to translate policies from abstract policies towards lower levels for a specific execution. Therefore, further research should focus on frameworks to facilitate MSP from strategic to project level.

Secondly, observable is unbalanced decision-making between the increasing spatial claims due to OWE development at one side, and lacking strategies and approaches for MSP to balance these spatial claims at the other side. The results show that the government is prioritizing OWE development, at the expense of stakeholder participation processes. The main objectives in this prioritized planning process focus on the firstly, achieving cost-reduction benefits and secondly, accelerating the implementation process. Regarding these objectives, it seems to be a consideration between cost-reductions through standardization and therefore scaling benefits at one hand, and comprehensive stakeholder participation, at the other hand. Decision-making regarding OWE as a matter of national interest and development within the 12-mile zone are illustrating examples of this unbalanced decision-making and prioritizing OWE development. An explanation seems to be that the government is under pressure to meet renewable energy targets and sees OWE as a feasible alternative to meet these targets.

Nevertheless, this comes together with the increasing economic demands and gains from the OWE sector. Based on the results, it is, therefore, questionable to what extent the government in round 3 was striving for a comprehensive MSP process, or that an MSP process was able to balance the interests of stakeholders. Jones et al. (2016) and Flannery et al. (2018) also mention the perceived unbalance between MSP processes and OWE development in their articles. A similar situation to the results from the case study in this thesis. Therefore the results of this thesis further underline the conclusions in the literature that current MSP is insufficiently able to cope with high pressure and influences from OWE development and renewable energy targets.

GOVERNMENTAL ROLE – Paragraph 4.1 of the result chapter explains that in round 3, the government took over the control. The government became responsible for among others stakeholder participation, MSP, and decision-making. When comparing these results to the literature on creating public value, it is observable that the role of the PM, which main objective it is to create public value for all stakeholders, is in line with the governmental role in the case study (Moore, 1995; Stoker, 2006; Benington, 2009; Benington & Moore, 2011). Three observations regarding this role of government give a better contextual explanation to the above-discussed results on the three key components; an explanation, regarding the current limitations in decision-making by the responsible governmental authorities on stakeholder participation in MSP.

Firstly, the particular role of the Ministry of Economic Affairs and Climate as the primarily responsible authority for OWE development is noticeable. From the results, it is observable that this ministry has insufficient experience with more complex spatial planning processes. Furthermore, the insufficient experience came with a single focus within the ministry on creating economic benefits instead of balanced solutions, which could be less profitable. This observation is in line with the articles of Kannen (2014), Jones et al. (2016) and Schubert (2018). These authors mention that the increasing economic profits from OWE development will lead to the exclusion of other stakeholders. Flannery et al. (2018) are furthermore, acknowledging that economic profits lead to sectoral-oriented approaches. The results are, therefore, is in line with the current theory.

Secondly, limited cooperation and lacking communication between involved ministries are noticeable. The results show that the government was not working as one coordinating and decision-making organization. Further research could focus on researching and determining the background of this phenomenon. It could, for example, be partly the result of changing compositions of departments due to the every-four-year elections of parliament. Nevertheless, it is, therefore, questionable; if the government is internally not functioning correctly, how is it possible to coordinate stakeholder participation and MSP processes externally.

Finally, when overseeing the actions of the government to include stakeholders, it seems essential to touch upon the difference between the consultation and participation of stakeholders. In general, the government had the feeling that stakeholders are included in the decision-making process. However, it seems that the actual participation is missing in this case study, and the government mainly did consultation among the stakeholders as the basis for decision-making regarding OWE development. This result regarding consultation instead of participation is in line with the article from Ehler & Douvere (2009), who touches briefly on this topic. They describe the consultation of stakeholders as a top-down way of integration and interaction. Furthermore, Scarff et al. (2015) and Flannery et al. (2018) refer to these top-down structures in their articles as limitations for MSP processes.

When overlooking the role of the government in the case study and the three listed observations, the different aspects are in line with single theoretical aspects of debates in current MSP literature. However, it seems that the government falls short in the light of PVM theory, as a PM, intending to create public value for involved stakeholders (Moore, 1995; Stoker, 2006; Benington, 2009; Benington & Moore, 2011). Therefore the lessons from PVM could be an extension to the current MSP literature on stakeholder participation. The next chapter on the conclusion of this thesis discusses these possible lessons.

6. CONCLUSION, RECOMMENDATION & REFLECTION

The rapid developments due to increasing OWE construction, leading to conflicting situations with other stakeholder interest in the Dutch North Sea, is changing the idea of unlimited availability of space at sea. This perception resulted in the past decade in the development of MSP approaches to, among others, balance the interests of the stakeholders (Ehler & Douvere, 2009). However, the success of the stakeholder participation in MSP concepts, in situations in which OWE is developed, is debated in the literature (Kannen, 2014; Jones et al., 2016; Schubert, 2018). This thesis aims to develop new insights into how the current gap in MSP theory regarding stakeholder participation can be decreased, in order to balance the different interests in the limited available marine space. The objective of this thesis is to apply a case study research, focusing: firstly, on evaluating stakeholder participation in MSP, during round 3 OWE development, by measuring the degree of public value creation. Secondly, exploring the possibility to learn lessons from the concept of PVM. From this aim and objective, the following main research question was determined:

> *To what extent is Marine Spatial Planning able to create public value for stakeholder in the case of the round 3 offshore wind energy development in the Netherlands, and how can public value be improved?*

For formulating an comprehensive conclusion to the main research question, the three different sub-questions are answered first.

6.1 Answers to the sub-questions

Literature question:

The first sub-question, "*Which factors influence stakeholder participation in MSP theory and through which objectives and methods is public value created?*" focusses on firstly, determining stakeholder participation in MSP literature, and secondly on determining objectives and methods regarding stakeholder participation in PVM. In chapter 2, the literature study led to three key components of stakeholder participation in MSP, the who, when and how on a strategic level (Pomeroy & Douvere, 2008; Ehler & Douvere, 2009; Ritchie & Ellis, 2010; Gopnik et al., 2012). However, the study also pointed out that in practice, these three key components are too limited to make actual stakeholder participation processes, essential for MSP, possible. Especially in cases in which highly prioritized activities, such as OWE, are deployed (Jay, 2010b; Kannen, 2014; Scarff et al., 2015; Jones et al., 2016; Schubert, 2018; Flannery et al., 2018). Therefore the second part of this question focusses on the concept of PVM in which, according to the literature, more explicit frameworks, objectives, and methods are explained to translate a more abstract strategic level to a project level. From the PVM literature, six different objectives are determined, essential for the PM, who is responsible for creating public value for the stakeholders involved (Moore, 1995; Heifetz & Laurie, 2001; Stoker, 2006; Benington, 2007; Heifetz et al., 2009; Benington & Moore, 2011). This question creates the lens, in terms of a conceptual framework, through which the case study was examined.

Evaluation questions:

The second sub-question, "*How did decision-making, regarding MSP on a strategic level, influence the results of balanced stakeholder participation on a project level, concerning the case of OWE development?*" focusses on evaluating the designated case study: the round 3 OWE development in the Dutch part of the North Sea. In chapter 4, through a combination of policy documents and interviews as data sources, this evaluation was conducted and led to relevant results, discussed in chapter 5. The first main results are that the responsible governmental authorities were designated as the PM, in line with the round 3 policy, and therefore responsible for MSP and stakeholder participation, and decision-making regarding these two. The second part of the answer is that the developed policies regarding MSP on a strategic level are characterized by abstract formulations, overtime postponement, and high pressure from renewable energy targets. This result is contrasting with the

explicitly formulated targets, strategies, and methods regarding the designation of areas and amount of OWE development. The third part of the answer is that these observations at the strategic level, resulted in a project level, into unbalanced stakeholder participation, in the perceptions of stakeholders. The unbalance is fed by a strong focus on mainly economic interests and interests in favour of the OWE development.

These above results can be explained by the final answer to this question, which are the limitations in the role of the government in the planning and permitting process. These limitations are: firstly, the sectoral-oriented focus of the government on economic development; Secondly, insufficient communication and coordination between the different involved governmental ministries, departments, and directorates; Finally, the government focussed on the consultation of the different stakeholders instead of participation.

Chapter 5 discusses these results concerning the MSP theory and debates in the literature. In general, the results from this case study research, show similarities with the current debated weaknesses of MSP in the literature (Jay, 2010b; Kannen, 2014; Scarff et al., 2015; Flannery et al., 2016; Jones et al., 2018; Flannery et al., 2018). Therefore the results are underlining and further substantiating the current conclusions in the literature.

Explorative question:
The third sub-question, *"To what extent is it possible to learn lessons for MSP from the six objectives of PVM, in the light of the case study?"* focusses on exploring the possibilities to learn lessons from PVM in order to decrease the gap in current MSP literature.

Firstly, chapter 2 discusses a possible theoretical connection between the concepts of MSP and the creation of Public Value and its management. Furthermore, it explains the possible theoretical area in which PVM could extend MSP on the aspects of stakeholder participation. It is assumed that PVM could be relevant for learning lessons because, in theory, the strategies from a strategic level are explicitly translated to the six objectives at a project level. This translation is the current gap in MSP literature. Looking at the results from the case study in chapter 4, these assumptions, in theory, seem to be accurate. The assumptions are accurate because, as discussed in chapter 5, the translations of abstract strategies for stakeholder participation in MSP from a strategic level to concrete objectives on a project level are missing in the case study as well. Therefore it is appropriate, in this thesis, to apply the six objectives from PVM in the case study for exploration purposes, since these are translations to the project level.

Secondly, the six objectives for PVM, used in this thesis, focus mainly as objectives for the PM, as coordinator, decision-maker, and stakeholder manager in participation processes (Moore, 1995; Heifetz & Laurie, 2001; Stoker, 2006; Benington; 2007; Benington & Moore, 2011). As explained in chapters 4 and 5, in this case, study, this role was taken by the responsible authorities within the Dutch government. Because in the case study, it was relatively clear who had all these responsibilities, it was less difficult to determine the government as PM. This determination is essential because, in order to learn lessons from PVM and apply these to MSP literature, it must be clear who can be defined as a PM within the participation process. The results in chapter 4 show that a comprehensive identification of this PM and its context is necessary to get a better understanding of how this context is influencing coordination and decision-making. The results show different possibilities for lesson learning in MSP, especially when the ideas regarding a PM are adopted in MSP literature. However, the results from this case study are limited to the contextual and political influenced field of OWE development. Therefore more research should be done on these contextual and political influences to develop MSP literature on stakeholder participation further.

Thirdly, after the identification of the PM, the results show that the six objectives from PVM theory are in general applicable, for lesson learning MSP literature on stakeholder participation, in order to decrease the debated gap. The results underlined the importance of the six objectives for stakeholder participation. Noticeable is that same relative advice was given in the feasibility study regarding OWE development within the 12-mile zone (I&M & EZ, 2014a). These six points of advice are listed in table 6.

However, worth mentioning is that during the process of data analysis, it was observable that the in literature relative concrete demarcated six objectives for PVM, are less concrete demarcated, when applied. From the perspective of the case study, there is some overlap between the second, third, and sixth objective.

Furthermore, the different objectives show to have a successive character, which is less attention for in literature (Moore, 1995; Heifetz & Laurie, 2001; Benington, 2007; Heifetz et al., 2009; Benington & Moore, 2011). For example, the unsuccessful execution of the first objective could lead automatically to negative results in the following objectives. Therefore, the objectives can be seen as appropriate guidelines for research; however, not be seen as a blueprint.

Overall seen, to a large extent, it is possible to learn lessons from PVM to decrease the gap in current stakeholder participation in MSP processes. Therefore it is interesting to develop further research in this direction by applying MSP in combination with PVM to other case studies. Furthermore, other concepts in the field of public administration could add to the MSP literature as well.

6.2 General conclusion

The general conclusion of this thesis for answering the main research question, based on the literature and substantiated with different results, points out that MSP is currently unable to facilitate balanced stakeholder participation. Especially in a case in which specific interests, such as economic profit or sustainable targets, are prioritized. These shortcomings in stakeholder participation are resulting in limited creation of public value for the involved stakeholders. The analysis, of the results from the case study, is leading to the conclusion that the limitations for creating public value through balanced stakeholder participation are a consequence of the specific role of the responsible governmental authorities during the planning and decision-making process regarding OWE development. The chosen more or less traditional approach, in which cost efficiency and standardization in production, took the overhand seemed to be too simple for this complex situation. Given these results, in combination with limited frameworks for translating visions for stakeholder participation from a strategic level towards a project level, led to a situation in which stakeholder consultation instead of participation took place.

The abstract MSP principles are used to somehow justify, among the different stakeholders, the top-down steered planning and decision-making in favour of OWE development. Because of this conclusion, the case study is an appropriate illustration for underlining the need for more attention to the development of comprehensive frameworks for the authority, who is guiding the MSP process. Explicitly, for further MSP research, this would mean to adopt lessons from management concepts on stakeholder participation in order to create a comprehensive framework for participation. Especially given the fact that stakeholder participation is a key component for successful MSP processes.

This thesis takes the first step by extending the MSP literature by researching the possibilities to learn lessons from PVM literature. From the perspective of PVM literature, essential lessons are the explanations on the role of the PM, the framework in which the PM operates and which objectives should be achieved, in order to improve public value. This thesis shows that traditional approaches in guiding planning at sea are insufficient in guiding current and future challenges. New approaches and a change in mindset is necessary.

The following paragraph 6.3 will elaborate on the recommendations for further research in this field.

6.3 Recommendations for further research

This thesis firstly evaluated MSP in the context of OWE development in the Dutch North Sea and secondly explored which lessons could be learned from PVM based on this particular context. The four following points are recommended for further research.

Firstly, it is recommended to do further research in exploring the possibilities from the concept of creating public value and other similar concepts from public administration, spatial planning, and stakeholder participation. The purpose is to gather knowledge from theory and practice to develop the currently missing institutional frameworks in MSP literature. Further research could be done by applying this case study research to other cases, develop new studies, or use this case study as a basis for further research. By extending the practical knowledge, by doing case studies on MSP, will lead to further theory building.

Secondly, this thesis is focussing on stakeholder participation in MSP in the case study of OWE development. Based on the results, this has a considerable influence on MSP. For further research, it would,

therefore, be interesting to relate stakeholder participation in MSP to other issues in the marine environment. By, for example, comparing these results to the studies on MSP and OWE development, it can be examined if the conclusions of this thesis also occur in other situations.

Thirdly, this thesis concluded that the specific role of government and its context influenced the degree of public value created in the case study. For further research, to extent MSP literature, it is recommended to focus on the specific role of the government in MSP processes. In particular, focus on the influencing contextual factors of the government. For example, the influences from changing parliaments or on how to change permitting systems in order to make MSP processes possible.

Finally, the following paragraph 6.4 reflects on a different aspect of this thesis. Based on these reflections, it is recommended for further research, to expand the in this thesis done researched by including more interests and stakeholders. This expansion of the research could lead to even more comprehensive insights into the perceptions regarding MSP in the case of OWE development.

6.4 Reflections

6.4.1 Reflecting on methodology

This thesis has focused on creating a cross-sectional multi-level perspective on stakeholder participation in MSP, in the particular case of OWE development in the Netherlands. This perspective is created by applying a policy document analysis, for an insight into decision-making on a strategic level, and interviews with different stakeholders, to examine how the translation from policies towards a project level was done.

Firstly, in order to create an overview of the decision-making at a strategic level, only the primary policy documents regarding OWE and MSP in the North Sea were included, since these are the formalization of the policies. However, to get a more detailed insight into the decision-making, the so-called "Kamerbrieven" regarding this subject could have given even more useful information. Furthermore, an analysis of the debates in parliament regarding this subject could be a better insight, since the interviewees referred to the in parliament made political choices, which led to specific policies.

Secondly, the interviews gave a comprehensive basis for the cross-sectional perspective on the case study. Governmental, positive, and negative and external perspectives are included to obtain a comprehensive insight into the case study. However, three noticeable issues are essential for reflection:

- Firstly, a stakeholder from the Ministry of Infrastructure & Water Management (previously Infrastructure & Environment) is not included in this thesis. In the latest cabinet formations, the spatial planning section for climate policy was transferred to the Ministry of Interior and Kingdom Relations (BZK). Therefore it was more relevant for this thesis to include a project leader from BZK, who previously worked at I&M. However, for further research, it would be interesting to include the ministry of I&W since they have a significant interest as well.
- Secondly, the interests of the stakeholders NWEA and the Vissersbond are mainly economic. In order to give a less economical perspective on the case study, different nature conservation and protection organizations were contacted. These were the following: Stichting Noordzee, Milieu & Natuur, Natuurmonumenten, Stichting Anemoon, and WNF. However, none of these organizations were willing to participate in this thesis. Therefore less economic views came from the external perspective of the stakeholder manager of RHDVH. Further research could, therefore, add these less purely economic perspectives to a study as well.
- Thirdly, during the interviews, it turned out that the interviewees were different in terms of years of experience regarding the round 3 case. This experience led to limitations in their perception of the case study and on the overtime developments in the case. Therefore, in answering questions related to the more extended period, they had to base their answers on narratives from predecessors and current colleges in the sector who had the experience. Since some experiences are, therefore, from second hands, it could affect the trustworthiness.

In further research, the issues mentioned above are essential to take into account in constructing a comprehensive methodology.

6.4.2 Reflecting on empirical data

When reflecting on the empirical data from the interviews, it is essential to reflect on the context and background of the different interviewees to get a better understanding of the responses given during the interviews. This should be, a comprehensive background research to understand other influences outside of the research focus of this thesis. In particular, the fishery sector in this thesis is a relevant example of this statement. During the analysis of the data, it became clear that not only the current OWE developments influenced their predominantly negative responses, but other events such as the discussions about Pulls-fishing, Fisch quota as well. A comprehensive analysis to get a better view of these kinds of issues is limited available in this thesis. For further research, it is advised to include more interviews to correct for these outside influences and do a comprehensive interviewee analysis.

Furthermore, during the process of analysis of the data by coding the policy documents and transcripts, two noticeable issues occurred in the coding process of mainly the interviews. Firstly, the codes regarding the strategic level were perceived as broad. Although at one hand by formulating broad codes many aspects of stakeholder participation could be taken into account, at the other hand this led to a large amount of data in which choices had to be made by the author which data was, in the end, used in the thesis or not. Questionable is, therefore, to what extent broad codes are useful in a relatively limited thesis since it leads to the generation of more useful data. However, this should be balanced with the fact that more demarcated codes could lead to a more predefined result. Secondly, during the coding process, it turned out that the codes predetermined for the project level were sometimes overlapping, leading to situations in which more codes applied to single experiences from the interviewees. Therefore, the author made choices regarding which code was best fitting to specific data points in the transcripts. Reflecting on this second issue, this could lead to some steering by the author since the structure within the quotes is part of the general structure of this thesis. For further research, it is, therefore, necessary to create a construction in the methodology for overlapping predetermined quotes.

Finally, given the limitations mentioned above and reflections, the results are a comprehensive source for answering the main research question of this thesis. Therefore the conclusions of this thesis are adding new information to the current MSP literature and societal debates regarding this subject. Worth mentioning regarding the societal debate is that currently same kind of conclusions are drawn, resulting in new kinds of policy development groups in order to create actual stakeholder participation. However, essential to take into account is that although the research objective of this thesis was demarcated to round 3, it currently still is an ongoing and very topical process. Most of the interviews are conducted during the summer of 2018, and since then, new developments have occurred, which probably have led to new insight on stakeholder participation during round 3. Therefore it is essential and interesting, given the current developments in society and the demarcation of this thesis, to repeat these kinds of studies to examine to what extent perceptions of stakeholders have changed.

6.4.3 Reflecting on the research process

When reflecting on the research and writing process of this thesis, the whole process took longer as planned. Firstly, I found it difficult to combine the concept of Marine Spatial Planning and Public Value Management into one comprehensive conceptual framework in order to answer the research question and meet the aim and objective. Secondly, this led to difficulties and delay in establishing the next steps in terms of fitting methodology, interview guides, and codes for analysis. When I started with the interviews, I was still working on an appropriate research framework. This delay resulted in the collection of less useful, besides the useful, information for this thesis in the end. Thirdly, reflecting on the writing process, I found it challenging to shorten and select the essential results, within the boundaries for this master thesis. Therefore this thesis became longer as planned. In order to prevent this from happening in the future, I will better structure the boundaries for the research objective and setting specific targets for the length per part of the research.

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APPENDIX

Appendix 1: Codebook

Categorie	Code	Sub code
Strategische niveau: Stakeholder participatie in windenergie op zee **beleidanalyse**	MSP Stakeholder Participatie	Beïnvloedende factoren op de strategie ontwikkeling.
		Hoe (Methode)
		Wanneer (Proces)
		Wie (de verschillende belangen)
Project niveau: Stakeholder participatie in de **praktijk** in de verschillende projecten van windenergie op zee	Mogelijke Problemen	Sectorale aanpak
		Missend management kader
		Ongebalanceerde belangen behartiging
	PVM Management methoden en doelen	Identificeren van verschillende stakeholders
		Focus de stakeholders op de belangrijke problemen
		Communicatie en begrip voor elkaars belangen
		Eigenaarschap creeëren en waarborgen
		Beheersen van verschillende invloeden
		Veilige & uitdagende omgeving

Interview Guide Binnenlandse Zaken

Per interview komt er een iets gespecifieerde variant op basis van de persoon die bevraagd zal worden.

Thema: Introductie:
- Mag dit interview opgenomen worden?

- Introductie op dit onderzoek: Het onderzoek is gefocust op de manier waarop stakeholder participatie is georganiseerd in de ontwikkeling van de ronde 3 gebieden van Borssele en Hollandse kust. Stakeholder Participatie is in het onderzoek gedefinieerd vanuit de theorie van Marine Spatial Planning (ruimtelijke ordening op zee).

Allereerst, Zou u meer kunnen vertellen over uw rol in de ontwikkeling van windenergie in de Noordzee?

Thema: Ruimtelijke Ordening/Planning op Zee & stakeholder participatie:
- Bent u bekent met het concept van Ruimtelijke Ordening op zee (Marine Spatial Planning)?
  o Hoe kijkt u vanuit uw functie binnen BZK naar RO op zee?
  o Wat is momenteel de stand van zaken aangaande ruimtelijke ordening op zee? (evt vergelijking met land leggen)

- Dan zou ik graag even verder willen gaan op het onderdeel stakeholder participatie.
  o Wat is volgens u stakeholder participatie? En wat zijn hierin de belangrijke aandachtspunten?
  o Wat is de algemene visie van BZK op stakeholder participatie op zee?
  o Welke veranderingen hebben er in de afgelopen 10 jaar plaatsgevonden in de manier waarop stakeholder participatie is vormgegeven? Hoe heeft de dynamiek tussen stakeholder's zich ontwikkeld?
  o Wat is het belang van BZK binnen het geheel van stakeholders op zee?
  o Zijn de belangen van de verschillende stakeholders in balans?

Thema: Het Casusonderzoek; ronde 3 windenergie op zee:
- Ronde 3:
  o Hoe is dit tot stand gekomen? Essentie hiervan?
  o Wat is de rol van BZK (voorheen I&M) in deze ontwikkelingen omtrent de ronde 3 windparken?
  o Wat is de rol van andere betrokken partijen? Hoe is dit verschoven?
  o Hoe kijkt u hiertegen aan vanuit uw rol bij BZK?

- Hoe is de besluitvorming met betrekking tot Hollandse Kust en Borssele verlopen?
  o Wat is de rol van stakeholder participatie in dit proces?
    ▪ Hoe wordt er de juiste momentum gecreëerd voor de verschillende issues?

- Hoe staat de ontwikkeling van windenergie op zee ten opzichte van de andere belangen?
  o Is er sprake van een integrale aanpak?
  o Sprake van verschillende prioriteiten?

- Veel over stakeholder participatie gelezen in de beleidsdocumenten. Hoe ziet dit eruit in het geval van de ronde III windparken in de Noordzee?
  o Welke verschillende stakeholders zijn er zoal? Zijn ze betrokken?
    ▪ Zijn mensen bereid om te participeren? Is het duidelijk voor hen waarin ze participeren?
  o Wanneer worden zij in het proces betrokken?

- Heeft dit invloed op de betrokkenheid en eigenaarschap van de stakeholders? Hoe wordt die betrokkenheid gecreëerd?
  - Hoe worden zij in dit proces betrokken? Voor welke methodes is er gekozen?
    - Welke strategie is ontwikkeld participatie mogelijk te maken? Wat is het doel van deze strategie?
    - Is er een beleid om conflicten tussen stakeholders te voorkomen/op te lossen? Hoe wordt er met macht verhoudingen tussen stakeholders omgegaan?
  - Zou deze stakeholder participatie in uw ogen op andere manier vormgegeven moeten worden?

- Wat zijn uw verwachtingen aangaande stakeholder participatie en RO inzake wind op zee?

Thema: Public Value Management:
- Wat is voor u het creëren van Publieke waarde?
  - Hoe is uw kijk op de publieke waarde de zee?
  - Speelt deze kijk een rol op de beslissingen die genomen worden in beleidsstukken?

- In hoeverre zou er afgaande op het verkrijgen van publieke waarde beter bemiddeld kunnen worden tussen de verschillende stakeholders?

- Voor welke organisatie is er een rol weggelegd om als bemiddelaar/publiek manager op te treden?

Afsluiting
- Zijn er nog punten waarop u terug wilt komen of die niet besproken zijn?

Bedankt voor uw tijd en dit interview. Zodra het verslag hiervan klaar is kan ik dat uw kant op laten komen. Daarnaast ben ik benieuwd of ik quotes van u mag gebruiken in de verwerking van dit interview? Uiteraard kan ik u van te voren op de hoogte brengen van de desbetreffende quote.

Interview Guide Rijkswaterstaat
Datum: 19/06/18

Introductie:
- Mag dit interview opgenomen worden?

Introductie op dit onderzoek: Het onderzoek is gefocust op de manier waarop stakeholder participatie is georganiseerd in de ontwikkeling van de ronde 3 gebieden van Borssele en Hollandse kust. Stakeholder Participatie is in het onderzoek gedefinieerd vanuit de theorie van Marine Spatial Planning (ruimtelijke ordening op zee) en Public Value Management

- Allereerst, Zou u meer kunnen vertellen over uw rol in de ontwikkeling van windenergie in de Noordzee? Hoe ziet uw rol eruit?

Thema: Ruimtelijke Ordening/Planning op Zee:
- Bent u bekent met het concept van Ruimtelijke Ordening op zee (Marine Spatial Planning)?
  - Hoe kijkt u vanuit uw functie binnen Rijkswaterstaat naar RO op zee?
  - Wat is momenteel de stand van zaken aangaande ruimtelijke ordening op zee?

- Dan zou ik graag even verder willen gaan op het onderdeel stakeholder participatie.
  - Wat is volgens u stakeholder participatie?
  - Wat zijn hierin de belangrijke aandachtspunten? (HOW)
  - Hoe ziet een participatieproces volgens u eruit? (HOW/When)
  - In welke mate en momenten is stakeholder participatie van belang? (HOW/When)
  - Wie zouden hierbij betrokken moeten worden? (who)
  - Hoe is de houding aangaande stakeholder participatie op zee veranderd in de afgelopen 10 jaar?

Thema: De casus; ronde 3 windenergie op zee beleid en praktijk:
- Beleid aangaande Ronde 3:
  - Hoe is dit beleid tot stand gekomen en wat is de essentie hiervan?
  - Wat is de rol van Rijkswaterstaat in de ontwikkelingen en totstandkoming omtrent de ronde 3 windparken?
  - Wat is de rol van andere betrokken partijen? Hoe is veranderd ten opzichte van eerdere rondes?
  - Hoe kijkt u tegen de rollen van andere stakeholders in dit beleid aan vanuit uw rol als omgevingsmanager bij Rijkswaterstaat?

- Hoe is de besluitvorming met betrekking tot Hollandse Kust en Borssele verlopen?
  - Wat is de rol van stakeholder participatie in dit proces?

- Welke verschillende stakehodlers zijn er zoal in dit proces betrokken?
- Zijn mensen bereid om te participeren? Is het duidelijk voor hen waarin ze participeren? (K1)

- Wanneer worden zij in het proces betrokken?
  - Heeft dit invloed op de betrokkenheid en eigenaarschap van de stakeholders? Hoe wordt die betrokkenheid gecreëerd?

- (How) Hoe worden zij in dit proces betrokken? Voor welke methodes is er gekozen?
  - Welke strategie is ontwikkeld participatie mogelijk te maken? Wat is het doel van deze strategie?

- o Hoe staat de ontwikkeling van windenergie op zee ten opzichte van de andere belangen? Sprake van verschillende prioriteiten?
    - Is er een beleid om conflicten tussen stakeholders te voorkomen/op te lossen? Hoe wordt er met macht verhoudingen tussen stakeholders omgegaan?
    - (Hoe wordt er de juiste momentum gecreëerd voor de verschillende issues?

- Wat zijn uw verwachtingen voor de toekomst aangaande stakeholder participatie inzake wind op zee?

Thema: Public Value Management:
- Wat is voor u het creëren van Publieke waarde?
    - o Hoe is uw kijk en die van Rijkswaterstaat op de publieke waarde van de zee?

- In hoeverre zou er afgaande op het verkrijgen van publieke waarde beter bemiddeld kunnen worden tussen de verschillende stakeholders?

- Voor welke organisatie is er een rol weggelegd om als bemiddelaar/publiek manager op te treden?

Afsluiting
- Zijn er nog punten waarop u terug wilt komen of die niet besproken zijn?

Bedankt voor uw tijd en dit interview. Zodra het verslag van dit interview klaar is kan ik dat uw kant op laten komen. Daarnaast ben ik benieuwd of ik quotes van u mag gebruiken in de verwerking van dit interview? Uiteraard kan ik u van tevoren op de hoogte brengen van de desbetreffende quotes.

Bedankt voor uw tijd.

Interview Guide Economische Zaken en Klimaat
Datum: 25/06/18

Introductie:
- Mag dit interview opgenomen worden?

Introductie op dit onderzoek: Het onderzoek is gefocust op de manier waarop stakeholder participatie is georganiseerd in de ontwikkeling van de ronde 3 gebieden van Borssele en Hollandse kust. Stakeholder Participatie is in het onderzoek gedefinieerd vanuit de theorie van Marine Spatial Planning (ruimtelijke ordening op zee) en Public Value Management

- Allereerst, Zou u meer kunnen vertellen over uw rol in de ontwikkeling van windenergie in de Noordzee? Hoe ziet uw rol eruit?

Thema: Ruimtelijke Ordening/Planning op Zee:
- Bent u bekent met het concept van Ruimtelijke Ordening op zee (Marine Spatial Planning)?
  o Hoe kijkt u vanuit uw functie binnen EZK naar RO op zee?

- Dan zou ik graag even verder willen gaan op het onderdeel stakeholder participatie op zee.
  o Wat is volgens u stakeholder participatie en zijn de belangrijkste aandachtspunten? (HOW)
  o Hoe ziet een ideaal participatieproces volgens u en EZK eruit? Wanneer? (HOW/When)
  o Wie zouden hierbij betrokken moeten worden? (who)
  o Hoe is de houding van EZK aangaande stakeholder participatie op zee veranderd in de afgelopen 10 jaar? Op basis van eerdere interviews.

Thema: De casus; ronde 3 windenergie op zee beleid en praktijk:
- Beleid aangaande Ronde 3:
  o Hoe is dit beleid tot stand gekomen en wat is de essentie hiervan?
  o Hoe is de besluitvorming verlopen?
  o Wat is de rol van EZK in de ontwikkeling? Waarom ligt de verantwoordelijkheid met name bij EZK? Wat is het doel van EZK?
  o Wat is de rol van stakeholder participatie in dit proces geweest? (WHO)
    ▪ Zijn mensen bereid om te participeren? Is het duidelijk voor hen waarin ze participeren?
  o CASE: Is het beleid gefocust op integratie tussen stakeholders? Kavelbesluiten naar vergunningen.

  o Wie zijn & wat is de rol van andere betrokken partijen? En hoe liggen de verhoudingen ten op zichtte van BZK? Zijn partijen op tijd betrokken?
  o Hoe staat de ontwikkeling van windenergie op zee ten opzichte van de andere belangen? Sprake van verschillende prioriteiten? Energieakkoord / Parijs
    ▪ Is er een beleid om conflicten tussen stakeholders te voorkomen/op te lossen? Hoe wordt er met macht verhoudingen tussen stakeholders omgegaan?
    ▪ (Hoe wordt er de juiste momentum gecreëerd voor de verschillende issues?

- (Wanneer worden zij in het proces betrokken?
  o Heeft dit invloed op de betrokkenheid en eigenaarschap van de stakeholders? Hoe wordt die betrokkenheid gecreëerd?

- Hoe worden zij in dit proces betrokken? Voor welke methodes is er gekozen? Is dit uitbesteed aan RWS?

- o Welke strategie is ontwikkeld participatie mogelijk te maken? Wat is het doel van deze strategie?

- Wat zijn uw verwachtingen voor de toekomst aangaande stakeholder participatie inzake wind op zee?

Thema: Public Value Management:
- Wat is voor u het creëren van Publieke waarde?
  - o Hoe is uw kijk en die van EZK op de publieke waarde van de zee?

- In hoeverre zou er afgaande op het verkrijgen van publieke waarde beter bemiddeld kunnen worden tussen de verschillende stakeholders?

- Voor welke organisatie is er een rol weggelegd om als bemiddelaar / publiek manager op te treden?

Afsluiting
- Zijn er nog punten waarop u terug wilt komen of die niet besproken zijn?

Bedankt voor uw tijd en dit interview. Zodra het verslag van dit interview klaar is kan ik dat uw kant op laten komen. Daarnaast ben ik benieuwd of ik quotes van u mag gebruiken in de verwerking van dit interview? Uiteraard kan ik u van te voren op de hoogte brengen van de desbetreffende quotes.

Bedankt voor uw tijd.

Interview guide NWEA
Datum: 26/07/18

Introductie:
- Mag dit interview opgenomen worden?

Introductie op dit onderzoek: Het onderzoek is gefocust op de manier waarop stakeholder participatie is georganiseerd in de ontwikkeling van de ronde 3 gebieden van Borssele en Hollandse kust. Stakeholder Participatie is in het onderzoek gedefinieerd vanuit de theorie van Marine Spatial Planning (ruimtelijke ordening op zee) en Public Value Management

- Allereerst, Zou u meer kunnen vertellen over de rol van NWEA in de ontwikkeling van windenergie in de Noordzee in het algemeen? Hoe ziet uw rol eruit? Is de rol over tijd veranderd?

Onderdeel 1: Ruimtelijke Ordening & stakeholder participatie algemeen:
- Bent u bekent met concepten van ruimtelijke ordening op zee?
- Binnen RO wordt stakeholder participatie vaak als een belangrijk punt aangegeven. Hoe kijkt u aan tegen stakeholder participatie over het algemeen op zee? Is dit van belang? Wat is het doel hiervan in uw optiek?

Onderdeel 2: Ronde 3 ontwikkelingen HK & Borssele
Wie:
- Namens welke organisaties is NWEA de belangenorganisatie in deze casus?
- Wat is het doel van uw organisatie in de ontwikkeling van windenergie op de Noordzee?
- "Vergroten van de acceptatie van windenergie" Hoe is dit vanuit uw organisatie aangepakt richting andere stakeholders? Van elkaar proberen te leren?

Hoe:
- Op welke manier heeft er stakeholder participatie plaatsgevonden in de ontwikkeling van de ronde 3 windparken?
- Wie behoudt het overzicht en zet de strategie voor de participatie uit?
- Hoe wordt hierin met verschillende agenda's van stakeholders omgegaan? Als er conflicten ontstonden, hoe werden die gesetteld?
- Is er voor een strategie gekozen om iedereen betrokken te houden?
- Wordt er geprobeerd om verschillende projecten en belangen te integreren? Wordt er aangestuurd op een zekere mate van eigenaarschap onder stakeholders?
- Bent u tevreden?
- Denkt u dat het anders beleefd is onder andere stakeholders?

Wanneer:
- Gekeken naar de ronde 3 ontwikkelingen. Hoe zag het proces eruit? Op welke momenten is NWEA betrokken in het proces? Vroeg/laat stadium? Wat was beter geweest?
- Was er voldoende urgentie onder de stakeholders om te begrijpen wat er speelt? (Voorbeeld vissers)
- Met welke organisaties heeft NWEA dan met name contact? Welke ministeries?
- Was dit in verhouding met het contact dat andere windenergie partijen hebben? (Groter belang bij windenergie)?

Komen doordat windenergie belangrijk is voor het behalen van klimaatdoelstellingen andere belangen op zee onder druk te staan?

Onderdeel 3: Toekomst blik

Kleine vooruitblik doen.
- Wat is uw kijk op stakeholder participatie voor de toekomst? Hoe kan dit nog verder ontwikkeld worden?
- Is een onafhankelijke management partij een oplossing om meer publieke waarde te creëren?

- Tot slot, was is uw kijk op de ontwikkeling van windenergie op zee voor de komende 10 jaar?

<u>Afsluiting</u>
- Zijn er nog punten waarop u terug wilt komen of die niet besproken zijn?

Bedankt voor uw tijd en dit interview. Zodra het verslag van dit interview klaar is kan ik dat uw kant op laten komen. Daarnaast ben ik benieuwd of ik quotes van u mag gebruiken in de verwerking van dit interview? Uiteraard kan ik u van tevoren op de hoogte brengen van de desbetreffende quotes.

Bedankt voor uw tijd.

Vraag over eigenaarschap misschien nog een keer stellen!

Interview guide Nederlandse Vissersbond
Datum: 30/08/2018

Introductie:
- Mag dit interview opgenomen worden?

Introductie op dit onderzoek: Het onderzoek is gefocust op de manier waarop stakeholder participatie is georganiseerd in de ontwikkeling van de ronde 3 gebieden van Borssele en Hollandse kust. Stakeholder Participatie is in het onderzoek gedefinieerd vanuit de theorie van Marine Spatial Planning (ruimtelijke ordening op zee) en het creëren van publieke waarde voor de betrokken stakeholders.

- Allereerst, Zou u meer kunnen vertellen over de rol van de Vissersbond in de ontwikkeling van windenergie in de Noordzee in het algemeen? Is de rol over tijd veranderd? Hoe ziet uw rol persoonlijk eruit?

Onderdeel 1: Ruimtelijke Ordening & stakeholder participatie algemeen:
- In hoeverre bent u bekent met concepten omtrent ruimtelijke ordening op zee?
- Binnen RO wordt stakeholder participatie vaak als een belangrijk punt aangegeven. Hoe kijkt u aan tegen stakeholder participatie over het algemeen op zee? Is dit van belang? Wat is het doel hiervan in uw optiek?

Onderdeel 2: Ronde 3 ontwikkelingen Hollandse Kust & Borssele
Wie:
- Hoe ziet de achterban die uw namens de Vissersbond vertegenwoordigd eruit?
- Wat is het doel van uw organisatie in de ontwikkeling van windenergie op de Noordzee?
- Onlangs zijn er protesten vanuit de Visserij geweest. Deze hadden onder meer met de ontwikkeling van windenergie te maken. Waarom is er voor demonstraties gekozen?

Hoe:
- Op welke manier heeft er stakeholder participatie plaatsgevonden in de ontwikkeling van de ronde 3 windparken?
- Wie behoudt het overzicht en zet de strategie voor de participatie uit?
- Hoe is de informatievoorziening verlopen vanuit het rijk? Is er voor een actieve benadering gekozen?
- Hoe wordt hierin met verschillende agenda's van stakeholders omgegaan? Als er conflicten ontstonden, hoe werden die gesetteld?
- Is er voor een strategie gekozen om iedereen betrokken te houden? Bent u in staat om bij te benen in alle participatie?
- Wordt er geprobeerd om verschillende projecten en belangen te integreren? Kan de visserij geïntegreerd worden?
- Wordt er aangestuurd op een zekere mate van eigenaarschap onder stakeholders?
- Op welke manier is de visserij betrokken bij de totstandkoming van het energieakkoord?

Wanneer:
- Gekeken naar de ronde 3 ontwikkelingen. Hoe zag het proces eruit? Op welke momenten is de Visserijsector betrokken in het proces? Vroeg/laat stadium? (Voor de officiële stukken) Wat was beter geweest?
- Was er voldoende urgentie onder de stakeholders om te begrijpen wat er speelt?
- Met welke organisaties heeft de Visserij dan met name contact? Welke ministeries?
- Was dit in verhouding met het contact dat andere windenergie partijen hebben? (Groter belang bij windenergie)?

Komen doordat windenergie belangrijk is voor het behalen van klimaatdoelstellingen en daarom van nationaal belang is, andere belangen op zee onder druk te staan?

De wie, hoe en wanneer vraag in ogenschouw nemend, bent u dan tevreden over de huidige gang van zaken? Zou dit anders kunnen liggen bij de overige stakeholders?

Onderdeel 3: Toekomst blik
Kleine vooruitblik doen.
- Wat is uw kijk op stakeholder participatie voor de toekomst? Hoe kan dit nog verder ontwikkeld worden?
- Hoe kan er voor de visserijsector een grotere publieke waarde gecreëerd worden?
- Is een onafhankelijke management partij een oplossing om meer publieke waarde te creëren?

- Tot slot, was is uw kijk op de ontwikkeling van windenergie op zee voor de komende 10 jaar?

Afsluiting
- Zijn er nog punten waarop u terug wilt komen of die niet besproken zijn?

Bedankt voor uw tijd en dit interview. Zodra het verslag van dit interview klaar is kan ik dat uw kant op laten komen. Daarnaast ben ik benieuwd of ik quotes van u mag gebruiken in de verwerking van dit interview? Uiteraard kan ik u van tevoren op de hoogte brengen van de desbetreffende quotes.

Bedankt voor uw tijd.

Interview guide Pondera Consultants
Datum: 29/08/18

Introductie:
- Mag dit interview opgenomen worden?

Introductie op dit onderzoek: Het onderzoek is gefocust op de manier waarop stakeholder participatie is georganiseerd in de ontwikkeling van de ronde 3 gebieden van Borssele en Hollandse kust. Stakeholder Participatie is in het onderzoek gedefinieerd vanuit de theorie van Marine Spatial Planning (ruimtelijke ordening op zee) en Public Value Management

- Allereerst, Zou u meer kunnen vertellen over de rol van Pondera in de ontwikkeling van windenergie in de Noordzee in het algemeen? Is de rol over tijd veranderd? Wat is uw functie?

Onderdeel 1: Ruimtelijke Ordening & stakeholder participatie algemeen:
- In hoeverre bent u bekend met concepten van ruimtelijke ordening op zee?
- Binnen RO wordt stakeholder participatie vaak als een belangrijk punt aangegeven. Hoe kijkt u aan tegen stakeholder participatie over het algemeen op zee? Is dit van belang? Wat is het doel hiervan in uw optiek? Is dit overtijd veranderd?

Onderdeel 2: Ronde 3 ontwikkelingen HK & Borssele
Wie:
- Namens welke partijen heeft Pondera gewerkt in deze gebieden?
- Welk doel streeft Pondera na in het ontwikkelen van windenergie op zee?
- U noemt op de website een drietal punten "evenwicht tussen energiebehoeften, milieueffecten en maatschappelijke acceptatie". Is dit het geval in de case van de ronde 3 ontwikkelingen? Met name, is, en hoe is de maatschappelijke acceptatie vergroot?

Hoe:
- Op welke manier heeft er stakeholder participatie plaatsgevonden in de ontwikkeling van de ronde 3 windparken?
- Wie behoudt het overzicht en zet de strategie voor de participatie uit?
- Hoe wordt hierin met verschillende agenda's van stakeholders omgegaan? Als er conflicten ontstonden, hoe werden die gesetteld?
- Is er voor een strategie gekozen om iedereen betrokken te houden?
- Wordt er geprobeerd om verschillende projecten en belangen te integreren?
- Wordt er aangestuurd op een zekere mate van eigenaarschap onder stakeholders?
- Denkt u dat betrokkenheid verschillend beleefd is onder de stakeholders? Wie wel wie niet?

Wanneer:
- Gekeken naar de ronde 3 ontwikkelingen. Hoe zag het proces eruit? Op welke momenten zijn de verschillende stakeholders (uw opdrachtgevers) betrokken in het proces? Vroeg/laat stadium? Wat was beter geweest?
- Was er voldoende urgentie onder de stakeholders om te begrijpen wat er speelt? (Voorbeeld vissers)
- Zijn de verschillende stakeholders volgens u op een evenredige manier betrokken in het proces?

Komen doordat windenergie belangrijk is voor het behalen van klimaatdoelstellingen andere belangen op zee onder druk te staan?

In eerdere interviews wordt ernaar gerefereerd dat alle partijen akkoord zijn gegaan met het energieakkoord en daarom moeten voldoen aan de afspraken die daarin staan. Klopt dit in uw optiek?

<u>Onderdeel 3: Toekomst blik</u>
Kleine vooruitblik doen.
- Wat is uw kijk op stakeholder participatie in windenergie op zee voor de toekomst? Hoe kan dit nog verder ontwikkeld worden? Procesmatig – methodiek – aantallen stakeholders.
- Hoe zou de publieke waarde verder verhoogd kunnen worden?
- Is een onafhankelijke management partij een oplossing om meer publieke waarde te creëren?

- Tot slot, was is uw kijk op de ontwikkeling van windenergie op zee voor de komende 10 jaar?

<u>Afsluiting</u>
- Zijn er nog punten waarop u terug wilt komen of die niet besproken zijn?

Bedankt voor uw tijd en dit interview. Zodra het verslag van dit interview klaar is kan ik dat uw kant op laten komen. Daarnaast ben ik benieuwd of ik quotes van u mag gebruiken in de verwerking van dit interview? Uiteraard kan ik u van tevoren op de hoogte brengen van de desbetreffende quotes.

Bedankt voor uw tijd.

Interview guide Royal Haskoning DHV
Datum: 19/12/2018

Introductie:
- Mag dit interview opgenomen worden?

Introductie op dit onderzoek: Het onderzoek is gefocust op de manier waarop stakeholder participatie is georganiseerd in de ontwikkeling van de ronde 3 gebieden van Borssele en Hollandse kust. Stakeholder Participatie is in het onderzoek gedefinieerd vanuit de theorie van Marine Spatial Planning (ruimtelijke ordening op zee) en Public Value Management.

- Allereerst, Zou u meer kunnen vertellen over de rol van RHDHV in de ontwikkeling van windenergie in de Noordzee in het algemeen? Wanneer bent u hierbij betrokken geraakt? Welk doel streeft u na in uw rol?

Onderdeel 1: Ruimtelijke Ordening & stakeholder participatie algemeen:
- In hoeverre bent u bekend met concepten van ruimtelijke ordening op zee?
- Binnen RO wordt stakeholder participatie vaak als een belangrijk punt aangegeven. Hoe kijkt u aan tegen stakeholder participatie over het algemeen op zee? Is dit van belang?
- Is de manier van stakeholder participatie overtijd veranderd?

Onderdeel 2: Ronde 3 ontwikkelingen HK & Borssele
Wie:
- Op welke manier zijn de juiste stakeholders geselecteerd in de ronde 3? Zijn alle stakeholders in uw optiek geïdentificeerd en betrokken?

Hoe:
- Op welke manier heeft er stakeholder participatie plaatsgevonden in de ontwikkeling van de ronde 3 windparken? Is dit achteraf gezien de juiste manier geweest?
- Welke organisatie hield het overzicht en zette het beleid voor participatie uit? Was dit juist?
- Is er vanuit uw optiek actief geprobeerd om stakeholders in dit proces betrokken te houden?

- Is er in uw optiek goed met de verschillende belangen van stakeholders omgegaan? Hebt u een kijk op de manier waarop ontstane conflicten werden opgelost?
- Zijn de verschillende stakeholders volgens u op een evenredige manier betrokken in het proces?
- Tot op welke hoogte is er geprobeerd om verschillende belangen van stakeholders te integreren? Is dit voldoende gedaan?
- Denkt u doordat windenergie belangrijk is voor het behalen van klimaatdoelstellingen andere belangen op zee onder druk te staan?

- Tot op welke hoogte is er in uw optiek een vorm van eigenaarschap gecreëerd onder de verschillende stakeholders?
- Denkt u dat betrokkenheid in het proces onder stakeholders verschillend beleefd is? Wie wel wie niet?
Wanneer:
- Gekeken naar het tijdsproces van ronde 3 parken. Zijn in uw optiek de verschillende stakeholders op de juiste momenten betrokken? Vroeg/laat stadium? Had dit achteraf anders aangepakt moeten worden?
- Was er achteraf voldoende urgentie onder de stakeholders om te begrijpen wat er speelt?

In eerdere interviews wordt ernaar gerefereerd dat alle partijen akkoord zijn gegaan met het energieakkoord en daarom moeten voldoen aan de afspraken die daarin staan. Klopt deze redenering in uw optiek?

Onderdeel 3: Toekomst blik
Kleine vooruitblik doen.
- Wat is uw kijk op stakeholder participatie in windenergie op zee voor de toekomst? Hoe kan dit nog verder ontwikkeld worden? Procesmatig – methodiek – aantallen stakeholders.
- Hoe zou de publieke waarde verder verhoogd kunnen worden?
- Is een onafhankelijke management partij een oplossing om meer publieke waarde te creëren?

- Tot slot, was is uw kijk op de ontwikkeling van windenergie op zee voor de komende 10 jaar?

Afsluiting
- Zijn er nog punten waarop u terug wilt komen of die niet besproken zijn?

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Bedankt voor uw tijd.