Stakeholder Participation in Marine Spatial Plan Making Process in Lampung Province

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Abstract. Lampung Province has coastal areas, seas and small islands facing conflicts of interest between tourism, conservation areas for defense, environmental conservation, and the threat of unsustainable marine resource utilization. Indonesia (including Lampung Province) has committed itself to achieving the objectives of conservation and sustainable use of oceans, seas and marine resources in view of sustainable development. One of the instruments used to achieve this goal is by using marine spatial planning (MSP). The purpose of this research was to analyse the marine spatial plan making process in Lampung Province. This research also evaluated the participation process and participation level based on plan-making process criteria and the stakeholder participation ladder. This research can be useful as a recommendation in the evaluation step to improve the plan-making process in order to address conflicts of interest between various related interest groups, so that planning can be accomplished with the involvement of all relevant parties to reach consensus on how to achieve a sustainable marine environment. This research used a qualitative research method as well as a case study approach. The scope of this study was limited by the conceptual framework of marine spatial planning and the stakeholder participation ladder. The authors recommend study of the preparation of marine spatial planning in addition to a technocratic approach considering the results of the study aspects of spatial allocation and physical aspects of marine resources, while prioritizing building consensus among various interest groups related to the utilization of marine resources. Thus, it is necessary to develop technical steps to build consensus in the marine spatial plan-making process.

1. Introduction
Lampung Province has coastal areas, seas and small islands facing conflicts of interest between tourism, conservation areas for defense, environmental conservation and the threat of unsustainable marine resource utilization. The coastline of Lampung Province area is around 1,105 km. The authority of the Lampung Province management sea area extends to 12 (twelve) nautical miles, measured from the coastline at the highest tide toward the open sea and/or towards the archipelagic waters. The Lampung region contains 132 small islands. One of them, the outer islands of Betuah Island, is a Certain National Strategic Area. Indonesia (including Lampung Province) has committed itself to achieve the objectives of conservation and sustainable use of the oceans, seas and marine
resources in view of sustainable development (Goal 14 in SDGs) [1]. One of the instruments used to achieve these goals is by using marine spatial planning (MSP).

The purpose of this research was to analyze the marine spatial plan making process in Lampung Province. This research also evaluated the stakeholder participation process and participation level based on plan making process criteria and the stakeholder participation ladder. The outcomes of this research can be useful as a recommendation in the evaluation step to improve the plan making process in order to address conflicts of interest between various related interest groups so that the planning can be accomplished with the involvement of all relevant parties to reach consensus on achieving a sustainable marine environment.

2. Another section of your paper

This research used a qualitative research method as well as a case study approach. The scope of this study was limited by the conceptual framework of marine spatial planning and the stakeholder participation ladder. According to Ehler and Douvere, “Marine spatial planning (MSP) is a way of improving decision making and delivering an ecosystem based approach to managing human activities in the marine environment. It is a planning process that enables integrated, forward looking, and consistent decision making on the human uses of the sea” [2].

![Figure 1. Normative Process of Marine Spatial Planning and Stakeholder Engagement in the Marine Spatial Plan-Making Process](image)

This study adopted the framework for the evaluation of stakeholder participation in marine spatial planning from Flannery and Cinneide in 2014 [3]. Flannery and Cinneide derived their criteria from the evaluation theory of Oels [4] and Chess [5] and from a review of collaborative planning theory developed by Chrislip and Larson [6]; Logsdon [7]; Frame, Gunton, and Day [8]; Conley and Moot [9]; Innes and Booher [10]; Innes [11]; Van de Kerkhof [12]; and Healey [13]. Flannery and Cinneide
state that participation of stakeholders can be assessed in two main stages, the process of planning and the outcomes [3]. Since MSP in Indonesia happens only in the early stages of the preparation of a plan, this study only used the assessment framework at the stage of the process of marine spatial plan making. The process criteria used in this research are the process design or co-design, shared purpose, equality, interdependency, representation and participation, deliberative decision making and constructive dialogue and effective process management [3].

In the literature on participation in development, there is the concept of the participation ladder from Arnstein but the ladder is more suitable for discussing citizen participation in general in urban development. Specifically, the stakeholder participation ladder in MSP is explained by Bouamrane [14] and Pomeroy and Douvere [15]. Therefore, this study evaluated the achievement of the level of stakeholder participation using the framework of the stakeholder participation ladder by Bouamrane [14]. The levels of stakeholder participation according to Bouamrane are: communication, information, consultation, dialogue, concertation, and negotiation [14]. A detailed explanation of each of these levels are as follow.

![Stakeholder participation ladder in MSP](image)

**Figure 2.** Stakeholder participation ladder in MSP [14][15]

**Table 1.** Stakeholder Participation Ladder Levels in MSP [14]

| Ladder Level | Description |
|--------------|-------------|
| Communication | The management authority wants to convey messages and get the approval of the target group on what it asserts, suggests and decides. |
| Information  | The management authority wants to keep the target group abreast of intentions or decisions taken, by attempting to provide a base of understanding without expecting a particular reaction from this group. |
| Consultation | Exchange during which the management authority collects the opinions of the consulted stakeholders, yet there is no guarantee that the opinions expressed will be taken into account (Dziedzicki, 2001). |
| Dialogue     | The management authority wants to enter the field of horizontal interaction between stakeholders who are positioned as equals. |
|              | There is no precise purpose other than to better know and understand one another, but this can represent a major accomplishment. |
| Concertation | Build components together with a view to better manage the biosphere reserve whether in the short or long term. |
|              | Give participants access to a true collective construction. |
|              | Let individuals play an active role in the process. |


| Ladder Level | Description |
|--------------|-------------|
| Negotiation  | - A horizontal dialogue among participants whose goal is the collective construction of a shared focus (points of view, representations, objectives, projects) with a view to act or decide together.  
  - ‘An activity involving the interaction of several stakeholders who, faced with both divergences and interdependencies, choose to voluntarily seek a mutually acceptable solution.’ (Dupont and Audebert, 1994) |

According to the MSSP Consortium, the main stages of stakeholder participation in the MSP process are: (1) the planning phase; (2) the plan evaluation phase; (3) the implementation phase; (4) the post-implementation phase [16]. Because in Lampung Province has currently progressed only until the drafting of the MSP regulations, this evaluation comprises only phases (1) and (2). Here follows a description of each stage according to the MSSP Consortium [16]:

- The planning phase. Stakeholders need to be involved in and contribute to the setting of priorities, objectives and purpose of the MSP plan(s). The MSP management team can assist in setting priorities and identifying objectives through stakeholder meetings and group discussions. The idea is to identify, group and rank problems, needs and opportunities in order of priority. This can be done through criteria ranking and pairwise ranking. The output should be made available to the stakeholders and the output should be reviewed and verified with the stakeholders.
- The MSP plan evaluation phase. Stakeholders need to be engaged in the evaluation and choice of MSP plan options and the consequences of different approaches for areas of their interest. In developing the plan, a number of participatory tools and methods can be used, including focus group discussions, problem trees, and preference ranking. It is important for all stakeholders to be clear about the goals and objectives and about what can be achieved in order to focus strategies. The more participatory the process of setting goal and objectives, the greater the stakeholder acceptance and legitimacy of the MSP plan. Often the process of arriving at consensus regarding goal and objectives is an effective means of promoting an exchange of information and understanding among stakeholders. If a trained planner is not available, a plan can still be prepared based on the stakeholders’ knowledge and participation.

3. Result and Discussion

3.1. Marine Spatial Plan-Making Process Practice in Lampung Province: An Overview

In Lampung Province, the marine spatial plan (MSP) is part of the Coastal Region and Small Islands Zoning Plan (RZWP-3-K). The legal form is a local regulation (perda). The current marine spatial plan making process has been done only until the local regulation draft (raperda). The process so far has been: pre-preparation of RZWP-3-K, consisting of stakeholder identification, socialization, and technical assistance; preparation of RZWP-3-K, consisting of compilation of work plan and preparation of terms of reference (ToR) and project budgeting; and preparation of the RZWP-3-K final document, consisting of data collection, field survey, data processing and analysis, description of potential and marine resource utilization, first public consultation, preparation of preliminary documents, spatial allocation, proposal determination, preparation of intermediate documents, final public consultation, final document preparation, and suggestion request; legalization of the RZWP-3-K local regulation draft (see Figure 3).
**Figure 3.** Marine Spatial Plan Making Process Practice in Lampung Province  
Source: Fisheries and Marine Government Agency of Lampung Province, 2017
3.2. Lampung Province Marine Spatial Plan

The RZWP-3-K Raperda enters the legislation stage in DPRD, having previously received technical approval from the central government, in this case the Ministry of Marine Affairs and Fisheries and other relevant Ministries at the central level. The content of the RZWP-3-K Raperda is outlined in Table 2. The marine spatial allocation can be seen in Table 3 and Figure 4.

| Chapter I – General Terms | This chapter contains descriptions of terms and definitions used in RZWP3KRZWP-3-K material |
| Chapter II – Scope, Principle, Duration, And FunctionPrinciples, Durations and Functions of RZWP-3-K | This chapter contains the scope of RZWP3KRZWP-3-K rules, principles, durations and functions in maritime area development and management |
| Chapter III – Objectives, Policies and Strategies for Coastal Zone Plans and Small Islands Plan | This chapter contains the objectives, the policies that need to be doneexecuted to achieve the objectives, and the strategies that need to be executedimplemented to achieve every policy that has been outlined |
| Chapter IV – Spatial Allocation Plan for Coastal Areas and Small Islands | Spatial allocation plan for coastal areas and small islands, including: |
| Chapter V – Program Indication | To achieve the objectives of spatial development patterns in coastal areas and small islands, indication of short and medium term programs as a guideline for Local Governmentlocal government and related agencies in utilizing spatial zones for various activities. |
| Chapter VI – Spatial Use Regulations | The spatial use regulation is a condition of the spatial utilization requirements and control provisions that are prepared for each designation zone in RZWP-3-K. |
| Chapter VII – Small Islands | Contains theThe terms of utilization of small islands. |
| Chapter VIII – Disaster Mitigation | Provision of disaster management and disaster mitigation strategies. |
| Chapter IX – Supervision and Control | Conditions of supervision and control. |
| Chapter X – Rights, Obligations, and Roles of Society | Conditions of community involvement in planning, implementation, monitoring and evaluation of RZWP3KRZWP-3-K. |
| Chapter XI – Coordination of Implementation | Provision of coordination among stakeholders in the planning, implementation, monitoring and evaluation of RZWP3KRZWP-3-K. |
| Chapter XII – Lawsuit Representatives | Provisions on the mechanism of the lawsuitlawsuits. |
| Chapter XIII – Conditions of Investigation | Conditions onof investigation. |
| Chapter XIV – Criminal Provisions | Provisions on criminal sanctions for violating the... |

Table 2. Summary of RZWP-3-K Raperda of Lampung Province
Chapter | Short Description
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Chapter XV – Transitional Provisions | RZWP3K Regulation
Chapter XVI – Miscellaneous Provisions | Transitional provisions.
Chapter XVII – Closing Provisions | Other provisions.

Source: Excerpted from Raperda RZWP-3-K Lampung Province, Fisheries and Marine Government Agency of Lampung Province.

**Table 3.** Marine Spatial Allocation Plan on Raperda RZWP-3-K of Lampung Province

| Area | Zone | Sub Zone/Zone |
|------|------|---------------|
| Area of public utilization | Tourism Zone (KPU-W) | • Subzone of natural tourist landscape (KPU-W-BL)  
| | | • Subzone of nature underwater tourism (KPU-W-ABL)  
| | | • Subzone of beach/coastal tourism and small islands (KPU-W-P3K) and  
| | | • Subzone of water sport tourism (KPU-W-OR)  
| | Zone of settlement (KPU-W) | • Sub Zone of Fisherman Settlements  
| | The harbor (KPU-W) | • Sub zone of the Working Areas working areas (DLKr) and Regional Environment Interests (DLKp); and Sub zone Operational Work Area working area of fishery ports (WKOPP).  
| | Mining Zone | • Sub zone of oil and gas;  
| | Fishery zone | • pelagic sub zone  
| | | • demersal subzone  
| | Cultivation fishery zone | • Sub zone of marine cultivation.  
| | Industry Zone | • Sub zone of maritime industry  
| | Coastal and small islands conservation areas (KKP3K) | • core zone  
| | Water conservation area (KKP) | • limited utilization zone  
| | | • other zones according to regional designation  
| | | • core zone  
| | | • sustainable fishery zone  
| | | • subsequent utilization zones  
| | | • other zones  
| | Nature reserve area | • Marine Reserve and Marine Reserve of Krakatau Islands (KSA-CA-CAL-1)  
| | | • Nature Reserve of Bukit Barisan Selatan Sea (KSA-CAL-2)  
| Certain national strategic | Small outer islands | • Betuah Island in West Coast District (KSNT-PB)
| Area                                | Zone                   | Sub Zone/Subzone                                                                 |
|-------------------------------------|------------------------|----------------------------------------------------------------------------------|
| National Strategic Areas            |                        |                                                                                  |
| Military training area of Teluk     |                        |                                                                                  |
| Lampung in Pesawaran Regency        |                        |                                                                                  |
| (KSN-TL-1)                          |                        |                                                                                  |
| Sunda Strait area in South Lampung  |                        |                                                                                  |
| Regency (KSN-KSS-2)                 |                        |                                                                                  |
| Sealine                             | Shipping lines         | • international shipping lanes                                                   |
|                                     |                        | • national shipping lane                                                         |
|                                     |                        | • regional shipping lanes                                                        |
|                                     |                        | • local cruise line lanes                                                        |
|                                     |                        | • custom shipping lanes                                                          |
|                                     |                        | • Indonesian archipelagic sea lanes (ALKI)                                       |
|                                     |                        | • optical cable channel PT. Telkom, covering around Kalianda-Merak Waters (AL-APK-KT) |
|                                     |                        | • gas pipeline network, covering around Labuhan Maringgai Waters (AL-APK-PG)     |
|                                     |                        | • plot of PLN / 500 Kv Electric Transmission, covering around Ketapang Waters    |
|                                     |                        | and Sunda Strait Waters (AL-APK-KL)                                             |
|                                     |                        | • PLN plot line plan, covering Legundi Island Waters (AL-APK-KL-1),              |
|                                     |                        | Pahawang Island (AL-APK-KL-2)                                                   |
|                                     |                        | (Pahawang Pekon 4 Pahawang Island), Balai Sawang Balak (AL-APK-KL-3), Pekon     |
|                                     |                        | Doh Cukuh Balak-Sawang Balak Island and Banana Island (AL-APK-KL-4)              |
|                                     |                        | (Port of Tembakak-Pulau Pisang)                                                 |
|                                     |                        | • turtle migration flow, covering around Lemong-Pulau Banana-Bengkunat-Pulau     |
|                                     |                        | Betuah-Belimbing-Pulau Tabuhan-Kelumbayan-Punduh Padida-Padang Cermin-Katibung- |
|                                     |                        | Kalianda-Sebesi-PulauMundu-Pulau Segama / Pulau Batang (AL-AMB-MP)              |
|                                     |                        | • marine mammal migration flow, covering around Lemong-Pulau Banana Island of    |
|                                     |                        | Betuah-Kiluan-Sebesi-Selat-Strait Sunda / Bakauheni Island-Mundu Island-Segama   |
|                                     |                        | Island / Batang Island (AL-AMB-MM)                                              |
| Submarine pipes / cables            |                        |                                                                                  |
|                                     |                        |                                                                                  |
| Marine life migration               |                        |                                                                                  |

Source: excerpted from Raperda RZWP-3-K, Fisheries and Marine Government Agency of Lampung Province, 2017
3.3. Stakeholder Participation Evaluation in Marine Spatial Plan Making Process Practice in Lampung Province

This section details a description of stakeholder participation in the marine spatial plan making process in Lampung Province. Findings are reported in relation to each of the process criteria.

3.3.1. Process design or co-design. The process of drafting the RZWP-3-K is set out in the RZWP-3-K drafting guidelines compiled by the Ministry of Fisheries and Marine Affairs. The authority to regulate the procedure and the process of preparing the plan lies with the Ministry of Fisheries and Marine Affairs Authority. Implementing the RZWP-3-K procedure is done by the Fisheries and Marine Agency of Lampung Province. The work is supervised by a planning consultant. RZWP-3-K’s initial product is a technocratic product. The next process of involving stakeholders involved in the legislation process takes place in the DPRD (legislative board). In other words, the process design is done using a top-down approach. Stakeholders only follow the involvement in accordance with established run by the Fisheries and Marine Agency of Lampung Province assisted by a third-party consultant, which in turn involves the stakeholders in discussion meetings and public consultation meetings.

3.3.2. Shared purpose. After the intermediate report, which is a technocratic product between the Fisheries and Marine Government Agency of Lampung Province and the consultant, the product is discussed in a public consultation. The public consultation in this stage involves various stakeholders. It is done to verify data and information and to obtain input, responses, objections or suggestions. Public consultation is a process of excavation and dialogue between local government and government, and stakeholders in the coastal areas and small islands undertaken, among others, through
meetings, village deliberations and workshops. This stage is public consultation event 1 (first). The results are put into minutes meetings, supplemented with attendance lists and documentation. Public consultation at the next stage is public consultation event 2 (second), undertaken, among others, to verify the draft zoning plan, use directives and check the consistency of the RZWP-3-K draft with RTRW and other rules so that the draft spatial allocation plan can be approved by all local stakeholders. The targets to be achieved are the improvement and refinement of the draft document between and facilitate the aspirations of all relevant stakeholders as well as the determination of the allocation of spatial zones in the final document to be drawn up.

3.3.3. Equality. All stakeholders present in the public consultations are entitled to the same rights and have the same obligations. All are given the opportunity to convey aspirations and suggestions regarding RZWP-3-K products.

3.3.4. Interdependency. Stakeholders and participants present at the aforementioned public consultation are representatives of any stakeholders who have been recommended in the guidelines to be consulted. Many stakeholders are involved in the drafting process, such as the Coordinating Ministry of Maritime Affairs, Ministry of Marine Affairs and Fisheries, Navy, Ministry of Transportation, Ministry of Public Works, Ministry of Environment and Forestry, Ministry of Tourism, Ministry of Transportation, Ministry of Industry, Environment Agency, Local Revenue Agency, universities/academicians, community groups, and the marine and fishery business sector, journalist, etc.

| Stakeholders | Interest |
|--------------|----------|
| Central government | Regulate and manage the various interests of both government, private parties and communities in the maritime area for the welfare of the community and the preservation of the maritime environment (sustainable development) |
| Coordinating Ministry of Maritime Affairs | Regulate and manage the marine areas for the welfare of fishermen and the sustainability of the maritime environment (sustainable development) |
| Ministry of Marine Affairs and Fisheries Ministry | Regulate and manage the various interests of central government agencies and local government agencies that have maritime areas for community welfare and environmental sustainability (sustainable development) |
| Ministry of Internal Affairs | Regulate and manage the sustainability of the maritime environment in the maritime area |
| Ministry of Environment and Forestry | Regulate, use, and manage, the use of maritime areas for marine transportation and crossings |
| BPN (Ministry of AgrariaAgriculture) | Regulate and manage land ownership and use in maritime areas |
| TNI AL and POLAIRUD | Regulate, use and manage the use of maritime territories for the purpose of defense and security of maritime and state territories |
| BUMN (State-owned enterprises): Telkom and PLN | Uses and manages the use of maritime territory for the purposes of telecommunication and electricity networks |

**Table 4. Stakeholders and Their Interests in MSP in Lampung Province**

**Local Government of Lampung Province**

| Stakeholders | Interest |
|--------------|----------|
| Marine and Fisheries Agency | Regulate and manage the marine areas for the welfare of |
| Stakeholders                                      | Interest                                                                 |
|-------------------------------------------------|--------------------------------------------------------------------------|
| Public Works Agency                              | fisher men and the sustainability of the maritime environment (sustainable development) |
| Forestry Agency                                  | Regulate, implement and manage coastal infrastructure development in maritime areas |
| Agriculture Agency                                | Regulate and manage the sustainability of coastal forest environments in the maritime region |
| Transportation Agency                            | Regulate, use, and manage, the use of maritime areas for marine transportation and crossings |
| Industrial Agency                                | Regulate, and manage, the use of maritime areas for industrial use |
| Environmental Agency                             | Regulate and manage environmental sustainability in maritime areas |
| Income Office Region Agency                       | Regulate and manages regional revenue from activities in every productive sector undertaken in the maritime region |
| Communication and Information Agency             | Regulate and manages regional revenue from activities in every productive sector undertaken in the maritime region |
| Energy and Mineral Resources Agency              | Use and manage the use of maritime territories for the purposes of energy networks and oil and gas exploitation |
| DPRD (Legislative)                               | Organize and manage public and private interests in the maritime area |
| Society and Higher Education                     |                                                                          |
| Environmental NGOs                               | Carry out and participate in managing the environment |
| Organization of Fishermen Group                  | Carry out the use of maritime areas and participate in contribute to the welfare of fishermen |
| Universities                                     | Conduct research and community service and convey ideas of innovation and technology produced for the welfare of the community and environmental sustainability in the maritime region |
| Organization of Marine and Fisheries Entrepreneurs Group | Carry out the utilization of maritime territory and participate in seeking prosperity of marine and fishery business actors |
| Organization of Industry and Travel Agencies     | Carry out the utilization of maritime territory and participate to seek prosperity of business actors in the field of industry and tourism |

In terms of interests, stakeholders related to MSP in Lampung Province are divided into two groups: ‘pro-growth’ and ‘anti-growth’. Pro-growth stakeholders include the private sector (business), fishermen, the industrial agency, the tourism agency, the agriculture agency, the public work agency and the mineral and energy agency, the public work agency, the transportation agency, the local revenue office, state-owned enterprises Telkom and PLN. Anti-growth stakeholders are the environmental agency, the forest agency, the Navy and environmental NGOs.

3.3.5. Deliberative decision making and constructive dialogue. Stakeholders are only entitled to submitting suggestions. Decision making is still being done by the Fisheries and Marine Government Agency of Lampung Province. In managing the process, the management of the stakeholder engagement processes in the preparation of the plan is only done by conducting public consultation.
events 1 and 2. Stakeholders are also given the opportunity to submit suggestions via e-mail. The Fisheries and Marine Government Agency of Lampung Province and its consultants actively solicit suggestions and input.

3.4. Level of Stakeholders Participation
With the conditions described above, it can be said that according to the stakeholder participation ladder, the stakeholder participation level is at the third level, i.e. the consultancy level. The Fisheries and Marine Agency of Lampung Province collects opinions, aspirations and suggestions from stakeholders. However, there is no guarantee that the opinions expressed will be taken into the marine spatial plan. There is no obligation to open up the debate between stakeholders in marine spatial planning.

4. Conclusion
The process of preparing the maritime spatial plan for Lampung Province involves the central government, the provincial government of Lampung, the community, and various stakeholders related to maritime resource use in Lampung Province. The main challenge in the planning process is the existence of various conflicts of interest that can be broadly grouped into ‘pro-growth’ and ‘anti-growth’. Participation is currently at the consultation level of the stakeholder participation ladder and consensus-building efforts have not been conducted yet. These conditions make the process vulnerable to conflicts in the implementation phase when the regulation is in force. This research recommends research on the preparation of marine spatial planning in addition to a technocratic approach considering the results of the study aspects of spatial allocation and the physical aspects of marine resources, also prioritizing building consensus among various interest groups related to the utilization of marine resources. Achievement of the ladder of participation needs to be increased to the levels of dialogue, concertion and negotiation. Thus, it is necessary to develop technical steps on how to improve stakeholder participation in marine spatial planning and build consensus in the marine spatial plan making process.

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