



Deposited via The University of York.

White Rose Research Online URL for this paper:

<https://eprints.whiterose.ac.uk/id/eprint/142942/>

Version: Accepted Version

Article:

Cavallo, Marianna, Borja, Angel, Elliott, Mike et al. (2019) Impediments to achieving integrated marine management across borders: The case of the EU Marine Strategy Framework Directive. *Marine Policy*. pp. 68-73. ISSN: 0308-597X

<https://doi.org/10.1016/j.marpol.2019.02.033>

Reuse

This article is distributed under the terms of the Creative Commons Attribution-NonCommercial-NoDerivs (CC BY-NC-ND) licence. This licence only allows you to download this work and share it with others as long as you credit the authors, but you can't change the article in any way or use it commercially. More information and the full terms of the licence here: <https://creativecommons.org/licenses/>

Takedown

If you consider content in White Rose Research Online to be in breach of UK law, please notify us by emailing eprints@whiterose.ac.uk including the URL of the record and the reason for the withdrawal request.

1 **‘Bottlenecks, showstoppers and train-wrecks’ – impediments to achieving integrated**
2 **marine management across national and international borders**

3 Marianna Cavallo*^{a, c, d, e}, Angel Borja^b, Michael Elliott^c, Victor Quintino^d, Julia Touza^e.

4 ^a Department of Applied Economics, University of Vigo, Vigo 36310, Spain

5 ^b AZTI, Marine Research Division, Herrera Kaia, Portualdea s/n, 20110 Pasaia (Spain).

6 ^c Institute of Estuarine & Coastal Studies (IECS), University of Hull, Hull HU67RX, UK

7 ^d Department of Biology & CESAM, University of Aveiro, 3810-193 Aveiro, Portugal

8 ^e Department of Environment and Geography, Wentworth Way, University of York, Heslington, York
9 YO105NG, UK

10 *Corresponding author: Marianna Cavallo, e-mail: cavallom16@gmail.com; [+39 3408549826]

11

12 **Abstract**

13 Several initiatives have been taken worldwide to promote international coordination and
14 integrated approach in marine management. At the European level, ten years after the
15 adoption of the Marine Strategy Framework Directive (MSFD), the Member State strategies
16 still present some ecological, economic and social challenges. This review identifies the
17 minor, intermediate and major impediments (respectively defined as ‘bottlenecks,
18 showstoppers and train-wrecks’) to marine management, resulting from a 4-year analysis of
19 national, regional and European reports. Most of the problems are linked to the resistance of
20 countries to collaborate and to the inability to integrate the work already carried out under
21 other pieces of legislation. The European countries will need to better integrate and coordinate
22 their actions in marine management in the second cycle of the MSFD, in order to achieve its
23 final goal of Good Environmental Status as well as the objectives of other environmental
24 policies.

25 **Keywords:** International Cooperation; Regional Coherence; Integrated Management; Marine
26 Strategy Framework Directive

27 **1. Introduction**

28 Marine ecosystems worldwide, their services and the societal goods and benefits they provide
29 play a central role in the Blue Growth strategy (Burgess et al., 2018; Eikeset et al., 2018).
30 They are however threatened by multiple pressures and little is known about the cumulative
31 effects of maritime activities (Elliott, 2014; EEA, 2015; Halpern et al., 2008; Elliott et al.,
32 2018; Holon et al., 2018; Cormier et al., 2019). European countries recognised the need to
33 move towards an integrated management and assessment approach, adopting the Integrated

34 Maritime Policy¹. This policy aims to increase coherence among marine sectors by
35 implementing the Maritime Spatial Planning Directive (MSPD) (European Union, 2014),
36 which is the ‘Blue Growth directive’, and to promote a sustainable use of marine resources
37 through the Marine Strategy Framework Directive (MSFD) (EC, 2008; Borja et al., 2017),
38 which can be considered the ‘environmental directive’.

39 The European MSFD is considered one of the most ambitious instruments of marine
40 governance worldwide (Borja et al., 2017), and it has the central aim to achieve or maintain
41 Good Environmental Status (GES) of the European regional seas by 2020, at the latest, based
42 on 11 qualitative descriptors: D1 Biodiversity; D2 Non-indigenous species; D3 Commercial
43 fish and shellfish; D4 Food webs; D5 Eutrophication; D6 Seafloor integrity; D7 Hydrographic
44 conditions; D8 Environmental contaminants; D9 Contaminants in seafood; D10 Marine litter
45 and D11 Introduction of energy, including noise. This requires Member States 1) to carry out
46 an initial assessment of marine status; 2) to define GES for their waters in coordination with
47 neighbouring countries of the same region; 3) to establish monitoring strategies; and 4) to
48 implement management responses (termed ‘programmes of measures’) to achieve the aims
49 (Figure 1). The MSFD is part of a large body of European and national marine legislation and
50 international agreements (Boyes and Elliott 2014; Cormier et al., 2018) which all have to be
51 implemented to ensure complementarity among objectives and avoid overlaps. It is of note
52 that the MSFD is being implemented through the Regional Seas Conventions such as OSPAR
53 (for the North East Atlantic), HELCOM (for the Baltic Sea), Barcelona (for the
54 Mediterranean) and Bucharest (for the Black Sea) (Article 6, MSFD). This in itself requires
55 and creates a source of harmonisation across adjacent states.

56 In 2018, the Directive is entering its second cycle where countries are required to achieve
57 coherent, coordinated and consistent updates of the determinations of GES, Initial
58 Assessments and Environmental Targets (EC, 2014a). At this stage of the implementation, it
59 is especially important to understand what were the major impediments identified in studies
60 carried out at national, regional and European level and to propose recommendations to
61 support all the parties involved in the future phases of implementation of this Directive in
62 overcoming these impediments. The present work puts together these impediments, or
63 challenges, categorising them into ‘bottlenecks’, the aspects which can be cleared easily;
64 ‘showstoppers’, the aspects that require rather more effort, and ‘train-wrecks’, the aspects
65 which are especially difficult to solve and yet will prevent the outcomes being reached

¹ https://ec.europa.eu/maritimeaffairs/policy_en

66 (modified from Newton & Elliott, 2016). More specifically, the focus here is on discussing
67 the challenges related to transboundary cooperation and policy integration, and providing
68 some recommendations on the basis of the results of a 4-year study. The latter focused on an
69 in-depth analysis of national, European Commission and Regional Seas Conventions reports
70 and a dedicated survey (Cavallo et al., 2016; 2017; 2018). These recommendations can also
71 be considered in the implementation of other European and international environmental
72 legislation based on similar principles.

73

74 -----Figure 1 here -----
75

76

77

2. Present and future challenges

78 In recent decades, new legislation and agreements have been adopted by coastal countries to
79 move toward a cooperative and coordinated management of marine resources to address
80 transboundary issues such as migratory species, fisheries, marine pollution and climate
81 change (Table 1).

82 -----Table 1 here -----
83

84

85 At the European level, the MSFD has been widely investigated in most of its aspects to
86 identify the challenges that Member States have faced to meet its ambitious goals (e.g. Berg et
87 al., 2015). These challenges have been categorised here according to their level of severity
88 (Table 2) and the aspects related to countries cooperation and policy integration are discussed
89 more in detail in the following seven points.

89 -----Table 2 here-----
90

91

2.1 Consistency in reporting

91 A comparative analysis of national strategies indicated that the reporting format was not
92 consistent across countries (Cavallo et al., 2018), despite the many recommendations
93 provided by the European Commission (EC, 2014b; 2017) and the Regional Seas
94 Conventions (i.e. OSPAR, 2012, 2015). For example, the Commission Decision 2010
95 (amended by EC, 2017) provides a list of criteria and methodological standards for each
96 descriptor to be used by the Member States to assess the extent to which GES is being
97 achieved. The differences in reporting make it difficult to identify best practices and situations
98 where countries build in their strength, and so further scientific research and implementation

99 mechanisms are needed to fill in knowledge gaps. A more extensive use of existing guidelines
100 and recommendations will help countries to produce more readily comparable reports,
101 learning from each other and to align GES definitions, environmental targets and management
102 measures.

103 *2.2 Applying the subsidiarity principle*

104 In common with the link between federal and state legislation in the US, EU legislation
105 centres on the subsidiarity principle that decisions should be taken as close to the people (the
106 local level) as possible and indeed this is reflected in the term ‘Framework’ in the title of
107 MSFD and other major directives, i.e. a bottom-up approach. Hence the overall aim is to
108 achieve the same outcome across Member States (in the case of the MSFD to obtain GES in
109 their waters) while leaving the detailed method of implementation to the discretion of the
110 Member State. This therefore automatically creates the potential, albeit sanctioned by the EU,
111 for different ways of implementing the MSFD and so leads to inconsistencies between
112 Member States.

113 The many differences in the way countries implemented the phases of the Directive for each
114 descriptor (see EC, Annex 2014; 2018; Cavallo et al., 2016), made it impossible always to
115 achieve a high level of coherence across each region, namely in the targets, the indicators and
116 the criteria to assess the status, and the management measures. When the factors leading to
117 these differences are strictly related to specific national geopolitical, social, and
118 biogeographical characteristics (such as biodiversity composition and types of anthropogenic
119 pressures) and on the financial resources available, countries should not be forced to adopt a
120 common approach. However, according to the European Commission (EC, 2017), in such
121 cases “Member States shall provide the Commission with a justification in the framework of
122 the notification made pursuant to Article 17(3) of the Directive”.

123 *2.3 Harmonisation does not mean uniformity*

124 It is possible, necessary and indeed urgent to work together to establish common targets and
125 GES definitions, ensuring that each country is contributing to improve the environmental
126 quality of the whole marine region. This is also needed in an attempt to ensure that there is not
127 a disjointed assessment down the mid-lines in the sea areas between adjacent Member States.
128 This is required for understanding existing trade-offs between conflicting stakeholder
129 objectives and ecosystem services, in order to achieve regional win-win management
130 strategies, i.e. to protect the natural system and deliver the societal benefits (Elliott, 2011).

131 The European Commission Decision (EC, 2017) and Directive (EU) 2017/845 (amending the
132 Directive 2008/56/EC), review the existing guidelines, taking into consideration recent
133 scientific and technical progress. In particular, the first of these documents provides an
134 updated list of criteria and methodological standards for the definition of GES, while the latter
135 amends Annex III of the Directive with an updated list of ecosystem elements, anthropogenic
136 pressures and human activities. These new indications, if adopted, can improve regional and
137 European coherence in the future phases of the implementation of the Directive.

138 *2.4 Adopting a common list of threatened species and core indicators*

139 In the analysis of the first cycle of the Directive, the lowest levels of regional coherence were
140 found for Biodiversity related descriptors (EC, Annex 2014). Moreover, although the need to
141 adopt a common list of the most threatened species/habitats whose distribution spans
142 international borders is widely recognised in international agreements such as the Bonn
143 Convention² and the IUCN³, a general lack of consideration of the existing lists was noticed
144 (Cavallo et al., 2016; 2018). Adopting such a list should be a priority among Member State
145 national strategies, not only in the context of the MSFD. In particular, the OSPAR
146 Commission list⁴ including invertebrates, fish, birds, reptiles and mammals, offers a valid
147 reference of vulnerable species and habitats that are specific for the five OSPAR regions.
148 Each of the Regional Seas Conventions has developed or is developing its own list of core
149 indicators in line, where possible, with those of the MSFD (i.e. OSPAR Biodiversity
150 Common Indicators⁵ and the HELCOM core indicators⁶) and indeed there are some generic
151 aspects here. For example, each list has the breeding success of a dominant piscivorous
152 seabird (the kittiwake in the NE Atlantic and the White-tailed Sea Eagle in the Baltic).
153 However, the desire by each area, Member State or region or group of scientists to create their
154 own indicators has resulted in a very large number (>600) of indicators (Teixeira et al., 2016).
155 It would be of value to create a core list of generic indicators to use in all regional seas but
156 again adopting this would imply greater top-down control.

157 The confusion between indicators has increased further with the move by countries in their
158 attempts to achieving the UN Sustainable Development Goals, for example SDG14 covering

² Also called [the Convention on the Conservation of Migratory Species of Wild Animals](#)

³ The International Union for Conservation of Nature Red List of Threatened Species

⁴ <https://www.ospar.org/work-areas/bdc/species-habitats/list-of-threatened-declining-species-habitats>

⁵ <https://www.ospar.org/work-areas/bdc/biodiversity-monitoring-assessment-1/biodiversity-common-indicators>

⁶ <http://www.helcom.fi/baltic-sea-trends/indicators/core-indicators>

159 marine waters (Cormier and Elliott, 2017). The MSFD is being proposed as the means in
160 Europe of meeting SDG14 and hence a subset of indicators has been adopted⁷. However,
161 these indicators differ from those adopted by the UN for the SDG as a whole⁸ thus giving the
162 potential for yet more confusion. There is the potential that countries will be so confused
163 regarding which indicators to follow that they do not achieve any of them.

164 *2.5 Ensuring integration among environmental legislation*

165 Although the MSFD intends to integrate, not to replace, related environmental legislation
166 (Boyes and Elliott, 2014), in national reports many differences were found in the way
167 countries integrated the objectives, measures and, in general, the work already carried out in
168 those contexts. For D3-Commercial fish and shellfish, different ICES (International Council
169 for the Exploration of the Sea) reference points have been used across the North-East Atlantic
170 region for the initial assessment, e.g. F (fishing mortality), F_{MSY} (Fishing mortality consistent
171 with achieving Maximum Sustainable Yield), etc. Despite this, the representatives of the EU
172 Marine Strategy Coordination Group recognised, when questioned in a dedicated survey, the
173 importance of coherent policy integration for the success of the MSFD (Cavallo et al., 2017).
174 A stronger collaboration among all the parties from the early stages of the development of
175 national strategies will help Member States disentangle the web of European, regional and
176 international environmental legislative instruments, and to identify the issues where they
177 overlap and where new legislative instruments are necessary.

178 *2.6 Reducing uncertainty among economic sectors*

179 Coordinating actions at regional and sub-regional levels is essential to regulate socio-
180 economic activities that impact waters beyond national borders, such as shipping, fisheries
181 and offshore renewable energy sectors, and thus influence achieving GES of the whole region
182 (Elliott et al, 2018). It is suggested that more coherent GES definitions (see Borja et al., 2013)
183 and management measures across regions will reduce uncertainty among those economic
184 sectors whose activities span geopolitical boundaries. Moreover, a more transparent
185 stakeholder engagement process should be set both at European and at regional level to give
186 all the parties affected by this Directive the opportunities to share their views and concerns
187 (see Ounanian et al., 2012; De Santos, 2011; 2016).

⁷ <https://ec.europa.eu/eurostat/web/sdi/life-below-water>

⁸ <https://unstats.un.org/sdgs/indicators/indicators-list/>

188 It is emphasised that the MSFD is only one pillar of the EU Maritime Strategy and that it now
189 has to be jointly implemented with a newer instrument, the MSPD (European Union, 2014).
190 This aims to ensure that the spatial allocation of marine activities, and thus the ability to
191 achieve Blue Growth and protect the Blue Economy, is harmonised with the need to protect
192 the health of the seas (Elliott, et al., 2018). The joint implementation of these two Directives,
193 the MSFD and MSPD, will be a major challenge in the coming years.

194 *2.7 Cooperation in the economic analysis*

195 The review of the Cost-Benefit analysis in the Initial Assessment (EC, Annex 2014) and the
196 Programmes of Measures (Cavallo et al., 2018; EC, 2018 Annex) revealed data gaps for most
197 European Member States. For example, Portugal admits in its report that there is poor current
198 scientific knowledge about the deep sea ecosystems that makes it difficult to assess the
199 economic value of the different ecosystem services and their societal goods and benefits, and
200 their trade-off, which can be influenced by the establishment of oceanic MPA (Cavallo et al.,
201 2018). There is a need to increase the level, amount and accuracy of the information on non-
202 market benefits of coastal and marine ecosystems when addressing the efficiency of
203 management decisions thereby understanding the multiple ecosystem services and the societal
204 benefits that they provide for multiple sectors (Turner and Schaafsma, 2015; Torres and
205 Hanley 2016; Mehvar et al. 2018). In this approach, Norton and Hynes (2018) account for use
206 and non-use value derived from achieving the GES in the North-East Atlantic, estimated to
207 vary between €2.3 billion and €3.6 billion per annum. However, accounting explicitly for the
208 cultural ecosystem services, which are not readily amenable to being measured either by
209 biophysical or monetary metrics, remains a necessary key challenge (Diaz et al. 2018; Fish et
210 al. 2016; Bryce et al., 2016).

211

212

213 **3. Discussion**

214 Ten years from its adoption, some progress has been made to move towards a more
215 coordinated and harmonised implementation of the MSFD but several ecological, economic,
216 social and governance challenges remain. Some of the bottlenecks and showstoppers have
217 been analysed and recommendations are given for overcoming these in the future. The present
218 section focuses on the train-wrecks which are the aspects especially difficult to solve and are
219 related to the challenges discussed in Section 2.

220 In general, in the first cycle of the implementation of the MSFD (2012-2018) a national
221 approach has prevailed, suggesting a certain resistance by Member States to cooperate.
222 However, some of the problems discussed here may be the result of the lack of economic
223 resources, lack of experts with multidisciplinary background and the short-time scale of the
224 Directive (Table 2). In fact, to fulfil the objectives of this ambitious Directive, countries are
225 required to make significant financial investment, especially in carrying monitoring
226 programmes (Borja and Elliott, 2013; Zampoukas et al., 2013; Shephard et al., 2015; Nygard
227 et al., 2016), to fill the gaps in ecological and socio-economic data and to implement their
228 programmes of measures. It has been shown here that other problems are related to the
229 complexity of reporting and the integration of the work from several environmental policies.

230 In this review, more emphasis has been given to the lack of transboundary cooperation since
231 this is a major requirement of the MSFD and of other international marine legislation (see
232 Table 1). However, from a 4-year comparative analysis of national reports (Cavallo et al.,
233 2018) other forms of collaboration and cooperation have emerged as equally important to
234 meeting the targets of the MSFD and to overcome some of the problems identified here. For
235 example, better collaboration between countries and scientific communities is essential to fill
236 gaps in data and knowledge. To this end, ad-hoc platforms have been developed, such as the
237 WISE-Marine⁹ for sharing information on the state of the marine environment or the Working
238 Group on Programmes of Measures and Socio-Economic Analysis to develop common
239 approaches to carry out the economic and social analysis. Moreover, two subgroups focusing
240 on emerging issues of particular concern, such as underwater noise¹⁰ and litter¹¹, have been
241 set up to provide a forum for exchange of principles and best practice on assessment
242 methodologies.

243 To date, cooperation among all the parties involved in the implementation of the MSFD have
244 been supported by specific multi-stakeholders platforms established at sub-regional, regional
245 and European levels and other existing one (i.e. the Regional Seas Conventions). While these
246 have been widely accepted (Cavallo et al., 2017) they have not been used to their full
247 potential.

248 These types of structures have been demonstrated to be effective instruments not only to fill
249 knowledge gaps but also to identify and resolve conflicts, to overcome a lack of

⁹ <http://marine.copernicus.eu/usecases/wise-marine-platform-support-msfd/>

¹⁰ <https://www.iqoe.org/library/8061>

¹¹ http://mcc.jrc.ec.europa.eu/dev.py?N=41&O=434&titre_chap=TG%20Marine%20Litter

250 communication and resistance to collaborate and to foster trust and the adoption of common
251 solutions (Jones et al., 2013; Pinkerton, 1989; Berkes, 2007; Granovetter 1973). However,
252 given that the MSFD is a Framework Directive, responsibility for implementation lies with
253 the willingness of each Member State and its commitment should be achieved through
254 voluntary agreements, reached by consensus amongst the relevant stakeholders (Beunen et al.,
255 2009). Ultimately, the successful regional implementation of the Directive relies on the will of
256 individual national governments. This is in accordance with the principles of subsidiarity (Art.
257 5 of the Lisbon Treaty¹²) that “seek to safeguard the ability of the Member States to take
258 decisions and action and authorises intervention by the Union when the objectives of an
259 action cannot be sufficiently achieved by the Member States, but can be better achieved at
260 Union level”. When implementing the MSFD “Member States are required to cooperate to
261 ensure the coordinated development of marine strategies for each marine region or subregion”
262 (Paragraph 13 of the MSFD) suggesting that countries adopt a wider spatial scale of
263 implementation that goes beyond national borders. While the subsidiarity principle is
264 acceptable/accepted and tolerable for terrestrial and freshwater legislation, in which the
265 implementation is confined to a Member State territory, this may be considered an
266 impediment for marine waters. This can be regarded as a *Paradox of Subsidiarity* (see Cavallo
267 et al., 2016). In fact, marine waters are intimately linked with adjacent waters and indeed have
268 some features such as fish stocks, the diversity of mobile species, and the delivery of
269 contaminants, which cannot be separated from adjacent waters and even those further away.
270 Hence, it is argued here that when agreement in transboundary issues cannot be achieved on
271 voluntary bases and the actions, or inactions, of a country could compromise the GES of the
272 entire region, a greater top-down control may be necessary. This possibility is contemplated in
273 Paragraph 43 of the Directive which states that “Since the objectives of this Directive, namely
274 protection and preservation of the marine environment, the prevention of its deterioration and
275 where practicable the restoration of that environment in areas where it has been adversely
276 affected, cannot be sufficiently achieved by Member States and can therefore, by reason of
277 the scale and effects of the Directive, be better achieved at Community level, the Community
278 may adopt measures, in accordance with the principle of subsidiarity as set out in Article 5 of
279 the Treaty”. Moreover, Articles 2-6 of the Treaty on the Functioning of the European Union
280 specify the areas of EU competence, which include an exclusive competence for the
281 conservation of marine biological resources under the CFP, and shared competence for

¹² www.lisbon-treaty.org/wcm/the-lisbon-treaty/treaty-on-european-union-and-comments/title-1-common-provisions/9-article-5.html

282 environment, transport, energy and economic, social and territorial cohesion (see Qiu and
283 Jones, 2013).

284 This anomaly is compounded further by the fact that the EU aims for the MSFD to be
285 implemented through the Regional Seas Commissions, which are international agreements by
286 treaty and in which there is no legally-binding sanctions. Any disputes between signatories to
287 the Regional Seas Conventions are handled through bilateral arbitration¹³. This is in contrast
288 to EU law in which failures to implement legislation ultimately results in infraction
289 proceedings under the auspices of the European Court of Justice (Bell et al., 2017).

290 **4. Conclusions**

291 As the 2020 deadline for GES is approaching, it has become urgent to identify the main
292 problems hampering the achievement of the final aim of this ambitious directive and a greater
293 effort is required by all the parties involved in its implementation to overcome them. The
294 current work contributes to synthesising and categorising these problems and a number of
295 recommendations are proposed to achieve better coordination among countries and
296 stakeholders. These include a more extensive use of existing multi-sectoral platforms and with
297 more willingness to move from a national to a regional scale of implementation adopting the
298 ecosystem-based approach as the bases of the MSFD and other international agreements.

299

300

301 **Acknowledgments**

302 This work was partially supported by the University of Vigo (Spain) and partly from the
303 DEVOTES (DEvelopment Of innovative Tools for understanding marine biodiversity and
304 assessing good Environmental Status) project funded by the European Union Seventh
305 Programme for research, technological development and demonstration, ‘The Ocean of
306 Tomorrow’ Theme (grant agreement no. 308392), www.devotes-project.eu. Thanks are also
307 due, for the financial support, to CESAM (UID/AMB/50017/2013), supported through
308 national funds by FCT/MCTES and the co-funding by the FEDER (POCI-01-0145-FEDER-
309 007638), within the PT2020 Partnership Agreement and Compete 2020.

¹³ http://ec.europa.eu/environment/marine/international-cooperation/regional-sea-conventions/ospar/index_en.htm

310 **References**

- 311 Bell, S., McGillivray, D., Pedersen, O., Lees, E., Stokes, E. 2017. *Environmental Law*. Ninth Edition.
312 June 2017. 862 pp. ISBN: 9780198748328.
- 313 Berkes, F. 2007. Adaptive co-management and complexity: exploring the many faces of co-
314 management. In: Armitage, D., Berkes, F., Doubleday, N. (Eds.), *Adaptive Co-management:*
315 *Collaboration, Learning and Multi-level Governance*. University of British Columbia Press,
316 Vancouver, 19-38.
- 317 Berg, T., Fürhaupter, K., Teixeira, H., Uusitalo, L., Zampoukas, N. 2015. The Marine Strategy
318 Framework Directive and the ecosystem-based approach – pitfalls and solutions. *Marine Pollution*
319 *Bulletin*, 96: 18-28.
- 320 Beunen, R., van der Knaap, W.G.M., Biesbroek, G.R. 2009. Implementation and integration of EU
321 environmental directives. Experiences from the Netherlands. *Environmental Policy and Governance*
322 19:57-69.
- 323 Borja, A., Elliott, M., Andersen, J. H., Cardoso, A. C., Carstensen, J., Ferreira, J. G., Heiskanen, A-S.,
324 Marques, J. C., Neto, J. M., Teixeira, H., Uusitalo, L., Uyarra, M. C., Zampoukas, N. 2013. Good
325 Environmental Status of marine ecosystems: What is it and how do we know when we have attained
326 it? *Marine Pollution Bulletin*, 76: 16-27.
- 327 Borja, A. and Elliott, M. 2013. Marine monitoring during an economic crisis: The cure is worse than
328 the disease. *Marine Pollution Bulletin*, 68: 1-3.
- 329 Borja, Á., Elliott, M., Uyarra, M.C., Carstensen, J., Mea, M. eds. 2017. Bridging the Gap Between
330 Policy and Science in Assessing the Health Status of Marine Ecosystems, 2nd Edition. Lausanne:
331 *Frontiers Media*. doi: 10.3389/978-2-88945-126-5; pp548.
- 332 Boyes, S.J. and Elliott, M. 2014. Marine legislation – The ultimate ‘horrendogram’: International law,
333 European directives & national implementation. *Marine Pollution Bulletin* 86: 39-47.
- 334 Bryce, R., Irvine, N. K., Church, A., Fish, R., Ranger, S., Kenter, J. O. 2016. Subjective well-being
335 indicators for large-scale assessment of cultural ecosystem services. *Ecosystem Services*, 21(B): 258-
336 269.
- 337 Burgess, M. G., Clemence, M., McDermott, G. R., Costello, C., Gaines, S. D. 2018. Five rules for
338 pragmatic blue growth. *Marine Policy*, 87: 331-339.
- 339 Cavallo, M., Elliott, M., Touza, J., Quintino, V. 2016. The ability of regional coordination and policy
340 integration to produce coherent marine management: Implementing the Marine Strategy Framework
341 Directive in the North-East Atlantic. *Marine Policy*, 68:108-116.

342 Cavallo, M., Elliott, M., Touza, J., Quintino, V. 2017. Benefits and impediments for the integrated and
343 coordinated management of European seas. *Marine Policy*, 86, 206–213.

344 Cavallo, M., Elliott, M., Quintino, V., Touza, J. 2018. Can national management measures achieve
345 good status across international boundaries? – A case study of the Bay of Biscay and the Iberian coast
346 sub-region. *Ocean and Coastal Management*, 160:93-102.

347 Cormier, R. and Elliott, M. 2017. SMART marine goals, targets and management – is SDG 14
348 operational or aspirational, is ‘Life Below Water’ sinking or swimming? *Marine Pollution Bulletin*
349 123: 28-33; <https://doi.org/10.1016/j.marpolbul.2017.07.060>

350 Cormier, R., Elliott, M., and Kannen, A. 2018. IEC/ISO Bow-tie analysis of marine legislation: A case
351 study of the Marine Strategy Framework Directive. ICES Cooperative Research Report No. 342. 70
352 pp. <https://doi.org/10.17895/ices.pub.4504>

353 Cormier, R., Elliott, M., Rice, J. 2019. Putting on a bow-tie to sort out who does what and why in the
354 complex arena of marine policy and management. *Science of the Total Environment*, 648: 293–305

355 De Santos, E. M. 2011. Environmental justice implications of Maritime Spatial Planning in the
356 European Union. *Marine Policy*, 35: 34-38.

357 De Santos, E. M. 2016. Assessing public “participation” in environmental decision-making: Lessons
358 learned from the UK Marine Conservation Zone (MCZ) site selection process. *Marine Policy*, 64: 91-
359 101.

360 Díaz, S., Pascual, U., Stenseke, M., Martín-López, B., T. Watson, R., Molnár, Z., Hill, R., Chan, K. M.
361 A., Baste, I. A., Brauman, K. A., Polasky, S., Church, A., Lonsdale, M., Larigauderie, A., Leadley, P.
362 W., van Oudenhoven, A. P. E., van der Plaats, F., Schröter, M., Lavorel, S., Aumeeruddy-Thomas, Y.,
363 Bukvareva, E., Davies, K., Demissew, S., Erpul, G., Failler, P., Guerra, C. A., Hewitt, C. L. Keune,
364 H., Lindley S., Shirayama, Y. 2018. Assessing nature's contributions to people. *Science*, 359 (6373),
365 270-272 DOI: 10.1126/science.aap8826

366 EC, 2008. Directive 2008/56/EC of the European Parliament and of the Council establishing a
367 framework for community action in the field of marine environmental policy (Marine Strategy
368 Framework Directive). *Official Journal of the European Union*, L164, 19–40.

369 EC, 2014a. COM(2014) 97 final. Report from the Commission to the Council and the European
370 Parliament. The first phase of implementation of the Marine Strategy Framework Directive
371 (2008/56/EC). The European Commission’s assessment and guidance {SWD(2014) 49 final} Brussels,
372 20.2.2014

373 EC, 2014b. Marine Strategy Framework Directive (MSFD). Common Implementation Strategy.
374 Programmes of Measures under the Marine Strategy Framework Directive. Recommendations for
375 Implementation and Reporting. Final Version, 25 November 2014.

376 EC, Annex 2014. Staff Working Document. Accompanying the document. Commission Report to the
377 Council and the European Parliament. The first phase of implementation of the Marine Strategy
378 Framework Directive (2008/56/EC) – SWD (2014) 49 final, European Commission, Brussels.

379 EC, 2017. COM(EU) 2017/848 of 17 May 2017 laying down criteria and methodological standards on
380 good environmental status of marine waters and specifications and standardised methods for
381 monitoring and assessment, and repealing Decision 2010/477/EU *Official Journal of the European*
382 *Communities*, L125: 43-74.

383 EC, 2018. COM(2018) 562 final. Report from the Commission to the European Parliament and the
384 Council. Assessing Member States’ programme of measures under the Marine Strategy Framework
385 Directive. SWD(2018) 393 final. Brussels, 31.7.2018.

386 EC, 2018 Annex. COM(2018) 562 final. Commission Staff Working Document Accompanying the
387 Document: Report from the Commission to the European Parliament and the Council. Assessing
388 Member States’ programme of measures under the Marine Strategy Framework Directive. SWD(2018)
389 393 final. Brussels, 31.7.2018.

390 Eikeset, A. M., Mazzarella, A. B., Davíðsdóttir, B., Klinger, D. H., Levin, S. A., Rovenskaya, E.,
391 Stenseth, N. C. 2018. What is blue growth? The semantics of “Sustainable Development” of marine
392 environments. *Marine Policy*, 87: 177-179.

393 EEA, 2015. State of Europe’s seas. Publications Office of the European Union, Luxembourg.

394 Elliott, M. 2011. Marine science and management means tackling exogenic unmanaged pressures and
395 endogenic managed pressures – a numbered guide. *Marine Pollution Bulletin*, 62: 651-655.

396 Elliott, M. 2014. Integrated marine science and management: wading through the morass. *Marine*
397 *Pollution Bulletin*, 86(1/2):1-4. doi: 10.1016/j.marpolbul.2014.07.026.

398 Elliott, M., Boyes, S.J., Barnard, S., Borja, Á. 2018. Using best expert judgement to harmonise marine
399 environmental status assessment and maritime spatial planning. *Marine Pollution Bulletin*, 133: 367-
400 377.

401 European Union, 2014. Directive 2014/89/EU of the European Parliament and of the Council of 23
402 July 2014 establishing a framework for maritime spatial planning. *Official Journal of the European*
403 *Union*, L257: 135-145.

404 Fish, R., Church, A., Winter, M. 2016. Conceptualising cultural ecosystem services: A novel
405 framework for research and critical engagement. *Ecosystem Services* 21:208-217.

406 Granovetter, M. 1973. The strength of weak ties. *American Journal of Sociology*, 78:1360-1380.

407 Halpern, B.S., Walbridge, S., Selkoe, K.A., Kappel, C.V., Micheli, F., D’Agrosa, C., Bruno, J.F.,
408 Casey, K.S., Ebert, C., Fox, H.E., Fujita, R., Heinemann, D., Lenihan, H.S., Madin, E.M.P., Perry,

409 M.T., Selig, E.R., Spalding, M., Steneck, R., Watson, R. 2008. A global map of human impact on
410 marine ecosystems. *Science*, 319 (5865), pp. 948-952

411 Holon, F., Marre, G., Parravicini, V., Mouquet, N., Bockel, T., Descamp, P., Tribot, A.S., Boissery, P.,
412 Deter, J. 2018. A predictive model based on multiple coastal anthropogenic pressures explains the
413 degradation status of a marine ecosystem: Implications for management and conservation. *Biological*
414 *Conservation*, 222, pp. 125-135.

415 Jones, P.J.S., Qui, W., Lieberknecht, L.M., 2013. MESMA Work Package 6 (Governance).
416 Deliverable 6.2 – Approaches for addressing conflicts in the MESMA case studies. Dept. of
417 Geography. University College London.

418 Mehvar, S., Filatova, T., Dastgheib, A., van Steveninck R., E., Ranasinghe, R. 2018. Quantifying
419 Economic Value of Coastal Ecosystem Services: A Review. *Journal of Marine Science and*
420 *Engineering*, 6(1), 5. <https://doi.org/10.3390/jmse6010005>

421 Newton, A. and Elliott, M. 2016. A Typology of Stakeholders and Guidelines for Engagement in
422 Transdisciplinary, Participatory Processes. *Frontiers in Marine Science*. 3:230. doi:
423 10.3389/fmars.2016.00230

424 Norton, D. and Hynes, S. 2018. Estimating the Benefits of the Marine Strategy Framework Directive
425 in Atlantic Member States: A Spatial Value Transfer Approach. *Ecological Economics*. 151 (2018)
426 82–94.

427 Nygård, H., Oinonen, S., Lehtiniemi, M., Hällfors, H., Rantajarvi, E., Uusitalo, L. 2016. Price versus
428 value of marine monitoring. *Frontiers in Marine Science*, 3: 10.3389/fmars.2016.00205.

429 OSPAR, 2012. OSPAR Commission. Regional implementation Framework for the EU Marine
430 Strategy Framework Directive.

431 OSPAR, 2015. OSPAR *acquis* - Existing OSPAR measures in support of MSFD programmes of
432 measures.

433 Ounanian, K., Delaney, A., Raakjær, J., Ramirez-Monsalve, P. 2012. On unequal footing: stakeholder
434 perspectives on the Marine Strategy Framework Directive as a mechanism of the ecosystem-based
435 approach to marine management. *Marine Policy*, 36:658–666.

436 Pinkerton, E. Editor, 1989. Co-operative Management of Local Fisheries: New Directions for
437 Improved Management and Community Development. *University of British Columbia Press*,
438 Vancouver.

439 Qiu, W. and Jones, P.J.S. 2013. The emerging policy landscape for marine spatial planning in Europe.
440 *Marine Policy*, 39: 182-190.

441 Shephard, S., van Hal, R., de Boois, I., Birchenough, S. N. R., Foden, J., O'Connor, J., Geelhoed, S.
442 C. V., Van Hoey, G., Marco-Rius, F., Reid, D. G., Schaber, M. 2015. Making progress towards
443 integration of existing sampling activities to establish Joint Monitoring Programmes in support of the
444 MSFD. *Marine Policy*, 59: 105-111.

445 Teixeira, H., Berg, T., Uusitalo, L., Fürhaupter, K., Heiskanen, A.-S., Mazik, K., Lynam, C., Neville,
446 S., Rodriguez, J. G., Papadopoulou, N., Moncheva, S., Churilova, T., Krivenko, O., Krause-Jensen, D.,
447 Zaiko, A., Verissimo, H., Pantazi, M., Carvalho, S., Patrício, J., Uyarra, M. C., Borja, A. 2016. A
448 Catalogue of marine biodiversity indicators. *Frontiers in Marine Science*, 3:
449 10.3389/fmars.2016.00207.

450 Torres, C. and Hanley, N. 2016. "Economic valuation of coastal and marine ecosystem services in the
451 21st century: an overview from a management perspective," Discussion Papers in *Environment and*
452 *Development Economics 2016-01*, University of St. Andrews, School of Geography and Sustainable
453 Development.

454 Turner, R.K. and Schaafsma, M. (Eds.) 2015. Coastal zones ecosystem services: from science to
455 values and decision making. *Springer Ecological Economic Series*, Springer Internat. Publ.
456 Switzerland, ISBN 978-3-319-17213-2.

457 UNESCO, 2017. The 2nd International Conference on Marine/Maritime Spatial Planning, 15–17
458 March 2017, UNESCO, Paris, Intergovernmental Oceanographic Commission and European
459 Commission – DGMARE 2017 (English) (IOC Workshop Reports Series, 279).

460 Zampoukas, N., Piha, H., Bigagli, E., Hoepffner, N., Hanke, G., Cardoso, A. C. 2013. Marine
461 monitoring in the European Union: How to fulfill the requirements for the Marine Strategy Framework
462 Directive in an efficient and integrated way. *Marine Policy*, 39: 349-351.

463

464



465

466 Figure 1. Cyclical timeline of the Marine Strategy Framework Directive repeated every six
467 years. GES: Good Environmental Status.

468

469 **Table 1**
 470 Global examples of international coordination and integrated marine management. IOC:
 471 Intergovernmental Oceanographic Commission; UNESCO: United Nations Educational, Scientific and
 472 Cultural Organization; CoP: Conference of the Parties; UNEP: United Nations Environmental
 473 Program.

Legislation	Geographic area	Description
Caribbean Challenge Initiative ¹⁴	Bahamas, British Virgin Islands, Dominican Republic, Grenada, Jamaica, Puerto Rico, St. Lucia, St. Kitts & Nevis, St. Vincent & the Grenadines	Brings together leaders of Caribbean governments and business leaders to take collaborative action to protect and sustainably manage their marine environment.
Integrated Marine and Coastal Regionalisation of Australia ¹⁵	Australia	A spatial framework for classifying Australia's marine environment into bioregions, at a scale useful for regional planning.
Integrated Maritime Policy (2007)	28 European Member States	Seeks to provide a more coherent approach to maritime issues, with increased coordination between different policy areas.
Intergovernmental Oceanographic Commission (IOC – UNESCO)	Global scale	The Commission assists countries in implementing the Marine Spatial Planning with an ecosystem-based approach since 2006 (UNESCO, 2017)
Oceans Act of 2000 ¹⁶	USA	Establishes a commission to make recommendations for coordinated and comprehensive national ocean policy
Sustainable Development Strategy for Seas of East Asia ¹⁷ (2003)	Brunei Darussalam; Cambodia; China; DPR Korea; Indonesia; Japan; Malaysia; Philippines; RO Korea; Singapore; Thailand; Vietnam; Lao PDR and Timor-Leste	Incorporates relevant international conventions, existing regional and international action programmes for achieving sustainable development of the Seas of East Asia.
UN Convention on Biological Diversity ¹⁸ (Decision II/10, CoP in Jakarta in November 1995)	Global scale	Support the adoption of the Integrated Marine and Coastal Area Management (IMCAM) to prevent and mitigate adverse impacts from human activities in the marine environment and to contribute to the restoration of degraded coastal areas
UNEP Regional Seas Conventions ¹⁹	143 countries are included in 18 Regional Seas Conventions and Action Plans	Legally binding Conventions to tackle common environmental issues through joint coordinated activities.
UNEP Global Programme of Action ²⁰ (1995)	More than 108 governments	It is the only global initiative directly addressing the connectivity between terrestrial, freshwater, coastal and marine ecosystems. It aims to protect and preserve the marine environment from the impacts of land-based activities, through the Washington Declaration.

¹⁴ <http://caribbeanchallengeinitiative.org/>

¹⁵ www.environment.gov.au/node/18075

¹⁶ <https://www.congress.gov/106/plaws/publ256/PLAW-106publ256.pdf>

¹⁷ <http://www.pemsea.org/our-work/regional-marine-strategy>

¹⁸ <https://www.cbd.int/marine/imcam.shtml>

¹⁹ <http://drustage.unep.org/regionalseas/who-we-are/overview>

²⁰ <http://web.unep.org/nairobiconvention/unep-global-programme-action-unepgpa>

474 Table 2 Examples of ‘Bottlenecks’, ‘Showstoppers’ and ‘Train-wrecks’ in marine
 475 management (modified from Newton and Elliott 2016).

Bottlenecks*	Showstoppers*	Train-wrecks
<ul style="list-style-type: none"> - Insufficient monitoring budget - Lack of (shared) targets [2.3, 2.4] - Decision on indicator aggregating methods - Multiple stakeholder fora [2.6] - Lack of data (ecological, social and economic) [2.1, 2.4, 2.6, 2.7] - Excessive and redundant advice documents [2.1] - Lack of harmonised and generic indicators [2.2, 2.4, 2.7] 	<ul style="list-style-type: none"> - Complex regulation [2.4, 2.5] - Complex reporting [2.1, 2.4] - Lack of experts with multidisciplinary background - Overlapping designation - Sectoral management (e.g. separate management for fisheries, energy, nature conservation) [2.5, 2.6] - Poor coordination among national agencies - Different economic prerogative (i.e. Blue Growth with precedence over GES) [2.2, 2.6] - Lack of use of technologies - Short time-scale 	<ul style="list-style-type: none"> - Resistance to collaborate - Lack of dedicated funding - Legal challenges - Political will - Unwillingness to adopt joint aims/vision - Inflexible planning system - Socio-cultural conflicts

476 *The numbers in brackets in column 1 and 2 refer to the sections in the main text where challenges
 477 related to transboundary cooperation and policy integration are discussed. Illustrations of train-wrecks
 478 are evaluated in the Discussion section.