



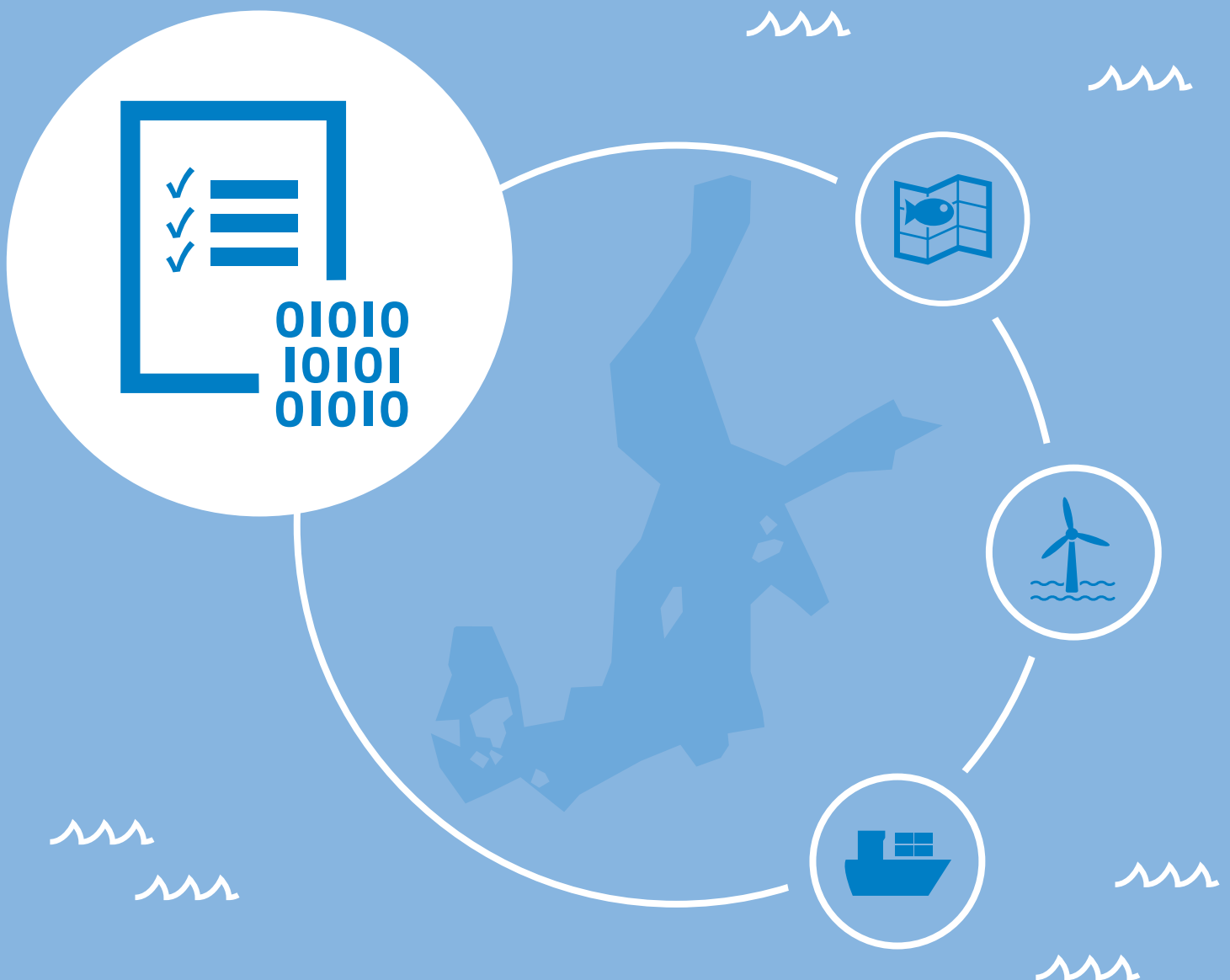
# Guidelines on transboundary MSP output data structure in the Baltic Sea



Maritime spatial planning



January 2026





Published by:

Helsinki Commission – HELCOM  
Katajanokanlaituri 6 B  
00160 Helsinki, Finland  
[www.helcom.fi](http://www.helcom.fi)

For bibliographic purposes this document should be cited as:  
“Guidelines on transboundary MSP output data structure in the Baltic Sea. HELCOM  
(2026)”

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Originally adopted by VASAB CSPD/BSR in its 80th meeting on 23 January 2019,  
Schwerin, Germany and by HELCOM in its 40th meeting on 6-7 March 2019, Helsinki,  
Finland.

Revised on 12 November 2025 by the Joint HELCOM-VASAB Maritime Spatial  
Planning Working Group.

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# Glossary

<b>BSR countries</b>	Baltic Sea Region countries adjacent to the Baltic Sea, in particularly: Denmark, Estonia, Finland, Germany, Lithuania, Latvia, Poland, Russia and Sweden.
<b>MSP</b>	Maritime Spatial Planning
<b>MSDI</b>	Marine Spatial Data Infrastructures
<b>GIS</b>	Geographic information system
<b>OGC</b>	Open Geospatial Consortium ( <a href="http://www.opengeospatial.org/">http://www.opengeospatial.org/</a> )
<b>WCS</b>	OGC Web Coverage Service
<b>WMS</b>	OGC Web Map Service
<b>WFS</b>	OGC Web Feature Service
<b>HELCOM</b>	Baltic Marine Environment Protection Commission - Helsinki Commission
<b>VASAB</b>	Vision and strategies around the Baltic Sea” – intergovernmental spatial planning cooperation



# 1. Introduction

The main goal of these guidelines is to establish data specifications for transboundary MSP output data, defined as the outcome of a maritime spatial plan. These specifications aim to enhance the interoperability and harmonization of spatial datasets, ultimately facilitating data availability, coherence, and transboundary cooperation under national/regional MSP consultations.

The foundational concept behind these guidelines is the MSP Directive (2014/89/EU of the European Parliament and of the Council of 23 July 2014) which establishes an obligation to develop coherent maritime spatial plans coordinated across the marine region concerned. The Directive encourages Member States to use the best available data and decide on mechanisms to share essential information for maritime spatial plans. Furthermore, Article 8.2 provides a framework for MSP by listing possible activities and uses in marine waters to be considered.

A plan typically regulates planned sea uses through spatial planning documents elaborated by various administration levels. These regulations consist of, for example:

- A textual strategic vision outlining the development goals of the administrative authority.
- A textual regulation defining the planned sea use.
- A cartographic representation regulated by spatial planning documents.

For the purposes of this Guideline data related to cartographic representation of plans (spatial data) are divided into two large groups:

- **MSP Input data:** - data, information or evidence that is used for the preparation of a maritime spatial plan, such as environmental data, information about existing sea uses, social economic data, as well as other maritime spatial plans.
- **MSP Output data:** - outcome of a maritime spatial plan (alignments and preconditions for possible sea-use in the future).

These Guidelines focus on creating standards for spatial data sets used for cartographic representation of future sea use. Specifically, for two types of MSP Output data:

- **Maritime spatial plan area:** defined in these guidelines as the 'Plan Area', it refers to the area defined in the spatial planning document and its corresponding data sets.
- **Planned sea uses:** outlined into two components:
  - SeaUse: the existing, planned or potential areas of development. The code list values for the possible sea uses are listed in Annex 2. It corresponds to the 'seaUseName' on EMODnet data model.
  - SeaUseType: the classification of the sea use functions, defined as priority, reserved, allowed, restricted or forbidden. It corresponds to the 'seaUseFunction' on EMODnet data model.

## 2. Towards Harmonized Baltic MSP output data

The availability of harmonized Baltic MSP output data as a map layer aims towards the exchange of data in order to have maritime spatial plans coherent across borders. To support this, an online webmap tool to share MSP input and output data was designed during the Interreg BSR Programme project Baltic LINes and further developed in the EMFF PanBalticScope project. It is called **Basemaps**.

Basemaps is based on distributed Marine Spatial Data Infrastructure (MSDI) approach that allows access to data from original sources as a service. The system was designed to work as a hybrid system, combining centralized and decentralized data approaches, allowing data access to countries without available online services.

Basemaps facilitates the sharing of input and output data in two separate sections:

- **Input data:** It enables sharing relevant input datasets from national data hosts via web services or download links: WFS and WMS web-services ensure the availability of the most updated datasets. Data is made available in **national formats** as those are available.
- **Output data:** It displays the available harmonized Baltic MSP output data as a map layer according to the data model presented in these guidelines. Dataset is validated and harmonized against these guidelines. Dataset is submitted to Basemaps by appointed contact of BSR MSP Data ESG.

Input and output data are currently obtained through national data providers. The output data validation tool ensures correct transferring of national/regional MSP output data into the common harmonized data model defined in this document, which is a prerequisite for presenting Baltic MSP output data.

### 3. How INSPIRE Directive can help us

The INSPIRE Directive (2007/2/EC of the European Parliament and of the Council of 14 March 2007) established an Infrastructure for Spatial Information in Europe, aiming at harmonizing data and publishing it using open standards. It defined rules on the availability, quality, organization, accessibility and sharing of spatial information across the various public authority levels and sectors, through compliant web services such as WMS, WFS, and WCS. The deadline for implementing the INSPIRE framework was 2020, but it is being updated to incorporate technological advancements to reflect the insights gained from its implementation.

The INSPIRE Directive, especially the INSPIRE 'Data Specification on Land Use', should be considered as a guidance to compile data sets addressing transboundary issues. This could also support the harmonization of MSP input data, which is being explored and tested by thematic projects. Furthermore, national and pan-Baltic spatial data infrastructures should be developed to enable a decentralized MSP data approach possible.

## 4. Guidelines for transboundary MSP output data structure

The main value of these guidelines is its simple and flexible structure that allows data providers to efficiently publish data. They facilitate transboundary consultation processes and supports coherent maritime spatial plans by providing shared standards for harmonized spatial datasets at the regional level.

### 4.1. Spatial environment

Consistent geospatial referencing is essential for an effective MSP. This section outlines the recommended coordinate reference systems for MSP data.

The coordinate reference system and map projections used for MSP should be clearly defined. They should be valid for any kind of information, resolution, and accuracy. The resolution and accuracy of MSP output data are out of scope of this document.

The map projections preferred for MSP purposes is ETRS89, corresponding to GRS80 ellipsoid<sup>1</sup>. Alternatively, WGS84 and corresponding to WGS84 ellipsoid could also be used<sup>2</sup>.

The INSPIRE directive mandates ETRS89 as the primary datum for spatial data, with ITRS or ITRS compliant alternative for areas outside the ETRS89's coverage:

#### **INSPIRE Annex II, Section 1.2**

##### **Datum for three-dimensional and two-dimensional coordinate reference systems**

For the three-dimensional and two-dimensional coordinate reference systems and the horizontal component of compound coordinate reference systems used for making spatial data sets available, the datum shall be the datum of the European Terrestrial Reference System 1989 (ETRS89) in areas within its geographical scope, or the datum of the International Terrestrial Reference System (ITRS) or other geodetic coordinate reference systems compliant with ITRS in areas that are outside the geographical scope of ETRS89. Compliant with the ITRS means that the system definition is based on the definition of the ITRS and there is a well-documented relationship between both systems, according to EN ISO 19111.

Details about the use of ETRS89 is provided by the Directive in Annex II:

#### **INSPIRE Annex II, Section 1.3**

##### **Coordinate Reference Systems**

###### *1.3.2. Two-dimensional Coordinate Reference Systems*

- Two-dimensional geodetic coordinates (latitude and longitude) based on a datum specified in 1.2 and using the parameters of the GRS80 ellipsoid.
- Plane coordinates using the ETRS89 Lambert Azimuthal Equal Area coordinate reference system.
- Plane coordinates using the ETRS89 Lambert Conformal Conic coordinate reference system.
- Plane coordinates using the ETRS89 Transverse Mercator coordinate reference system.

<sup>1</sup> According to INSPIRE Specification on Coordinate Reference Systems - Guidelines (D2.8.I.1) The European Terrestrial Reference System 1989 (ETRS89) should be used as preferred coordinate reference system for MSP purposes. ETRS89 is related to the International Terrestrial Reference System (ITRS) and its realizations are designated by European Terrestrial Reference Frames (ETRFyy).

<sup>2</sup> World Geodetic System 1984 (WGS84) may be used for the MSP purposes. According to INSPIRE Specification on Coordinate Reference Systems - Guidelines (D2.8.I.1) the most recent WGS84 realizations are in agreement with the ITRF at the level of a few centimeters. In consequence, the WGS84 products are considered as realizations of the ITRS.

<b>INSPIRE Annex II, Section 1.5 Coordinate Reference System Identifiers</b>		
<b>Coordinate reference system</b>	<b>Short name</b>	<b>http URI identifier</b>
3D Cartesian in ETRS89	ETRS89-XYZ	<a href="http://www.opengis.net/def/crs/EPSG/0/4936">http://www.opengis.net/def/crs/EPSG/0/4936</a>
3D geodetic in ETRS89 on GRS80	ETRS89-GRS80h	<a href="http://www.opengis.net/def/crs/EPSG/0/4937">http://www.opengis.net/def/crs/EPSG/0/4937</a>
2D geodetic in ETRS89 on GRS80	ETRS89-GRS80	<a href="http://www.opengis.net/def/crs/EPSG/0/4258">http://www.opengis.net/def/crs/EPSG/0/4258</a>
2D LAEA projection in ETRS89 on GRS80	ETRS89-LAEA	<a href="http://www.opengis.net/def/crs/EPSG/0/3035">http://www.opengis.net/def/crs/EPSG/0/3035</a>
2D LCC projection in ETRS89 on GRS80	ETRS89-LCC	<a href="http://www.opengis.net/def/crs/EPSG/0/3034">http://www.opengis.net/def/crs/EPSG/0/3034</a>

## 4.2. Visualization of Plan areas

The maritime spatial plan area, or the ‘Plan area’, can be presented as a data set that corresponds to the spatial planning document and its area. Every MSP document indicates a strategic direction for the development of a given sea area. These guidelines focus on spatial planning documents legally adopted by authorities.

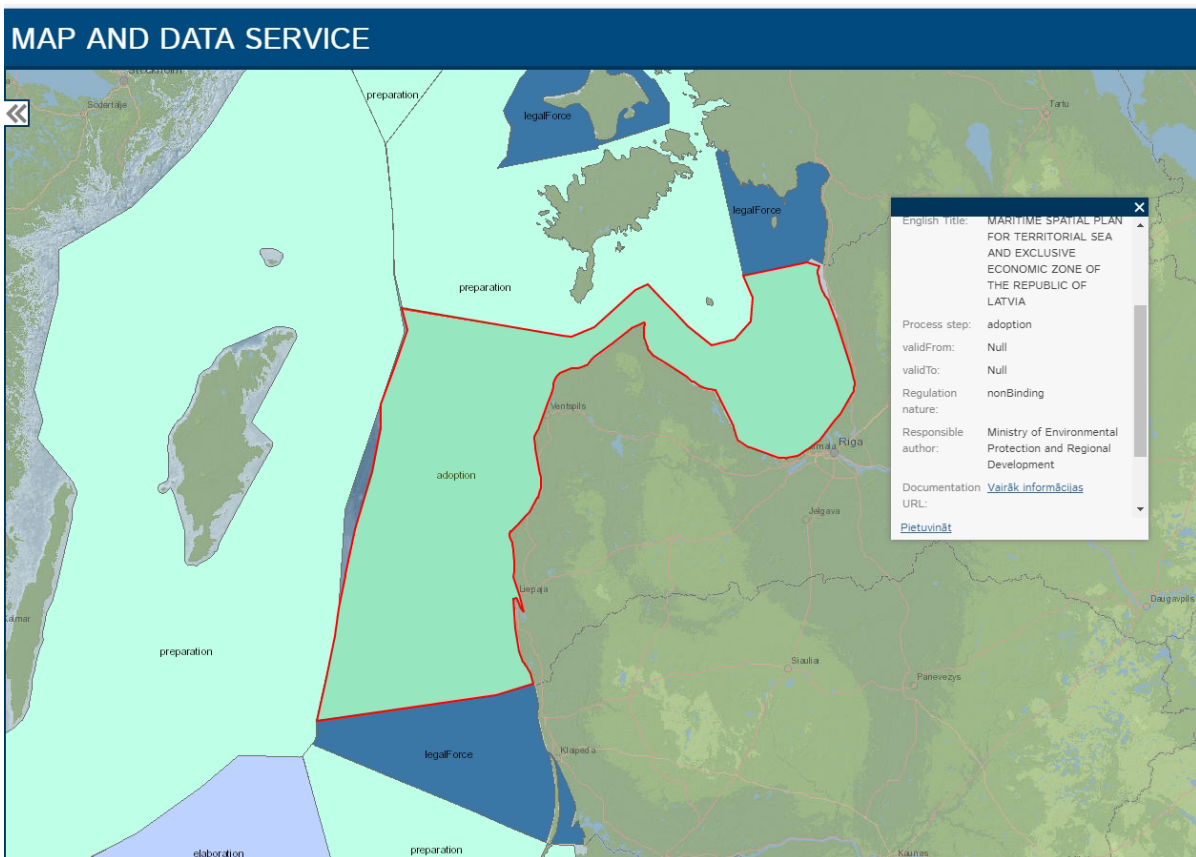
MSP output data of ‘plan area’ represents the extent of maritime spatial plan with additional attributes describing these characteristics: type, level, status, scale, area, responsible institution, timeframe of the validity of the plan, as well as other or previous maritime spatial plans (Annex 1).

A ‘Plan area’ data set has polygon geometry and specific attributes (Annex 1) that provide general information about the MSP process provided by countries. Spatial plans without vector data can also be visualized.

National MSP data focal points in the Baltic Sea Region are responsible for the data and information accuracy. They regularly provide the HELCOM Secretariat with the most updated information and data of MSP area.

The first attempt to visualize a general overview of ‘maritime spatial plan areas’ around the Baltic Sea is available on HELCOM Map and Data Service (Figure 1):

[https://maps.helcom.fi/website/mapservice/?datasetID=human\\_activities154](https://maps.helcom.fi/website/mapservice/?datasetID=human_activities154) , and on Basemaps under the MSP output data: <https://basemaps.helcom.fi/>.



**Figure 1.** General overview of Plan areas around the Baltic Sea available on HELCOM MADS.

### 4.3. Steps for extension of national/regional data sets for planned sea uses

Baltic Sea Region countries or regions have their own views of MSP resulting in specific MSP output data. Furthermore, countries are at various stages of MSP implementation leading to diverse levels of MSP data management systems. To ensure that maritime spatial plans are coherent across the Baltic Sea, minor modification of national data structures may be needed.

These changes involve adding several attributes to existing national/regional data sets to extend the MSP data structure. This allows achieving the required coherence and view thematically spatial designations coherently. The steps to extend the existing thematic data sets are:

1. Identification of relevant sea use (*SeaUse*) for each thematic designation in the MSP data structure
2. Defining functionality (*SeaUseType*) for a particular thematic designation (*SeaUse*)
3. If necessary, other intervening sea-uses that are indicated in the plan as, for example, priority, allowed, restricted or forbidden in particular thematic designation
4. If needed, adding a description of each selected thematic designation outlining specific conditions or restrictions, or interpretation of the classification (*useDsc*).

The above sets a minimum amount of information needed to enable a general overview of a particular maritime spatial plan and the compatibility of different plans. However, for more comprehensive information and specific conditions, transnational/cross-border consultations, as well as strong collaboration between planners and GIS specialists should be facilitated.

## Step 1. Defining sea uses

Sea use (*SeaUse*) within this document can be considered as spatial implication of the existing, sea planned activities or potential areas of development. The code list values for the possible sea uses are listed in the Annex 2 and also available online at VASAB webpage (<http://vasab.org/index.php/maritime-spatial-planning/bsr-msp-data-esg>). The list indicates thematic designations both as single uses by sector (e.g., transport, nature protection, aquaculture etc.), and multi-use, combining existing or potential various sea uses in one thematic designation (geometry). In the areas where no particular sea uses are identified or undefined future reservation is foreseen, 'general' sea use may be applied.

Single uses may overlap so each sea use should be defined separately. In contrast, multi-use can be visualized as single geometry with multiple sea uses.

It should be noted that the list is not fixed and is open for update if any new sea use occurs. It is also important to mention that not all of the indicated sea uses need to be considered — it depends on specifics and goals of national or regional MSPs. Every maritime spatial plan can indicate various sea uses or their combinations — the listed sea uses should be considered as a guidance for harmonization at the regional level.

## Step 2. Identification of sea use types

Different objects or areas marked by the same sea use may have different functionality. For example, in one thematic designation fishing may be allowed, while in other thematic designation the same use is restricted or even forbidden. Likewise, in some area fishing-recreational may be allowed, but in the same area fishing-industrial may be forbidden.

In order to specify the functionality of a particular sea use with a known geometry, an additional value should be given: **priority** use (*priority*), **reserved** use (*reserved*) **allowed** use (*allowed*), **restricted** use (*restricted*) or **forbidden** use (*forbidden*) (Table 1).

**Table 1.** Descriptions of the defined sea use types.

Sea use type attribute	Definition
priority (Priority Use)	Indicates planned sea use (-s) which <b>has a priority</b> in a given sea area.
reserved (Reserved Use)	Indicates planned sea use (-s) to be <b>given specific weight</b> in relation to other spatially relevant activities.
allowed (Allowed Use)	Indicates planned sea use (-s) which <b>is allowed</b> in a given sea.
restricted (Restricted Use)	Indicates planned sea use (-s) with some <b>kind of restriction is imposed</b> in a given sea area.
forbidden (Forbidden Use)	Indicates planned sea use (-s) which <b>is forbidden</b> in a given sea area.
useDsc (Use Description)	Comprehensive and concise description of the requirements, restrictions, and interpretations of the classification in a given area.

It should be noted that the identification of a sea use type does not automatically grant permission for a particular sea use — in each case, there might be specific preconditions. Therefore, a comprehensive and concise description should be added into the additional attribute ‘Sea use description’ (*UseDsc*) with text information (free text).

Adding attributes (*priority, reserved, allowed, restricted, forbidden* and *useDsc*) to existing or new data sets is up to countries, whether to add them when preparing maritime spatial plan or after the plan is adopted.

Each geometry can have multiple options for each sea use type, separated with comma “, “.

### Step 3. Extension of national data set

The six sea use type attributes mentioned in Step 2 must be considered together to have a full overview of maritime spatial plan designations and principles. The attributes provide a generalized overview of the MSP promoting regional level harmonization. However, it is important to consider the national/regional sea use type definitions and their interpretations in the classification when interpreting MSP output data. Given the limitations of data attribute fields, the section 4.1.7 (Designations) of the MSP Country Fiches (available on [HELCOM](#) and [VASAB](#) websites) provide clarification on national or regional planning approach and interpretation of sea uses and types.

This simple effort offers standardized data format and transboundary comparability. It is suited to any geometry type (polygon, line or point) without changing the MSP Data workflow. When structuring the output data, strong teamwork between planners and GIS experts should be promoted. This collaboration ensures the linkage between the background information and planning designations, as visualization alone may not always capture the necessary detail. This approach promotes common practices for structuring MSP output data.

As mentioned previously, national MSP data focal points in the Baltic Sea Region are responsible for the data and information accuracy. They regularly provide the HELCOM Secretariat with the most updated official information and data. Data focal points should be considered as the primary contact for MSP data or information related to transboundary coordination and consultations in the Baltic Sea Region. They can direct inquiries to appropriate institutions or data sources or even provide directly information upon request.

Thus, MSP Data focal points play an important role before the maritime spatial plan is adopted or revised. They are considered the main distributors of national MSP output data for transboundary consultations until Basemaps displays the legally enforced plans.

Schematically, extension of the MSP data structures can be described as follows:

Identified geometry in MSP data structure	priority [SeaUse CodeList] [multiple options possible - 0...*, separated with comma]	reserved [SeaUse CodeList] [multiple options possible - 0...*, separated with comma]	allowed [SeaUse CodeList] [multiple options possible - 0...*, separated with comma]	restricted [SeaUse CodeList] [multiple options possible - 0...*, separated with comma]	forbidden [SeaUse CodeList] [multiple options possible - 0...*, separated with comma]	useDsc [CharacterString]	PlanID Permanent identifier of maritime spatial plan, unique at international level - the country code (eg. DE, FI, LT) followed by unique identifier at national level; Identifier will help to link geometries from different countries
xxx	Selection from <i>seaUse</i> code list		Selection from <i>seaUse</i> code list	Selection from <i>seaUse</i> code list	Selection from <i>seaUse</i> code list	Requirements & restrictions within sea use area	
Examples:							
	installations-owf		aquaculture - mussel		transport, fishing	<i>Areas suitable for OWF development. Aquaculture might be considered after additional investigation.</i>	
			fishing-bottom trawling		installations	<i>Areas important for sea bottom trawling. No permanent installations or infrastructure allowed.</i>	
					transport	<i>Areas prohibited for navigations</i>	

ANNEX 1. ATTRIBUTES FOR THE 'MARITIME SPATIAL PLAN AREA' DATA SET

Attribute name Description	Required	Data model	[Code-list] value	Comment
<b>Country</b> [CharacterString] Respective country code (eg. DE, FI, LT)	✓		Free text	
<b>officialTitle</b> [CharacterString] Official title of the maritime spatial plan in national language	✓	INSPIRE Land Use	Free text	
<b>alternativeTitle</b> [CharacterString] Alternative (unofficial) title of the maritime spatial plan in national language		INSPIRE Land Use	Free text	
<b>englishTitle</b> [CharacterString] Title used for transboundary consultations purposes	✓		Free text	
<b>responsibleAuthority</b> [CharacterString] Indication of the responsible authority for maritime spatial plan	✓		Free text	
<b>documentation</b> Identification of the available documentation of the maritime spatial plan (link with eng version, if available)			Link	
<b>levelOfSpatialPlan</b> [CodeList] Territorial hierarchy of maritime spatial plan	✓	INSPIRE Land Use	<b>national</b>	Plan at BSR Country level. (This attribute should be considered also for regional and local plans if they are adopted by national authority)
			<b>supraRegional</b>	A plan that overlaps several administrative regions.
			<b>regional</b>	Plan at regional level (equivalent to NUTS2 or NUTS3 of EUROSTAT nomenclature of statistical units as established in Regulation (EC) No 1059/2003).
			<b>infraRegional</b>	A plan that overlaps several infra-administrative units in one administrative region
			<b>supraLocal</b>	A plan that overlaps several municipalities (entirely or partially).

			<b>local</b>	Plan at municipal level, corresponding to the lower level of administration equivalent to LAU2 as laid down in Annex III to Regulation (EC) No 1059/2003
			<b>other</b>	Other level of spatial plan
<p><b>processStep</b> [CodeList]</p> <p>General indication of the step of the planning process</p>	✓	INSPIRE Land Use	<b>preparation</b>	Plan in the process of preparation - no official decision to elaborate the plan yet, but legislation is in the place and/or preparatory work for MSP has been launched (preparation of the ToR, context analysis etc.)
			<b>elaboration</b>	Plan is under elaboration - decision of the starting the plan has been taken by responsible authority and officially announced
			<b>adoption</b>	Plan is in the process of being legally adopted
			<b>legalForce</b>	Plan is already adopted and is in force.
			<b>monitoring</b>	Monitoring and evaluation of the Plan is in place
			<b>obsolete</b>	Plan has been substituted by another plan, or is not any longer in force
<p><b>scale</b> [CharacterString]</p> <p>Indication of the scale of the plan</p>	✓	INSPIRE Land Use	<b>Binding for developers</b>	The sea use indication is binding only for the entity in charge of developing an area
			<b>Binding for authorities</b>	The sea use indication is binding only for certain authorities.
			<b>Defined in regulation</b>	The sea use indication is defined by the legislation
			<b>General binding</b>	The sea use indication is binding for everybody
			<b>Not binding</b>	The sea use indication is not binding
<p><b>regulationNature</b> [CodeList]</p> <p>Legal nature of the land (marine) use indication</p>			<i>Date</i>	
<p><b>validFrom</b> [DateTime]</p> <p>First date at which the maritime spatial plan is valid in reality</p>	✓		<i>Date</i>	
<p><b>validTo</b> [DateTime]</p> <p>The time from which the maritime spatial plan is no longer valid</p>			<i>Date</i>	

<p><b>previousMSPPlan</b> [URI] Identification of the previous maritime spatial plan, if such exists (with link to eng version, if available)</p>			<i>Link</i>	
<p><b>planId</b> [CharacterString] Permanent identifier of maritime spatial plan, unique at international level - the country code (eg. DE, FI, LT) followed by unique identifier at national level</p>	✓		<i>Free text</i>	

ANNEX 2. THE CODE LIST VALUES FOR THE POSSIBLE SEA USES

Attribute code	Sea use description
aquaculture	aquaculture
aquaculture-finfish	finfish
aquaculture-shellfish	shellfish
aquaculture-algae	algae
coast	coast protection
coast-deposit	reserved areas for coast protection (sand deposit area)
extraction	raw material extraction
extraction-gas	gas
extraction-oil	oil
extraction-sand	sand and gravel
storage	storage areas
storage-deposit	deposit of dredged material
storage-co2	CO <sub>2</sub> storage
storage-dumping	dumping
storage-beneficial	beneficial use of dredged material (from HELCOM Guidelines for Management of Dredged Material at Sea)
fishing	fishing
fishing-industrial	industrial fishing
fishing-recreational	recreational fishing
fishing-small-boat	small boat fishing
general	future reservation for undefined activities or general use
heritage	cultural heritage
heritage-natural	natural
heritage-wreck	wreck
heritage-culture	culture
renewable	renewable energy
renewable-owf	offshore wind
renewable-wave	wave energy
renewable-ocean	ocean energy (e.g. tidal, salinity)
renewable-hydrogen	hydrogen energy
renewable-solar	solar energy
line	submarine cable and pipeline routes
line-electricity	electricity cable
line-pipeline	pipeline
line-telecom	telecommunication cable
military	military areas
military-training	military training areas
military-radar	military radar area
nature	nature
nature-biodiversity	biodiversity

nature-infrastructure	green infrastructure (connectivity, green corridors etc.)
nature-mpa	marine protected areas (HELCOM Baltic Sea Action Plan, Directive 2008/56/EC (Marine Strategy Framework Directive))
nature-spa	special protection areas (Directive 2009/147/EC on the conservation of wild birds)
nature-sac	special areas of conservation (Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora)
nature-scs	species conservation sites (e.g., fish spawning areas etc.)
nature-spawning	spawning area
other	other
other-bridge	bridge
other-dredging	dredging
other-islands	artificial islands
other-multiuse	multifunctional economic development
other-radar	buffer zones of radars
other-tunnel	tunnel
research	scientific research
research-monitoring	monitoring station
tourism	tourism
tourism-bathing	bathing place
tourism-birdwatching	birdwatching areas
tourism-boating	leisure boating
tourism-diving	diving areas
tourism-recreation	recreation areas
tourism-seascape	seascape (sea-land landscape)
transport	maritime transport
transport-anchorage	anchorage
transport-deep	deep water route
transport-flow	traffic flow
transport-infrastructure	infrastructure providing access to the port
transport-port	port
transport-recommended	recommended route
transport-safety	safety zone