


Methodological Guide for Multi-stakeholders Co-creative Actions for Formulating Policy Recommendations: Lessons from the CoBlue project



This publication has been jointly produced by the Post-growth Innovation Lab at University of Vigo and the Research Center for Territory, Transports and Environment at the University of Porto.

October 2025

Authors

Brais Suárez Eiroa
Cristina Míguez González
Kim Carlotta von Schönfeld
Aitor Alonso Rodríguez
Victor José Sánchez Juárez
Ana García Quintana
Cristina Vázquez Santos
David Soto Oñate
Ana Alfaya Seguín
Susana Bastón Meira
António Ferreira

Acknowledgements

All authors acknowledge the support of the REINFORCING project under grant REINFORCING-l2_10, funded by the European Union. In addition, Brais Suárez-Eiroa acknowledges the support of Xunta de Galicia's Postdoctoral Program under grant ED481B-2023-011. Víctor José Sánchez Juárez acknowledges the support of the University of Vigo's Predoctoral Program under grant PREUVIGO-23. Aitor Alonso Rodríguez and Ana García Quintana acknowledge the support of Xunta de Galicia's Predoctoral Program under grants ED481A2024190 and ED481A2024076 – Grants co-financed by the European Union under the FSE+ Galicia 2021-2027. Images open source via Unsplash unless otherwise indicated.

@ UNIVERSIDADE DE VIGO
Post-Growth Innovation Lab
Rúa Benito Corbal, 45
Entrada Javier Puig 1-3
36001 Pontevedra
España



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Executive summary

Offshore wind energy is becoming an important part of European and Spanish strategies to reduce greenhouse gas emissions. In Galicia, on the North-West coast of Spain, this debate is particularly sensitive because the sea is central to local economies, cultures, and ecosystems. Within the Horizon Europe project REINFORCING, the CoBlue team at the University of Vigo and partners in Porto organised an Open and Responsible Research and Innovation (ORRI) initiative to explore how the offshore wind industry could be developed in a fair, transparent, and environmentally responsible manner.

As part of this initiative, a multi-stakeholder co-creation action was held in June 2025 in the Redeiras building at the University of Vigo. The action brought together 36 participants from 29 organisations, including public authorities, companies, research and technology organisations, environmental NGOs, fishing and coastal community groups, and youth representatives. The process comprised two in-person sessions and one online session, supported by individual interviews with all participants before the collective sessions. Throughout, six simple ORRI dimensions – participation, inclusivity, anticipation, capacity to respond, reflexivity, and open science and transparency – were used as a shared framework to guide the discussions.

The first session focused on building trust and establishing a common starting point. Participants shared their fears and hopes about offshore wind, then explored the six ORRI dimensions interactively. This helped them to see offshore wind not only as a technical issue, but also as a question of who is involved, whose voices are heard, how impacts are anticipated, and how decisions can evolve over time. The second session moved from concerns to concrete proposals. Working in small groups, participants mapped the offshore wind implementation process, identified key problems where ORRI principles might not be respected, and co-created solutions and initial ideas for how these solutions could be implemented.

Between the second and third sessions, the facilitation team prepared a preliminary results report summarising the fears and hopes, priority problems, and proposed

solutions. In the final online session, this report was presented to participants, who then used an online board (Padlet) to provide structured feedback. They added comments where they felt something was missing or needed adjustment, and then discussed these points together. This final step allowed the group to correct, refine, and strengthen the results, and to reflect on the strengths and limitations of the methodology itself.

Overall, the action met the organisers' expectations. Participation remained high across all three sessions, even without financial incentives, and many participants stayed engaged throughout the process. The ORRI framework proved to be a practical tool to structure activities and connect emotions, principles, problems, and solutions. At the same time, the process revealed important trade-offs: some activities would have benefited from more time, while longer breaks between sessions might have allowed deeper analysis but risked losing momentum. The experience suggests that ORRI-based, multi-stakeholder actions can be a valuable way to co-produce policy ideas on complex issues such as offshore wind, provided there is careful facilitation, clear and simple methods, and a strong commitment to respect, balance, and shared responsibility.

1. Introduction



1 Introduction

The ORRI action and its context

Offshore wind energy is now a key element of European and Spanish strategies to reduce greenhouse gas emissions. Spain does not yet have any offshore wind farms, but several areas are being prepared, including the coast of Galicia in the North-West of Spain. This region experiences strong winds and has a significant fishing and maritime economy, so decisions about offshore wind are sensitive for local communities and the environment. Within the Horizon Europe project REINFORCING, the CoBlue team established an Open and Responsible Research and Innovation (ORRI) action. ORRI is an approach to research and innovation that is open, ethical, fair, and environmentally responsible. In this action, we applied ORRI principles to consider how offshore wind should be planned and managed in Galicia.

As part of this action, we organised a multi-stakeholder co-creation action on offshore wind energy in Galicia. The event took place in June 2025 at the Redeiras building of the University of Vigo, in the port city of Vigo. In total, 36 people participated, representing 29 different organisations. Participants included representatives from public authorities, universities and research centres, private companies and industry groups, environmental NGOs, fishing and coastal community organisations, and youth representatives. Through two in-person sessions and one online session, they shared their views, discussed risks and opportunities, and co-created practical recommendations for policy and practice that align with ORRI principles.

The ORRI principles

There are many ways to understand ORRI. In this project, we chose a simple and practical approach. We worked with six easy-to-understand ORRI dimensions (Table 1). Together, these six dimensions helped participants view offshore wind energy from

different perspectives: who takes part, whose voices are heard, which impacts are considered, how decisions can change over time, how we question our own assumptions, and how open information is to the public.

Table 1. Six ORRI dimensions used in the forum

Dimension	What it looks at	Key questions
Participation	Who takes part in decisions and how fairly participation is organised	Who takes part in decision-making? When and how do they participate?
Inclusivity	How different perspectives are included and how costs and benefits are shared	Which voices are listened to? Who benefits and who carries the costs of offshore wind development?
Anticipation	How well short-, medium- and long-term effects are thought about	What are the short- and long-term positive and negative economic, social, environmental, political, cultural and ethical effects?
Capacity to respond	How decisions can be reviewed and adjusted, and what resources exist for change	Who will deal with unexpected problems, how will they do it, and with which resources?
Reflexivity	How aware we are of our assumptions, impacts and possible alternatives	What assumptions lie behind offshore wind development, and which other options could be viable?
Open science and transparency	How open and accessible data, methods and results are to the public	Are the scientific data, methods and results about offshore wind development accessible and transparent?

Objectives

The main goal of the community forum was to agree on concrete actions to guide future decisions on offshore wind energy in Galicia. These actions could include

specific measures, formal agreements, or new ways of working between institutions and social actors.

All proposals should ensure that offshore wind energy is developed in accordance with the principles of Open and Responsible Research and Innovation (ORRI). In simple terms, ORRI assesses whether plans and projects are ethical, fair, environmentally sustainable, and developed openly and transparently with the people they affect.

Guiding principles, narrative and shared language

The forum was designed around three simple guiding principles.

- **Active and participatory.** All participants were invited to speak, listen, and work together. The role of the facilitation team was to create a safe and friendly space where ideas could emerge and be discussed in depth.
- **Inclusive and balanced.** The forum aimed to bring many different voices into the same conversation. No person or group was given more importance than others. We avoided long expert lectures. Instead, the focus was on collective discussion, where every perspective was treated as equally valuable.
- **Simple and easy to follow.** The methods used in the forum were designed to be clear and intuitive. Activities were explained step by step, using plain language and visual materials, so that everyone could understand and take part, regardless of their background.

To ensure coherence, we worked with a shared narrative and a common language. At the outset, we clearly explained why we were there, what we aimed to achieve together, and how we would work during the sessions. This helped participants understand that they were not simply “giving opinions” but engaging in a structured process to shape future decisions.

The event was designed as a pilot, with a specific structure and methodology. Our aim was to demonstrate that a public participation event can be used to co-design important decisions affecting society, such as the planning and implementation of

offshore wind energy. In this sense, the action was an experiment in making public participation a regular part of decision-making, rather than a one-off consultation.

The goal was not to produce a final, fixed plan or create additional bureaucracy. Instead, we sought to explore mechanisms that could incorporate new concerns, voices, and needs over time, and adapt as situations change. The emphasis was on flexibility and learning, rather than producing a rigid blueprint.

We also wanted the event to be a welcoming and safe space for all. This involved paying attention to the emotional aspects of the discussions and seeking to prevent unnecessary conflict. Participants could express their worries and frustrations but were also encouraged to move towards solutions. The forum was not an academic seminar; it was a practical space to co-produce policy ideas and test ways of building a more participatory society.

Baseline rules

1. **Respect:** All our interventions —verbal and non-verbal— must be respectful. No form of discrimination, aggression, or contempt will be allowed.
2. **Active listening:** We must listen respectfully and without interruptions to whoever has the floor, with the intention of understanding, not judging.
3. **Inclusive language:** Whenever possible, inclusive language will be used, avoiding stereotypes and promoting empathy.
4. **Non-violent language:** We will express our opinions and disagreements without personal attacks or disparaging sarcasm.
5. **Use of first person and brevity:** We speak from our own experience (“I think...”, “I have experienced...”) and keep our contributions concise.
6. **Safe space:** Although different opinions may exist, the forum will be a safe space by focusing on understanding them to build from them, not judging them.
7. **Constructive approach:** The forum action is not a repository for complaints; it is a space to build and channel transformation. Complaints must be accompanied by solutions, which is what we seek.
8. **Care:** We take care of time, space, and materials. We share responsibility for ensuring that common elements are treated with respect and care.

9. **Principle of balance:** We will strive to ensure that all voices carry equal weight, prioritizing those who have spoken less and making less visible positions more visible.
10. **Shared responsibility:** We want the forum to be productive, and solutions co-created.

Structure and logistics

The multi-stakeholder co-creation action brought together approximately 30–40 participants involved in offshore wind development in Galicia. The process comprised two in-person co-creation sessions and a third online session to present the results and gather feedback. All three sessions were held in June 2025.

The in-person sessions took place in the Redeiras building at the University of Vigo, in the city centre of Vigo. The event used an open-plan space divided into a working area and a catering area. This arrangement was chosen to facilitate group work, informal conversations, and a comfortable environment for dialogue.



Preliminary interviews

Before collective sessions, all participants were invited to take part in an individual interview. These pre-event interviews had three main aims:

1. to understand the diversity of people in the forum and their specific needs,
2. to learn from their knowledge of offshore wind energy, and
3. to build a closer and more trusting relationship to support active participation during the sessions.

The interviews were semi-structured, lasted between 30 and 60 minutes, and were conducted online. They were recorded, transcribed, and stored in accordance with data protection regulations and research ethics protocols. Relevant information for the collective sessions – such as special needs, possible conflicts, or key issues to consider – was shared within the CoBlue team. The anonymised interview transcripts may also be used for research by those studying the event as a case study.

Ethical Documents

The forum adhered to standard ethical and data protection procedures. All participants received clear written information about the project and the forum before taking part. They were asked to sign consent forms covering their participation, the use and storage of their data, and the possible recording of images or video. The main documents used were the Participant Information Sheet, Consent Forms, a Data Protection notice, and an Image Rights form.

2. Session 1



2. Session 1

Objectives

Overall, the session aimed to build trust, help participants get to know each other, and begin working with emotions, values, and principles before moving on to more technical discussions. From this starting point, the first session had two main objectives. The first was to create a shared space where participants could express their views, fears, and hopes about offshore wind energy in Galicia. The second was to introduce the six ORRI dimensions in a practical and engaging way, so participants could later use them to consider policy options and solutions. Below is the agenda for this first session.

Time	Activity
9:30-10:00	Welcome and coffee
10:00-10:15	Introduction
10:15-10:30	Ice-breaker activity
10:30-11:30	Warming activity
11:30-12:00	Coffee break
12:00-12:45	ORRI introduction activity
12:45-13:45	ORRI and OWF activity
13:45-14:00	Closing session
14:00-15:00	Lunch

Welcome coffee (9:30)

Participants were welcomed with coffee and background music to create a relaxed atmosphere and to encourage informal conversations.

Starting of the session and introduction (10:00)

The session started with a short video explaining the project and the purpose of the event, followed by a brief presentation by the facilitation team. In this introduction, the team explained the basic rules, the ORRI perspective, and how the session would run.

Ice-breaker: getting to know each other (10:15)

A simple ice-breaker activity helped participants connect and recognise the diversity in the room. The facilitation team asked a series of "yes/no" questions, some personal (such as preferences for certain activities) and some related to offshore wind energy. Participants responded by standing up, sitting down, or moving across the room. This created a dynamic atmosphere, enabled people to see who shared similar experiences, and lowered the barrier to speaking in front of others.

Activity 1: Fears and hopes about offshore wind (10:30)

This initial activity was designed to open the conversation on offshore wind energy by starting with emotions and personal experience. Rather than moving directly to technical arguments, participants were invited to share their fears and hopes. This fostered empathy within the group and made the various concerns in the room visible.

Individually, each participant wrote two fears and two wishes related to offshore wind energy on sticky notes. They then placed these notes in four differentiated areas of the room: "fears – nature", "fears – society", "wishes – nature" and "wishes – society". As they did so, they were encouraged to group similar notes together. In this way, the

walls became a visual map of collective emotions about offshore wind and its potential impacts on ecosystems and communities.



Next, each person received a small set of stickers and could “vote” for the notes they considered most important or meaningful. This simple step revealed which fears and wishes were widely shared, and which were more specific. The activity concluded with a facilitated group discussion, where the most voted fears and wishes were reviewed, and the group reflected on areas of common ground and areas of tension. This provided a shared starting point for the rest of activities and signalled that all emotions and viewpoints were legitimate and welcome.

Activity 2: Getting to know the ORRI dimensions (12:00)

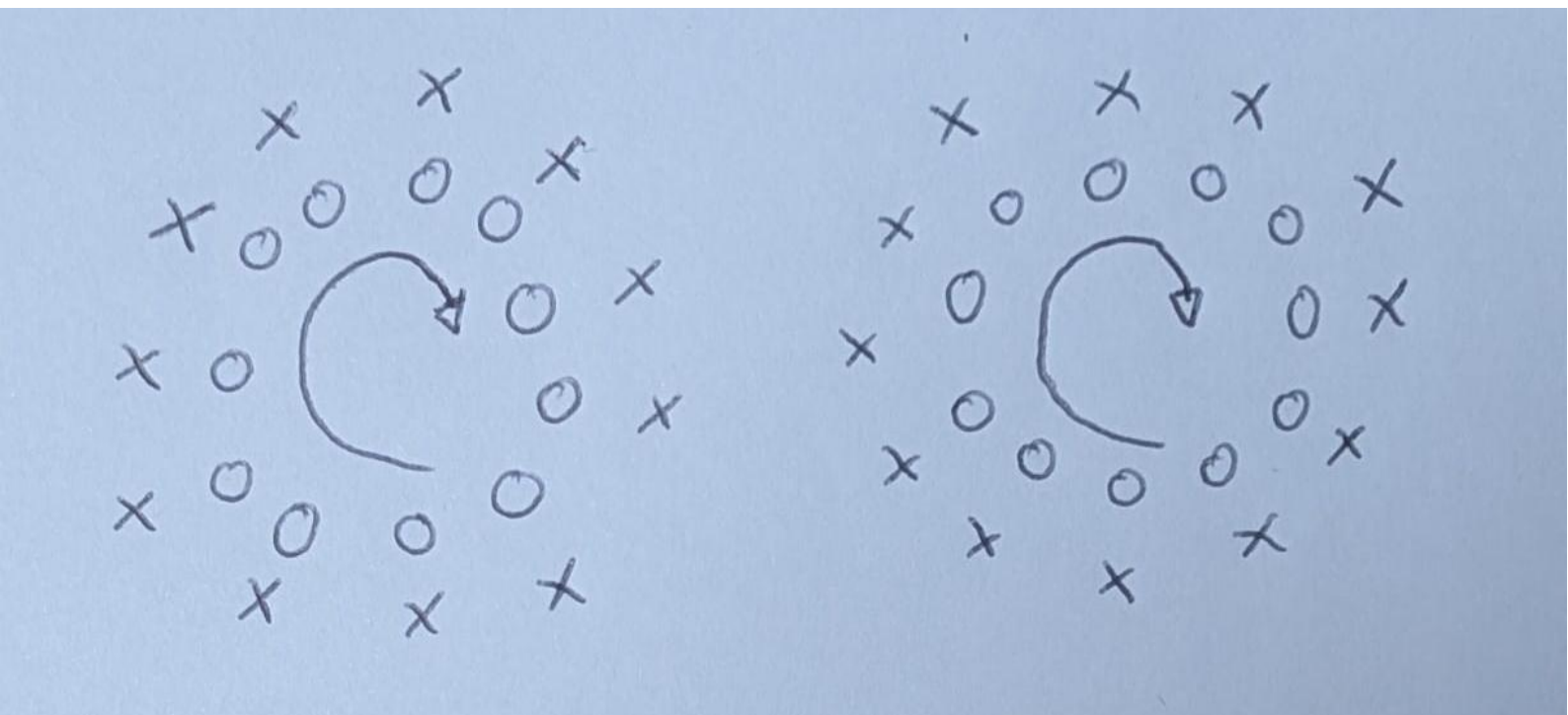
The second activity introduced the six ORRI dimensions in an interactive and creative manner. The aim was not to “teach” the principles through a lecture, but to allow participants to explore them using their own words, images, and associations.

The room was arranged into six “corners”, one for each ORRI dimension (Participation, Inclusivity, Anticipation, Capacity to respond, Reflexivity, and Open science and transparency). Each corner had a small table displaying the name of the dimension

and simple objects or figures to help illustrate its meaning. Participants moved around the room, visited the different corners, and could ask questions to members of the facilitation team present at each point.

On another table, there was a set of illustrated Dixit cards. Each card displayed a metaphorical image that could be interpreted in various ways. After visiting the corners, each participant selected one card that, for them, connected with one of the ORRI dimensions.

They then took part in a "speed-dating" exercise: standing in two circles facing each other, they had brief one-to-one conversations in which they explained why they had chosen their card and how it related to their chosen ORRI dimension. After each round, the inner circle moved one place, creating new pairs.



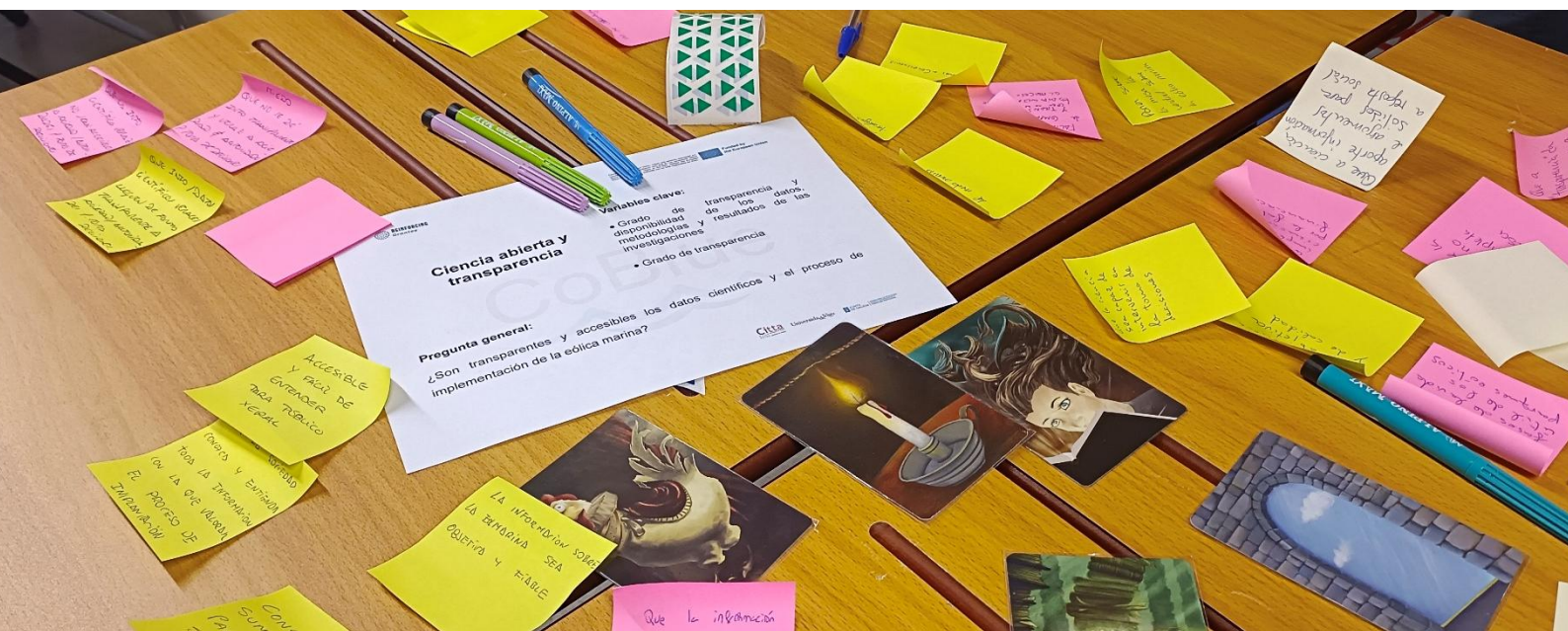
Through this simple format, participants heard many different explanations and stories linked to the six dimensions. This helped to build a shared understanding of ORRI that was grounded in their own experiences and imaginations, rather than in abstract definitions.

Activity 3: Connecting ORRI and offshore wind (12:45)

The third activity in Session 1 brought together the ORRI dimensions and the topic of offshore wind energy in a more structured manner. The aim was to deepen both the understanding of ORRI and the exchange of perspectives on offshore wind, now using the six dimensions as a lens.

First, participants placed their chosen Dixit cards in the corner of the ORRI dimension where they felt the card best belonged. This created a visual link between the creative images and the six principles.

Next, moving from corner to corner, participants wrote up to two fears and two wishes about offshore wind energy for each ORRI dimension, again on sticky notes. For example, they could note fears about participation (who will truly be heard in decisions) or wishes about transparency (what information should be open to the public). As before, they were asked to group similar notes so that repeated ideas became visible.



Each person then received a set of stickers to mark the fears and wishes they considered most important, across all six corners. This helped to highlight key

concerns and aspirations within each ORRI dimension. The activity ended with a collective reflection, in which the facilitation team guided the group through the different corners, discussed the most voted notes, and pointed out where concerns and wishes were compatible and where they revealed conflicts that would require careful negotiation. This provided a structured bridge between emotions, values and the ORRI framework, and prepared the ground for subsequent activities conducted in Session 2.

Closing session (13:45)

At the end of the session, a member of the facilitation team briefly summarised the main points, recalled the overall objectives of the day, and outlined the next steps.

Lunch (14:00)

The formal programme was followed by a shared lunch, providing further opportunities for informal networking and conversation.

Preparation for session 2

Between Session 1 and Session 2, the facilitation team carefully organised and synthesised all the fears and wishes collected during the activities for each ORRI dimension. This material was used as input for the second session, where participants moved from mapping concerns and expectations to identifying problems and co-creating solutions.

3. Session 2



3. Session 2

Objectives

The second session built directly on the results of Session 1. While the first session focused on mapping fears, hopes, and key themes around offshore wind energy using the ORRI dimensions, the second session aimed to move from concerns to concrete proposals. More specifically, Session 2 had two main objectives. The first was to identify the most important problems in the planned implementation of offshore wind energy in Galicia, viewed through the lens of the six ORRI dimensions. The second was to co-create practical solutions and initial ideas for how these solutions could be put into practice, in the form of measures, agreements, or mechanisms for policy and governance. The agenda for the second session was as follows.

Time	Activity
9:30-10:00	Welcome
10:00-10:15	Introduction
10:15-10:30	Ice-breaker Activity
10:30-11:30	Warm-up Activity & problem identification
11:30-12:00	Coffee break
12:00-12:45	Co-creation solutions' Activity
12:45-13:45	Activity to put solutions into practise
13:40-14:00	Closing session
14:00-15:00	Catering

Welcome coffee (9:30)

As in Session 1, participants were welcomed with coffee and background music to create a relaxed atmosphere and to encourage informal conversations.

Starting of the session and introduction (10:00)

The session began with a short video recalling the project and its purpose, followed by a brief presentation from the facilitation team. In this introduction, the team summarised the main outputs from Session 1, explained how these would be used in Session 2, and reminded participants of the ethical and behavioural guidelines for co-creation. They also outlined the structure of the morning and the types of activities to follow.

Ice-Breaker Activity (10:15)

To reconnect the group and include participants who had not attended the first session, a short ice-breaker was used. Each person was invited to find someone they did not yet know and ask three simple questions: their name, the organisation or group they represented, and whether they had ever been on any kind of boat.

After this brief exchange, participants introduced their partner to the whole group. This quick round helped refresh names and faces, highlight the diversity of organisations present, and create a friendly atmosphere before moving on to more demanding tasks.

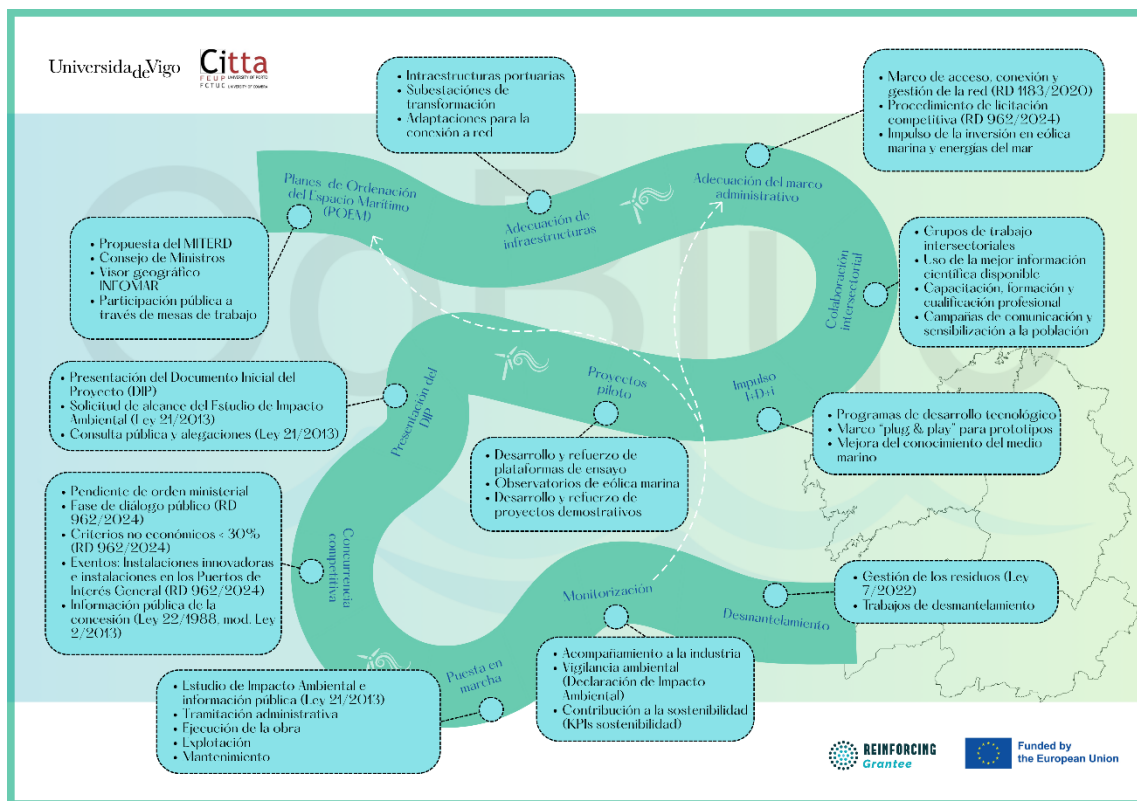
Activity 1: Mapping the process and identifying problems (10:30)

The first main activity of Session 2 focused on understanding the process of implementing offshore wind energy and identifying where and how this process might fail to follow the ORRI principles.

1. Creative Phase 1 – Building the Map

Participants worked in small groups around tables. Each group received a “puzzle” that, once assembled, showed a simplified flow of the offshore wind implementation process – from early planning to operation.

They also received a set of pieces representing different actors involved in offshore wind (for example, public authorities, companies, local communities and scientific bodies). Working together, each group placed these actors on the different steps of the flowchart. This creative mapping exercise helped to make visible who is involved, when, and in what way.



Actors colour code

	Decision-makers
	Public administration
	Private companies
	Research and Technology centres /Academia
	Civil society groups (associations, ONGs...)
	Citizens




2. Creative Phase 2 – Interacting with the Map

In the second step, groups were asked to engage more critically with the map. They were given small coloured squares, resembling traffic lights (green, orange, and red), each marked with a number from 1 to 6 corresponding to the six ORRI dimensions.

Green indicated that a principle was broadly met at that stage of the process, red indicated it was not met, and orange signified uncertainty. Groups discussed where to place these squares on the map, using their knowledge and experience to assess how well each ORRI principle was respected at different stages.

Square Code (ORRI principles & traffic light)

1	Participation
2	Inclusivity
3	Anticipation
4	Answer Capacity
5	Reflexivity
6	Transparency & Open science

	Principle missing
	Principle is partially met
	Principle is OK

3. Identifying Problems

Based on this enriched map, each group then identified four to six main “problems”: points in the implementation process where there was a clear risk that offshore wind would not adhere to ORRI principles. Each problem was marked with a small flag and briefly described on a sticky note placed directly on the map. A facilitator at each table helped to ensure the discussion was inclusive and respectful.

4. Selecting the 8 Key Problems

In the final step of this activity, all maps and problems were made visible. Participants moved around the room and were given stickers to vote for the problems they considered most important or urgent. This enabled the identification of a small set of priority problems shared across tables. During the coffee break, the facilitation team consolidated the votes and grouped similar issues to arrive at eight key problems, which were then displayed on the wall as the starting point for the next activity.

Activity 2: Co-creating solutions (12:00)

The second activity focused on defining possible solutions to the eight key problems identified. The aim was to move from diagnosis to proposal, while keeping the ORRI principles in mind.

1. Individual Definition of Solutions with Collective Feedback

The eight priority problems were listed in the first column of a large table, one per row. Participants first worked individually: for a few minutes, each person wrote down as many solution ideas as possible for any of the problems. These could include specific measures, institutional arrangements, participation mechanisms, or other types of intervention.

Next, participants were divided into groups of three to facilitate sharing their ideas, reading their proposed solutions to each other, and receiving quick feedback. This step allowed participants to refine their ideas, avoid overlaps, and be inspired by other perspectives. After this brief exchange, they had a few extra minutes to rewrite or add solutions if they wished.

2. Grouping and prioritising of solutions

Participants then brought their notes to the main board, grouping similar solutions under the corresponding problem. This created a collective list of proposals for each of the eight issues. As in previous activities, each person received a limited number of stickers and was asked to prioritise the solutions they found most promising or relevant. Through this simple voting process, a smaller set of highly supported solutions began to emerge.

3. Identification of the main problems and solutions

During a short break, the facilitation team counted the votes, merged duplicates, and identified the four solutions with the highest level of support from the group. These four solutions were then taken forward to the final activity of the session.

Activity 3: Putting solutions into practice (12:45)

The third activity focused on implementation. Instead of stopping at a list of good ideas, participants were asked to consider what would be required to make the four top solutions a reality.

For each of the four selected solutions, the facilitation team provided a “solution sheet” with four guiding questions:

- Who needs to be involved?
- What resources are required?
- What would be a realistic timeline for implementation?
- What are the main challenges or risks?

Participants were divided into four groups, each starting at a different solution table. Using a format similar to speed-dating, groups moved from table to table, spending a set amount of time at each. At each table, they discussed the four guiding questions

and filled in the sheet with concrete suggestions. In this way, each solution sheet was enriched with contributions from the other groups.

By the end of the activity, there was one completed sheet for each of the four main solutions, containing ideas about actors, resources, timing, and challenges. After the session, the coordination team synthesised these sheets, combining and clarifying the proposals and preparing a more coherent set of implementation pathways to present to participants in the final online session.



Closing (13:45)

The session ended with a brief plenary closing. A member of the facilitation team summarised the work done during the morning, linked it back to the overall objectives of the multi-stakeholder co-creation action, and explained how the results of Session 2 would feed into Session 3.

Lunch (14:00)

As in the first session, the formal programme was followed by a shared catering space, which allowed participants to continue informal conversations, build connections, and leave additional feedback in a dedicated “filming corner” for those who wished to share their reflections on camera.

Preparation for session 3

Between Session 2 and Session 3, the facilitation team produced a preliminary results report. This report compiled the material generated during the action: the fears and hopes mapped with the ORRI dimensions, the priority problems identified in the implementation process, and the co-created solutions and implementation pathways.

The report was shared with participants three days before the online session. In the accompanying message, participants were informed that the aim of Session 3 was to provide feedback on these preliminary results and to co-analyse them. Sharing the report in advance supported transparency, allowed time for reflection, and helped participants anticipate the content and expectations of the online meeting.

4. Session 3



4. Session 3

Objectives

The third session was held online. Its main aim was to present the preliminary results of the multi-stakeholder co-creation action and invite participants to respond to them. The session focused on both the content of the recommendations and the methodology itself. In this way, Session 3 served as a space for collective validation, correction, and refinement of the results, as well as an opportunity to reflect together on the strengths and limitations of the process. The agenda for this session was as follows.

Time	Activity
10:00-10:30	Summary of the collaborative results
10:30-11:00	Online feedback using Padlet
11:00-11:45	Collective discussion and refinement
11:45-12:00	Closing

Summary of collaborative results (10:00)

The online session began with a concise presentation of the main results of the forum. The facilitation team guided participants through the structure of the preliminary report, highlighting how the activities from Sessions 1 and 2 had led to the identified problems and proposed solutions. This presentation served three purposes:

1. to acknowledge the collective work completed so far,
2. to ensure everyone had a shared understanding of the results, and
3. to clarify which aspects of the report were particularly open to comment, refinement, or correction.

Online feedback using Padlet (10:30)

Session 3 centred on an online feedback activity using Padlet (or a similar digital board). The aim was to provide participants with a simple, structured way to indicate which elements they felt were missing, needed nuance, or should be reformulated.

The Padlet board was organised in two ways simultaneously:

- Columns represented the six ORRI dimensions (Participation, Inclusivity, Anticipation, Capacity to respond, Reflexivity, and Open science and transparency).
- Rows represented the main thematic areas that had emerged in the forum regarding the scope of offshore wind development (for example, environmental aspects, socio-economic aspects, and other relevant categories).

This created a grid where each cell combined one ORRI dimension and one thematic area. After a brief explanation of the board's structure, participants were invited to add digital notes in the cells where they felt something important was missing or not sufficiently captured in the preliminary report. For example, they could highlight an overlooked environmental concern under Anticipation, or suggest a new idea about participation mechanisms under the socio-economic row.

This individual and small-group commenting phase enabled a wide range of feedback to emerge in parallel, without being limited by speaking time. It also made the feedback highly visible and easy to organise.

Collective discussion and refinement (11:00)

Once participants had added their comments to the Padlet, the facilitation team led a plenary discussion, using the board as a visual reference. With open microphones, participants could explain their notes, clarify their points, and respond to others' contributions.

The discussion focused on:

- Aspects clearly missing from the preliminary report
- Elements that needed to be complemented or further detailed
- Formulations that needed adjustment to better reflect the diversity of views
- Reflections on the methodology itself, including what had worked well and what could be improved in future processes

By the end of the session, the facilitation team had gathered a rich set of comments and suggestions. These were later used to complement, nuance, and adjust the preliminary results, leading to a more robust and collectively owned final set of conclusions and recommendations.

Closing (11:45)

The session concluded with a brief closing round. A member of the facilitation team summarised the main types of feedback received, thanked participants for their continued engagement across all three sessions, and explained the next steps for revising the report and disseminating the results.

Participants were encouraged to stay in contact and to use the co-created outcomes in their own work and organisational contexts, reinforcing the idea that the process was not only about shaping recommendations, but also about building longer-term relationships around offshore wind governance in Galicia.

5. Reflections and conclusions



5. Conclusions

This report has described how an ORRI-based multi-stakeholder co-creation action was used to bring together various actors to discuss the future of offshore wind energy in Galicia. In this final section, we offer reflections on what worked well, what was challenging, and what this experience suggests for future processes of this kind.

5.1 Overall assessment of the forum

Overall, the forum functioned as intended. Across the three sessions, participants engaged actively with the activities, the ORRI framework, and with each other. Participation remained high throughout, including during the online session, and many participants attended all three meetings. This is particularly noteworthy as there were no monetary incentives for participation. The continuity of the group suggests that the forum fostered a sense of relevance, trust, and shared purpose.

The process did not aim to resolve all conflicts or to produce a final, fixed plan for offshore wind in Galicia. Instead, it sought to create a structured space where different perspectives could meet, and where concrete proposals could be co-created under the guidance of the ORRI principles. In this sense, the event can be considered a success: it generated shared diagnoses, articulated specific problems in the implementation process, and produced a set of proposals and implementation pathways grounded in the experience of a diverse group of actors.

5.2 The value of an ORRI-based, multi-stakeholder methodology

Working with the six ORRI dimensions provided a clear and accessible framework for the discussions. Rather than serving as an abstract checklist, the dimensions were

used practically: to structure activities, organise fears and hopes, map problems, and guide the formulation of solutions. Participants did not need to master ORRI jargon; instead, they could relate the principles to their own concerns and experiences.

The methodology also demonstrated the value of combining different types of knowledge and roles. The forum brought together public authorities, companies, researchers, environmental organisations, fishing and coastal community representatives, and youth actors. By design, no single group was given a dominant position. The activities avoided lengthy expert presentations and instead focused on collective work and dialogue. This helped to make visible tensions and disagreements, but also areas of convergence that might not emerge in more conventional consultation formats.

At the same time, it is important to recognise that the forum was not statistically representative of all affected populations, nor could it include every possible actor. Like any participation exercise, it has limits regarding who was present and who was not. Nevertheless, it provides a valuable example of how ORRI principles can be translated into a concrete, multi-stakeholder process for policy recommendations.

5.3 Time, sequencing and depth

One of the main reflections concerns time. Within each session, some activities could have benefited from more time for discussion and reflection. Several moments felt intense and compressed, and longer dialogues might have allowed participants to explore certain conflicts or technical questions in greater depth.

However, limiting the time also had positive effects. Short, focused activities helped to maintain high energy levels and encouraged the group to prioritise. When time is limited, participants are compelled to identify what is most essential. In this case, time pressure sometimes served as a tool to move from general statements to concrete problems and practical solutions.

The timing between sessions also involved a trade-off. Holding all three sessions within the same month helped to maintain momentum and keep the topic present in participants' minds. It reduced the risk that participants would lose interest or be unable to attend later meetings. On the other hand, the short interval between sessions left limited time for in-depth analysis by the facilitation team. For example, processing all the material from Session 1 before Session 2, and from Session 2 before producing the preliminary report for Session 3, required intensive work in a relatively short period.

In future processes, organisers will need to decide how to balance these factors: allowing enough time between sessions to analyse and prepare materials carefully, but not so much that the group loses its sense of continuity and shared process.

5.4 Participation, continuity and ownership

Another key lesson relates to participation and continuity. The fact that participants returned for Sessions 2 and 3, and remained active throughout, suggests that they felt a degree of ownership over the process. Several design choices likely contributed to this:

- Beginning with emotions, values, and personal experiences in Session 1, rather than technical content.
- Investing in pre-event interviews to build trust and understand individual needs.
- Making the methods simple, transparent, and easy to follow.
- Providing clear links between activities and results (for example, showing how Session 1 informed Session 2, and how both contributed to the preliminary report).
- Creating spaces for informal interaction (welcome coffees, shared lunches, and the "filming corner").

The online Session 3 also played an important role in building ownership. By sharing a preliminary results report in advance and inviting participants to comment and correct it, the process made clear that their voices mattered not only in generating

content, but also in shaping how that content was interpreted. The use of Padlet, organised by ORRI dimensions and thematic areas, provided a concrete tool for this final co-analysis.

5.5 Methodological strengths and limitations

From a methodological perspective, several strengths can be highlighted:

- Integration of different levels. The forum moved from emotions and values (fears and hopes), to principles (ORRI dimensions), to process analysis (implementation maps), and finally to concrete solutions and implementation pathways. This multi-layered approach helped participants see the connections between personal concerns, governance structures, and policy options.
- Combination of creative and analytical tools. The use of sticky notes, visual maps, Dixit cards, speed-dating formats, and online boards created a varied and engaging environment. These tools supported both creativity and systematic analysis.
- Attention to safety and respect. The baseline rules, the role of facilitators, and the design of the activities all aimed to create a safe space for disagreement and to prevent certain voices from dominating.

There were also clear limitations. The forum could not address all aspects of offshore wind governance in depth. Some technical, legal, or economic details remained in the background. The process also depended heavily on the capacity and resources of the facilitation team, both during the sessions and in the intensive work between sessions. Finally, while the ORRI framework provided a strong structure, it may require further adaptation for other contexts or topics.

5.6 Looking ahead

Despite these limitations, the experience of this ORRI-based multi-stakeholder co-creation action offers promising insights for the future. It shows that it is possible to organise a collaborative process that is both structured and flexible, that takes emotions seriously while working towards concrete policy ideas, and that maintains a high level of participation without financial incentives.

For future forums, key recommendations include:

- Maintaining a clear and simple methodological structure, while allowing room to adjust activities based on group dynamics.
- Ensuring sufficient time between sessions for careful analysis, without losing momentum.
- Continuing to invest in preparatory work (such as interviews) and in final validation steps (such as online feedback sessions).
- Paying close attention to who is invited, who is missing, and how to broaden participation over time.

Above all, this experience suggests that ORRI is not only a theoretical framework, but also a practical guide for designing participatory processes around complex socio-environmental issues. By bringing together diverse actors in a structured, respectful, and creative way, forums like this can contribute to more just, transparent, and sustainable decisions on offshore wind energy and beyond.

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