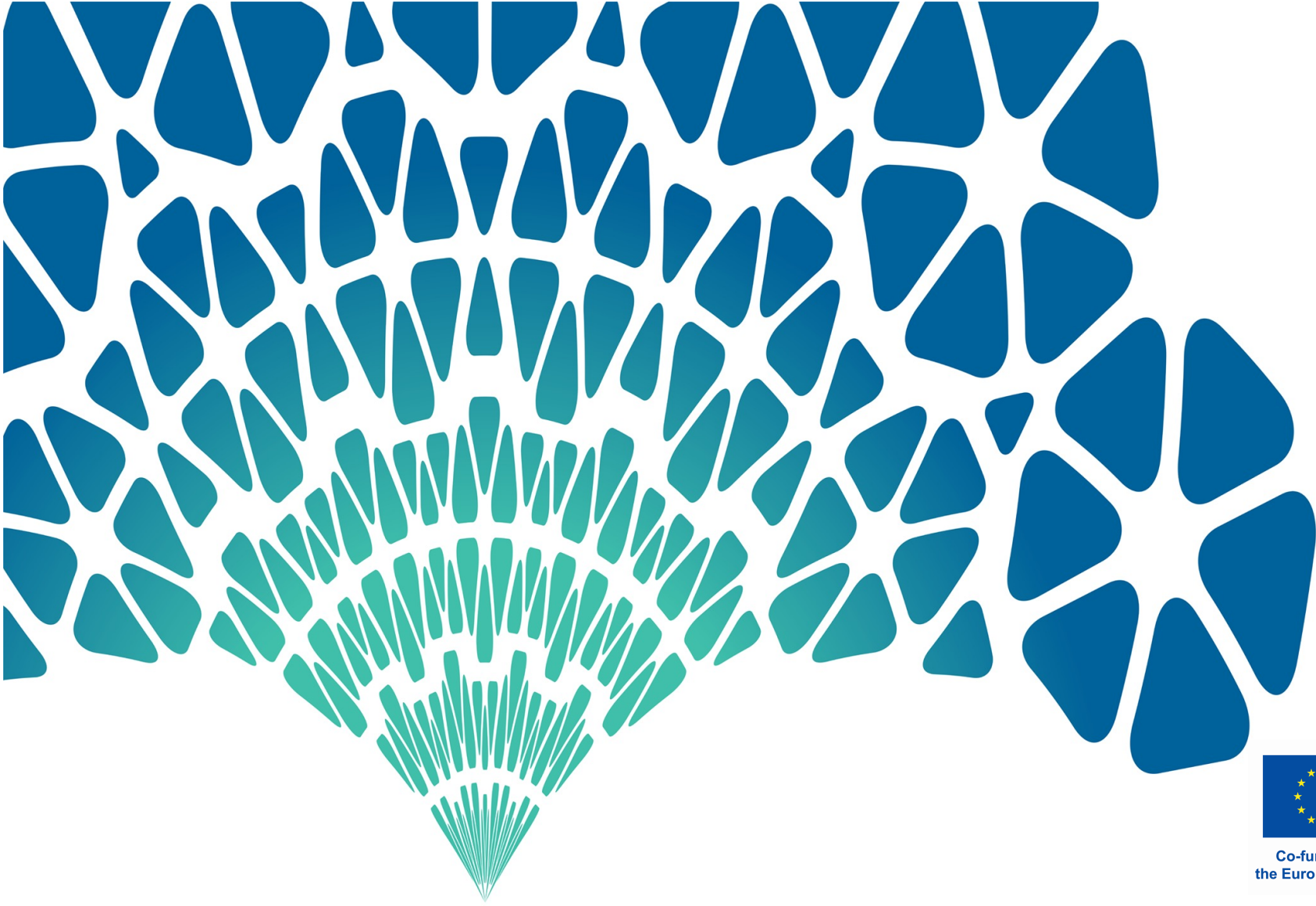




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An inclusive and participatory approach for MSP

Zintle Lushaba, IOC-UNESCO



Strategy for an inclusive and participatory process

What if we all work together?



We seek to achieve multiple objectives:

- Social
- Economic
- Ecological



Explore broad set of:

- Hope
- Opportunities
- Conflicts

The needs and concerns of users must be analyzed and integrated into the process

It facilitates transparency and improves excellence in governance



Develop a strategy a participatory process



Developing an MSP participation strategy begins with the following questions:



- ✓ What are the **goals, visions and outputs**?
- ✓ What are the **legal obligations** to engage with stakeholders?
- ✓ Who **should be involved and/or wants to be involved**? How will stakeholders be involved in a **task or stage of the planning process**?
- ✓ Who will be responsible for **leading the engagement** activity?
- ✓ When will stakeholders be involved?
- ✓ What **methods** will best engage stakeholders?
- ✓ How **long will stakeholders be involved**?
- ✓ How much **will it cost**? How much **funding is available to support stakeholders**?
- ✓ How to maintain a **stakeholder database**?

Checklist for engaging stakeholders

WHO →

- Are/will be affected by MSP decisions
- Are dependent on the resources of the planning area
- Have/make legal claims or obligations over areas, or resources within the planning area
- Conduct activities that impact on areas or resources of the planning area
- Have special seasonal or geographic interests in the planning area
- Have a special interest in or connection with the planning area

WHEN →

- Designing the planning process
- Conducting the assessments for planning (including data collection, which can come from stakeholders)
- Developing the marine spatial plan
- Implementing the marine spatial plan
- Monitoring and evaluating the marine spatial plan and process

HOW →

- Consultations (public hearing and/or written public comments)
- Questionnaires/Interviews
- Seminars
- Meetings
- Hands-on workshops (e.g. participatory mapping)
- Forums
- Working/Advisory groups
- Deliberative committees
- (Regular) E-mails providing feedback on the status of the MSP progress

Sources: Bouamrame, 2006; IOC-UNESCO, 2009; Quesada-Silva et al., 2019.

Example: Scotland



The requirement to establish a **statement of public participation (SPP)** for MSP is set out in the Marine (Scotland) Act achieved royal assent on 10 March 2010. The Act provides a framework which will help balance competing demands on Scotland's seas and introduces a duty to protect and enhance the marine environment and includes measures to help boost economic investment and growth in areas such as marine renewables

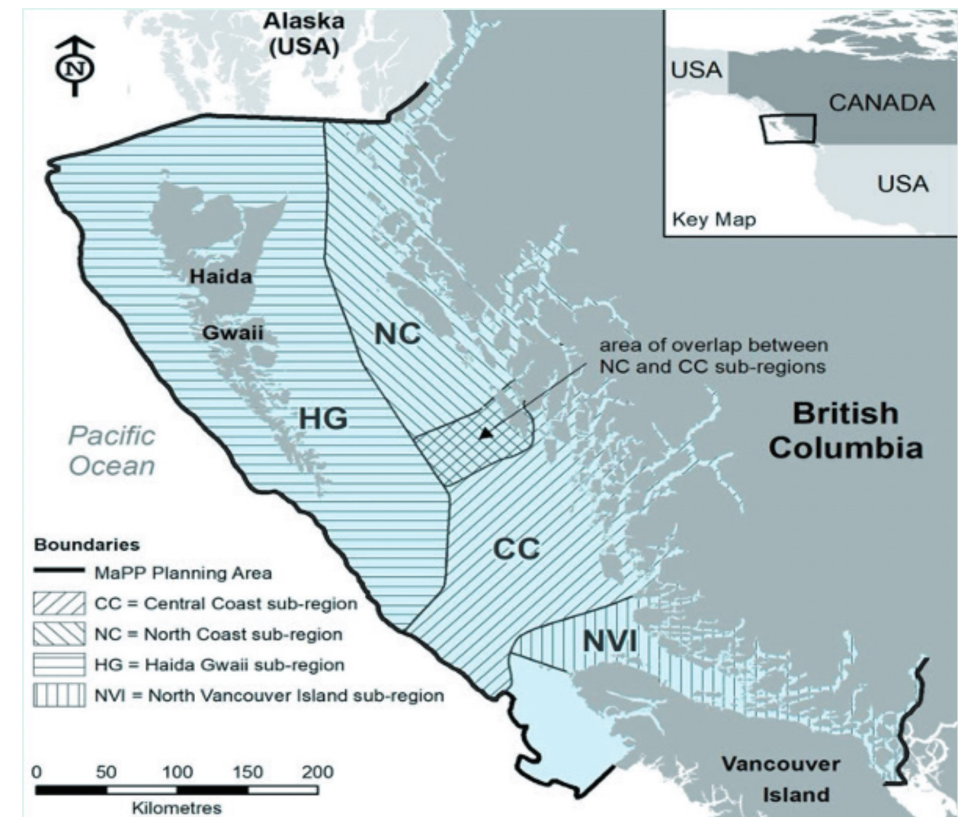
Marine Scotland, and the Scottish Government as a whole, is committed to ensuring that:

- all relevant stakeholders and members of the public are involved in the development of policies that will impact upon them
- arrangements for participation are inclusive, clear and transparent
- communication is provided through a range of formats and jargon free
- all representations are fully considered

Example: Canada



- The MaPP initiative is a partnership between the **Province of British Columbia** and **17 First Nations members** which developed marine use plans for British Columbia's North Pacific Coast
- The MaPP initiative was formalised in November 2011 through a **Letter of Intent** between the provincial government and First Nations organisations



Source: <http://mappocean.org/>



Why?

Why?

- **Legal** requirement
- To identify **stakeholders' interests** and preferences
- To incorporate **stakeholders' knowledge**
- To identify **stakeholders' relationships** to solve conflicts
- To incorporate sense of **ownership**
- To increase **buy-in**
- To increase **network**
- To increase **transparency and trust**



Why?



We will have...

- **More ideas** on the table
- **Varied perspectives** from all sectors involved in the area
- **More information** about concerns we did not know about

And we will...

Increase credibility, chances of success and MSP sustainability



Who?

Who are the stakeholders?

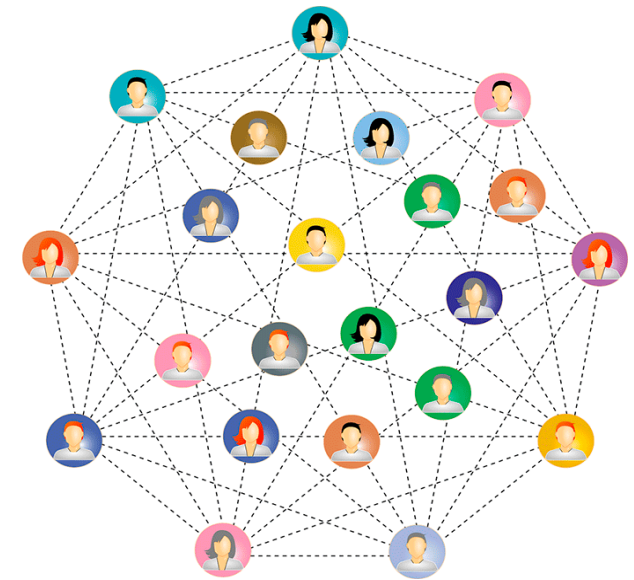
Stakeholders are persons or groups who are...

- Directly or indirectly involved in coastal and marine management and planning (**Authorities**)
- Those who may have **interest in the area**, or **beneficiaries** of management/policy actions
- And/or the ability to **influence its outcomes** (positively/negatively)



Identifying stakeholders

- **Create** a **'master list'** using spreadsheet or database applications
- The master list could **categorise stakeholders by sector, affiliation** (e.g. governmental, private sector, academia, NGO, etc.), job title and other variables such as gender and demography.
- **Update** this list regularly through **communication** with stakeholders about changes in members on committees and staff
- identify **stakeholders' interests** and values
- and/or to identify how they are connected with each other, reflecting both **synergies and conflicts** among them



Marine sectors and stakeholders



SECTORS

- Aquaculture
- Defence
- Economic Development
- Education & Ocean Literacy
- Environment
- Fisheries
- Media
- Mining & Dredging
- Health

- Oil & Gas
- Planning & Management
- Renewable Energy
- Science & Technology
- Transport & Harbour
- Telecommunication Cables
- Tourism & Leisure
- Underwater Cultural Heritage

CATEGORIES

- Academia
- Fisher
- Funding Body
- Intergovernmental/International Organization

- Government
- Private Sector
- Organized Civil Society
- Unorganized Civil Society





When?

MSP Phases and stakeholders

Same IOC-UNESCO's MSP phases



1
SETTING THE SCENE



2
DESIGNING THE
PLANNING PROCESS



3
ASSESSMENT
FOR PLANNING



4
DEVELOPING THE
PLAN



5
ENABLING
IMPLEMENTATION
OF THE PLAN



6
MONITORING,
EVALUATION &
ADAPTATION

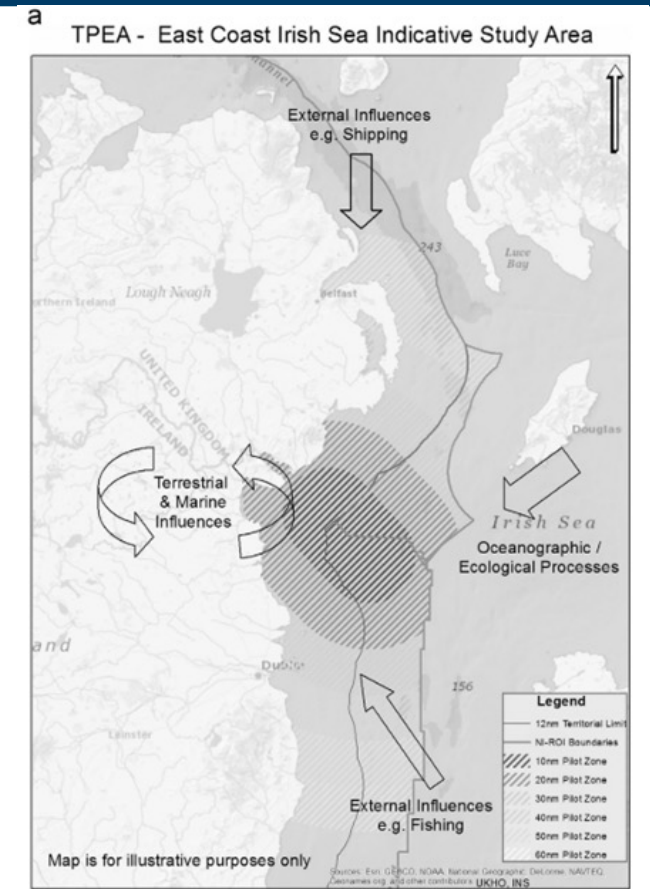
➤ Stakeholder
Participation

1. SETTING THE SCENE

Stakeholders know the needs of the region

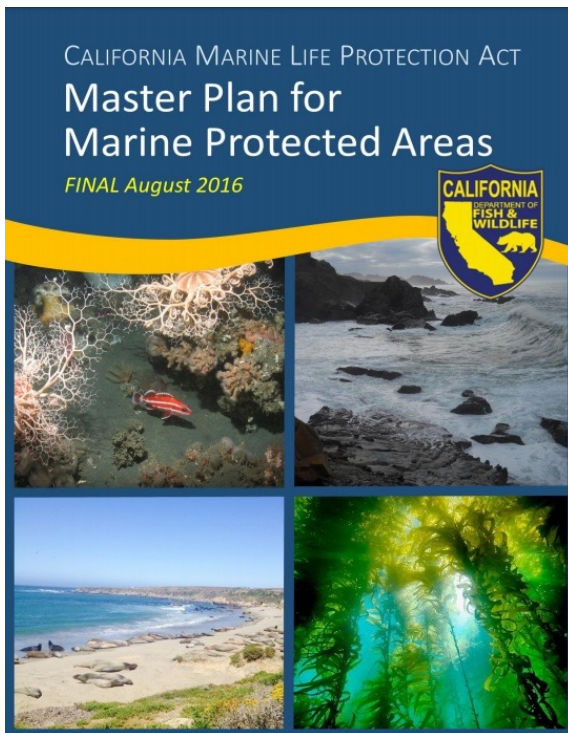
Key issues to emerge, especially following stakeholder engagement, centred more around governance issues, including:

- data management and harmonisation across jurisdictions;
- the importance of clearly identified cross-border communication channels;
- coherent policy and licensing arrangements for marine developments having a cross-border aspect;
- and the need to jointly assess transboundary pressures and impacts linked to marine planning and development.”



1. SETTING THE SCENE

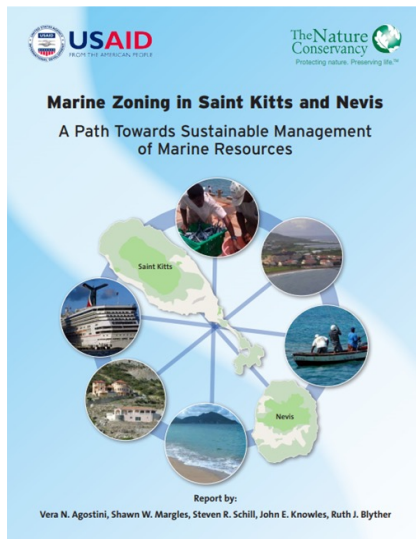
Stakeholders can contribute to the financial plan (e.g. fund data collection)



“**Private charitable foundation funds** were collected (...) Members of the public, especially members of the recreational fishing community, periodically **raised concerns** that use of funds from a private foundation supporting environmental conservation could **potentially bias outcomes of the MPA planning process.** (...) RLFF [Resources Legacy Fund Foundation] **refrained from participating** in any of the MLPA Initiative advisory groups, did not provide input on potential MPA designs, and did not participate on MLPA Initiative staff.”

2. DESIGNING THE PLANNING PROCESS

They know the challenges of the region, so they can help developing the objectives of the plan



“A strategic **vision** and **objectives** for the marine zoning plan for **St. Kitts and Nevis** were defined via a **stakeholder workshop** early on in the process. Participants varied from high-level government officials to representatives of community groups and fishers' associations.”

Figure 1 Photo of St. Kitts-Nevis Vision Map (photo credit: S. Margl)



Participants in the project kickoff meeting work on the St. Kitts-Nevis Vision Map.

Source: Agostini et al., 2010; 2015

2. DESIGNING THE PLANNING PROCESS

Engaged stakeholders can help identifying missing ones



Snowball Sampling

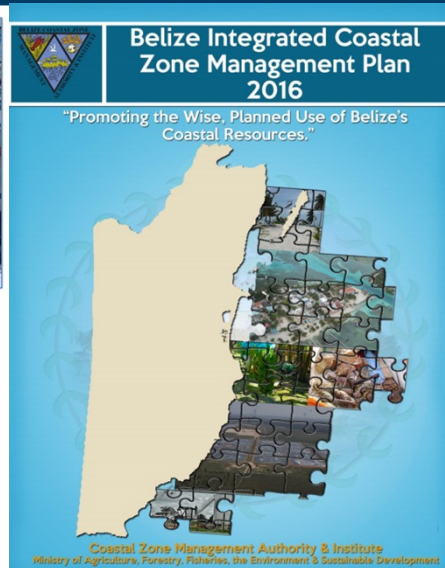


3. ASSESSMENT FOR PLANNING

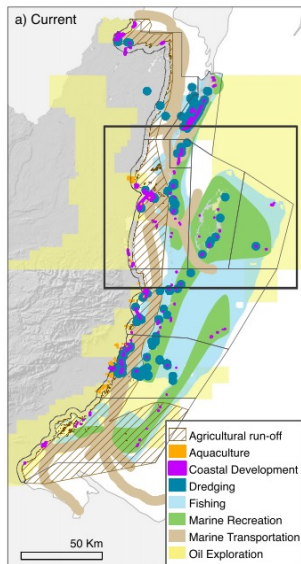
Stakeholders know well the region and can provide data and Information not available from other source



Meeting with members of the Southern Region CAC (CZMAI)



“In every step of the process, **stakeholder participation has been critical, especially for the data acquisition** (...) The stakeholder engagement process was primarily coordinated with Coastal Advisory Committees (CACs)”



“Based on **extensive stakeholder engagement** and communication with relevant government agencies (...), CZMAI [Coastal Zone Management Authority and Institute] **identified 11 categories of human activities** to include in the spatial zoning scheme. Of these, eight activities (...) pose potential stress to the habitats of interest.”



Participatory mapping as a source of data and information

Participatory mapping is a map-making process that attempts to make visible the association between land or ocean and local communities by using the commonly understood and recognised language of cartography (IFAD, 2009). Maps present spatial information at various scales, using a paper or a digital map, serve as a medium of empowerment by allowing local communities to represent themselves spatially.



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Stakeholders participating in a mapping exercise may share valuable details that are often not present in spatial databases, such as conflicts and synergies with other users, personal perspective on the importance of specific areas for the sector, as well as the impacts of potential loss of accessibility.

Building trust is an essential step to ensuring a successful participatory mapping, while in the case of traditional knowledge, it is also necessary to request prior consent from indigenous peoples and local communities before using the data (Ntona and Morgera, 2018).

3. ASSESSMENT FOR PLANNING

Stakeholders can help preparing the zoning attending their own needs and interests of space

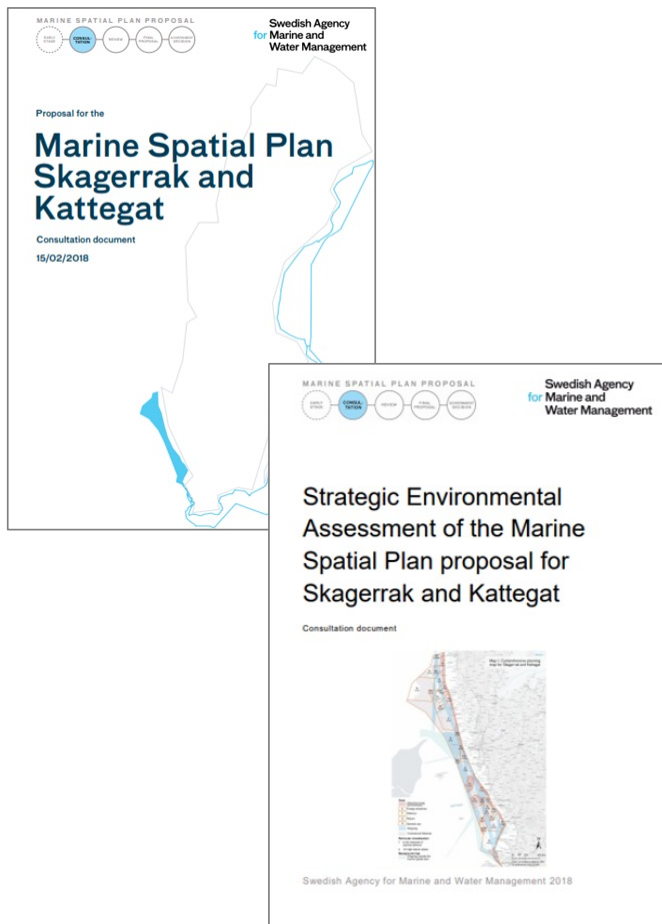


“**stakeholders** were asked to identify **future potential spatial distribution for the activities** of their sector, from mid to long term”

Source: Calado and Bentz, 2013

4. THE PLAN DEVELOPMENT

Stakeholders must participate in the consultation process to adopt the Spatial Plan

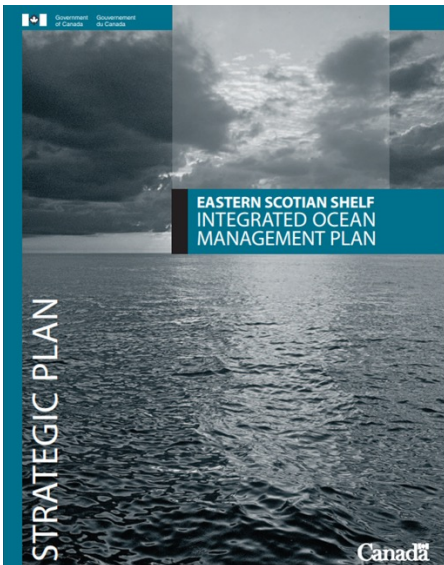


“The consultation means that **others have the opportunity to provide input** on this marine spatial plan proposal”

“The proposal on the MSP (...) will be out for consultation (...). The **SEA and sustainability assessment were added to the consultation (...)**. The consultation will take place with **concerned authorities, organisations, etc. at a national, regional and municipal level**. During this period, consultation will also be carried out with **Sweden’s neighbouring countries** for the SEA, which is required in cross-border context within the scope of the Espoo Convention.”

5. ENABLING IMPLEMENTATION OF THE PLAN

Stakeholders must follow up the implementation of the plan



The collaborative planning model has the following components:

- The ESSIM Forum
- The Stakeholder Advisory Council
- The Government Sector Structure (Regional Committee on Ocean Management and Federal-Provincial ESSIM Working Group)
- The ESSIM Planning Office (DFO)

Among SAC's functions and responsibilities:

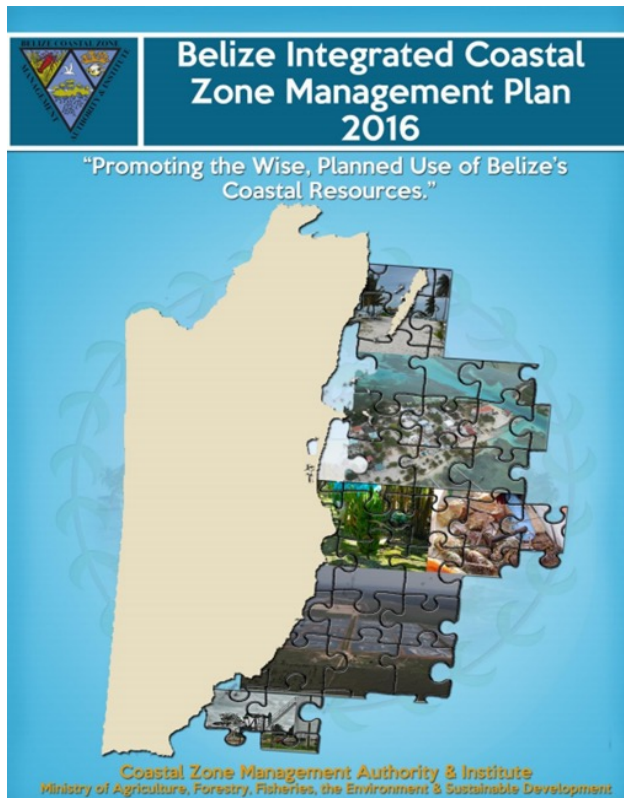
“Carry out ongoing monitoring and evaluation of the Plan and **its implementation**, as well as collaborate on future revisions as necessary”

Source: DFO, 2007

ESSIM Stakeholder Advisory Council: current membership breakdown			
Government of Canada	4 members	Conservation Groups	3 members
Government of Nova Scotia	3 members	Community Groups	2 members
Government of Newfoundland & Labrador	1 member	Academic & Private Sector Research	2 members
Offshore Petroleum Board	1 member	Transportation	1 member
Municipal Government	2 members	Telecommunications	1 member
Aboriginal Peoples	2 members	Tourism	1 member
Fisheries	5 members	Citizens at Large (proposed, optional)	1-2 members
Oil and Gas	2 members		
			Total: 32 members

6. MONITORING, EVALUATION AND ADAPTATION

Stakeholders can help following up the plan objectives (e.g. by collecting data on water quality, fisheries status and stocks etc.)

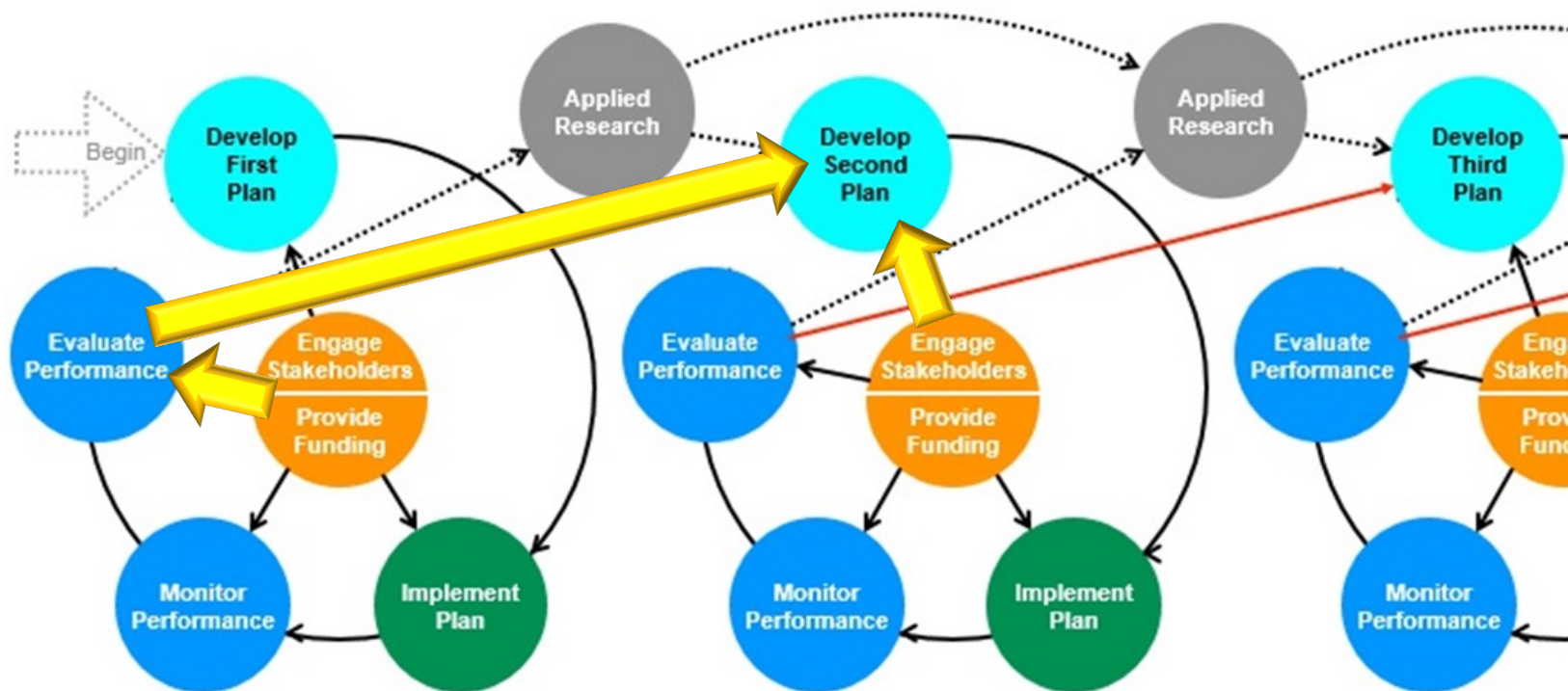


“To allow for periodic measurement and evaluation of ICP [Implementation and Coordination Plan] (...), a **Monitoring Protocol** has also been developed (...) **The collaborative and multi-agency approach** is also required for the implementation of the Monitoring Protocol”

“CZMAI [Coastal Zone Management Authority and Institute] **has partnered** with technologists, NGOs, and sustainability science students **to design a monitoring protocol**”

6. MONITORING, EVALUATION AND ADAPTATION

Stakeholder can provide inputs on those aspects that worked or not to improve the planning cycle



When should stakeholders be involved?

- Ideally **from the beginning** and throughout the entire process
- **They do not need to be engaged all at the same time, but some suggestions are:**
 - Representatives of all sectors and categories during pre-planning phase
 - Key groups when analysing alternatives and consequences of the different alternatives
 - Draft Plan must be submitted to broad consultation





How?

Strategies of engagement

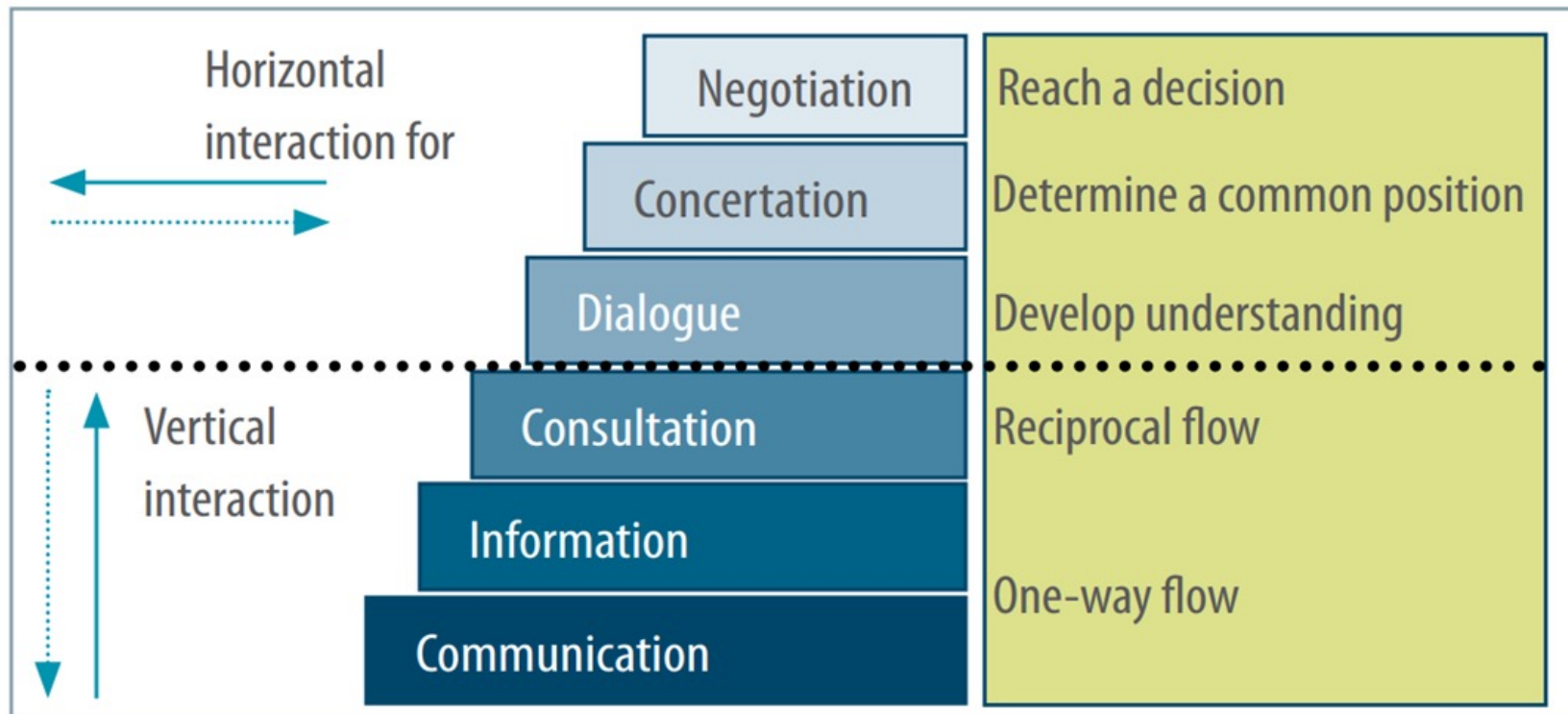


Fig. 7 Different types of stakeholder participation.

Adapted from Bouamrame M. (2006)

Incorporating stakeholders in MSP processes

↑ Increasing degree of power sharing ↑ Increasing delegation of functions ↑ Increasing intensity of communication and learning	Influence (characteristics)	Authorities	Participants/interaction among stakeholders
	Process responsibility (formal and informal, legally based or as complement, recurrent).	Process leadership partially or entirely delegated to participants but keeping overall responsibility.	Process leadership to some extent delegated to (key) stakeholders, within some type of overall mandate/legislation (e.g. leadership over a local process, responsibility within own sector).
	Decision-making (formal, legally based or as complement, recurrent or at pre-defined stages).	Process in hands of authority/political or decision-making/break-off right. Decisions have to be followed.	Veto right/right to vote/break-off point in relation to specific items defined by authority/legislation.
	Collaboration (on planning process, concrete tasks, partially informal, recurrent, depending on activities).	Process and decision-making in principle in the hands of authority. Consensus and needs-based collaboration.	Collaboration on tasks defined together, based on consensus and available resources or voluntary contributions based on invitation by the authority in charge. Right to contribute to the definition of activities.
	Deliberation: dialogue & learning (partially informal, requires openness, recurrent interaction and mutual accommodation).	Mutual exchange and learning, recurrent. Authority keeps power to adapt process and content, without formal obligation to accommodate insights.	Mutual exchange and learning, without formal obligation for neither part to take in and accommodate lessons learnt. Right to have a say and be listened to.
	Consultation (legally based, two-way).	Obligation to listen. Keeps all other rights related to structure and content of planning process.	Active participation. Right to provide views and be listened to.
	Information (legally based, one-way).	Obligation to inform. Keeps all rights related to process and content of planning.	Passive participation. Right to be informed about issues and process and decisions.

How do we do it?

Methods of engagement:

- Newsletter/Leaflets
- Web platform
- Public hearing
- Written public comments
- Meeting
- Workshop (Hands on)
- Participative mapping & modelling
- Interview/Questionnaire
- Forum
- Working/Advisory group
- Deliberative Committee



It is not necessary to involve all actors in the same way

Engaging Indigenous Peoples and Local Communities (IPLCs) in MSP

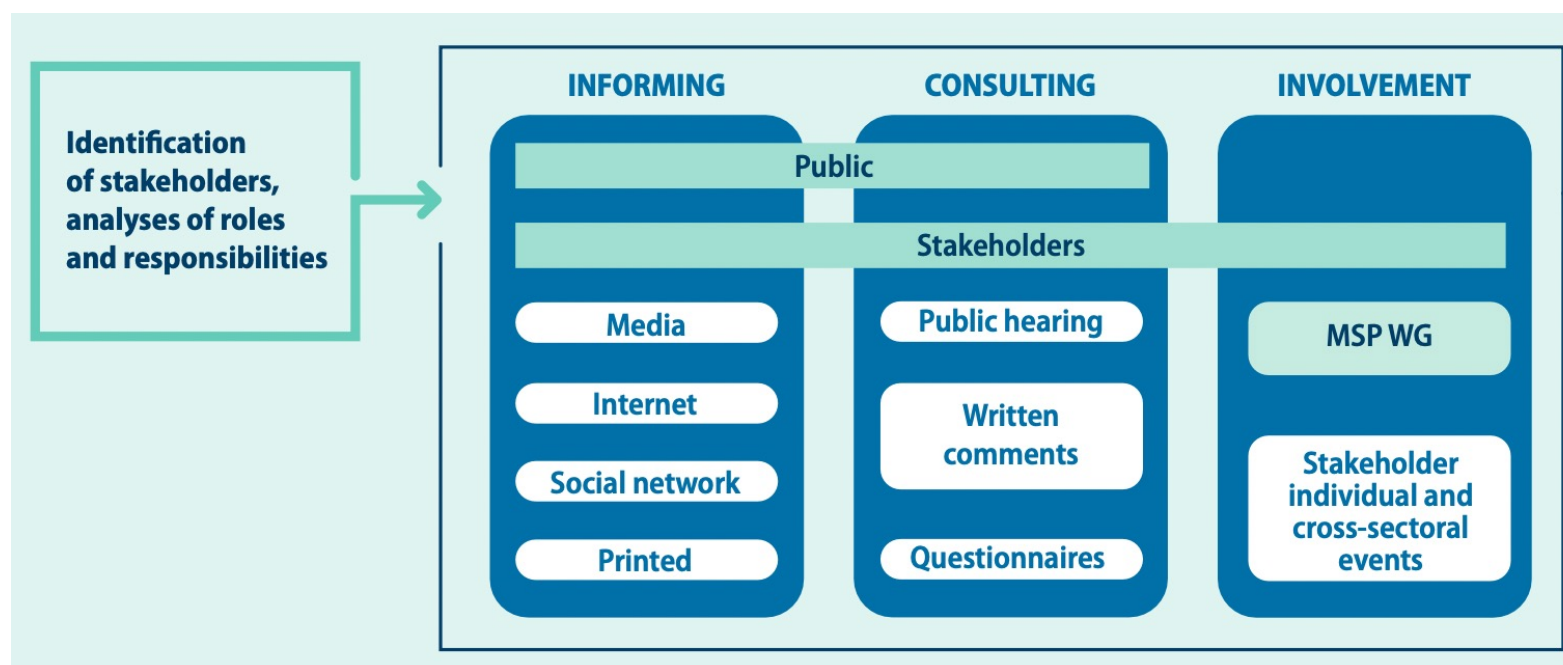


Key points to consider include:

- Promote the engagement of IPLCs from **the start** of the MSP process and **engage these communities in all MSP stages**;
- Ethically approach **Indigenous and Local Knowledge to fill knowledge gaps** e.g historical scientific data;
- Adopt FAIR (**findable, accessible, interoperable, reusable**) and CARE (**collective benefit; authority to control; responsibility; and ethics**) principles in data management;
- Adopt a **rights-based approach**, considering existing International Frameworks such as Free Prior and Informed Consent, gender parity, intergenerational inclusion, and accessibility
- Develop MSP in alignment with the **principles of equity and blue justice**

Example: Latvia

Latvia MSP public participation strategy was drawn up in the **early stages** to outline information, consultation and involvement activities – this ensures better **alignment with the needs and interests** of stakeholders

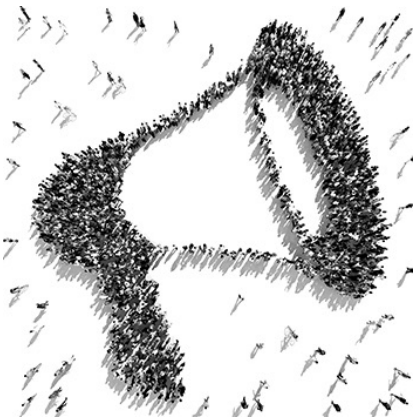


Example: St Kitts and Nevis

The St Kitts and Nevis planning process included:

- ✓ **Identifying** key stakeholders as part of the planning process
- ✓ **Organising activities** to ensure effective engagement of key government departments, local non-profit organisations, local partners and the business sector
- ✓ Extensive consultations with stakeholders to **develop proposals** and generate a draft zoning design
- ✓ The **purpose for engaging stakeholders** and the **benefits of MSP** was clearly articulated

How do we communicate?



Informative sessions facilitate stakeholders to base their opinions and visions on a common starting point and to follow up the progress.

- **What information** need to be reported to which stakeholders?
- By what **method**?
- How **frequently**?
- Should we make monitoring results **publicly available**?
- **Translate** information to be reported into local languages

Key messages

- **Principles** of good practices
- Provision of **sufficient time** to make decisions
- Incorporate **contributions**
- **Document** the process
- **Report back**
- Allow actors to review and verify the results of their participation (**feedback**)





Monitoring & Evaluation

Assessing Participation



Phase I: Why, who, when and how; costs of participation	
Why?	Reasons to adopt stakeholder participation
Who?	Stakeholder analyses
	Sectors and categories involved
	Sampling strategy adopted
	Any prioritisation of stakeholders/representatives
When?	Stakeholder engagement during normative planning phase
	Stakeholder engagement during strategic planning phase
	Stakeholder engagement during operational planning phase
How?	Responsibility for stakeholder engagement
	Participation strategies
	Methods of engagement
Cost	How long was the process of stakeholder participation?
	What were the expenses related to the participatory process?
	How much did the participatory process cost?
	Who paid for the participatory process?

Evaluating the participatory process
Phase II: Consequences and social acceptance
Did the participatory process increase social capital among stakeholders?
Did the participatory process increase understanding and support of MSP; was it considered to be a good process of ocean governance?
Did the pool of engaged stakeholders/representatives reflect accurately the diversity of actors in the region?
Did the participatory process ensure a balance of power among stakeholders?
Did stakeholders believe they were able to influence the process, thereby supporting the final marine spatial plan and remaining willing to engage?
Did stakeholders define and shape the drivers of the MSP process?
Did the participatory process balance both top-down and bottom-up approaches, resulting in shared decision-making?
Was the information about the MSP process open to stakeholders?
What were the barriers to collaboration among different sectors and categories of stakeholders?
Were stakeholders able to negotiate their interests and ensure that at least some of the benefits of the marine spatial plan applied to them?
Did powerful stakeholders finance and influence the participatory process?
Were the time and cost allocated to stakeholder participation reflected in wider support for the final marine spatial plan?

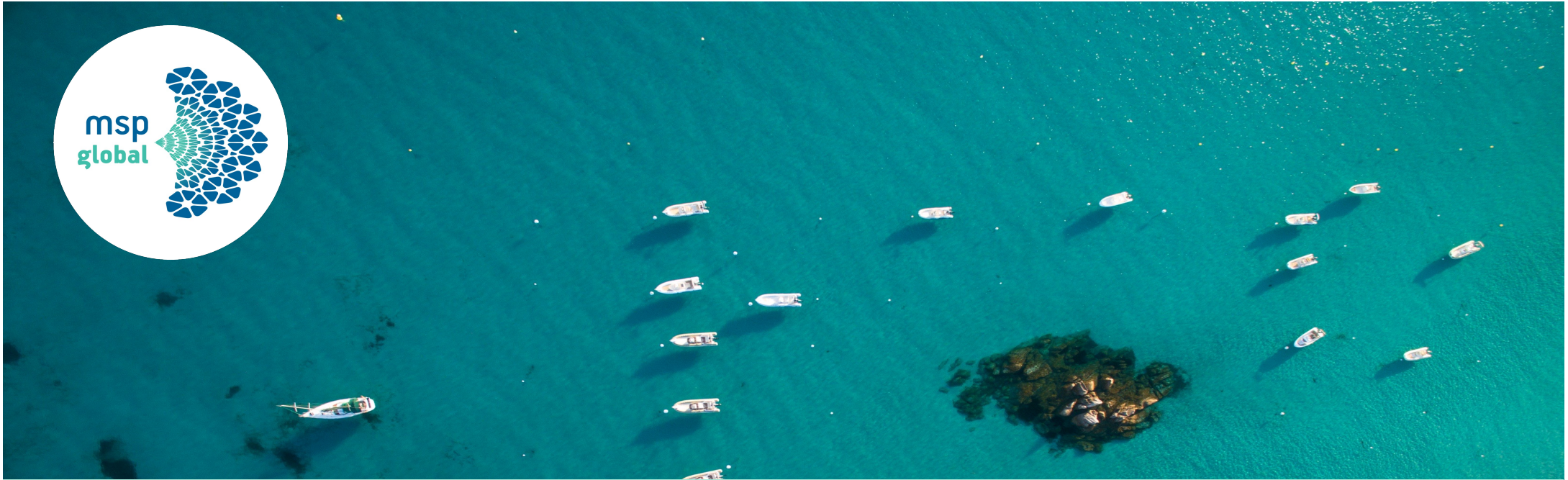
Source: Quesada-Silva et al., 2019

Example: SwAM Ocean's poverty and gender considerations



Evaluation criteria for impacts on potentially marginalised groups				
Criteria	Guiding questions for scoring	Metrics required for scoring community wellbeing	Metrics required for scoring women's wellbeing	Related metrics needed to model impacts of MSP
Power and voice	To what extent are individuals able to articulate their concerns, needs and rights in an informed way and influence decision-making affecting these concerns without discrimination	% representation in local community organisations and local government at decision-making level; % representation in national organisations and government at decision-making level	% representation of women in local community organisations and local government at decision-making level; % representation in national organisations and government at decision-making level	N/A - this metric used to confirm the potentially marginalised status of the stakeholder groups (rather than increased voice as a result of inclusion in the MSP process)
Resources	To what extent are income and/or other benefits sufficient to sustain a decent living standard, and in this regard, how do we define the decent living standard/poverty threshold in terms of \$/hh/year	Average annual income, including the market value of subsistence production, welfare payments and remittances and non-monetary benefits	Average annual income, including the market value of subsistence production, welfare payments and remittances and non-monetary benefits	The contribution of marine and coastal resources or activities to this income, by resource/activity
Opportunities and choice	To what extent is access to education, health care, infrastructure, energy, markets and information sufficient to allow households to move out of poverty	Municipal expenditure per capita on services x quality of financial audit	Municipal expenditure per capita on services x quality of financial audit	The contribution of MSP activities to tax revenue, and the extent to which tax revenues reach this community
Security	To what extent are people's rights and livelihood potential being limited by unrest in the community To what extent are households able to fulfil their family roles and ensure healthy gender relationships	Qualitative scoring based on data/expert opinion Score from 1 = unrest severely disrupts livelihoods, to 5 = community is peaceful	Qualitative scoring based on data/expert opinion Score from 1 = household members frequently struggle to achieve this, to 5 = secure in this regard	The sensitivity of community scores to a change in marine-related access/income The sensitivity of domestic security scores to a change in marine-related access/income

Source: Swedish Agency for Marine and Water Management, 2021a.



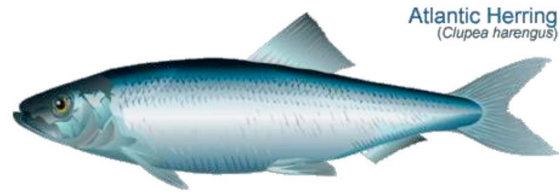
A reflection...



Who are the stakeholders?



Example: Herring



Vessels



Traditional Fisheries



Entreprise
familiale
Mode de vie
Culture
Tradition
Patrimoine
Présence ancienne

Fishers (all types)



Port Facilities



Fish Manufacturing Industry



Fish Market



Thank You!



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