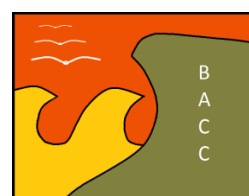# WWF-UK in partnership with Natural England

How to determine governance requirements and structures for MPAs

Techniques for engaging stakeholders in dialogue about MPA governance

June 2017

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How to determine governance requirements and structures for MPAs

Techniques for engaging stakeholders in dialogue about MPA governance

Prepared for:

WWF in partnership with Natural England

Prepared by:

Teresa Bennett, Natural Values

Roger Morris, Bright Angel Coastal Consultants

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Contents

1.   Introduction

This document forms part of the toolkit on *How to determine governance requirements and structures for Marine Protected Areas (MPAs)*. It covers approaches to stakeholder engagement to identify governance structures suited to local circumstances.

Government has committed to establishing a well-managed network of Marine Protected Areas (MPAs). It follows that if these designations are to be effective, a governance structure needs to be established. The addition of newly designated MPAs to the existing suite of sites has resulted in the need to review the suitability of existing governance structures to take on additional MPAs and/or to consider new governance arrangements. The way in which governance of MPAs is structured and operates has implications for a wide range of stakeholders, including statutory bodies, NGOs and a much wider suite of users and interested parties.

The extent to which stakeholders, who are not public bodies with a statutory remit for MPA management, can exert influence on the decision-making process for a local MPA governance structure needs to be established at the start and could form part of a stakeholder engagement exercise.

It is important to recognise that opening a dialogue with a wide group of stakeholders raises expectations that they can influence the final outcome. Thus, it is crucial that there is sufficient flexibility in the process to respond to ideas and to show that the issues raised have been accommodated in the structure that is finally arrived at. This is borne out by published research on stakeholder participation in European marine sites (EMSs)[1]. The research involved interviews with a selection of participants in EMS management and provides useful insights on stakeholder input to governance structures. For example:
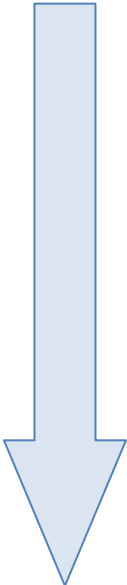
- Interviewees for one EMS considered that stakeholders should have been involved in discussions on the structure for the EMS management, rather than being brought in for a pre-determined role by Relevant Authorities.
- Interviewees from another EMS felt that it had been beneficial to invite those stakeholders who were involved in early discussions on the management scheme to identify other representatives who should be involved.

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[1] Jones, P.J.S., Burgess, J. & Bhattachary, D. 2001. An evaluation of approaches for promoting relevant authority and stakeholder participation in European Marine Sites in the UK. English Nature (UK Marine SACs Project): http://www.ukmarinesac.org.uk/pdfs/stake_holder.pdf.

Stakeholder engagement can range from limited involvement of stakeholders to full delegation of power[2,3,4] (Table 1). There are many ways of engaging with stakeholders and any method may cover more than one level of engagement; for example a participatory workshop to gather ideas and seek ways forward will also involve information giving. Critically, the decision to use a particular method depends upon the purpose of the engagement.

Table 1: Levels of stakeholder engagement[5]

Increasing level of engagement	Form of engagement	Description
	Information giving	Provision of information e.g. posters, websites, exhibitions
	Information gathering	Information gathering exercises e.g. questionnaires
	Consultation	Inviting comments/views on ideas/materials
	Participation	Involvement in workshops or stakeholder dialogue processes
	Collaboration/Partnership	Joint working, sharing of decisions and resources e.g. through advisory groups
	Delegated power/authority	Decisions and/or responsibilities transferred to stakeholders

There may be various reasons for engaging stakeholders in determining governance structures:

- Raising awareness and understanding of the need for MPA governance.
- Sharing information about governance structures and arrangements for MPAs, including key contacts.
- Collecting information to help determine an appropriate structure.

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[2] Arnstein, R. 1969. A ladder of citizen partnership. Journal *of the American Institute of Planners* 26 (4), 216–33.

[3] Dialogue by Design. 2012. A handbook of Public & Stakeholder Engagement. Available at: http://www.mspguide.org/sites/default/files/resource/dialogue_by_design_handbook_stakeholder_engagement_-_andrew_acland.pdf.

[4] Pound, D. 2009. Adopting effective stakeholder engagement processes to deliver regional Marine Protected Area (MPA) network. Natural England Commissioned Report, Number 008.

[5] Adapted from Arnstein (1969) and Dialogue by Design (2012).

- Gaining views on proposed management structures.
- Sharing the decision-making on governance structures, including which organisations should be represented on management and/or advisory groups.
- Developing commitment among stakeholders to the governance structure.

This document provides some options for stakeholder engagement that either have been, or could be, used to determine future MPA management structures. The term 'stakeholders' in this case covers individuals or organisations with a role (e.g. public authorities), interest (e.g. user groups) or concern, in the governance of MPAs.   A variety of options are presented. They include approaches that have been, or could be, used specifically to determine governance structures.

This document was prepared following a combination of desk research and interviews with a selection of people involved in MPA management. It provides an introduction to a range of stakeholder engagement techniques for developing MPA governance structures. It does not give the detail on how to proceed with each technique but provides sources for further information.

2.   Stakeholder engagement for determining governance structures

Stakeholder engagement can be used in many different situations. The options for stakeholder engagement in this document are considered in the context of governance structures that might be suited to local circumstances. At some point, however, the process has to be initiated. This calls for a lead authority or a group of relevant authorities to decide upon an appropriate stakeholder engagement process, and then to carry it out.

Information about MPAs will be required to help stakeholders determine a governance structure suited to the local circumstances, including:

- Why they should be involved.
- The objectives of the engagement.
- Designation features/reasons for designation.
- Value to local people.
- Pressures and threats, as well as opportunities, relating to conservation objectives.
- Reporting requirements.

Points for consideration in selecting a stakeholder engagement approach:

- The time required for design and planning.
- Costs e.g. venue hire, catering, staff time for facilitation and production of materials.
- Early identification of the full range of stakeholders with an interest in MPA governance.
- Whether or not an independent facilitator is needed? (Many participatory stakeholder engagement processes benefit from trained independent facilitators.)

The selection of engagement tools that follow this section can all be applied to the development of governance structures and are roughly in order of increasing participation.

2.1   Questionnaires

Questionnaires are useful when a simple response and quantitative or semi-quantitative data is required. They can be distributed as paper copies, electronically or in an online format.

When designing a questionnaire the following should be considered:
- A brief introduction that explains the purpose of the questionnaire, the person/organisation collecting the data, what the data will be used for and the ethical implications of the research (e.g. anonymity of respondents).
- Devising questions that help answer the issue(s) e.g. form of MPA governance structure.
- Providing introductory information to questions where necessary and where appropriate provide guidance on answering the questions e.g. for multiple choice questions: 'tick one' or 'tick all that apply'.
- Grouping questions according to themes and having questions follow a logical sequence.
- Making sure questions are clear and do not involve technical language for a non-technical audience.
- Leading questions should be avoided.
- The amount of time it will take for the respondent to answer the questionnaire and letting people know up-front how long it will take.
- Running a pilot of the questionnaire to check: that questions are clear, whether there is anything missing, the length of time to complete and whether an online questionnaire functions properly.

Advantages
- Can be used to reach a wide audience.
- Relatively inexpensive.
- Can provide quantitative data for analysis.
- If conducted using random sampling methods the results can be used to reflect the views of a large audience.

Disadvantages
- Limited qualitative information for meaningful interpretation of quantitative data.

Example: Use of questionnaires and online surveys in Wales[6]

As part of an evaluation of management and governance arrangements for MPAs in Wales (undertaken by CCW), a consultation was undertaken using questionnaires. The consultation involved an online questionnaire and a set of assessment questions specifically designed for Relevant Authorities, advisory groups and EMS officers. An internal (to CCW) assessment was also undertaken as part of the data collation process.

The online questionnaire consisted of a set of 10 questions that were a mix of closed, multiple choice and open questions. It was targeted at organisations with an interest in MPA management, such as Local Authorities, NGOs, research establishments and Relevant Authorities Groups.

In response to the closed question 'Do you think that a dedicated management Group is important for the MPA?' there was a unanimous 'Yes'.

Key findings from the questionnaire were:
- Management groups deliver benefits for the sites, in particular joint working, but have limited powers currently.
- Site officers are beneficial to delivery/coordination of management.
- Current enforcement and management tools are not being used effectively.
- A single lead body and high level steer and commitment would improve consistency of approach and delivery of good management.

Questions for External Assessments were more detailed than the online questionnaire; questions were designed specifically for the target audience (those involved in MPA management) to extract detailed information on topics including partnership working, site management processes and resources.

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[6] Hatton-Ellis, M., Kay, L., Lewis, M., Lindenbaum, K., Wyn, G., Bunker, A., Winterton, A., Howard, S., Barter, G., Camplin, M. & Jones, J. 2012. MPA Management in Wales 2: Evaluation of current MPA management in Wales. CCW Marine Science Report No 12/06/03.
http://senedd.assembly.wales/documents/s61681/Countryside%20Council%20for%20Wales%20-%20MPA%20Management%20in%20Wales%202.pdf.

Example: Use of online surveys in Berwickshire and North Northumberland

Online questionnaires promoted through social media were used to gain views on the proposals for the larger governance structure and the options to bring more MPAs within the management scheme for the Berwickshire and North Northumberland Coast EMS. There was little response to the survey. However, most respondents were in favour of incorporating more MPAs in the partnership. The final decision on the partnership and inclusion of additional MPAs was made at a management group meeting.

Situations best suited to this type of stakeholder engagement:
- Collecting new information and views from a large number of stakeholders and over a wide area.
- Information gathering – obtaining new data from stakeholders, e.g. their awareness of MPA partnerships and responsibilities for management.
- Consultation – collecting views on, for example, governance structures.

Further information:
- Page 76 of: Dialogue by Design. 2012. 'A handbook of Public & Stakeholder Engagement':
http://www.mspguide.org/sites/default/files/resource/dialogue_by_design_handbook_stakeholder_engagement_-_andrew_acland.pdf.

2.2   Consultation

Consultation is generally used for gaining views on already formulated ideas or proposals that are set out within a document or body of text. The consultation may or may not be accompanied by a questionnaire.

When planning a consultation exercise the following should be considered:

- Giving advance warning of the consultation exercise so that stakeholders are aware that their views will be sought.
- Allowing a sufficient period of time for the consultation, to take account of people being away or busy, and, where responses are expected from organisations, to allow time for information to be gathered from the relevant people.
- Having the consultation in easy to access formats for the target audience, giving consideration to, for example, those not on the internet, visually impaired, language other than English,
- Providing background information and guidance on answering the questions where appropriate.
- A range of question types including free-form response options
- How the resulting data from the consultation process will be analysed (this may influence how the questions are framed).

To maintain support of stakeholders it is important to report back on how their views have been taken into account in the final document; also, clear justifications should be made for not pursuing avenues that have been proposed but not included in the final format.

Advantages

- Can provide quantitative and qualitative data on the level of support (or not) for a series of proposals.
- May generate ideas that had not been considered previously but are relevant to delivering local solutions.

Disadvantages

- Responses limited to those interested in commenting and not necessarily from stakeholders who might be affected by the proposals.

Example: Consultation on management and governance structures in Wales[7,8,9]

Two separate consultations were undertaken by the MPA Management Steering Group to determine suitable governance to deliver improvements to MPAs in Wales.

The first consultation (held in 2015) requested views on four different structures:

> Option 1 – no change to the current management arrangements
>
> Option 2 – a local approach with seven management areas
>
> Option 3 – a regional approach with two management areas
>
> Option 4 – an area approach with four management areas

Feedback from stakeholders revealed a preference for Option 2. However, two further options were suggested: an amended Option 2 using part-time staff if there were funding constraints; and a new Option 5 of four areas with more than one officer in each depending on need.

The second consultation therefore sought views on a modification of Option 2 and the new Option 5.

The information was used by the MPA Management Steering Group to identify a suitable way forward. While Option 2 was preferred by several Steering Group members there was no agreement on a final option. Furthermore, indicative costs meant that neither option would be feasible to implement at the current time. Instead, the Steering Group agreed to focus its efforts on providing support to those responsible for managing the MPA network.

Feedback to stakeholders on the consultation was provided in a letter from the Welsh Government in May 2017.

The following two examples are not related to governance by are examples of consultations on management plans and strategies.

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[7] http://gov.wales/docs/drah/publications/170508-mpa-supporting-information-for-management-authorities-en.pdf.

[8] http://gov.wales/docs/drah/publications/170508-mpa-letter-to-management-authorities-en.pdf.

[9] The costs of implementing the two options in the second consultation are included in Case Study 2 in the 'Evidence on the value of coordinated management' element of the MPA Governance toolkit.

Examples of use: Consultation on the 2016-2021 Flamborough Head EMS Management Plan

A six week consultation period was held with Relevant Authorities. As the document was for use by Relevant Authorities only there was no public consultation. Two key partners, the RSPB and the Yorkshire Wildlife Trust, were included in the consultation as they manage nearby sites. Letters of support were requested and obtained from all consultees.

Examples of use: Consultation on the Stour & Orwell Estuaries Management Strategy 2016-2020

A public consultation was held on the Stour & Orwell Estuaries Management Strategy. The consultation was promoted through the AONB newspaper and AONB contacts. While there was limited response, the consultation identified new stakeholder groups.

Situations best suited to this type of stakeholder engagement:
- Consultation – collecting views on, for example, proposed governance structures or different types of potential governance structures suited to the local area.

Further information:
- Page 59 of: Dialogue by Design. 2012. 'A handbook of Public & Stakeholder Engagement':
  http://www.mspguide.org/sites/default/files/resource/dialogue_by_design_handbook_stakeholder_engagement_-_andrew_acland.pdf.

2.3   Public meetings

Public meetings are generally used for information giving with an opportunity for questions at the end; however opportunity can be made for further discussion either as a whole group or in break out groups. Meetings are usually held in the evening to allow as many interested people as possible to attend and last for no longer than two hours. Public meetings, incorporating participatory techniques, could be held at a range of locations to gain the views of stakeholders on MPA governance structures.

The following should be considered when organising a public meeting:
- For good attendance the meeting should be advertised well in advance and widely through a range of mechanisms, e.g. posters, flyers, articles/advertisements in newspapers or on the radio, websites, social media and via key contacts.
- The purpose of the meeting, which should be made clear to encourage interested people to attend.
- Time and date of the event to allow most people to attend.
- Venue and facilities enabling access to all.
- A well planned and timed agenda and format for the meeting with clear objectives.
- Staffing arrangements, particularly a facilitator or chair person for the meeting.
- How the information from the meeting will be used and plans for 'what next' following the meeting.

Advantages
- Provides a face-to-face approach to awareness raising and consultation.
- Can cater for large numbers of stakeholders.
- Can open up the discussion to a wider part of the public.
- Event can be held in several different locations.
- Can be adapted to incorporate a participatory session.
- Relatively inexpensive.

Disadvantages
- Limited opportunity for stakeholders to contribute ideas or participate in decision-making.
- Unless well managed, meetings can be dominated by people with particular views.
- Can be seen as delivering a pre-ordained outcome rather than actually seeking the views of the public and acting upon the results.

Example: Llyn Peninsular and the Sarnau EMS[10,11]

Public meetings were found to be a way of stimulating interest in the EMS after receiving limited response from extensive mailings inviting expressions of interest in Topic Groups.

Two public meetings were held in October 1999: one for the southern part of the site and the other covering the northern part. There was a good attendance at both meetings. An independent facilitator was contracted to help run the meetings. The format for the meetings involved having smaller discussion groups feeing back to the main meeting. The outcomes from the meetings were that: people wanted more involvement in the management process; major stakeholders were identified; and that there was a high level of interest in the site.

Two further public meetings (a southern and northern) were held between January and February 2000, again with good attendance. Liaison arrangements with the public were discussed and the formation of a Liaison Group established. Group members were nominated and agreed resulting in representatives from Local Authorities and local interest groups as well as interested individuals. The role for the Liaison Group was to be a conduit between the wider public interests and the Relevant Authorities.

The public meetings provided a mechanism for a large number of people to have input to the management scheme and structure for the EMS.

Situations best suited to this type of stakeholder engagement:
- Information giving – to explain, for example, the purpose of MPAs and governance arrangements.
- Information gathering – to gain information from the public on matters relating to governance e.g. local interests and local interest groups.
- Consultation – to gain views on, for example, governance structures, and to seek alternatives if appropriate.

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[10] Pen Llŷn aír Sarnau European marine site – Case History. August 2001. http://www.ukmarinesac.org.uk/pdfs/casestudy-penllyna-rsarnau.pdf.
[11] Jones, P.J.S., Burgess, J. & Bhattachary, D. 2001. An evaluation of approaches for promoting relevant authority and stakeholder participation in European Marine Sites in the UK. English Nature (UK Marine SACs Project): http://www.ukmarinesac.org.uk/pdfs/stake_holder.pdf.

- Could be used in locations where there has been no previous governance of MPAs or where a fresh approach to existing arrangements is needed.

Further information:

- Page 93 of: Jones, P.J.S., Burgess, J. & Bhattachary, D. 2001. 'An evaluation of approaches for promoting relevant authority and stakeholder participation in European Marine Sites in the UK'. English Nature (UK Marine SACs Project). http://www.ukmarinesac.org.uk/pdfs/stake_holder.pdf.

2.4   Focus groups

Focus groups provide a useful means of exploring a topic in depth with small groups of people (around 8-10 ideally) for no longer than one to two hours. The design should enable participants to speak openly and develop ideas through a structured and facilitated conversation. Focus groups work best with around 8-10 participants. Discussions need to be recorded, generally using a tape recorder to avoid information being missed. Focus groups are best run by at two people: one to facilitate the discussion and one to take notes and/or operate a tape-recorder.

The following should be considered when planning focus groups to develop governance structures:

- The purpose of the focus group sessions and how the results will be used.
- Inviting participants likely to have an interest in the topic. Participants could be drawn from known local groups and organisations.
- Venue and location for each focus group, suitable for participants to attend.
- Developing a discussion guide, with intended outcomes, for use by the facilitators.
- Facilitators and note-taking/tape recording arrangements.
- The need to transcribe the recorded discussion.

Advantages

- Can potentially generate new ideas.
- Can generate a lot of qualitative information in a short period of time.
- Can be targeted at stakeholders who might otherwise not engage.

Disadvantages

- Only the views of those present are obtained which may not be representative of wider stakeholders.

Example: Kent Wildlife Trust 'Guardians of the Deep' HLF project[12]

Focus groups were held with a representative sample of the community to explore people's connection with the marine environment.

Following a brief introduction to the project, videos were shown of underwater life in MCZs around the Kent coast. The videos were used to stimulate a guided discussion on their knowledge and understanding of marine life and the importance of protection.

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[12] http://www.kentwildlifetrust.org.uk/blog/fiona-white/2017/02/13/guardians-deep-assemble.

Discussion topics were used to explore:

- Perception and knowledge of the marine environment around Kent.
- Interests in the marine and coastal environment.
- Motivations for protecting the marine environment.
- Previous involvement in marine activities around the Kent coast.
- Future engagement in marine related activities.

The focus groups were used as a means of stimulating interest and future engagement with the project.

Situations best suited to this type of stakeholder engagement:

- In-depth discussion on governance structures with small groups of people, perhaps from a range of dispersed communities or with a variety of user groups.
- Information giving – through a brief introduction to the Focus Group to explain, for example, the purpose of MPAs and governance arrangements to a small group of people.
- Information gathering – detailed discussion on local interests and concerns of relevance to MPA governance.
- Consultation – to gain views on, for example, proposed governance structures, including pros and cons.
- Participation – involving stakeholders in discussions can helps generate ideas and develop social capital.

Further information:

- Page 63 of: Dialogue by Design. 2012. '*A handbook of Public & Stakeholder Engagement*':
  http://www.mspguide.org/sites/default/files/resource/dialogue_by_design_handbook_stakeholder_engagement_-_andrew_acland.pdf.
- West Berkshire Council. *Consultation Toolkit. How to Run a Focus Group*.
  http://www.westberks.gov.uk/media/pdf/2/h/How_to_Run_a_Focus_Group.pdf.

2.5   Workshops

Workshops provide a means of exploring a topic with a large number of stakeholders (10-80 people). The design of the workshop may employ a variety of participative techniques either to seek views and level of support for existing proposals or for visioning and generating new ideas. Workshops generally take place over a period of half a day to a day and require facilitation.

Workshops could be used to help determine decide which stakeholders should be involved in MPAs management and how governance should be structured.

Points for consideration in planning and designing a workshop:
- There should be a clear purpose to the workshop with a set of intended outputs/outcomes.
- Invitations should be sent well in advance and a time and date set to allow most people to attend.
- Suitable venue and facilities (including catering) that enables access to all and has break out areas.
- A well planned and timed programme for the workshop using a variety of participative techniques to maintain engagement and generate the most from the workshop.
- Allow time for breaks and networking.
- Facilitators and note-takers.
- How the outputs from the meeting will be used and fed back to participants.

Advantages
- Can generate new ideas.
- Can generate a lot of information.
- Can build support for MPAs.
- Can help build relationships between stakeholders.
- Can help groups to understand and explore complex issues.

Disadvantages
- The timing of the workshop may not be convenient for some stakeholders.
- Can be costly in terms of hiring experienced facilitators, hiring a venue and providing refreshments.
- Can sometimes be seen as delivering a pre-ordained outcome rather than actually seeking the views of the public and acting upon the results.

Examples: Establishment of Management Schemes and structures[13,14,15]

Workshops, organised by the Statutory Nature Conservation Body (mainly in England), were held for Relevant Authorities on their responsibilities with respect to EMSs at the time when management schemes first being developed. Such workshops can be useful for identifying who needs to be involved in MPA governance structures.

Local workshops and other meetings were used to discuss and establish flat, inclusive management structures for Loch Maddy and Papa Stour EMSs. This approach resulted in active participation of stakeholders with Relevant Authorities and support for the EMSs.

Loch Maddy

A workshop was held in September 1999 to explore how the interaction between the users of the Loch and the conservation features. Participants were given maps showing the extent of various activities and operations within the Loch. They were asked to make judgements about how the various activities should be managed to maintain the conservation features. Following the workshop, the outputs were distributed to everyone interested in the use of the site.

Papa Stour

A workshop, held in summer 1999, explored the hopes and concerns of local people including fisheries, the opportunities for tourism, and traditional practices in the area. Facilitators were used to run the discussion sessions. Feedback to participants was in the form of a report detailing the main comments and issues raised. The outputs from the workshop were used in drafting the management scheme.

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[13] Both examples: Jones, P.J.S., Burgess, J. & Bhattachary, D. 2001. An evaluation of approaches for promoting relevant authority and stakeholder participation in European Marine Sites in the UK. English Nature (UK Marine SACs Project): http://www.ukmarinesac.org.uk/pdfs/stake_holder.pdf.

[14] Loch nam Madadh European marine site: Case History. 2002. http://www.ukmarinesac.org.uk/pdfs/casestudy-lochnammadadh.pdf.

[15] Papa Stour European marine site: Case History. http://www.ukmarinesac.org.uk/pdfs/casestudy-papastour.pdf.

Situations best suited to this type of stakeholder engagement:

- Information giving – as part of an introductory session, to explain, for example, the purpose of MPAs and governance arrangements.
- Information gathering – to gain information from the participants on matters relating to governance e.g. local interests, local interest groups, and conflicts of interest.
- Consultation – to gain views on, for example, governance structures, and to seek new ideas.
- Participation – workshops can be adapted for almost any situation. Involving stakeholders in discussions can help to identify issues, generate ideas and develop ownership/social capital.

Further information:

- Page 80 of: Dialogue by Design. 2012. 'A handbook of Public & Stakeholder Engagement':
  http://www.mspguide.org/sites/default/files/resource/dialogue_by_design_handbook_stakeholder_engagement_-_andrew_acland.pdf.

See also: Round table workshops:

- Page 94 of: Jones, P.J.S., Burgess, J. & Bhattachary, D. 2001. 'An evaluation of approaches for promoting relevant authority and stakeholder participation in European Marine Sites in the UK'. English Nature (UK Marine SACs Project).
  http://www.ukmarinesac.org.uk/pdfs/stake_holder.pdf.
- Page 44 of: New Economics Foundation. 1998. 'Participation works! 21 techniques of community participation for the 21st century':
  http://b.3cdn.net/nefoundation/e59722efbe227ca37e_4fm6b0lv9.pdf.

2.6   Participatory Appraisal

Participatory Appraisal, also called Participatory Rural Appraisal (PRA) and Participatory Learning and Action (PLA), is an approach for gathering information, reflection and shared learning amongst stakeholders, often using visual aids. It can be used to gather views on management issues and requirements for governance structures. Participatory Appraisal can be used with small or large groups of stakeholders, within a workshop setting or as a series of localised sessions.

Participatory Appraisal can be used to map local priorities and understanding of issues within an area (e.g. an MPA). All stakeholders with an interest in the area should be invited to participate. However, not everyone has to meet at the same place or at the same time; instead the exercise can be carried out with separate small groups of people, at different times and in locations to suit the participants. In this way the technique can involve a large number of people.

The technique is useful for engaging communities in the issues and basing actions on local knowledge. Participatory Appraisal could be used to help develop the way forward for MPA management with governance structures being a component of the session.

Advantages

- Can be used in a variety of settings including locations where people meet.
- Can be targeted at stakeholders who might otherwise not engage.
- Can help build relationships.
- Helps include local knowledge in decision-making.

Disadvantages

- Only the views of those present are obtained which may not be representative of wider stakeholders.
- Not suitable for quantitative data collection.

Example: Plymouth Sound and Estuaries[16], Solway Firth[17] and Loch Maddy[18] EMSs

Participatory Appraisal techniques were used by existing Estuary Management Partnerships for the Plymouth Sound and Estuaries and Solway Firth EMSs, when consideration was first being given to EMS management, as a means of gathering preliminary information and views on management issues[19]. The approach helped develop relationships between Relevant Authorities and wider stakeholders and review existing management arrangements. The approach was also used in discussions with local communities associated with Loch Maddy.

Plymouth Sound and Estuaries

Participatory Appraisal techniques were used with a variety of recreation interest groups to determine: how they used the area; what their concerns were; what they wanted from the area; and any potential conflicts with the conservation of the SAC. The results were supported by a questionnaire survey to assess the opinion of 140 organisations with a variety of interest in the estuary.

A learning outcome from the process was the importance of promoting a culture of openness without hidden agendas that could damage the process of stakeholder engagement and relationship building.

Solway Firth

Involvement of wider stakeholders occurred prior to the EMS and at the time of writing the Solway Firth Review. Topic groups were established to scope local knowledge and to form the basis for the management plan. Interested stakeholders were encouraged to take a role in establishing the Partnership.

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[16] Plymouth Sound and Estuaries European marine site: Case History. http://www.ukmarinesac.org.uk/pdfs/casestudy-plymouth.pdf.

[17] Solway Firth European marine site – Case History. http://www.ukmarinesac.org.uk/pdfs/casestudy-solway.pdf.

[18] Loch nam Madadh European marine site: Case History. 2002. http://www.ukmarinesac.org.uk/pdfs/casestudy-lochnammadadh.pdf.

[19] Page 77 of Jones, P.J.S., Burgess, J. & Bhattachary, D. 2001. An evaluation of approaches for promoting relevant authority and stakeholder participation in European Marine Sites in the UK. English Nature (UK Marine SACs Project). http://www.ukmarinesac.org.uk/pdfs/stake_holder.pdf.

Loch Maddy

Early on in the development of the management scheme, an informal community workshop was held which included a slide presentation of the marine conservation features and presentations on local fisheries and outdoor pursuits. The introductory session was followed by Participatory Appraisal techniques whereby participants were asked to:

- express their initial opinions about the SAC anonymously;
- write down one positive and one negative statement about the European marine site proposal; and
- suggest ideas on the future possibilities offered by the proposal.

The process identified the main fear of participants to be that the EMS would upset the *status quo*, increase restrictions and limit new economic developments. However, participants also recognised that it could be used to promote green tourism and provide a secure sustainable base for economic development activities.

Situations best suited to this type of stakeholder engagement:
- Information gathering – to gain local knowledge and information on the MPA area.
- Consultation – the techniques allow participants to express their views and ideas.
- Participation – the process is useful for engaging communities/stakeholders in the issues.
- Could be used in locations where there has been no previous governance of MPAs or where a fresh approach to existing arrangements is needed.

Further information:
- Page 36 of: New Economics Foundation. 1998. 'Participation works! 21 techniques of community participation for the 21st century':
  http://b.3cdn.net/nefoundation/e59722efbe227ca37e_4fm6b0lv9.pdf.
- Participatory Appraisal description on the Participation Compass website:
  http://www.participationcompass.org/article/show/137.

2.7   Community Voice Model

The Community Voice Model (CVM) uses film to engage stakeholders in decision-making. Views of a diverse range of stakeholders are captured using video recorded interviews.   A film of stakeholders' views, created from the videos, is used to start a public meeting, which demonstrates a process of listening to views of local stakeholders and which in turn leads to public debate based on those stakeholder views.

CVM is being used to help develop the way forward for MPA management; governance structures can be included as a being a component of the discussions.

Advantages

- Involves stakeholders whose views might not otherwise be heard.
- Gives stakeholders the opportunity to hear each others' views.
- Develops personal ownership in the issues.
- Helps build relationships.

Disadvantages

- Consultancy costs for the CVM process.
- Analysis of videos is time consuming.
- While around 40 stakeholders may be interviewed, not everyone's voice is heard.
- Potential for researcher bias in selecting interviewees.

Examples: Community Voice projects undertaken by Ifcas to develop approaches for inshore MCZ management.

Sussex Ifca worked with the Marine Conservation Society on a CVM project with the purposes of supporting the management of inshore MCZs in Sussex waters[20]. Over a five month period in 2013-2014, 41 interviews were filmed with a wide range of stakeholders representing commercial fishing, recreational angling, government agencies, recreational diving, recreational boating and marine archaeology. Interviews were held in several locations along the coast. A 30 minute film was produced from the interviews and shown at a series of wider stakeholder workshops to inform and help develop local MCZ management.

A similar project has been undertaken by Eastern Ifca in partnership with the Marine Conservation Society in 2016[21]. The purpose was to gain an understanding of the way

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[20] http://www.sussex-ifca.gov.uk/marineconservation-zones.
[21] http://www.eastern-ifca.gov.uk/publications/community-voice-project/.

people value and use the coast, as well as their views on management. Videos were made of 35 interviews, each of which lasted about one hour, with 40 stakeholders. The interviews, which took place in Lincolnshire, Norfolk and Suffolk, included questions about people's connection with, and use of, the coast and sea, as well as questions about management of MPAs. The documentary film produced from the videoed interviews was used to introduce the first of three pairs of workshops designed to explore the management of the marine environment.

Situations best suited to this type of stakeholder engagement:
- Information gathering – from local people on their use of an area and views in relation to MPAs.
- Consultation – to gain views on, for example, governance structures.
- Participation – seeking local knowledge and views to contribute to workshop discussions on issues and management.
- Could be used in locations where there has been no previous governance of MPAs or where a fresh approach to existing arrangements is needed.

Further information:
- CVM approach: http://communityvoiceconsulting.com/cvm/.
- Video explaining the CVM: https://vimeo.com/150885111.

2.8   Future Search

Future Search[22,23] is a method for bringing a diverse group of people together to plan for the future. The method involves a series of sessions held across a three day period.

- Reviewing the past
- Exploring the present, including external trends
- Creating ideal future scenarios
- Identifying and confirming common ground
- Action planning

The approach provides a means of gathering views on the aspirations, hopes and visions for an area, along with concerns and difficulties, from stakeholders representing a range of interests. It identifies common ground between stakeholders, focuses on the future, builds commitment and empowers people to take action.

The detailed method, involving a series of sessions, can be used with groups of 60-80 participants in one room or more participants if break out rooms are used. Alternatively, the principles of Future Search can be used as part of a whole group facilitated session within a workshop or with break out groups of around 8 participants.

As a process Future Search could be used to help develop the way forward for MPA management with governance structures being a component of the discussions.

Advantages

- Helpful for identifying a shared way forward.
- Can empower stakeholders and develop ownership.
- Can help build relationships.

Disadvantages

- The timing of the sessions may not be convenient for some stakeholders.
- Can be costly in terms of hiring experienced facilitators, hiring a venue and providing refreshments.
- Huge time commitment on the part of stakeholders.

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[22] http://www.futuresearch.net/index.cfm.
[23] http://www.thechaosgame.com/organisations/future-search/.

Example: Essex Estuaries EMS

Future search workshops were used by one of the constituent Estuary Management Partnerships of the Essex Estuaries EMS at the time when management of EMSs was first being considered, to establish a wider vision for the estuary beyond the EMS, with an emphasis on identifying development opportunities that were compatible with the EMS objectives[24].

Situations best suited to this type of stakeholder engagement:
- Information gathering – to gain information from the participants on their hopes and concerns, as well as common ground, relating to MPA governance.
- Consultation – to gain views on, for example, governance structures, and to seek new ideas.
- Participation – the process engages stakeholders in thinking about and planning for the future.
- Collaboration – the approach helps build commitment and responsibility among participants to take action.
- Could be used in locations where there has been no previous governance of MPAs or where a fresh approach to existing arrangements is needed.

Further information:
- Page 90 of: Jones, P.J.S., Burgess, J. & Bhattachary, D. 2001. 'An evaluation of approaches for promoting relevant authority and stakeholder participation in European Marine Sites in the UK'. English Nature (UK Marine SACs Project). http://www.ukmarinesac.org.uk/pdfs/stake_holder.pdf.
- Page 24 of: New Economics Foundation. 1998. 'Participation works! 21 techniques of community participation for the 21st century': http://b.3cdn.net/nefoundation/e59722efbe227ca37e_4fm6b0lv9.pdf.
- Future Search website (originators of the technique): http://www.futuresearch.net/index.cfm.
- http://www.thechaosgame.com/organisations/future-search/.

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[24] Page 77 of Jones, P.J.S., Burgess, J. & Bhattachary, D. 2001. An evaluation of approaches for promoting relevant authority and stakeholder participation in European Marine Sites in the UK. English Nature (UK Marine SACs Project). http://www.ukmarinesac.org.uk/pdfs/stake_holder.pdf.

2.9   Consensus-building/stakeholder dialogue

Consensus-building is a devolved decision making process which seeks mutually beneficial outcomes amongst stakeholders with a wide range of interests. It should be used only where the outcome of the process is respected and followed through by management authorities upon the final decisions resulting from the process.

The approach requires facilitators trained in consensus-building to design and deliver a process to suit the situation. The process generally involves a sequence of about four workshops separated by time for information gathering. Workshop sessions employ a variety of participative techniques to gain information from participants, explore issues, develop ideas and identify priorities. The approach is suitable for large numbers of stakeholders from a wide range of interests.

Developing governance structures could form a component of a consensus-building process designed to look at all aspects of MPA management[25].

Advantages

- Results in an identified and agreed way forward amongst stakeholders.
- Empowers stakeholders and develops ownership.
- Techniques used seek mutually beneficial, win-win outcomes.
- Transparency of decision-making.
- Helps build relationships.

Disadvantages

- Long length of time (several months/over a year) from the start to the finish of the process.
- The timing of the sessions may not be convenient for some stakeholders.
- Costly in terms of hiring experienced designers and facilitators to manage the process, hiring venues and providing refreshments.

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[25] See the 'Writing management plans' part of the toolkit.

Example: North East Kent EMS[26]

A session on the management structure for the North East Kent European marine site formed a component of one of the stakeholder dialogue workshops for the revisions to the Management Scheme. It emerged that stakeholders were confused about the existing management structure, in particular who was represented on the Management Group and how the Group related to the stakeholders and related project work in the area. As a result of this feedback, the management structure was then described in the revised version of the Management Scheme.

Situations best suited to this type of stakeholder engagement:
- Information giving – as part of an introductory session, to explain, for example, the purpose of MPAs and governance arrangements.
- Information gathering – to gain information from the participants on matters relating to governance e.g. local interests, local interest groups, and conflicts of interest.
- Consultation – to gain views on, for example, governance structures, and to seek new ideas.
- Participation – stakeholders identify issues, generate ideas and consider future options.
- Collaboration – the approach helps build commitment among participants.
- Could be used in locations where there has been no previous governance of MPAs or where a fresh approach to existing arrangements is needed.

Further information:
- Pages 33-36 of: Pound, D. 2009. 'Adopting effective stakeholder engagement processes to deliver regional Marine Protected Area (MPA) network'. Natural England Commissioned Report, Number 008.

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[26] The North East Kent European marine sites Management Scheme 2007-2012.
http://www.nekmpa.org.uk/media/2044769/Management_Scheme_Overview_final_April07.pdf.

2.10 Co-production

Co-production is an approach that uses 'citizen power' for better public outcomes. It is based on the concept of making better use of both professional bodies and citizens' assets, resources and contributions to achieve better outcomes.

The definition suggested by the National Co-production Critical Friends Group[27] is:

> '*Co-production is a relationship where professionals and citizens share power to plan and deliver support together, recognising that both partners have vital contributions to make in order to improve quality of life for people and communities*'.

Co-production brings people together who have different ideas and views to work together, as equals, to achieve a way forward. The essence of the approach is about using the skills and experience that people have to deliver a public or voluntary service that works. For example, the approach has been used in the health and social care service sectors for improved service provision.

Training is required in co-production techniques and an active and dedicated stakeholder group is necessary to support the approach.

Co-production could be used by public authorities and wider stakeholders working together for co-decision making on governance structures and co-delivery of management and public outcomes related to MPAs. The approach is being considered for use with MPAs in Scotland.

Advantages
- Develops capacity within local communities.
- Potential to transform services for efficiency of delivery and cost-effectiveness.
- Helps build relationships.

Disadvantages
- Requires training in co-production processes.
- Could involved costs of hiring experienced co-production facilitators.

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[27] Joseph Rowntree Foundation, Think Local Act Personal, New Economics Foundation. 2013. National Co-production Critical Friends' share definition: January 2013.
http://api.ning.com/files/A1Qs8*3Ts4xAGEMdfQiEa21YSR8xlBKfFawmG5tQcDpcf2gBlmHBfL82ChkhblrDHzf3ju E9cRk5LCFrxMfaM3LYxgOh4uUv/Shareddefinition.pdf.

Examples of use: Development of the Welsh National Marine Plan[2829]

A co-production approach is being used by the Welsh Government in preparation of the National Marine Plan. A Marine Planning Stakeholder Reference Group (MPSRG) has been established with the purpose of providing input to the production of the Welsh National Marine Plan (WNMP) and associated processes. Regular monthly meetings are held to share thinking and provide feedback on developing approaches to marine planning.

Stakeholders include representatives from: the Welsh Government marine planning team, Local Government, NGO's, marine industries, fisheries, ports, yachting and coastal partnerships.

The role of the MPSRG is to act as a 'critical friend' to the Welsh Government throughout the marine planning project. Tasks include advising on draft chapters of the WNMP and associated documents, such as the Sustainability Appraisal, on an 'in confidence' basis. It is also tasked with informing and co-delivering other work packages and products related to marine planning. Where appropriate within the process, the MPSRG is expected to act as a conduit between the marine planning team and wider stakeholder network and to encourage engagement of wider stakeholders during consultation periods.

On publication of the WNMP, the work of the group will continue and the frequency of meetings reviewed.

Situations best suited to this type of stakeholder engagement:
- Consultation – to gain views on, for example, governance structures, and to seek new ideas.

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[28] Marine Planning Stakeholder Reference Group – Terms of Reference. 2015.
http://gov.wales/docs/drah/publications/150812-marine-planning-stakeholder-reference-group-terms-of-reference-en.pdf.
[29] Welsh Government. 2017. Statement of Public Participation for the Welsh National Marine Plan.
http://gov.wales/docs/drah/publications/170214-statement-of-public-participation-2017-en.pdf.

- Participation – a small group of (around 20) stakeholders work with an organisation on a regular basis specifically to develop and implement a new way forward, for example, governance of MPAs.
- Collaboration – for joint working on the preparation of documents and advice on the way forward.

Further information:

- Co-production network: web page: http://coproductionnetwork.com/.
- Social Care Institute for Excellence web page: http://www.scie.org.uk/publications/guides/guide51/what-is-coproduction/principles-of-coproduction.asp.
- Social Care Institute for Excellence 'easy to read' document on 'Co-production in social care: What it is and how to do it' (see page 10): http://www.scie.org.uk/publications/guides/guide51/files/guide51-easyread.pdf.
- Needham, C. 2009. 'Co-production: an emerging evidence base for adult social care transformation'. Research Briefing. Social Care Institute for Excellence: http://lx.iriss.org.uk/sites/default/files/resources/Co-production.pdf.
- New Economics Foundation. 2008. 'Co-production: A manifesto for growing the core economy': http://b.3cdn.net/nefoundation/5abec531b2a775dc8d_qjm6bqzpt.pdf.
- Governance International leaflet on the 'Co-production Star: A toolkit for public services and communities': http://www.govint.org/fileadmin/user_upload/our_services/co-production/Co-produktion_Star.pdf.

3.   Summary

A summary of the techniques included in this toolkit and their main uses is listed in Table 2. The detail on how to go about using the techniques should be sought from other documents or websites.

Table 2: Summary of the main uses of each technique included in this toolkit

Stakeholder technique	Main use	Pages
Questionnaire	• Information gathering	8-10
Consultation	• Consultation	11-13
Public meetings	• Information giving • Information gathering	12-16
Focus groups	• Information gathering	17-18
Workshops	• Information gathering • Participation	19-21
Participatory Appraisal	• Information gathering • Participation	22-24
Community Voice	• Information gathering • Participation	25-26
Future Search	• Information gathering • Participation • Collaboration	27-28
Consensus-building	• Information gathering • Participation • Collaboration	29-30
Co-production	• Collaboration	31-33