



### (Principle of) Public Participation

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## Learning objectives

- ▶ At the end of the session you should be able to:
  - ▶ Understand that participation is a multidimensional concept
  - ▶ Appreciate the role of participation in aspects of Law of the Sea and Principled Ocean Governance
  - ▶ Determine criteria for and levels of appropriate participation
  - ▶ Comprehend some tips and tools for participation in practice

## Some things to think about

- ▶ Participation is too big a topic to cover in one session
- ▶ Is participation for you a means or an end, or both?
- ▶ How many scales and levels of participation are there?
- ▶ Is participation usually costly, sometimes beneficial?
- ▶ Do both the organiser and participants need capacity?
- ▶ Isn't participation really all about power and politics?
- ▶ You all have participation experiences to share and let this be an interactive learning adventure for everyone

## What aspects of Caribbean Sea marine resource governance most attract public participation?



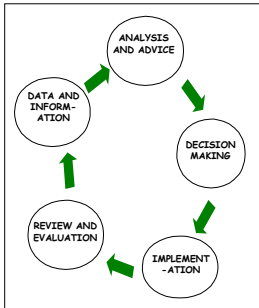
## Principled Ocean Governance and UNCLOS

- ▶ Participatory language of UNCLOS is instructive
  - ▶ the coastal State and competent international organizations, whether subregional, regional or global, shall cooperate (Art. 61)
  - ▶ data relevant to the conservation of fish stocks shall be contributed and exchanged on a regular basis through competent international organizations (Art. 61)
  - ▶ participation by all States concerned (Art. 61)
  - ▶ shall cooperate directly or through appropriate international organizations (Art. 64)
  - ▶ States bordering an enclosed or semi-enclosed sea should cooperate with each other (Art. 123)
- So where does **PUBLIC** participation fit in?
- Do we actively seek to engage civil society?

## Civil society participation in MEA governance

- ▶ Roles played by civil society in implementation include:
  - ▶ Providing and disseminating technical and local knowledge
  - ▶ Awareness raising and public education to change behaviour
  - ▶ Assisting the secretariat in communicating with non-parties
  - ▶ Promoting implementation of MEA activities in the field
  - ▶ Gathering and transmitting information on non-compliance
  - ▶ Implementation of relevant national and local level policies
  - ▶ Pressuring governments to implement the MEAs
  - ▶ Participating in the decision making process at many levels
  - ▶ Mobilising indigenous rights and traditional knowledge

### Where are entry points for participating?



Where to enter the policy cycle?

- > Visioning or goal setting
- > Strategic planning
- > Operational planning
- > Scientific fieldwork
- > Participatory M&E
- > Policy appraisal
- > Implementation partner

Entry points influence who the stakeholders are and capacity required to actively participate.

### Ladders and other models of participation

Citizen Control	Degree of citizen power
Delegated Power	
Partnership	Degree of tokenism
Placation	
Consultation	
Information	
Therapy	Non-participation
Manipulation	



Are we there yet?  
How much is enough?  
Can there be too much?  
Whose views count?

(Source: Arnstein 1969)

### Levels of participation in co-management

Consultative co-management	Collaborative co-management	Delegated co-management
Government interacts often, but makes all of the decisions	Government and the stakeholders work closely, and share decisions	Government lets formally organised users or stakeholders make decisions

*Government has the most control*



*People have most control*

McConney et al. (2003), researching Caribbean coastal resources, found consultative was most common but collaborative was most wanted. Why was delegation avoided by both the state and other stakeholders?

### Things you can do with participation

#### Bright side



- > Initiate
- > Design
- > Organise
- > Join
- > Lead
- > Encourage
- > Sustain
- > Empower

#### Dark side

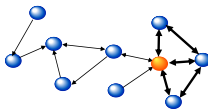


- > Reject
- > Prevent
- > Oppose
- > De-rail
- > Undermine
- > Discourage
- > Terminate
- > Disempower

In principle, is there ever a right time to go over to the dark side?

### Who gets to participate, how, when, why?

- > Contracting or States Parties or Member States
- > Cooperating Parties, Observers (objectors too?)
- > Policy domain and spheres of influence, networks



- > Special interest groups and political alliances
  - > Alliance of Small Island States (AOSIS)
  - > Group of Latin America and the Caribbean (GRULAC)

### Stakeholder analysis

Stakeholder analysis identifies stakeholders by asking questions including:

- > Who is directly affected by the problem situation being addressed?
- > What are the interests of various groups in relation to the problem?
- > How do groups perceive the management problem to affect them?
- > What resources do groups bring to bear on the problem?

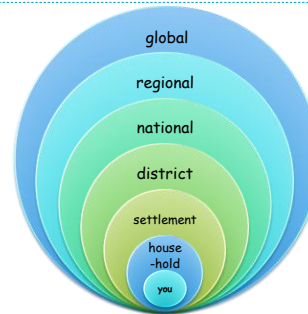
## Stakeholder analysis (cont'd)

**Stakeholder analysis identifies stakeholders by asking questions including:**

- ▶ What resources do groups bring to bear on the problem?
- ▶ What organizational or institutional responsibilities do the groups have?
- ▶ Who should benefit, or be protected from, management interventions?
- ▶ What conflicts may groups have with each other and management strategies?
- ▶ What management activities may satisfy the interests of the various groups?

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## Scales and levels of participation



**Types of scales**

- ❖ Geographic
- ❖ Jurisdictional
- ❖ Institutional
- ❖ Temporal

Also cross-scale and cross-level linkages to note

## Identifying features of participation in a country

J.L. Suárez-Villa et al. / Marine Policy 32 (2008) 319–325

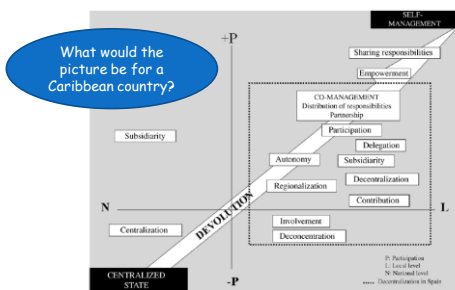


Fig. 1. Ratio between participation and decentralization. The situation in Spain.

## Placing countries on a participation scale

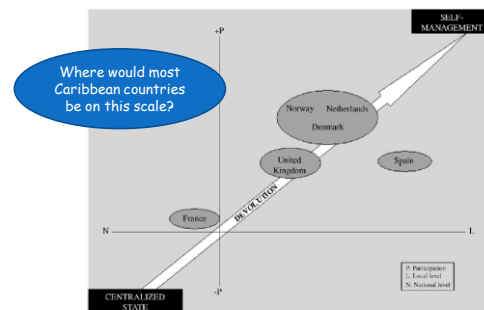


Fig. 2. Ratio between participation and decentralization in some European countries.

## Building capacity to participate is multi-faceted

- ▶ **World view:**
  - ▶ vision and mission guiding capacity requirements
- ▶ **Culture:**
  - ▶ an organisation's distinctive climate and way of operating
- ▶ **Structure:**
  - ▶ roles, functions, positions, supervision, reporting, etc.
- ▶ **Adaptive strategies:**
  - ▶ ways of responding to changing environments
- ▶ **Skills:**
  - ▶ knowledge, abilities and competencies for effective action
- ▶ **Material resources:**
  - ▶ technology, finance and equipment required
- ▶ **Linkages:**
  - ▶ relationships and networks for action and resource flows


## Participation may entail conflict management

**Conditions that facilitate conflict management:**


- ▶ All the disputing parties are known
- ▶ Willingness to negotiate resolution
- ▶ Reaching resolution is important for all
- ▶ Parties trust conflict management method
- ▶ A mutually beneficial outcome is a possibility
- ▶ Parties have authority to make deals
- ▶ Funds, time and other resources are available
- ▶ Resolution is desirable in the wider context




### Communication is necessary for participation

- ▶ written material (*reports, policy briefs*)
  - ▶ visual material (*posters, pictures, video*)
  - ▶ oral presentations (*local area meetings*)
  - ▶ one-on-one discussion (*animators*)
  - ▶ mass media (*newspaper, radio, TV*)
  - ▶ internet group discussion (*listservs*)
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- ▶ What communication products and pathways keep various stakeholders engaged and participating?
  - ▶ Within the realm of the possible, what is feasible?

### Design criteria/considerations for participation 1

- ▶ Whether the event is a project (with specific lifespan) or a process (ongoing indefinitely)
  - ▶ The stage in the evolution of the event at which participation is initiated
  - ▶ The level of the participation in the policy or operational domains, ranging from policy decision-making to action research
  - ▶ The characteristics of the stakeholders involved, including power, gender, age, education, organisation and role in event
  - ▶ Social and cultural characteristics including the social structure and extent of conflicts or institutionalised alliances and barriers
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### Design criteria/considerations for participation 2

- ▶ Legal framework or informal norms and institutions that govern how stakeholders relate to each other and the State
  - ▶ Previous positive or negative experiences with participatory processes and their outcomes including the extent of embracing or hostility towards those planned or in progress
  - ▶ Human, financial, time and other resources applicable to the exercise
  - ▶ Physical, geographic and other conditions that determine the logistic considerations
  - ▶ Experience of the person or organisation leading the participation, including familiarity with the situation and the process employed.
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### Good participatory methodology and methods 1

#### ▶ Social Invention

- ▶ Participants design their own solutions or outputs or outcomes. Achieve interaction between 'experts' and stakeholders, and a synthesis of social and technical expertise.




#### ▶ Social Learning

- ▶ People develop a new level of understanding of the issues and problems and the way to solve them. Behaviours are changed - people will approach things differently in the future - adaptation.

### Good participatory methodology and methods 2

#### ▶ Social Commitment

- ▶ People are free to make whatever promises they choose (including promises to take no action at all).
  - ▶ People make their promises publicly in the presence of the other stakeholders (transparency, accountability).
  - ▶ People understand what it will take to fulfill the promise (appreciation of adaptive capacity required).
  - ▶ People have (or believe they can obtain) the means and competence to fulfill the promise (adaptive capacity).
  - ▶ There must be an effective means of assessing whether commitments or promises made are genuine, to ensure sustainability (vulnerability, resilience).
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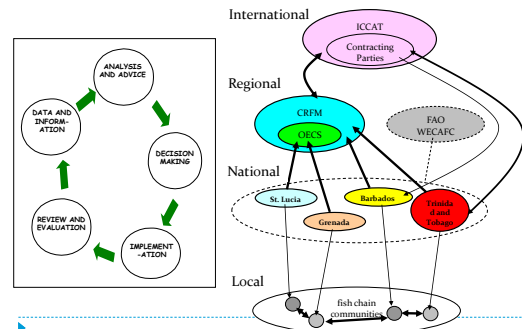
### The International Association for Public Participation's Core Values

1. Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.
2. Public participation includes the promise that the public's contribution will influence the decision.
3. Public participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision makers.
4. Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision.
5. Public participation seeks input from participants in designing how they participate.
6. Public participation provides participants with the information they need to participate in a meaningful way.
7. Public participation communicates to participants how their input affected the decision.

## The Community Development Society's Principles of Good Practice

- ▶ 1. Promote active and representative participation toward enabling all community members to meaningfully influence the decisions that affect their lives.
- ▶ 2. Engage community members in learning about and understanding community issues, and the economic, social, environmental, political, psychological, and other impacts associated with alternative courses of action.
- ▶ 3. Incorporate the diverse interests and cultures of the community in the community development process; and disengage from support of any effort that is likely to adversely affect the disadvantaged members of a community.
- ▶ 4. Work actively to enhance the leadership capacity of community members, leaders, and groups within the community.
- ▶ 5. Be open to using the full range of action strategies to work toward the long term sustainability and well being of the community

## Participation in multi-level marine policy cycles: the case of tuna management in the Caribbean



## A participatory exercise!

1. Form four (4) groups corresponding to the levels in the tuna scenario or a scenario of your choice
2. Consider what forms of public participation and stakeholders are in the policy cycle at 'your' level
3. Jot down five (5) principles that you would apply for successful public participation at 'your' level to achieve the goal of sustainable and equitable management of small-scale tuna fisheries or using a goal that fits the selected alternative scenario
4. Share your group's 5 principles with colleagues

## Internet resources on participation

[http://learningforsustainability.net/research/action\\_research.php](http://learningforsustainability.net/research/action_research.php)

<http://www.fao.org/participation/>

<http://www.acdi-cida.gc.ca/acdi-cida/acdi-cida.nsf/eng/EMA-218123623-NP9>

<http://www.cgiar-ilac.org/content/participatory-methods>

<http://www.fao.org/teca/content/parfish-toolkit-participatory-fisheries-stock-assessment-approach>

<http://www.canari.org/>

<http://www.rcpla.org/>

## Participatory monitoring and evaluation

To what extent were the learning objectives achieved?

Learning objectives...Are you able to?	Rating (1=lo - 5=hi)
Understand that participation is a multidimensional concept	1 2 3 4 5
Appreciate the role of participation in aspects of Law of the Sea and Principled Ocean Governance	1 2 3 4 5
Determine criteria for and levels of appropriate participation	1 2 3 4 5
Comprehend some tips and tools for participation in practice	1 2 3 4 5

Enjoy the remainder of the course

Best regards  
P. McConney