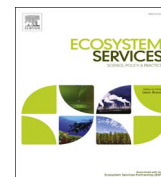




ELSEVIER

Contents lists available at ScienceDirect

## Ecosystem Services

journal homepage: [www.elsevier.com/locate/ecoser](http://www.elsevier.com/locate/ecoser)

# Forming shared values in conservation management: An interpretive-deliberative-democratic approach to including community voices



S. Ranger<sup>a,b,\*</sup>, J.O. Kenter<sup>b</sup>, R. Bryce<sup>c</sup>, G. Cumming<sup>d</sup>, T. Dapling<sup>e</sup>, E. Lawes<sup>e</sup>, P.B. Richardson<sup>a</sup>

<sup>a</sup> Marine Conservation Society, Ross-on-Wye, Herefordshire, UK

<sup>b</sup> Laurence Mee Centre for Society and the Sea, Scottish Association for Marine Science (SAMS), University of the Highlands and Islands, Oban, Scotland, UK

<sup>c</sup> Centre for Mountain Studies, Perth College, University of the Highlands and Islands, Scotland, UK

<sup>d</sup> Community Voice Consulting, Warrenton, NC, USA

<sup>e</sup> Sussex Inshore Fisheries and Conservation Authority, Shoreham, West Sussex, UK

## ARTICLE INFO

### Keywords:

Deliberative value formation  
Values based approach  
Cultural ecosystem services  
Marine protected areas  
Post-normal science  
Transdisciplinarity

## ABSTRACT

Global recognition of the decline of marine ecosystems and their services has led to rapid designation of Marine Protected Areas (MPAs) in recent decades. The complexity of effectively managing protected areas within the context of densely populated, highly used and contested coastlines points to the need for decision-support processes that effectively engage users and incorporate social, cultural and economic considerations alongside ecological objectives. Multi-Criteria Approaches (MCA) are established tools for complex decision-making involving uncertain, multi-scale environmental issues and multiple actors. Working closely with decision-makers, we develop a novel approach that draws on the strengths of MCA, but focuses less on arithmetic outcomes, instead presenting a deliberative-democratic process to facilitate emergence of shared values around effective conservation management. We nest these deliberations within the Community Voice Method (CVM), an interpretive film-based approach. CVM enables reflection on deeper-held values, stepping back from polarised policy debates and fostering conversation around shared values connecting people to place. We discuss how the integrated interpretive-deliberative methodology by a transdisciplinary team improved participation and engagement and provided outputs that supported improved decision-making. The approach made diverse impacts and benefits explicit and highlighted shared values amongst participants as a critical part of establishing robust management.

## 1. Introduction

There are currently over 13,000 designated Marine Protected Areas (MPAs) in the world (MPA Atlas, 2015). The last decade has witnessed the designation of 24 very large MPAs of over 100,000 square miles, accounting for over 60% of the global MPA coverage (Toropova et al., 2010). The overall influence of these massive, remote sites on global MPA statistics masks a disproportionate lack of protection in other areas, notably where human population densities are high, pressures are more intense and spatial management is arguably most challenging because of diverse competing interests. The territorial waters of the United Kingdom are amongst the most heavily used in the world, delivering a range of economically important ecosystem services that directly benefit industries and local livelihoods, such as tourism and recreation, fisheries and aggregate extraction (Halpern et al., 2008). These seas also provide important cultural ecosystem service benefits such as place identity and intrinsic and existence values of biodiversity

for wider society (McVittie and Moran, 2010; Jobstovgt et al., 2014a, 2014b; Bryce et al., 2016; Kenter et al., 2013).

Many decades of use have adversely impacted on marine ecosystems and it is considered particularly important for highly used spaces to be sustainably managed for the benefit of future generations (Toropova et al., 2010). Global trends show a decline in the quality of coastal regions (Garmendia et al., 2010) and in the UK, a range of historic and current pressures are recognised to have resulted in the degradation of the marine environment. These include fishing and other extractive industries such as aggregate extraction and capital dredging, high levels of development and pollution (Cooper et al., 2007; Moffatt, 2015; Hall-Spencer and Moore, 2000; Turner et al., 1998). MPAs are promoted as a key tool in allowing marine ecosystems to recover and become more resilient (Gray, 2010).

Among a suite of measures to bring improvements in the marine environment, the UK and its devolved governments are committed to establishing a network of MPAs (Defra, 2015). There are time-bound

\* Corresponding author at: Marine Conservation Society, Overcross House, Ross Park, Ross-on-Wye HR9 7US.  
E-mail address: [sue.ranger@mcsuk.org](mailto:sue.ranger@mcsuk.org) (S. Ranger).

requirements under both domestic and European legislation not only to establish protected sites but also to ensure that these sites are well managed. Driven by these legal requirements, changes to the way UK seas are managed are occurring rapidly. The number of designated MPAs in UK waters rose from 59 in 2000 to 165 in 2015. Despite these recent designations, there is evidence that adequate protection and ecological coherence across the MPA network in the UK has not yet been achieved (Lieberknecht et al., 2014). Driven by the limitations of a finite policy window within which the opportunity exists to achieve ecological coherence and adequate protection for species and habitats in UK seas, conservation advocates continue to push for more designations.

Simultaneously, there is lively, ongoing debate about the ecological, social and economic impacts of MPAs and how they should be designed and governed (Gray, 2010; Jones, 2001; Solandt et al., 2014). Disagreements about what should be protected are evident in the protected area literature when biodiversity, livelihoods and cultural practices are all at stake (Blaustein, 2007). While MPAs are advocated as tools to protect wild species and habitats, they are primarily about spatially regulating human behaviour and inevitably have impacts on individuals and communities, especially in busy, inshore sea areas. Understanding these impacts and considering them when planning and implementing MPAs can mitigate impacts on stakeholders, improve social acceptance, reduce conflict and ensure conservation outcomes are met (Voyer et al., 2012; Blaustein, 2007).

Aligning the need for protected areas with social and economic considerations is a compelling challenge for conservation (Agrawal and Chhatre, 2011; Cimon-Morin et al., 2012; Negi and Nautiyal, 2003) and one that is reflected in the policy underpinning MPA management in the UK. Marine Conservation Zones (MCZs) are multi-use MPAs being established in England under the UK Marine and Coastal Access Act (2008). At the point of writing, fifty of these sites have already been designated and a further tranche are expected to be designated in 2017. In the implementation phase of inshore MCZs, the responsible agencies are 10 regional Inshore Fishery and Conservation Authorities (IFCAs) who are tasked with the sustainable management of inshore sea fisheries resources up to 6 nautical miles off the coast. Their governing committees include local councillors and people from across the different sectors that use or are knowledgeable about the inshore marine area, all of whom offer their time voluntarily. Their stated vision is to “*lead, champion and manage a sustainable marine environment and inshore fisheries, by successfully securing the right balance between social, environmental and economic benefits to ensure healthy seas, sustainable fisheries and a viable industry.*” (Association of IFCAs, 2014, p.1). In achieving this balancing act, the IFCAs are legally bound to ensure that the conservation objectives of MCZs are met and that stakeholders are included throughout the decision-making process, including in the development of management measures. Recognising the challenges of effective enforcement in the marine environment with limited human and financial resources, ‘manageability’ is also a key consideration. IFCAs need to be mindful of developing and implementing management measures in a way that maximises voluntary compliance and in turn supports realisation of environmental benefits (Defra, 2010).

A further challenge for both resource users and regulators in MPA management is uncertainty. Scientific evidence about the natural environment, and particularly the marine environment, is incomplete and often contested by users with substantial local ecological knowledge. The government’s marine conservation advice, which is a cornerstone of MPA management in England, frames this uncertainty. It acknowledges that marine resource use decisions need to be made despite imperfect knowledge (Moffatt, 2015). For example, there is uncertainty about the distribution and extent of some marine habitats and species, broad rather than detailed and specific understanding of the functioning of marine ecosystems and an incomplete understanding of the ecosystem services offered by different habitats (Beaumont

et al., 2008), and likely climate change effects (Burrows et al., 2014). There is also uncertainty around the distribution of some human activities in UK seas (Kenter et al., 2013), the impact of existing and new activities, and of cumulative impacts.

An important consequence of this uncertainty is that expert-based and analytical approaches can be contested, leading to multiple legitimate perspectives in terms of knowledge and value claims (Garmendia and Stagl, 2010; Kenter, 2016b). This raises the need for processes that open up both expert and local knowledge to discussion, allowing evaluation of policy and management options on the basis of these plural and potentially conflicting claims. Such processes can generate social learning (Reed, 2008) and provide a forum for deliberative democracy (Habermas, 1984). Such forums aim to approximate the ideal of decision-making on the basis of communicative rationality, where deliberation is non-coercive and the process emphasises inclusivity in terms of knowledge and value claims (Orchard-Webb et al., 2016). This ‘deliberative turn’ in environmental decision-making (Rodela, 2012) shifts the emphasis from the outcomes to the process, and the challenge of forming novel democratic institutions that can give rise to shared values in response to shared problems (Kenter, 2016a; Irvine et al., 2016; Stagl, 2004).

Shared values have been conceived of as both the shared values that underpin our valuations and the value outcomes of group-based deliberative processes (Kenter et al., 2015). The former involve values that transcend specific contexts, comprising our principles and broader life goals. Kenter et al. (2015) called these transcendental values, which can be expressed by communities, cultures and societies as a whole as well as by individuals (also see Raymond and Kenter, 2016). The contextual, group-deliberated shared values that express the outcomes of a deliberative evaluation may be guided by these transcendental values to a lesser or greater degree, depending on the extent to which transcendental values have been made explicit in the process of forming contextual values (Kenter et al., 2016a).

This paper presents and discusses a novel methodology that integrates the Community Voice Method (CVM), a structured, film-based interpretive methodology (Cumming and Norwood, 2012), with a qualitative, deliberative Multi-Criteria Approach (MCA) to inform the management of two MPAs on the Sussex coast in the southeast of England. The study involved a transdisciplinary collaboration between decision-makers from Sussex IFCA, conservation practitioners from the Marine Conservation Society (a UK environmental NGO) and Community Voice Consulting, and academic researchers who acted as independent facilitators in the process.

Through integration of MCA and CVM, we took a values based approach to develop an interpretive-deliberative methodology that facilitated democratic participation, knowledge exchange, social learning and in-depth dialogue, and developed an understanding of shared values, both in terms of transcendental values and group-deliberated values across the coastal stakeholder community, to inform MPA management decisions. While there have been many studies that have used some form of MCA for considering environmental issues, few MCA studies have built on a rigorous qualitative methodology for 1) making explicit the shared values and views that connect people to places and natural resources, and 2) grounding deliberation in those values and views. Furthermore, we are not aware of any studies that have done this in a marine context.

We first present the approach as it was applied in the Sussex case study, and the outcomes. We then reflect on how the integration of analytical-deliberative with interpretive processes enabled people to consider the complexity and uncertainty around the evidence that was used to justify potential management measures, and how it enhanced inclusion and democratic participation, helping address many key concerns around knowledge and power associated with conventional deliberative methods. We also report on how the process influenced actual decision-making outcomes.

Download English Version:

<https://daneshyari.com/en/article/6463700>

Download Persian Version:

<https://daneshyari.com/article/6463700>

[Daneshyari.com](https://daneshyari.com)