



Constructing a ladder of transnational partnership working in support of marine spatial planning: Thoughts from the Irish Sea



Sue Kidd*, Lynne McGowan¹

Department of Civic Design, School of Environmental Sciences, University of Liverpool, Gordon Stephenson Building, 74 Bedford Street South, Liverpool L69 7ZQ, United Kingdom

ARTICLE INFO

Article history:

Received 26 February 2012

Received in revised form

29 January 2013

Accepted 12 March 2013

Available online 10 May 2013

Keywords:

Marine spatial planning

Transnational partnerships

Ladder of transnational partnership working

Irish Sea

Ecosystem-based management

Ecosystem approach

ABSTRACT

This paper adds to the growing body of literature on partnerships and Marine Spatial Planning (MSP) by constructing a ladder of transnational partnership working which can act as an aid to partnership development. The first part draws upon partnership working and co-management literature and identifies 5 levels of transnational partnership working: Information Sharing; Administration Sharing; Agreed Joint Rules; Combined Organisation; and Combined Constitution and illustrates what these might entail with reference to established maritime partnerships. The second part of the paper then explores how these generic levels may be used to structure transnational partnership development in a particular marine setting. This draws upon the outputs of two Irish Sea Transnational Partnership Working events which were funded by the UK's Economic and Social Research Council, and in particular on the exploration of motivations for collaboration which was a key point of discussion. In conclusion the paper considers the strengths and weaknesses of the ladder and how it may be enhanced and used more widely to better understand and analyse existing transnational partnership activity and guide the development of new transnational partnerships in support of MSP.

© 2013 Elsevier Ltd. All rights reserved.

1. Introduction

Over the last 30 years the United Nation's Convention on the Law of the Sea (UNCLOS) and the Convention on Biological Diversity (CBD) which entered into force in 1993, have been major driving forces behind efforts to improve the planning and management of marine areas. These global conventions are important not only in setting out duties to protect and where appropriate to rehabilitate and restore the marine environment and promote sustainable use, but also in advocating the ecosystem approach as the framework of understanding under which duties should be progressed (Maes, 2008). As a consequence many nation states are currently engaged in developing new arrangements for marine spatial planning (MSP), which is seen as a step towards ecosystem-based sea use management (Ehler and Douvère, 2007; Douvère and Ehler, 2009; Commission of the European Community, 2011). MSP not only considers environmental protection but aims to manage multi-sectoral uses of marine space, encompassing the increasingly wide range of human activities and interests that seek to benefit

from ecosystem goods and services. However, although national legislation and action are important in the delivery of UNCLOS and CBD ambitions, they are only part of the response that is needed. Critical to both conventions is a concern that planning and management should be undertaken at scales that reflect ecosystem functioning and that national level activities should nest within wider international spheres of action. The United Nations Environment Programme in collaboration with others has identified 64 distinct Large Marine Ecosystems (LMEs) a number of which lie within 18 regional seas (Duda and Sherman, 2002; Wang, 2004). UNEP recommends that these should be the focus of coordinated ecosystem-based planning and management arrangements.

In recognition of the importance of transnational action at regional sea level a number of international agreements have already been established. In European waters for example, these include the Convention for the Protection of the Marine Environment of the North East Atlantic (OSPAR Convention), the Convention on the Protection of the Marine Environment of the Baltic Sea Area (HELCOM), The Convention on the Protection of the Black Sea Against Pollution, and the Convention for the Protection of the Marine Environment and Coastal Region of the Mediterranean (the Barcelona Convention). While such developments are significant in strengthening the legal and institutional framework for collaborative protection and management of the marine environment,

* Corresponding author. Tel.: +44(0)151 794 3111; fax: +44(0)151 794 3125.

E-mail addresses: suekidd@liv.ac.uk (S. Kidd), cd0u10a1@liverpool.ac.uk (L. McGowan).

¹ Tel.: +44 (0)151 794 3118; fax: +44(0)151 794 3125.

from both an ecosystem approach and a MSP perspective they have their limitations. Concerns include issues of integration which are central to both concepts (Dickenson et al., 2010; Flannery and O Cinneide, 2012; Kidd, 2013). For example, such agreements tend to be sectoral rather than cross-sectoral in scope and are largely focused on environmental protection. Complementary activity co-ordinating the growing range of socio-economic interests and development ambitions in the marine environment, such as offshore oil and gas and renewable energy, marine aggregates and minerals, marine transport, and marine tourism is also needed, and ideally this should be brought together with environmental orientated partnership activity in a holistic way. In addition, agreements such as OSPAR and the Barcelona Convention operate at a high level with often limited connections to local level MSP activity, and are therefore partial in terms of stakeholder involvement. These characteristics mean that they can be distant from the causes of the problems that they seek to address, and the regimes that need to be involved in implementing appropriate responses. As a result, their effectiveness in delivery has been questioned (Joyner, 2009). Such critiques also reflect more fundamental shifts in perceptions of 'good' governance in environmental (and indeed other contexts) away from state centred approaches to modes which are more collaborative and participatory rather than top down (Duit and Galaz, 2008) and the fields of integrated coastal zone management and marine spatial planning have been particularly prominent in championing the benefits of partnership styles of governance (Fletcher and Potts, 2008; Bruns and Gee, 2009; Osterblom et al., 2010). It is in this context that interest is growing in the development of new transnational partnerships which can complement high level international agreements (where these exist) and support the integrated planning and management aspirations of the ecosystem approach and the new era of national level MSP activity (Khalimonov, 1999; Kern and Loffelsend, 2004; Berkes, 2005; Leslie and McLeod, 2007; Osterblom et al., 2010).

This paper aims to add to the growing body of literature on partnerships and MSP by providing a ladder of transnational partnership working that can be used to assist partnership development. The inspiration for the paper stems from work undertaken in the Irish Sea where for a number of years stakeholders from the six administrations with jurisdiction for the sea have been exploring the potential form and scope of transnational partnership arrangements to complement and support the rolling out of the new MSP regimes. The case is interesting in that it highlights the complexities that will be faced in many marine areas. The Irish Sea sits within the Celtic Sea/Biscay Shelf LME which is part of the North East Atlantic which falls under the OSPAR Convention. It is a semi enclosed sea within this wider area and has a distinct environmental and cultural identity. From the outputs of two events funded by the UK's Economic and Social Research Council (ESRC), it is evident that many stakeholders regard the Irish Sea as the 'natural' unit for transnational working and stakeholder engagement, while recognising the need to fit into the bigger Celtic Seas and North East Atlantic picture. The events also revealed multiple, widely supported motivations for collaboration. However, finding an appropriate way forward has proved difficult. The idea of outlining a ladder of transnational partnership working in support of MSP emerged from stakeholder discussions as a means of structuring partnership development. This paper is a response to this suggestion. The first part draws upon partnership working and co-management literature and develops a ladder with 5 levels of transnational partnership working: Information Sharing; Administration Sharing; Agreed Joint Rules; Combined Organisation; and Combined Constitution and illustrates what these might entail with reference to established maritime partnerships. The second part of the paper then explores how these generic levels may be used to

structure transnational partnership development in a particular marine setting by drawing upon the outputs of the Irish Sea Transnational Partnership Working events, and in particular on the exploration of motivations for collaboration which was a key point of discussion. In conclusion the paper considers the strengths and weaknesses of the ladder and how it may be enhanced and used more widely to better understand and evaluate existing transnational partnership activity and guide the development of new transnational partnerships in support of MSP.

2. Partnership working and co-management

Three aspects of the partnership working and co-management literature have provided inspiration for constructing the ladder. The first relates to partnership function, the second to the nature of the partnership building process and the third to degrees of informality and formality in partnership activity. Each of these areas will be explored in turn.

2.1. Partnership function

Arnstein's (1969) classic ladder of participation provides a useful starting point in considering different levels of partnership working (see Fig. 1). Although widely critiqued and the subject of many variations which have been developed to suit different settings, it is well known outside the academic community and is therefore felt to provide a good initial reference point for explaining the concept and purpose of the ladder. Arnstein's eight rungs start with those associated with non participation (manipulation and therapy); progressing to informing, consultation and placation which Arnstein describes as tokenism; and ending with partnership, delegated power, and citizen control which Arnstein labels under citizen power. Central to Arnstein's ladder is a concern with the relative sharing of power in planning and management situations, and this is a particularly complex matter in the sea where it relates not only to each nation state and their national, regional and local stakeholders, but also between nation states themselves and the sea-wide stakeholder community. Arnstein's ideas have been considered extensively in relation to the co-management of natural resources including that related to marine areas (e.g. Hersoug and

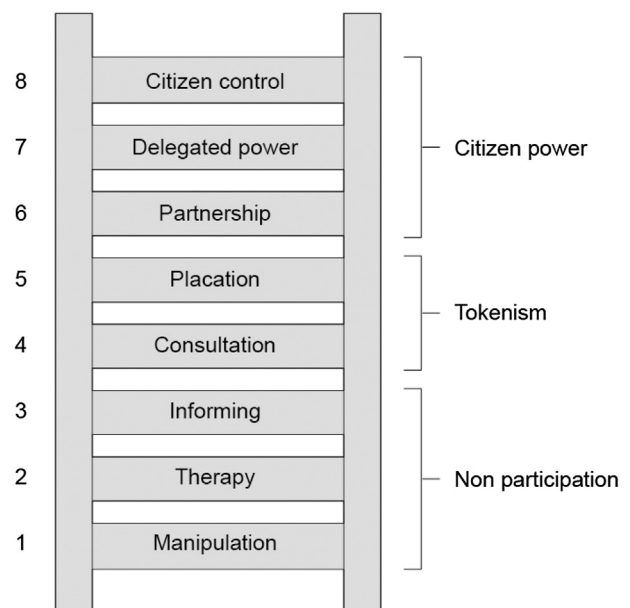


Fig. 1. Sherry Arnstein's ladder of citizen participation (Arnstein, 1969, p. 217).

Download English Version:

<https://daneshyari.com/en/article/7484225>

Download Persian Version:

<https://daneshyari.com/article/7484225>

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