

WP4

D4.1 Analysis of Existing Policies and Institutions

Lead: QUB (Wes Flannery, Ben McAteer) & IECS (Sue Boyes, Mike Elliott), Partners: All



Funded by
the European Union



Fisheries and Oceans
Canada

Ecosystems and
Oceans Science

Pêches et Océans
Canada

Sciences des écosystèmes
et des océans



QUEEN'S
UNIVERSITY
BELFAST



The Approach

1. Policy Audit: Conduct an institutional and policy audit of MPA and MSP processes within each Planning Site (PS)

2. PS partners given a workbook/toolkit on how to collect and provide the governance information

3. The creation of horrendograms and organograms to represent governance in each of the 8 PS, supported with semi-structured interviews

4. Analysis of the main similarities and differences

5. Conclusions

6. Next Steps: Contributed to the catalogue of 18 countries with governance diagrams over three EU funded projects (30 new horrendograms and organograms with some sites having transboundary governance)



Planning sites

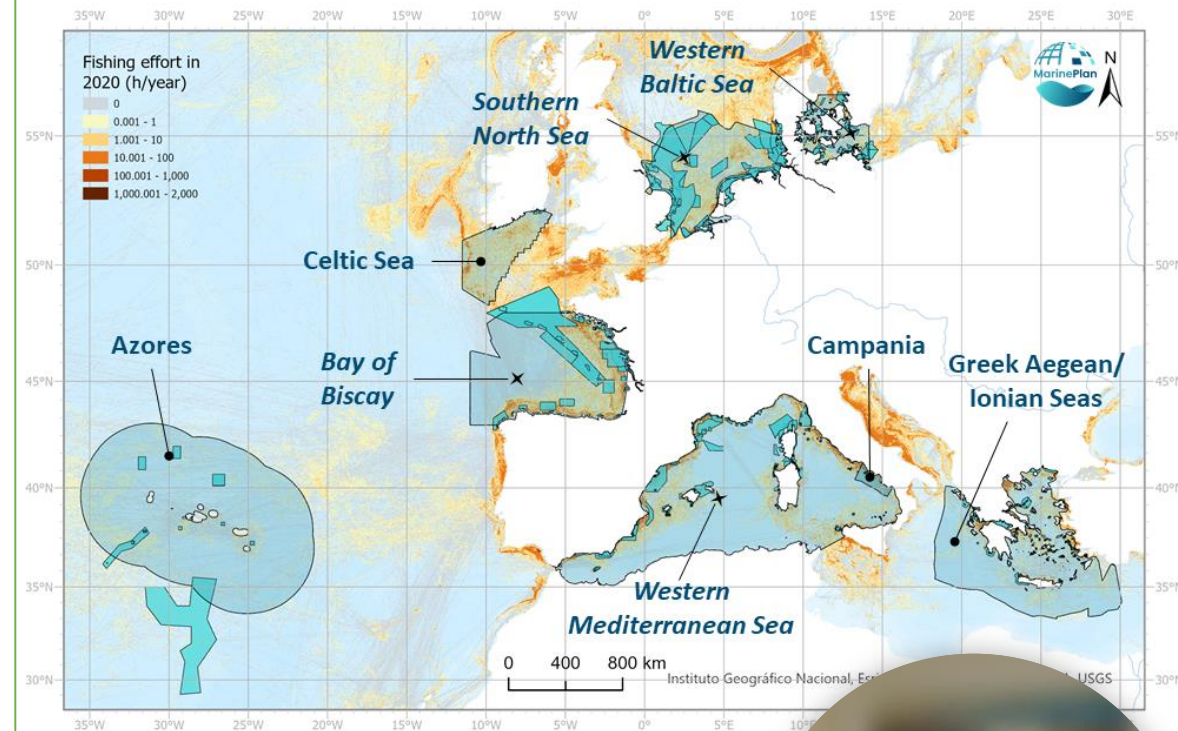


Policy Audit



1. Policy Audit: Conduct an institutional and policy audit of MPA and MSP processes within each Planning Site (PS)

- To report on the existing policies and institutions associated with MSP and MPAs in the MarinePlan 8 European Planning Sites (PS)
- To analyse how marine governance is being operationalised and a demonstration of the key trends that are emerging across the regions.
- Governance is used to include legislation, policy, politics, administration and the interplay among them (Boyes & Elliott, 2014).
- **Lead: QUB & IECS, Partners: All**



Method



1. Policy Audit:
Conduct an institutional and policy audit of MPA and MSP processes within each Planning Site (PS)

2. PS partners given a workbook / toolkit on how to collect and provide the governance information

The workbook guidance:

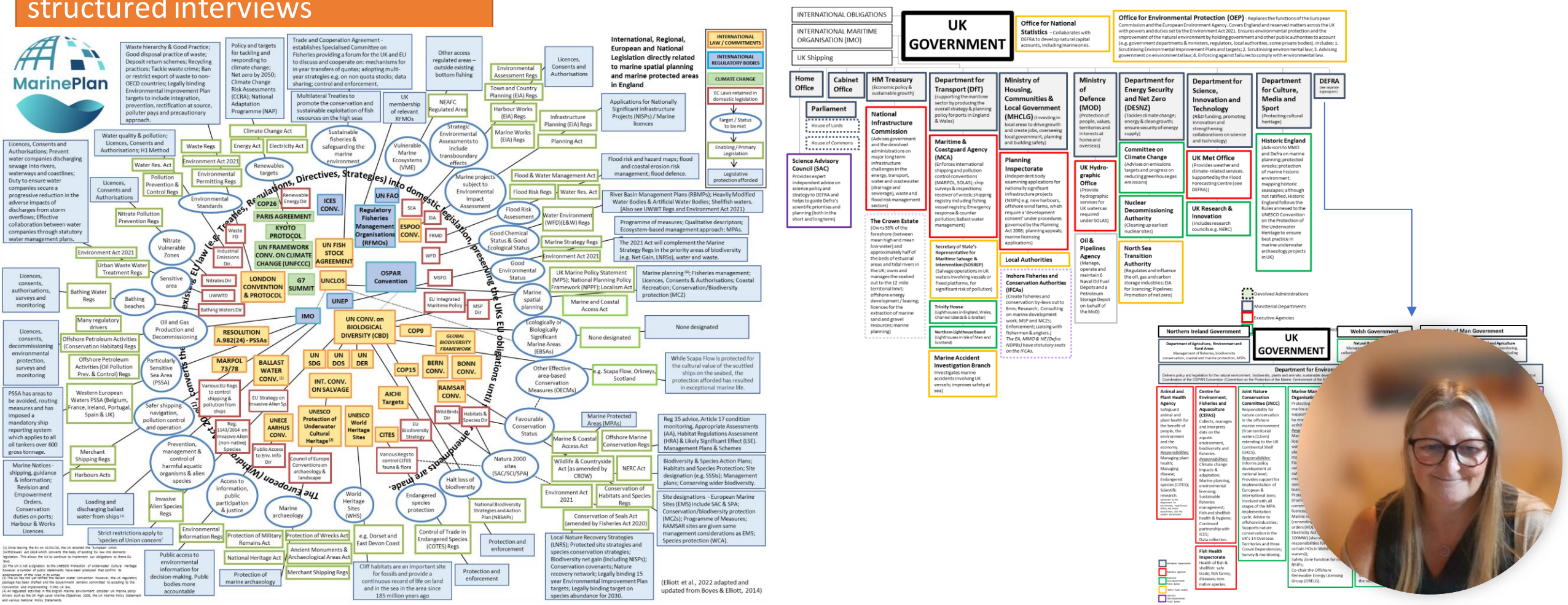
1. Collect and store documents that have governance significance (e.g. marine plans, conservation policies and other legislative material) in each Planning Site (PS).
2. Instructions on how to create a horrendogram and corresponding table to document the national legislation and policy that implement protective measures relating to MSP and MPA within the PS.
3. Instructions on how to create an organogram and corresponding table to document the number of statutory organisations and agencies that have a strategic role in MSP and managing/designating MPAs within the PS.
4. Conduct semi-structured interviews with marine management actors working with the policy regimes relevant to the PS.
5. Thematically analyse the documents and interview transcripts to produce a stakeholder typology for each PS.



3. The creation of horrendograms and organograms to represent governance in each of the 8 PS, supported with semi-structured interviews



- Based on the original work of Boyes and Elliott (2014, 2015) and subsequent revisions (Elliott et al., 2022), horrendograms and organograms were created for each Planning Site.



Method

3. The creation of horrendograms and organograms to represent governance in each of the 8 PS, supported with semi-structured interviews

Horrendograms:

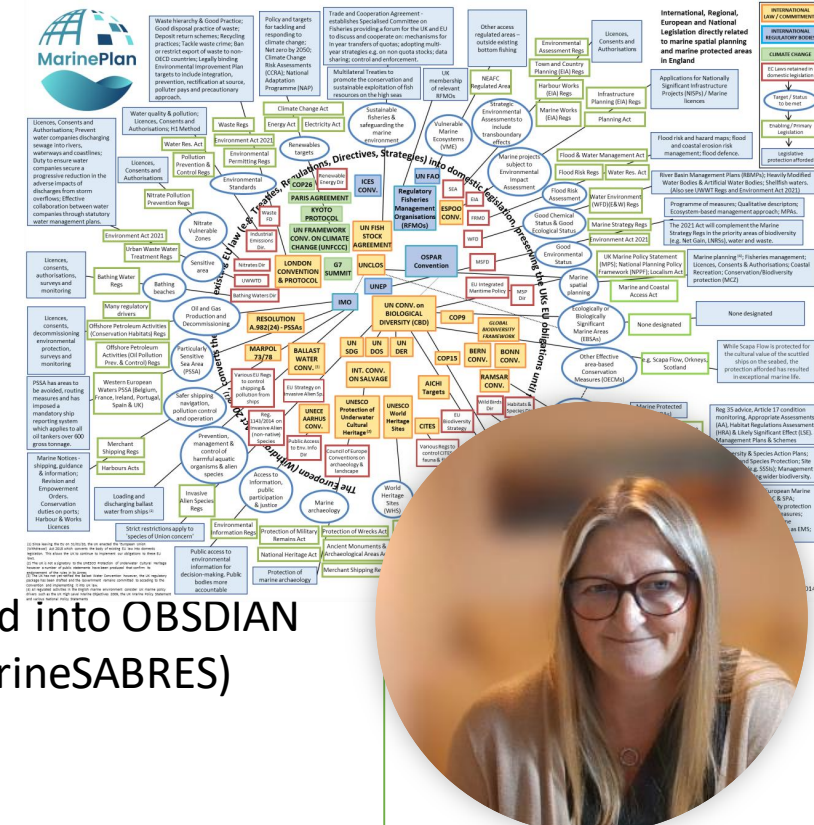
1. The creation of horrendograms for each of the 8 Planning Sites.
 - From the centre moving outwards, the horrendogram maps the vertical governance levels from the international (e.g. United Nations), regional (e.g. EU) and national laws (e.g. country specific implementation) related to marine management.

2. The horrendogram is also mapped by sectors - grouped into segments based on their management through national legislation to enable assessing horizontal integration.
 - Groups include ecological protection, fisheries, water quality, flood and risk assessment, MSP, climate change, SEA, EIA, shipping & general ocean management.

3. All legislative information has subsequently been mapped into OBSDIAN computer software for 3D visualisation (in MARBEFES & MarineSABRES) leading to topic-based use.



Planning sites



Method

3. The creation of horrendograms and organograms to represent governance in each of the 8 PS, supported with semi-structured interviews



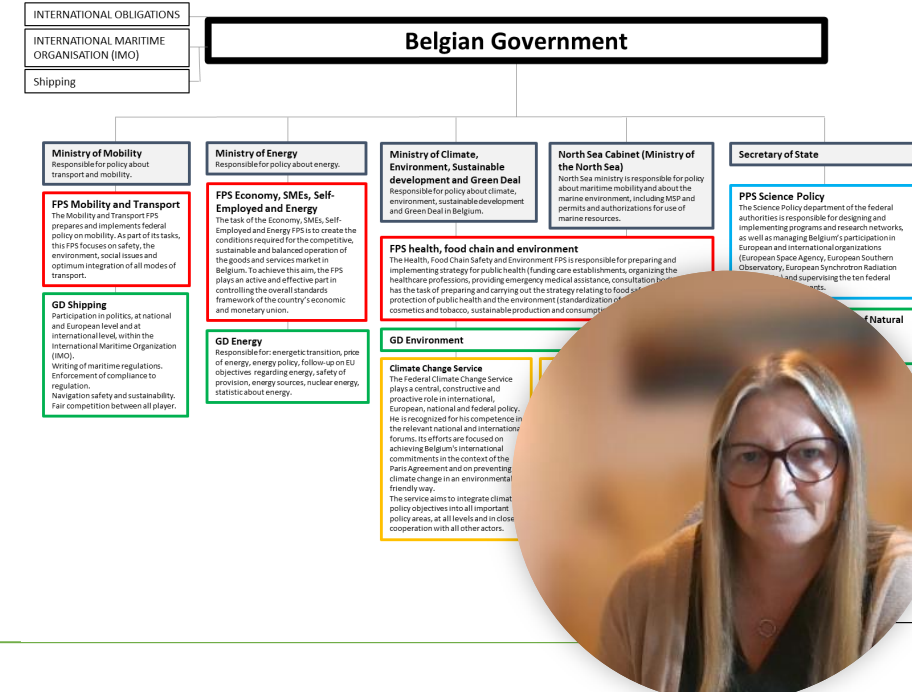
Organograms:

1. PS were asked to list the statutory/competent organisations that have an active role in managing the marine environment.
2. Then to identify which agency/body takes the lead for the designation, management and enforcement of that particular sector (e.g. MSP, nature conservation, shipping, water quality, EIA, SEA, fisheries, oil and gas, renewables) noting:

- Hierarchy within the management structure
- A description of the overall aim and vision of that organisation in relation to marine management
- Their responsibilities in relation to MPAs and MSP

3. Organograms were created which were unique to each Planning Site.

Planning sites



Method

3. The creation of horrendograms and organograms to represent governance in each of the 8 PS, supported with semi-structured interviews

Interviews:

1. PS conducted a range of semi-structured interviews with marine planners and policymakers, as well as those responsible for the implementation of EU environmental policies and conservation measures.
2. Stakeholder interviews were guided around 3 themes:

Theme 1: Policy process: understand how the policy area of the PS is organised. What policies are being created that relate to MPAs and/or MSP processes, how they contribute to this and with whom they work.

Theme 2: Participation and Stakeholder Influence: understand how stakeholder participation is operationalised and which sectors (e.g. fisheries, energy) are the most influential.

Theme 3: Reflexivity and adaptive capacity: understand how the effectiveness of current policy is being monitored, reviewed and how adaptive management to change.



Results



4. Analysis of the main similarities and differences

Similarities and Differences

- The creation of 13(*) horrendograms and 11(*) organograms representing governance in each of the 8 PS.
- The figures help to reveal insight into the varying levels of legislative complexity faced by Planning Sites, a serious challenge that has been long debated in marine governance literature.
- All 8 Planning Sites have a relatively complex administration structure with many different organisations having a remit in the management of MSP and marine conservation.
- Although most countries are enforcing the same EU legislation, differences are highlighted related to the layers of national legislation.
- Transboundary Planning Sites face the added complexity of different national administrations and national legislation requiring coherence and equivalence (Elliott et al., OCMA 2023).



(*) accounting for transboundary sites

Results

4. Analysis of the main similarities and differences

Similarities and Differences

- Many regions appear to have constructed unnecessarily complex legislative and administrative frameworks, managed by a plethora of organisations and administrative bodies that attempt to respond to a suite of international, national and regional policies, laws and agreements.
- There is no single authority responsible for the management of the marine environment in each region. This reinforces the inherent challenge of dealing with individual rules and policies, often with a sectoral bias.
- What D4.1 makes clear is that ineffective communication and a lack of coordination across institutional landscapes are prevalent, leading to a diverse range of conflicting marine activities being regulated by numerous pieces of legislation and policy.



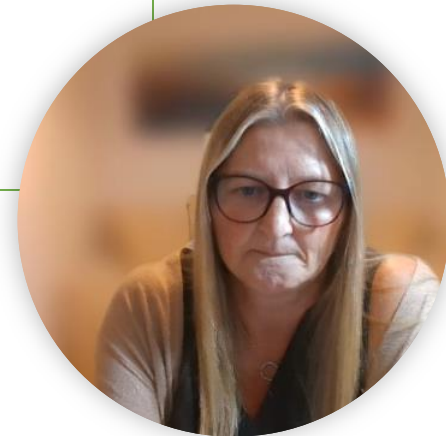
Results



4. Analysis of the main similarities and differences

Similarities and Differences

- A range of information is revealed regarding the organisation of the policy processes that underpin marine governance in each of the Planning Site areas.
- In doing so, it illustrates what policies are being created, what are their objectives, how they are being informed, and how they consider transboundary issues.
- Information is revealed regarding the networks and structures that policy-makers participate in to achieve their policy goals.
- Reference is also made to the emergent challenges that hinder MSP and MPA integration, as well as consideration of how these have been responded to in different contexts.



Conclusions



5. Conclusions

Conclusions

- D4.1 represents a valuable and novel audit of existing policies and institutions across multiple European regions.
- Despite the various contextual issues that may be affecting the sites, there are several opportunities and challenges that appear to be broadly applicable to multiple Planning Sites.
- What appears consistent across the majority of Planning Sites is that the MSP and MPAs processes are rapidly evolving, largely linked to international and European targets, objectives and agreements.
- Transboundary issues - a multitude of challenges continue to affect the development of MSP in cross-border regions. While efforts are made to include various stakeholders in consultation processes, ensuring equitable representation across all sectors can be a challenge.



Next Steps



6. Next Steps:
Contributed to the catalogue of 18 countries with governance diagrams over three EU funded projects (30 new horrendograms and organograms with some sites having transboundary governance)

- Although marine legislation is in the public domain, most project partners found the 'social science' nature of the workbook instructions outside of their comfort zone.
- However, all project partners learned from this and successfully created the horrendograms and organograms from scratch, or updated those already in existence.
- The workbook/toolbox to create these governance diagrams has been successfully created and adapted with feedback. This can now be applied elsewhere.
- There are currently over 30 horrendograms and organograms for different European countries (over 3 different EU funded projects).
- A summary paper is now being written, but Planning Sites should consider whether to publish their own synthesis.



Annex

Thanks to everyone for their input, hard work and enthusiasm!

